

Spectrum Gaming Group

Experience. Integrity. Independence.

THE FLORIDA LEGISLATURE

INVITATION TO NEGOTIATE (ITN) #859

TWO-PART GAMING STUDY

PART I TECHNICAL REPLY (ITN) #859

March 20, 2013



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1. Executive Summary

The Florida Legislature seeks an independent, authoritative and comprehensive blueprint for the future of gaming in the Sunshine State. The detailed Invitation to Negotiate (ITN) demands that such an academic study must be rigorous in its research while commanding the respect of all interested stakeholders.

The Spectrum Gaming Group team assembled for this important engagement has met those high standards in numerous engagements throughout the United States and around the world over a period of decades. Our proposal rests on the following essential attributes:

Credentials: We have impeccable academic credentials, with faculty and staff experience at some of the world's most prestigious institutions, including:

- University of Florida
- Harvard University
- New York University
- University of South Florida
- College of Charleston
- Rutgers University

Experience: Our team has experience dating back more than three decades, and can rightfully claim to be world leaders and pioneers in studying the impacts of gaming. Spectrum Managing Director Michael Pollock began researching the impacts of casinos on New Jersey in 1981, and his nearly decade-long study, "Hostage to Fortune: Atlantic City and Casino Gambling," was published in 1987 by the Center for Analysis of Public Issues in Princeton, NJ, to widespread acclaim, including an award from the New Jersey State Bar Association. That book is still being cited, most recently by the Beacon Council at the Florida Gaming Congress in February 2013.

In recent years, Spectrum has produced comprehensive, widely cited studies on the existing and potential impacts of gaming in Massachusetts, Connecticut, Illinois, Kentucky, Louisiana and Ohio as well as in Korea and Guam.

Credibility: Spectrum – which is neither pro-gaming nor anti-gaming – takes particular pride in its credibility among government officials and the media, and we have gained that credibility through a concerted, unyielding effort to be independent and candid in all our analyses. Note the following testimonial from Daniel O'Connell, Massachusetts then-Secretary of Housing and Economic Development, following the release of our 2008 report on the potential for gaming in Massachusetts: "The analysis provides a comprehensive response to the many thoughtful questions raised by legislators and other interested groups, and reflects the integrity and financial expertise for which Spectrum Gaming is widely regarded."

That same report generated the following editorials from Boston's two leading newspapers:

"[The Spectrum study] provides each side with plenty of objective analysis to consider ... The Spectrum study makes the essential point ... The study makes a powerful case ... The report issues another important warning ... The report's authors know all the angles played by casino developers."

- *Boston Globe* editorial, August 15, 2008

"The administration ought to revive the proposal to reflect the findings in the independent analysis conducted by Spectrum Gaming."

- *Boston Herald* editorial, August 8, 2008

One year later, Spectrum was charged with examining the impacts of all forms of legalized gambling on the state of Connecticut. That state's leading newspaper noted:

"This [Spectrum] report should be required reading by every state official. ... So the report reads like a good investigative series, and takes a big-picture view."

- *Hartford Courant* editorial, July 5, 2009

Spectrum has achieved similar credibility in Florida as well. Following our recent Florida Gaming Congress, *Sunshine State News* lauded, "the professional manner in which organizing sponsor Spectrum Gaming Group set up the event. Each panel ... had representatives from more than one, and most had several, principal stakeholders. They included the Seminole Tribe, the pari-mutuels, the hospitality industry, the state, and the big casino developers."

Perspective: The ambitious goals set forth in this ITN can only be achieved by a study that incorporates a clear Florida perspective with insights gleaned from other gaming markets. We built a team that offers a deep understanding of the internal dynamics of Florida and its critical tourism industry. We combine that with detailed knowledge of gaming in all its forms.

For example, our team boasts Dr. Lori Pennington-Gray, a tenured faculty member at the University of Florida and an Associate Director of the Eric Friedheim Tourism Institute. Our team also includes Dr. Howard Shaffer, Director of the Division on Addiction, a world-renowned non-profit academic research center founded at Harvard Medical School in 1992. We lay claim to many other examples of balancing a best-of-breed team with a best-of-Florida sensibility.

Indeed, Spectrum has a long record of incorporating that local Florida sensibility into its work. Our experience in Florida includes producing eight gaming conferences in the state, and we have been retained in past years to perform independent analyses for a wide variety of public- and private-sector Florida clients, ranging from Broward County to the Seminole Tribe, as well as for pari-mutuel operators and potential gaming developers.

Approach: Spectrum fundamentally believes that a study of this magnitude and scale must address and incorporate the hopes, ambitions and concerns of a wide variety of stakeholders, from local tourism industries to existing gaming operators, and from local officials to non-profit agencies. As is detailed in our proposal, we would dispatch professionals from various Florida bases to all corners of the state, and would hold numerous small and large meetings with stakeholders. Our multi-faceted approach, with bilingual capabilities, is the only way to ensure that all parties will ultimately believe that they have had an opportunity to be heard.

Results: Spectrum's record of work in other states demonstrates that our approach can achieve the outcome sought by the Florida Legislature. In Massachusetts, for example, Spectrum began work in 2008, prior to the passage of legislation. We began with a candid, comprehensive study, and followed that by working with legislative sponsors and the Speaker of the House to draft a bill that could best advance a variety of public policies. Legislation was enacted in 2011 that we believe is among the best gaming statutes adopted in the United States.

2. Organizational Background, Experience, and Capabilities

The Respondent shall include evidence of its qualifications and capability to provide the services in the Scope of Work for Part I of the Two-Part Study described in this ITN by describing its organizational background and experience. The description shall include at a minimum:

a. A synopsis of its qualifications and abilities to perform the services described in this ITN;

Spectrum Gaming Group LLC, founded in 1993, has a long, proud history of producing quality analysis in Florida – and throughout the world.

CREDIBILITY, EXPERIENCE IN FLORIDA

We note with particular pride our extensive Florida resume, which includes the following:

- Spectrum has produced eight gaming conferences in Florida over the past decade, and these all have been designed to provide clear, thoughtful insights into the future of gaming policy. Following our recent 2013 Florida Gaming Congress, Sunshine State News lauded “the professional manner in which organizing sponsor Spectrum Gaming Group set up the event. Each panel ... had representatives from more than one, and most had several, principal stakeholders. They included the Seminole Tribe, the pari-mutuels, the hospitality industry, the state, and the big casino developers.”
- Spectrum professionals have spoken at other conferences in Florida, ranging from a special session hosted in 2011 by the Beacon Council to a 2007 meeting with business leaders in Tampa.
- Nearly a decade ago, Broward County hired Spectrum to develop and implement a regulatory control structure for slot machines. In that regard, we prepared a strategic plan, developed preliminary regulations and a licensing system for the County. The project ended when the State took over regulation of slot machines.
- Our list of former clients in Florida range from the Seminole Hard Rock to Hialeah, as well as Genting and Sunrise Sports and Entertainment, all of which retained our services because of our stellar reputation for independence, integrity and gaming knowledge. To underscore that point, Spectrum was honored by Inc. Magazine, which named Spectrum to the 2008 and the 2009 Inc. 5000 List of the Fastest Growing Companies in the United States. In offering such recognition, Inc. Magazine noted that “A focus on integrity has allowed Spectrum to thrive.”

CREDIBILITY, EXPERIENCE IN RACING

Notably, we are well positioned and fully prepared to address all forms of gaming, including horse racing and pari-mutuel wagering overall, which are often neglected or given insufficient attention in many such reports. We have a clear, complete understanding of the economics of racing, and its relationship to tourism, agriculture and other industries – including other forms of gaming:

- Spectrum has developed numerous reports that look at trends in racing, and that have examined the impacts and economics of racing, in both our home state of New Jersey and elsewhere.
- We have testified before the Indiana Horse Racing Commission, as well as legislative bodies concerned about the future of racing.
- Our Connecticut report, which is attached herein as an exhibit, examined pari-mutuel trends in that state.
- Last year, we wrote a detailed, holistic overview of the Massachusetts racing industry to prepare for the transfer of duties and responsibilities held by the State Racing Commission to the newly created Racing Division of the Massachusetts Gaming Commission.
- The 2013 edition of the Florida Gaming Congress featured six of the seven racetrack gaming operators as conference speakers, and those leaders of racing have played prominent roles in every Florida conference we have ever produced.

FLEXIBILITY, INTEGRITY, PROFESSIONALISM

Spectrum is a full-service firm, set up as a limited liability corporation. We maintain a network of leading experts in all disciplines relating to the gaming industry, domestically and internationally. Our main office is in Linwood, NJ, with a regional office in Miami that is operated by our vice president for Latin America and the Caribbean.

We have other offices operated in conjunction with our sister companies:

- Spectrum OSO Asia Ltd. (SOA) in Bangkok, Guangzhou, Hong Kong, Macau and Tokyo.
- Spectrum-i in Fort Washington, PA.
- Spectrum Gaming Capital in New York.

We provide our clients with an array of services including economic impact studies and market analysis, gaming regulatory services, drafting of legislation and regulations, public policy development, strategic planning, budgetary and staffing development, legal support, preparation of investigative procedures, investigations and due diligence.

Our principals have backgrounds in gaming regulation, public policy development, economic analysis, investigations, law enforcement, due diligence, casino operations, compliance, and journalism. Spectrum's nimble operating model, in effect for nearly two decades, allows us to maintain a relatively small (12) full-time staff. To meet a variety of challenging demands, Spectrum has a network of approximately 80 expert associates who are used on many of its engagements.

During the course of this engagement, new issues will arise that were not anticipated at the time this engagement was first anticipated. We note, for example, that the issue of Internet cafés has recently arisen in Florida, and we have significant experience in that area, having examined such issues in markets ranging from Puerto Rico to West Virginia. More issues will inevitably arise that were not anticipated, and we pledge to be both responsive and flexible in dealing with such issues.

We take pride in our professionalism, our independence, our knowledge and our ability to meet the needs of our public-sector clients.

Most of all, however, we take pride in our credibility. Most of all, however, we take pride in our credibility. As a demonstration of that credibility, we cite the endorsements we received from

Massachusetts government, as well as leading newspapers in that state (as cited in our Executive Summary).

Notably, our 2008 report for Massachusetts led to serious policy debates in 2009 and 2010. We were retained by the Speaker of the House to work with staff and lawmakers on new legislation. That work resulted in a 2011 statute, which is widely regarded as one of the best gaming laws in the United States.

That is precisely the result sought by the Florida Legislature, and we are suggesting a quite similar process: Start with a credible, independent and credible analysis, and build from there.

One year after the completion of our initial study in Massachusetts, Spectrum was charged with examining the impacts of all forms of legalized gambling on the state of Connecticut. Again, we refer to the praise we received from lawmakers and the state's leading newspaper (as quoted in our Executive Summary). That report, in its entirety, is part of our submission to the Florida Legislature.

We have developed that reputation for credibility in Florida over a period of many years. The *Tampa Tribune* covered a Spectrum presentation in October 2007 before a group of business leaders in Tampa. The Tribune noted that Spectrum "emphasized that states and cities hoping to reap financial and job benefits from gaming must be prepared to do far more than simply approve high stakes gambling, a lesson Atlantic City learned the hard way 35 years ago."

That level of credibility extends far beyond Florida, and it is why governments from Singapore to Georgia, and from Massachusetts to Puerto Rico trust our work.

PROUD HISTORY OF SERVING GOVERNMENT

Spectrum has a long history of working with state governments. Spectrum is owned and managed by Managing Directors Fredric E. Gushin and Michael J. Pollock, both of whom are former high-level gaming regulators, as were many of our key staff. State governments, and legislative bodies in particular, demand both transparency and flexibility, among many other key attributes.

Spectrum works for governments across the nation as well as internationally and the company takes seriously the trust that governments have placed in the company.

Our government clients include the following:

- Atlantic City Convention & Visitors Authority
- Broward County, Florida
- Comm. of Financial Institutions – Puerto Rico
- Connecticut Division of Special Revenue
- Delaware State Lottery
- Georgia Lottery
- Kansas Racing & Gaming Commission
- NJ Casino Reinvestment Development Authority
- Ohio Lottery Commission
- Ohio Casino Control Commission
- Pennsylvania Department of Revenue
- Philippine Amusement & Gaming Control Corp.
- Puerto Rico Tourism Company, Gaming Division
- Republic of Croatia

- Maine Harness Racing Commission
- Maryland Lottery Commission
- Massachusetts Gaming Commission
- Massachusetts State Lottery
- Massachusetts Office of Housing & Economic Development
- Netherlands Gaming Control Agency
- Rostov Oblast, Russia
- Saint Lucia Gaming Authority
- San Jose, CA, Office of City Manager
- Singapore Ministry of Home Affairs
- South Jersey Transportation Authority
- U.S. Virgin Islands Casino Control Commission
- West Virginia Lottery

Governments regularly call on Spectrum's expertise when debating public policy. Our principals have testified before the following government bodies:

- Georgia Joint Committee on Economic Development and Tourism
- Illinois Gaming Board
- Indiana Gaming Study Commission
- Indiana Horse Racing Commission
- International Tribunal, The Hague
- Massachusetts Gaming Commission
- Massachusetts Joint Committee on Bonding, Capital Expenditures, and State Assets
- New Jersey Assembly Tourism and Gaming Committee
- National Gambling Impact Study Commission
- New Hampshire Gaming Study Commission
- New Jersey Senate Legislative Oversight Committee
- New Jersey Senate Wagering, Tourism & Historic Preservation Committee
- Ohio House Economic Development Committee
- Ohio Senate Oversight Committee
- Pennsylvania House Gaming Oversight Committee
- Pennsylvania Gaming Control Board
- U.S. House Congressional Gaming Caucus
- U.S. Senate Indian Affairs Committee
- U.S. Senate Select Committee on Indian Gaming
- U.S. Senate Subcommittee on Organized Crime

UNDERSTANDING, IDENTIFYING TRENDS

When it comes to understanding the trends and issues confronting the global gaming industry, Spectrum Gaming Group has no peers. Indeed, for most of our professionals, that task has been our life's work, dating as far back as the 1970s. For the past decade, we have published a highly regarded list of the top 21 trends in gaming, and for more than 17 years, we have produced an analytical service for professionals who need a complete quantitative understanding of the industry.

In addition, Spectrum produces nationally recognized industry conferences, including the East Coast Gaming Congress, Florida Gaming Congress, New England Gaming Congress, Pennsylvania Gaming Congress, Indian Country Online, and is an advisor to the Eastern European Gaming Summit and the Global Gaming Expo.

EXPERIENCED PROJECT TEAM

Spectrum has assembled a project team that presents an exceptional understanding of the various fields required for a study of this size and scope, including the following principal subcontractors:

- **Lori Pennington-Gray, Ph.D.** has been at the University of Florida since 1999. She received tenure in 2005. Her recent agenda covers both the supply side and demand side of tourism. Lori is an Associate Director of the Eric Friedheim Tourism Institute. Her responsibilities with the Institute are to conduct and facilitate interdisciplinary research projects focusing on a wide range of tourism issues in the U.S. and internationally. She has made a significant contribution to the body of literature on specific topics related to tourism policies and marketing. More recently she has focused on tourism crisis management and its various components.
- **Gregory Dunn Ph.D.** is a Sarasota, Florida-based senior marketing professional with more than 30 years of marketing, management, research and education experience specializing in the travel, hospitality and gaming industry. He serves as Executive Vice President at MMGY Global (formerly Ypartnership) and is a member of the faculty at the University of South Florida. As an Assistant Professor at USF, Greg specialized in teaching, research and service in the areas of marketing and management in the travel, hospitality and gaming industry.
- **The Division on Addiction** (the Division), founded at Harvard Medical School during 1992, has worked to reduce the social, psychological, economic and health burdens associated with addiction. The Division is one of the world's leading resources for research and treatment associated with gambling and gambling disorders. In addition, the Division has been a resource for public policy makers and regulators interested in understanding gambling and establishing policy to prevent or attenuate gambling-related problems.
- **Regional Economic Models Inc. (REMI)** was founded in 1980 in Amherst, MA, on a transformative idea: government decision-makers should test the economic effects of their policies before they are implemented. REMI's commitment to a better understanding of the economy drives its unceasing process of innovation in economic theory and practice, software development and application, and the use of quantitative economic analysis to guide policy decisions. REMI is proud of the pioneering work that the company and its clients have done and continue to do, and its combined ongoing contributions to informing and guiding the policy-making process.
- **Douglas M. Walker** is an associate professor of economics in the Department of Economics and Finance, at the College of Charleston. Prior to his appointment at Charleston, he was an associate professor at Georgia College and has also taught economics at Louisiana State University and Auburn University. Walker's research has focused on the economic and social effects of legalized gambling. His work is summarized in his book, *The Economics of Casino Gambling*, published in 2007 by Springer-Verlag. His research includes examining the social costs of gambling, attributable particularly to pathological gambling as well as empirical studies on the economic development and tax revenue effects of legalized casino gambling.

- **Howard J. Kyle** has more than 28 years of substantive experience in the area of public policy and public administration. He currently serves as Chief of Staff to Atlantic County (NJ) Executive Dennis Levinson, a position he has held for more than ten years, and is charged with assisting the County Executive in carrying out the responsibilities of his elected office. In this capacity he has played a leading role in issues pertaining to economic development, education, land use, tourism, workforce development and human services. In December 2010, he was appointed by Governor Chris Christie to the Board to the New Jersey Casino Reinvestment Development Authority.

b. A summary of projects administered by the Respondent similar to the one outlined in Part I of the Two-Part Study. The summary shall include the outcomes of each project, including barriers/complications encountered and how they were resolved;

Following is a brief description of relevant projects conducted by Spectrum that illustrates its expertise and capability to successfully execute a project of this nature and scope.

- *Massachusetts State Lottery Commission Treasurer's Online Products Task Force: Analyzing the Social and Economic Impacts (MSLC) – Contract Dates: March 2012 – December 2012.*
 - This project, conducted for the Massachusetts State Lottery, positioned Spectrum as the Internet gaming consultant for the Treasurer's Online Products Task Force charged with investigating the potential for Internet lottery products. The project produced an interim report, *The State of Online Play*, and a final report, delivered to the Treasurer's Online Products Task Force to inform its decision-making process regarding implementing online products for the Massachusetts State Lottery. This report summarized the global growth of Internet gambling, evaluated the prospects of online gambling in Massachusetts, estimated the benefits and costs to do so, identified the most promising online products and recommended a potential strategy designed to deliver the maximum benefit to all stakeholders. The report examined the unique situation evident in Massachusetts where a state which has traditionally opposed gambling is now in the process of implementing commercial, tribal, and racetrack gaming as well as potential online Lottery products and analyzed the combined effects upon the Commonwealth as a whole.
- *Gambling in Connecticut: Analyzing the Social and Economic Impacts (Connecticut Report) – Contract Dates: June 2008 – December, 2009.*
 - This project, conducted for the State of Connecticut, Division of Special Revenue, involved substantial primary and secondary research culminating in a final report delivered to the Governor and Lieutenant Governor. The report summarized the recent history of gambling in Connecticut, analyzed the current situation and laid out a strategy for gaming policy going forward. The report looked at gambling from a holistic perspective, including tribal casino gaming, the lottery, horse racing, and illegal gambling activity. It addressed both the economic benefits and the social costs of legalized gambling in Connecticut since its inception and closely examined the incidence of pathological gambling within the state and how the introduction of legalized tribal gaming affected incidence and remediation efforts. Developing this report required

interviews with elected and appointed public officials along with business leaders and heads of non-profit agencies, substantial secondary research using financial and population statistics, as well as primary research with Connecticut residents, gamblers, and problem gamblers. Notably, the report included migration data provided by the Internal Revenue Service, which demonstrated areas of in-migration and out-migration, along with changes in income data, in areas closest to the two casinos in Connecticut.

- *Comprehensive Analysis: Projecting and Preparing for Potential Impact of Expanded Gaming on Commonwealth of Massachusetts*. Contract date: February 2008 – July 2008.
 - The Governor of Massachusetts retained Spectrum to conduct a comprehensive study that examined the potential economic and social impact of three casino resorts in the state. This study examined a wide variety of areas, from projecting revenue and employment to suggesting strategies to maximize the benefit of gaming for restaurants and other small businesses. The report offered comprehensive analyses on several critical subjects, from crime to problem gambling.

Although the vast majority of our reports are confidential, some clients do enter them in the public domain. Following are other Spectrum reports that have been made public in recent years:

- *Hostage to Fortune: Atlantic City and Casino Gambling*, Center for Analysis of Public Issues, Princeton, NJ, 1987.
- Review of Massachusetts State Racing Commission and Industry, prepared for the Massachusetts Gaming Commission, July 16, 2012
- Strategic Plan: Regulating Casino Gambling in the Commonwealth of Massachusetts; prepared for the Massachusetts Gaming Commission, October 15, 2012.
- Projected Gross Gaming Revenue, Employment, and Macro Economic Impacts of Expanded Casino Gambling in Illinois; prepared for the Illinois Jobs and Revenue Alliance, March 6, 2012.
- Internet Gambling Developments in International Jurisdictions: Insights for Indian Nations; prepared for the National Indian Gaming Association, October 4, 2010.
- Casino Tax Policy: Identifying the Issues that will Determine the Optimal Rate; Presented to National Tax Association, 103rd Annual Conference on Taxation, November 18-20, 2010.
- Analyzing Potential Challenges, Opportunities Facing Indiana's Casino Industry; prepared for Casino Association of Indiana, October 19, 2009.
- Atlantic City's Future: Leveraging Opportunities, Meeting Challenges; Prepared for Jones Lang LaSalle, October 13, 2008.
- Atlantic City Visitor Profile 2008; prepared for Atlantic City Convention & Visitors Authority, fall 2008.

c. A sample of the Respondent's work-product on a project similar in nature, size, and scope; and

Gambling in Connecticut: Analyzing the Social and Economic Impacts

- *Prepared for the State of Connecticut, Division of Special Revenue, M. Jodi Rell, Governor*
- *June 22, 2009*

The state of Connecticut, Division of Special Revenue, retained Spectrum Gaming Group to conduct a comprehensive analysis of the social and economic impacts of all forms of legal gambling in Connecticut. State law requires that such a study be conducted to determine the types of gambling activity in which citizens are engaging, and the desirability of expanding, maintaining or reducing the amount of legalized gambling in the state. The previous Connecticut gaming-impact study was completed in June 1997.

The General Assembly authorized the study through the budget that was adopted during the special session in June 2007. In executing this study, we listened to a wide variety of interests throughout the state, regardless of their stated or potential position on the issue of legalized gambling. Our role in all such meetings was to understand the concerns of others and be respectful of their views. We interviewed more than 150 people with an eye toward listening to their ideas and seeing gaming through their perspective. The interviews were conducted by experienced Spectrum professionals and associates who have performed similar work in jurisdictions around the world.

As noted in our Executive Summary, our study garnered significant praise. Connecticut's leading newspaper noted:

"This [Spectrum] report should be required reading by every state official. ... So the report reads like a good investigative series, and takes a big-picture view."

- *Hartford Courant* editorial, July 5, 2009

We were assisted in the Connecticut project by a variety of other professionals, with doctorates and other advanced degrees in certain sub-specialties, including experienced professionals working for Regional Economic Models Inc. (REMI) of Amherst, MA and Gregory Dunn, Ph.D., a Sarasota, Florida-based senior marketing professional with more than 30 years of marketing, management, research and education experience specializing in the travel, hospitality and gaming industry.

In regard to the Florida Legislature's Two-Part Gaming Study, Spectrum will assemble a Project Team consisting of many of the same professional staff and related contractors that researched and produced the highly-praised Connecticut Report. This core group of veteran gaming research professionals has a proven track record of delivering a high-quality work-product on numerous projects that are similar in nature, size, and scope to that being contemplated in this ITN.

➤ **See Exhibit 1. - Copy of Report**

d. A minimum of three references (and a maximum of five references) for which the Respondent has performed work similar in nature, size, and scope to that described in this ITN. The Respondent shall also include contact information for each reference using Attachment D.

➤ **See Attachment D.**

State of Connecticut, Division of Special Revenue
Paul A. Young, former Executive Director, Connecticut Division of Special Revenue
(860) 563-1378
PaulAYoung169@aol.com
<i>Gambling in Connecticut: Analyzing the Social and Economic Impacts</i> (June 22, 2009)

Commonwealth of Massachusetts, Department of Housing and Economic Development
C. Stanley McGee, former Assistant Secretary for Policy and Planning, Massachusetts Department of Housing and Economic Development
(617) 574-9016
mcgee@post.harvard.edu
<i>Comprehensive Analysis: Projecting and Preparing for Potential Impact of Expanded Gaming on Commonwealth of Massachusetts</i> (February 2008 – July 2008)

Georgia Lottery Corporation
Kurt D. Freedlund, Chief Operating Officer & General Counsel
(404) 215-5050
KFreedlund@galottery.org
<i>Revenue projections from adding VLT casinos, suggested parameters of an effective regulatory structure. (August 2011)</i>

Massachusetts State Lottery
Paul Sternberg, Director
(781) 849-5555
psternberg@masslottery.org
<i>Helped Massachusetts Lottery determine whether, how it should consider offering online gaming, taking into account the advent of casinos. (January 2013)</i>

Atlantic City Convention & Visitors Authority
2314 Pacific Avenue, Atlantic City, NJ 08401
Jeff Vasser, Executive Director
(609) 449-2031
jvasser@accva.com
<i>Atlantic City Visitor Profile 2008</i>

3. Project Plan

The Respondent shall include a Project Plan that explains the proposed approach and methodology to be used to perform Part I of the Two-Part Study. The Project Plan must include a preliminary implementation plan for the entire project that, at a minimum, includes a timeline for accomplishing significant interim steps in Part I of the Two-Part Study. The Project Plan must also identify and describe the relevant background of the staff and any contractors that Respondent proposes to use in connection with its work on the contract.

The Florida Legislature has established the dual ambitious goals of assessing the status and impacts of its existing gaming industry, while examining future options to chart the most desirable path of maximizing the benefits and reducing the costs and challenges of expanded gaming.

Achieving those goals in a state as large and diverse as Florida demands an approach that is similarly large, diverse – and ambitious. Our experience demonstrates that an aggressive agenda of meetings at the outset will pay enormous dividends throughout the entire process and beyond.

We respectfully suggest that the engagement begin with an intensive series of meetings throughout the state with as many legislators and other stakeholders as possible. Members of the Florida Legislature have commissioned this plan, and they will be the primary users and beneficiaries of its findings, so they should be among the first group of attendees at face-to-face meetings. The purpose of these meetings would be to:

- Listen to ideas and concerns
- Assess existing, ongoing and future plans for each district and region
- Understand short-term and long-term challenges faced by lawmakers and their constituents
- Gauge their experience, to date, with gaming
- Develop an understanding of how tourism, in its various facets, affects each district and region
- Establish a dialogue with these key stakeholders

The stakeholders that we would interview would be drawn from an expansive list, and would certainly include groups and industries whose interests are often neglected in such studies, or are taken for granted. This would include representatives of the horse racing and pari-mutuel industries, which have existed for decades in Florida, and which face a unique set of challenges.

Groups representing the interests of problem gamblers, as well as those who represent the interests of minorities would be featured prominently in our research. Indeed, our over-arching goal would be to as inclusive as possible, and not exclude any stakeholders with abiding interests in gaming.

To ensure that we hear as many voices and understand as many concerns as possible, we intend to establish bases of operations in various spots, where our key people are located. These locations are situated in areas that make it relatively easy to reach virtually any stretch of Florida. These locations include, but would not necessarily be limited to:

- Tallahassee
- Gainesville
- Sarasota-Tampa area
- Miami-Dade and Broward
- Palm Beach area
- Naples-Fort Myers

Through these locations, we will be well positioned to address the needs elsewhere in the state, from Orlando to Jacksonville and beyond. We have at least one professional in each location, and I note that our Miami office, which is our permanent location in Florida, is staffed by a vice president who is fully bilingual.

As our timeline demonstrates, we would endeavor to hold as many such meetings as early as possible in the process, while we concurrently tackle the issues as outlined by the Legislature in its Scope of Services.

A. Assessment of the Florida gaming industry and its economic effects.

1. An assessment of gambling generally, including:

- a. A general description of gambling in terms of popularity, profitability, regulatory considerations, and cost mitigation, including not only industries currently operating in Florida but also other gambling activities such as table games, internet poker, destination resort casinos, and sports betting.

This will be initially addressed through our initial rounds of meetings, which will expand beyond legislatures to industry executives, Wall Street analysts and others who maintain an ongoing assessment of Florida gaming. We will rely to a great extent on our experience in gaming in Florida and elsewhere in drafting a comprehensive report on this point.

- b. A general description of gambling regulatory schemes, including:

- State-operated, consolidated agency oversight, multi-agency oversight, and the use of local and state commissions.
- Authorizing and revocation mechanisms.
- Taxation schemes.

This section will be drafted by two of the most experienced gaming regulators in North America, Fredric Gushin and Steven Ingis, each with more than three decades of high-level regulatory experience. They will be supported by others who will provide necessary input into the various areas. Notably, Gushin is a homeowner in Palm Beach County and has a particular sensitivity to Florida concerns.

Michael Pollock will also play a leading role in this section, drafting the taxation analysis. Notably, Pollock authored a 2010 white paper, "Casino Tax Policy: Identifying the Issues that Will Determine the Optimal Rate." The peer-reviewed report was released at the National Tax Association 103rd Annual Conference on Taxation, held in Chicago. Thomas A. Garrett, assistant vice president of the Federal Reserve Bank of St. Louis, reviewed the report and led a discussion on its findings.

That particular experience should play a key role in informing the Legislature as to the particular intricacies of casino tax policy.

c. A general description of trends and best practices in governance and regulation of gambling activities.

Addressing this requires a concerted team effort, relying on a host of professionals who track a variety of gaming-related trends. Of particular interest should be our recent work in Massachusetts, which included an overall strategic plan for the governance and regulation of gaming. We will, of course, customize this section to make sure it is of particular value to the Florida Legislature.

d. A general description of gambling as a public funding source, including:

- Comparison of states' reliance on and uses of gambling as a public funding source.
- Reliability and predictability of gambling revenues.
- Direct and indirect costs to the state.

This is a core question within the project, and one that resonates across multiple states: What is an appropriate level of reliance on gambling revenue, and how predictable is that revenue stream?

We were asked similar questions in Indiana, for example, by legislators who were concerned about impacts from the expansion of gaming in bordering states. We endeavored to address that issue the same way we hope to address it in Florida: By examining factors that could positively or negatively impact that revenue, and then by examining the reliance on such revenue in various states, all of which we are already familiar with.

We host existing databases of gaming revenue, dating back years, and we would leverage our extensive network of public officials in various states to determine the level of reliance, traditionally by measuring gaming revenue as a percentage of overall revenue to the state.

Among the areas that should be addressed are:

Law enforcement: The impact on law enforcement is separate from crime. Communities with gambling facilities may have extra burdens placed on them in order to maintain public safety and order by requiring more officers for crowd control, traffic control and to respond visitor assistance needs. These costs are usually local, unless they are offset by any special state funding.

Transportation infrastructure: Increased traffic associated with casinos could place greater stress on roadways and public transportation.

Education: Gaming facilities can affect both the demand for education as well as the resources available to pay for them. If they attract workers with families, they may create increased demand for spending on schools.

e. A general description of gambling impacts, including:

- Social, criminal, and personal.
- Short and long-term fiscal.

Spectrum's work in this area dates back more than 30 years. One of our principal subcontractors, Doug Walker, has been studying the economic and social impacts of gambling,

particularly casino gambling, for 15 years. He has published more than 30 articles and book chapters and two books on the economics of gambling. His work has ranged from empirical analysis to conceptual/theoretical discussions of the various economic and social impacts of casinos.

Walker has extensive research experience on the social and economic impacts of gambling. He will write a general overview of these impacts, with appropriate citations to the appropriate academic literature. The impacts of legalized gambling are particularly controversial, and empirical evidence is important to consider in any discussion of the impacts of gambling. Walker has relevant experience in research on these issues, as evidenced by work on previous Spectrum projects (in Massachusetts and Pennsylvania) and in peer-reviewed journal articles and two books.

Walker's work will be supported and amplified by the experience of Howard J. Kyle, who has an unparalleled vantage point on the social impacts of gambling, having served as a key executive in Atlantic County government for three decades. In his various roles, most recently as County Administrator, Kyle has grappled with numerous social issues related to hosting the casino industry in Atlantic City. Such issues range from dealing with senior citizens (comprising a large segment of the local population and the visitor base) to dealing with the impacts of various forms of addiction, some of which are clearly related and intertwined with the gaming industry.

We suggest that an approach looking at these essential social and fiscal impacts is best served by the following structure:

1. Examining social, criminal and personal impacts that are directly related to gambling in various forms. These would include, but not be limited to:
 - a. Problem gambling
 - b. Personal bankruptcies
 - c. Drunk-driving arrest trends
 - d. Embezzlements and financial-related crimes
 - e. Other impacts, positive and negative
2. Detailing and analyzing the difference between such impacts that are specifically related to gambling, and those that are related to changes in the economics of a particular region. Examples could include but not be limited to:
 - a. Historic changes that occur because of job creation in certain areas
 - b. Impacts from changes in prevailing wage rates
3. Recognizing that policies established by governing bodies can have their own short- and long-term fiscal impacts. Such policies could include but not be limited to:
 - a. Job-training requirements and practices
 - b. Integration between casinos and other tourism-related businesses
 - c. Efforts to develop additional conventions and meetings business

This overview would be comprehensive, and designed to address concerns, puncture myths and establish a framework for the serious, accurate assessment of current impacts and potential future policies.

For example, the scholarly literature that examines the relationship between gambling and crime has been somewhat contradictory in its findings and conclusions. This is due in part to methodological limitations and problems in establishing causation. Since the standard reporting of crime rates are based on incidents per 100,000 people, such studies are inherently flawed in communities with a significant hospitality industry that attract a large number of tourists on a daily basis. The studies are routinely based on resident population, rather than on residents plus visitors.

Careful analysis, therefore, requires that the existing socio-economic characteristics of a community be taken into account when assessing any link between gambling and crime. What also must be taken into consideration is the data that suggest that when casinos have served as an economic catalyst for a local community, they have reduced at least some of the poverty-related crime problems as well as demands on social services.

Our analysis would look beyond the obvious, and address important but less visible issues, such as the impact on family life. Gaming-related employment often requires shift work and weekends. This can impact family life. Problem gambling clearly has an impact on family life: We would provide a meaningful analysis regarding the extent to which legal gambling may have an effect on divorce, separation, child abuse, child neglect, and domestic violence.

2. An economic assessment of the structure and performance of Florida's existing gaming industry, including:

a. An analysis of gaming subsectors and their size and economic importance.

This requirement perfectly parallels a similar engagement we completed in 2009 for the Connecticut Division of Special Revenue in which we developed a comprehensive report that included certain topics that we would customize for Florida:

- Overall Opportunities To Gamble
 - Indian Gaming
 - Charitable Gambling
 - Lottery
 - Pari-Mutuel Wagering

Each sub-sector would be examined in great detail, utilizing the extensive resources of our economic team, which has experience in each of these areas. We would examine each in terms of:

- Revenue trends
- Visitation
- How it works with other industries, including tourism
- Job creation
- How they work together
 - In tandem
 - In competition

We will leverage the experience of several team members in this section. For example, veteran academic researcher Doug Walker will play a key role to provide an overview of the academic literature on these issues. There is limited published work that addresses these issues directly. Walker is a co-author on two recently published studies that address these issues (in Missouri, with respect to the locations and number of gaming facilities; and in Detroit, with respect to the effect of the casino industry on other sectors). The discussion in regard to Florida can be based on the findings in these other markets.

Spectrum, as we did in our Connecticut study (as well as other studies we performed in Massachusetts, Illinois, Kentucky and Louisiana), will utilize the economic modeling developed by one of our principal subcontractors – Regional Economic Modeling Inc., of Amherst, MA. REMI has a well-earned reputation as the best economic modeling firm in the world.

The REMI model is far more dynamic than the offerings of its competition, such as RIMS or IMPLAN, in part because REMI is forward-looking, rather than simply examining past experience. Additionally, in our experience, REMI's superiority is based on its ability to be far more dynamic and robust in its overall modeling. For example, other models can predict gaming revenue taxes, but only REMI includes the inherent ability to demonstrate how those tax revenues, in turn, can generate additional employment.

For this study, REMI will build a single-region model of Florida using its Tax-PI software. This model includes a full economic and demographic forecast of the State of Florida and is optimized to examine both the socioeconomic effects of policy changes and also the fiscal effects. Tax-PI is built upon the REMI model framework that is the result of over 30 years of research and development. REMI is especially proud to count many groups in Florida as long-time users of our models including all of the regional planning councils in the state, Florida State University, and the Florida Legislature Office of Economic and Demographic Research.

Tax-PI is especially suited to this project because it allows for dynamic analyses over time. With the introduction of gaming many things will change within the economies of the state. Tax-PI will capture these changes directly in addition to the structural shifts that occur over time. Any analysis is not complete or accurate without accounting for the lagged effects of policy changes on measures like employment, wages, productivity, and population. A detailed model description is attached.

REMI will require three weeks to build and calibrate the Tax-PI model that will be relied upon for the assessment of the existing gaming industry. The socioeconomic data in Tax-PI covers the 71 years from 1990 through 2060.

The socioeconomic data includes measures by industry like employment, output, value-added, wages and compensation, and sources for meeting local demand. We will rely on this data to build a picture of the gaming and related sectors.

- b. A description of the direct, indirect, and induced components of the economic and fiscal impact of each of the subsectors. Impacts associated with facility construction should be distinguished from impacts associated with ongoing operation of a facility.

To conduct the required research for this section, we will rely on the simulation capabilities of Tax-PI. Specifically, the analysis will be structured as a counter-factual scenario where REMI's analysts will remove the existing activity in order to measure the direct, indirect, and induced contribution of the subsectors to the state.

Spectrum, with Walker's expertise, will perform empirical analyses based on data and analyses provided by REMI. His experience in this area relates to the impact of casinos and other forms of gambling on state tax revenues, as well as the relationships among different gambling industries. Walker has published several peer-reviewed empirical analyses of these issues.

We would also bring in the resources of our construction expert, Pat Malia, who has a long history of accurately modeling and predicting the levels of employment to be generated by construction projects.

c. An assessment of the changes in those impacts over time until the present day, historically, and projections for the future.

This section will commence with a qualitative evaluation of historic and potential future changes. Invariably, that qualitative evaluation will rely heavily on our understanding of the political and demographic changes that have already occurred, coupled with our experience over how gaming generally evolves, and how its future will likely unfold. For example, we know that gaming's expansion within certain states tends to prompt reactions in neighboring states, or in states that compete for the same customers. Additionally, states often look to gambling as a revenue source during recessionary periods, and we would take that into account.

To use a more concrete example, we know that the contemplation of destination resorts in Florida could have an impact on Florida residents who presently visit Las Vegas, and could also affect visitation decisions in other states, particularly northern states as well as those in close proximity to Florida. We would ask certain questions:

1. How might Nevada respond, and how would any future growth in Las Vegas potentially impact future demand in Florida?
2. What issues might Florida lawmakers need to consider in the future in order to compete on a broader, national level, such as tax rates or additional licenses?

This qualitative "what if" analysis would be accompanied by the use of our team's highly detailed quantitative models, particularly the models developed by REMI. Tax-PI, as noted in detail elsewhere in this proposal, is limited in its ability to assess changes prior to its last history year of data, which is currently 2010 and will soon change to 2011.

This limitation means that we can only easily go back two years from the current calendar year. However, this limitation does not exist in the future as Tax-PI can examine these changes through 2060. The Spectrum team will also provide interpretation of the data analysis provided by REMI.

Spectrum will provide background discussion of different government programs that are commonly linked to legalized gambling. This will include a review of the relevant academic/economics literature. One important component of this discussion will relate to the fungibility of budgets.

This section provides the perfect lead-in to section B, which follows. Here, we would examine in general terms the impact to-date, and what is expected.

B. Assessment of potential changes and economic effects.

1. The analysis shall provide an assessment of possible changes in the gaming industry. Scenarios to be evaluated include:

- a. Renewal of the Seminole Tribe's exclusive authorization to conduct banked card games on Indian lands, as defined in the Indian Gaming Regulatory Act.
- b. Granting the Seminole Tribe exclusive authorization to offer table games on Indian lands, as defined in the Indian Gaming Regulatory Act.
- c. Regulating, prohibiting, restricting, and/or taxing simulated casino-style gambling at Internet sweepstakes cafes, arcade amusement centers, or truck stops.
- d. Modifying or repealing live racing requirements for pari-mutuel facilities, including evaluation of impacts on purses and awards.
 - Thoroughbred racing.
 - Harness racing.
 - Quarter horse racing.
 - Greyhound racing.
 - Jai alai.
- e. Changing tax rates for Class III games at pari-mutuel facilities.
- f. Adjusting restrictions on the number and operation of slot machines at pari-mutuel facilities in Miami-Dade and Broward counties.
- g. Authorizing pari-mutuel facilities in counties other than Miami-Dade and Broward to offer slot machines.
- h. Authorizing pari-mutuel facilities to conduct table games or other Class III games.
- i. Authorizing a limited number of casino/resort complexes in Miami-Dade and/or Broward counties.
- j. Authorizing a limited number of casino/resort complexes around the State.

As demonstrated in our entire body of work, most notably with our Connecticut Report that is part of this proposal, Spectrum has demonstrated a detailed, encyclopedic knowledge of trends related to all of the above facets of the gaming industry, which will serve as the basis for our assumptions. We would then, as noted in more detail below, conduct various interviews with stakeholders in each of these areas.

2. For each scenario other than exclusive authorization for the Seminole Tribe to offer Class III games on Indian lands, as defined in the Indian Gaming Regulatory Act:

This section focuses on the fiscal analysis of nine different gaming scenarios. Furthermore, each scenario will be run with three different tax regimes resulting in 27 various combinations of gaming expansion and taxation.

a. The fiscal analyses shall address suitable numbers and locations of gaming facilities so as to maximize net new economic activity and avoid cannibalization of existing sectors.

Select Spectrum project team members will conduct market analyses for various gaming facility location options. This team will be led by Shawn McCloud, vice president of analysis, who has personally conducted dozens of such detailed studies for Spectrum, in Florida and around the nation.

These studies will identify the number and size of the gaming facilities that would potentially optimize gaming revenues. Then, REMI will take the resulting data and model the state-wide impact of configuration deemed best through the market analysis.

b. The fiscal analyses should evaluate each of three alternative tax regimes:

- one in which all non-lottery gaming activities are taxed at rates corresponding to current pari-mutuel tax rates;
- one in which all non-lottery gaming activities are taxed at national average rates for their respective subsectors; and
- one in which non-lottery gaming activities are taxed at a rate that would maximize state revenues.

In this section, REMI will take the configuration deemed best in Part B.2.a. and model it with the three tax regimes indicated in Part B.2.b. These permutations will be achieved by changing the calibration of the Tax-PI model.

c. The fiscal analyses should evaluate economies of leveraging equity and profits as sources for public funding of education, transportation, underwriting risks associated with a catastrophic hurricane event in Florida, and other public funding needs.

REMI will examine various spending possibilities using the money raised from gaming expansion. This analysis will be done by increasing the demand for sectors with the transportation, health care, education, and construction industries.

3. So the Legislature might best understand not only the fiscal impact estimates but also sources of variation, for each scenario the analysis shall describe:

a. Inputs to the study's fiscal impact models;

b. Calculations the model uses to estimate fiscal impacts.

c. Calculations the model uses to account for cannibalization against other sectors of the economy, including other potential expansions of gaming.

This section essentially involves the creation of a documented methodology of our work. A recognized expert in this area, Walker has authored one of the authoritative studies on the relationships among legal gambling industries. He has also studied the tax impacts of various forms of gambling, and the impact of casinos on retail property values. His experience in these areas will be used to develop a discussion of the likely cannibalization effects of variations on casino legalization models.

4. For each scenario, the analysis should include estimates of total spending and net (recognizing reduced spending at other Florida businesses because visitor and resident spending has now flowed to gaming activities) economic impact for gaming as well as the change in demand associated with each of several sources including:

- a. The current visitors who would have come to Florida in the absence of expanded gaming activities, but would choose to spend more during their visit, or extend the length of their visit, if additional casino gaming were available;
- b. Floridians who now gamble out of state or in Native American casinos who would instead opt to gamble in Florida, if additional local gaming activities were available; and,
- c. Floridians who now do not gamble but would participate if additional gaming activities were easily available.
- d. Visitors who plan a visit to Florida rather than an alternative destination due to the availability of gaming here.
- e. Visitors who would choose not to visit Florida due to the presence of gaming activities.

When assessing the different assumptions that would be built into these scenarios, our approach would include the following steps:

- Meet with executives and others at the various Seminole Hard Rock properties.
- Conduct similar meetings with executives at pari-mutuel facilities.
- Leverage our own substantial knowledge of gaming trends, both generally and Florida-specific.
- Tap our deep understanding of existing tourism and related trends in Florida.

By carefully developing the necessary assumptions, we can best ensure that the ultimate outputs from our model are built on a sound foundation. Those assumptions would then be incorporated into a gravity model, which would be an essential part of our analysis.

A gravity model is an industry-standard forecasting technique that uses the actual adult population totals around a specified location (for example, a potential destination casino in Broward County), taking into account competing locations from within a pre-defined catchment area (or distance to/from the subject location on drive-time basis) to project visitation and ultimately gross gambling revenue (GGR) from the projected visitation.

Simply, the farther away a population resides from the target, the lower the probability that people will make a trip to gamble there. If given an opportunity, customers will tend to choose to gamble at the closest casino to their homes, particularly if the gaming product is similar. In

addition to adult population totals surrounding the specified location(s), among other variables, the gravity model employed also considers population gaming propensity levels and the relative attractiveness of the gaming options/facilities when two or more viable gaming options/facilities are available to the population sets.

5. For each scenario, the analysis shall provide an assessment of the likely social costs of expanded gaming activities, including problem and pathological gaming-related behaviors and changes in crime rates. The assessment shall compare and contrast credible existing studies of social costs of gaming and provide social cost scenarios to match the preceding economic and fiscal analyses.

Spectrum and several of its subcontractors, including Howard Kyle, Doug Walker and Cambridge Health Alliance, Division on Addiction, have extensive experience in the area of the social costs of gaming, including problem and pathological gaming-related behaviors. Much of Walker's work has focused on these social cost issues, and he is one of the most recognized economists working in this area. He has published extensively on how to define and estimate social costs, with a focus on the methodological problems in this area of research. In addition, Walker has studied the literature on the relationship between casinos and crime. This work will be applied to the case in Florida.

The team will likely produce empirical estimates of various categories of social costs and focus on potential changes to estimates based on changing assumptions. A key to providing a sound social cost estimate is being aware of the assumptions involved in arriving at the estimates. While psychologists can skillfully provide prevalence estimates of problem gamblers, and describe the types of behaviors commonly exhibited by these people, economists' methodology for measuring social costs is much less developed. Walker can provide a comprehensive analytical history and detail of these issues.

A primary concern related to gambling expansion in any jurisdiction involves social costs, especially the development of problem and pathological gambling. As Cambridge Health Alliance, Division on Addiction researchers LaPlante & Shaffer (2007) noted, "Few discussions of gambling generate as much emotional debate as the effect of legalized gambling expansion on public health. Opponents of the expansion of gambling argue that increased opportunities for gambling create a corresponding increase in gambling-related problems, including pathological gambling. Proponents of the expansion of gambling argue that increased opportunities for gambling create jobs and revenue and stimulate the economy" (p. 616).

Many researchers have treated gambling as a social toxin, which has led to a narrow view of the impact of gambling expansion. According to this narrow perspective, more exposure translates directly and linearly into a greater likelihood of problems for an increasingly larger segment of the population. However, emerging lines of research suggest that the effects of gambling expansion are less linear than many have assumed.

The Division on Addiction has provided the theoretical architecture for a new and growing body of research by suggesting that gambling expansion is associated with both exposure and adaptation effects (Shaffer, LaBrie, & LaPlante, 2004; LaPlante & Shaffer, 2007). Exposure

effects refer to the observation that expanded gambling will be associated with temporary increases in gambling behavior, as well as gambling-related problems. Adaptation refers to a dynamic process following initial exposure effects, during which individuals and communities adjust to the increased presence of gambling through a variety of mechanisms. New research continues to confirm this theoretical approach to the growth of gambling (e.g., Bondolfi, Jermann, Ferrero, Zullino & Osiek, 2008; Black, McCormick, & Allen, 2013; Stinchfield, 2011). The central methodology associated with our ability to observe these effects is longitudinal, and the literature using such methodology provides support for the process of adaptation in response to gambling expansion.

To examine the likely social costs of Florida's expanded gambling, researchers at the Division on Addiction, together with other Spectrum team members, will complete a comprehensive and critical assessment of the scientific literature associated with gambling expansion. Using best practice research methods, this will include querying professional database indices, including PubMed and PsycInfo, as well as doing systematic searches of the gray literature. We will complete an objective assessment of the extant literature relevant to gambling expansion. Specifically, we will organize the literature that comprises this literature review along two continuous series: (1) ranging from minimal to maximal expansion changes and (2) ranging from minimal to maximal methodological quality.

The first continuum will parallel the seven scenarios described in the ITN. More specifically, we will review the findings of the critical literature and align Florida's expansion scenarios along the continuum we generate to provide an indication of the likely social impacts associated with each expansion option.

The Spectrum project team, led by the Division on Addiction faculty, will review and describe studies of social costs specifically related to gambling expansion and gambling-related problems (e.g., public health, addiction, disordered gambling). We will provide a comprehensive picture of the relationship between gambling expansion and the epidemiology of gambling disorders and align each scenario described within this RFP with categories of gambling expansion for which there is evidence.

Drs. Debi LaPlante and Howard Shaffer will be co-Principal Investigators for this portion of the project. They have extensive experience with research related to gambling exposure and adaptation, and meta-analytic research methods, as noted in their biographical summaries to be found elsewhere in this proposal.

6. For each scenario, the analysis shall evaluate whether and how estimates would change if implemented in combination with other scenarios.

The Spectrum team will discuss the likely impacts due to changing circumstances and provide interpretation of any social cost estimates that are produced, and acknowledge potential problems inherent in the estimation and interpretation of social cost estimates.

We recognize that the complexities created by multi-variable scenarios demand that such interpretations be carefully calibrated and nuanced. We must examine the likelihood of different variables working together, and the degrees by which they might impact.

By way of example, changes in tax rates could have profound impacts on the level of capital investment and employment at existing properties, but those impacts could be either diminished or enhanced by different assumptions regarding location of resort facilities or other tourism-related policies that could be implemented by the Legislature. We will discuss each of these relationships in necessary detail throughout this section.

Timeline

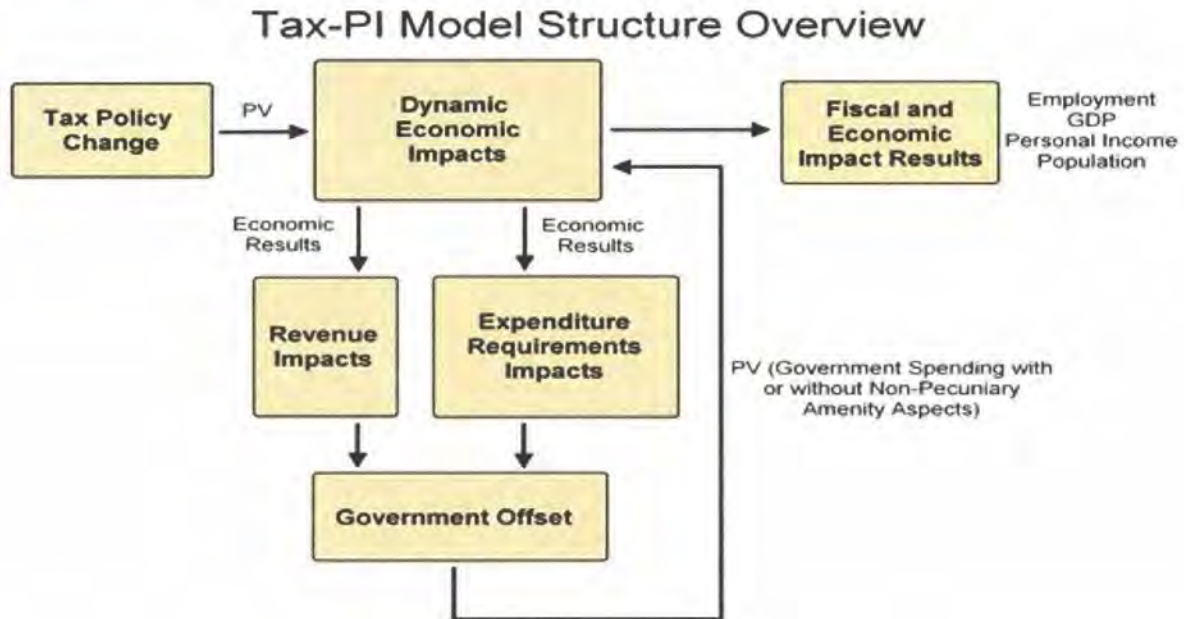
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ID	Project Name	Section leaders	Days	Start	End	3-Apr	10-Apr	17-Apr	24-Apr	1-May	8-May	15-May	22-May	29-May	5-Jun	12-Jun	19-Jun	26-Jun	3-Jul	10-Jul	17-Jul	24-Jul	31-Jul	7-Aug	14-Aug	21-Aug	28-Aug	4-Sep	11-Sep	18-Sep	25-Sep	2-Oct
1.0	Part 1 of Two-Part Study	All	90	3-Apr	2-Jul																											
A	Assessment of gambling generally	All	14	3-Apr	17-Apr																											
1.a	Initial meeting with Legislature	All	3	3-Apr	6-Apr																											
1.a	General assessment	Pollock, Gushin	5	3-Apr	8-Apr																											
1.b	General description of gambling, regulatory schemes	Ingis, Epps, Pollock	3	6-Apr	9-Apr																											
1.c	Description of trends	Ingis, Pollock	1	8-Apr	9-Apr																											
1.d	Gambling as public funding source	Weinert, Kyle, Pollock	4	8-Apr	12-Apr																											
1.e	General description of gambling impacts	Walker Kyle, Pollock	7	12-Apr	19-Apr																											
2.a	Analysis of gaming subsections and size	REMI, Pollock	21	22-Apr	13-May																											
2.b	Description of direct, indirect and induced components	REMI, Pollock, Malia	7	26-Apr	3-May																											
2.c	Assessment of changes in those impacts over time	REMI, Pollock, Diamond, Weinert	42	6-May	17-Jun																											
	Initial drafting, review	REMI, Pollock, Diamond, Weinert	21	24-May	14-Jun																											
	Meeting with client	All	2	14-Jun	16-Jun																											
	Final drafting	REMI, Pollock, Diamond, Weinert	16	16-Jun	2-Jul																											
	Submission of Part A	REMI, Pollock, Diamond, Weinert	1	2-Jul	3-Jul																											
B	Assessment of potential changes and economic effects	All	177	9-Apr	3-Oct																											
1.a	Renewal of Seminole Tribe's exclusive authorization to conduct banked card games	Pollock, Weinert, McCloud	28	9-Apr	7-May																											
1.b	Granting Seminole Tribe exclusive authorization to offer table games on Indian lands	Pollock, Weinert, McCloud	28	10-Apr	8-May																											
1.c	Regulating, prohibiting, restricting and/or taxing simulated casino-style gambling at Internet sweepstakes cafes	Dunn, Pennington, Diamond	21	10-Apr	1-May																											
1.d	Modifying or repealing live racing requirements for pari-mutuel facilities	Diamond, Weinert	21	15-Apr	6-May																											
1.e	Changing tax rates for Class III games at pari-mutuel facilities	Pollock, McCloud, Weinert	5	6-May	11-May																											
1.f	Adjusting restrictions on number, operation of slot machines at pari-mutuel facilities in Miami-Dade and Broward counties	Pollock, Weinert, McCloud	6	6-May	12-May																											
1.g	Authorizing pari-mutuel facilities in counties other than Miami-Dade or Broward to offer slot machines	Pollock, Weinert, McCloud	7	6-May	13-May																											
1.h	Authorizing pari-mutuel facilities to conduct table games or other Class III games	Pollock, Weinert, McCloud	14	6-May	20-May																											
1.i	Authorizing limited number of casino/resort complexes in Miami-Dade and/or Broward counties	Pollock, Weinert, McCloud	14	11-May	25-May																											
1.i	Authorizing limited number of casino/resort complexes around the State	Pollock, Weinert, McCloud	14	16-May	30-May																											
2	For each scenario, other than exclusive authorization for Seminole Tribe to offer Class III gaming on Indian lands::	All	35	30-May	4-Jul																											
2.a	The fiscal analyses shall address suitable numbers and locations of gaming facilities so as to maximize net new economic activity and avoid cannibalization of existing sectors	REMI, Pollock, McCloud, Walker, Weinert	21	30-May	20-Jun																											
2.b	The fiscal analyses shall evaluate each of three alternative tax regimes	REMI, Pollock, McCloud, Walker, Weinert	21	25-Jun	16-Jul																											
2.c	The fiscal analyses shall evaluate economics of leveraging equity and profits as sources for public funding of education, transportation, underwriting risks associated with a catastrophic hurricane event in Florida, and other public funding needs	Kyle, Walker, Pollock	5	25-Jun	30-Jun																											
3	So the Legislature might best understand not only the fiscal impact estimates but also sources of variousn, for each scenario the analysis shall describe	All	35	30-May	4-Jul																											
3.a	Inputs to the study's fiscal impact models	REMI, Pollock, McCloud, Walker, Weinert	14	30-May	13-Jun																											
3.b	Calculations the model uses to estimate fiscal impacts	REMI, Pollock, McCloud, Walker, Weinert	7	18-Jun	25-Jun																											
3.c	Calculations the model uses to account for cannibalization against other sectors of the economy, including other potential expansions of gaming	Kyle, Walker, Pollock	5	18-Jun	23-Jun																											
4	For each scenario, the analysis should include estimates of total spending and net (recognizing reduced spending at other Florida businesses because visitor and resident spending has now flowed to gaming activities) economic impact for gaming as well as the change in demand associated with each of several sources including:	All	120	6-May	3-Sep																							</				

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4.b	Floridians who now gamble out of state or in Native American casinos who would instead opt to gamble in Florida, if additional local gaming activities were available;	Dunn, Pennington, McCloud	7	18-May	25-May																											
4.c	Floridians who now do not gamble but would participate if additional gaming activities were easily available.	Dunn, Pennington, McCloud	7	18-May	25-May																											
4.d	Visitors who plan a visit to Florida rather than an alternative destination due to the availability of gaming here.	Dunn, Pennington, McCloud	8	18-May	26-May																											
4.e	Visitors who would choose not to visit Florida due to the presence of gaming activities.	Dunn, Pennington, McCloud	8	26-May	3-Jun																											
5	For each scenario, the analysis shall provide an assessment of the likely social costs of expanded gaming activities, including problem and pathological gaming-related behaviors and changes in crime rates. The assessment shall compare and contrast credible existing studies of social costs of gaming and provide social cost scenarios to match the preceding economic and fiscal analyses.	Dunn, Pennington, McCloud, Kyle, Walker, Shaffer and LaPlante	90	6-May	4-Aug																											
6	For each scenario, the analysis shall evaluate whether and how estimates would change if implemented in combination with other scenarios.	Dunn, Pennington, McCloud, Kyle, Walker, Shaffer and LaPlante	90	11-May	9-Aug																											
	Drafting	Dunn, Pennington, McCloud, Kyle, Walker, Shaffer and LaPlante	120	6-May	3-Sep																											
	Completion of final draft	Dunn, Pennington, McCloud, Kyle, Walker, Shaffer and LaPlante	30	3-Sep	3-Oct																											

DETAILED MODEL METHODOLOGY

Tax-PI is a structural economic forecasting and policy analysis model. It integrates input-output, computable general equilibrium, econometric and economic geography methodologies. The model is dynamic, with forecasts and simulations generated on an annual basis and behavioral responses to compensation, price, and other economic factors.



As this figure shows, the methodology of Tax-PI revolves around the estimation of dynamic economic impacts. These impacts serve as the basis for the estimation of budgetary changes through the calibration done by REMI's economists. Prior to running simulations, REMI calibrates the budget by first finding the newest available year of revenue data. Each category is individually entered into Tax-PI. Then each revenue source is assigned an economic driver from the dynamic impact model that will form the basis of future estimates of the amount of revenue gained from that particular source. For example, REMI will find the amount of personal income tax revenue collected and connect that to the amount of personal income earned in the state in that year as given by Tax-PI's baseline economic and demographic forecast. Using these two pieces of information (collections and driver), Tax-PI creates a quantified relationship between the two that can then predict changes in the future. A similar process is carried out for each revenue source used.

The model consists of thousands of simultaneous equations with a structure that is relatively straightforward. The exact number of equations used varies depending on the extent of industry, demographic, demand, and other detail in the specific model being used. The overall

structure of the model can be summarized in five major blocks: (1) Output and Demand, (2) Labor and Capital Demand, (3) Population and Labor Supply, (4) Compensation, Prices, and Costs, and (5) Market Shares. The blocks and their key interactions are shown in Figures 2 and 3.

Figure 1: Model Linkages

REMI Model Linkages (Excluding Economic Geography Linkages)

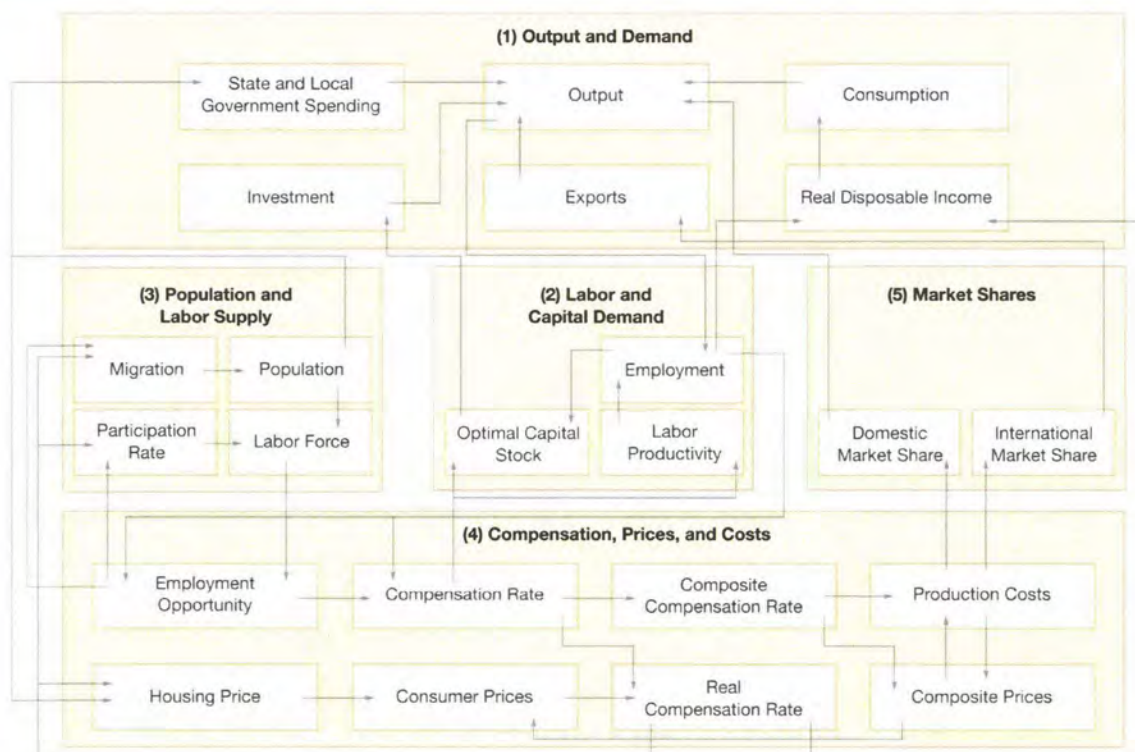
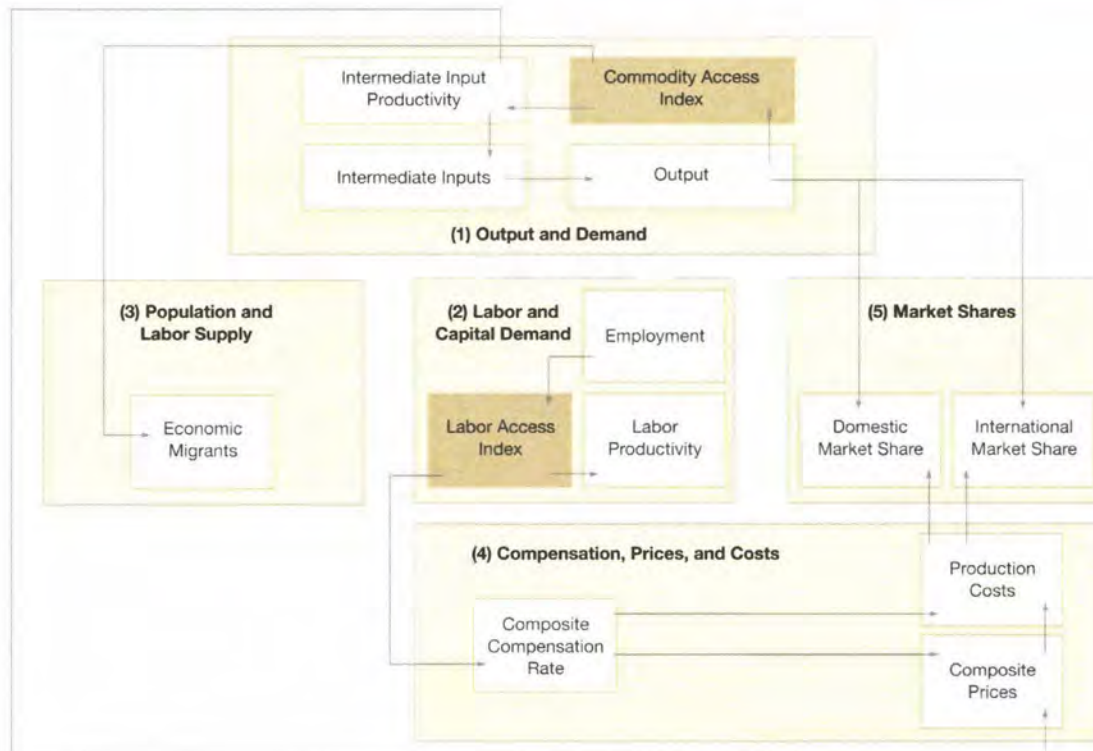


Figure 2: Economic Geography Linkages

Economic Geography Linkages



The Output and Demand block consists of output, demand, consumption, investment, government spending, exports, and imports, as well as feedback from output change due to the change in the productivity of intermediate inputs. The Labor and Capital Demand block includes labor intensity and productivity as well as demand for labor and capital. Labor force participation rate and migration equations are in the Population and Labor Supply block. The Compensation, Prices, and Costs block includes composite prices, determinants of production costs, the consumption price deflator, housing prices, and the compensation equations. The proportion of local, inter-regional, and export markets captured by each region is included in the Market Shares block.

Single-region models consist of an individual region, called the home region. The rest of the nation is also represented in the model. However, since the home region is only a small part of the total nation, the changes in the region do not have an endogenous effect on the variables in the rest of the nation.

BLOCK 1. OUTPUT AND DEMAND

This block includes output, demand, consumption, investment, government spending, import, commodity access, and export concepts. Output for each industry in the home region is determined by industry demand in all regions in the nation, the home region's share of each market, and international exports from the region.

For each industry, demand is determined by the amount of output, consumption, investment, and capital demand on that industry. Consumption depends on real disposable income per capita, relative prices, differential income elasticities, and population. Input productivity depends on access to inputs because a larger choice set of inputs means it is more likely that the input with the specific characteristics required for the job will be found. In the capital stock adjustment process, investment occurs to fill the difference between optimal and actual capital stock for residential, non-residential, and equipment investment. Government spending changes are determined by changes in the population.

BLOCK 2. LABOR AND CAPITAL DEMAND

The Labor and Capital Demand block includes the determination of labor productivity, labor intensity, and the optimal capital stocks. Industry-specific labor productivity depends on the availability of workers with differentiated skills for the occupations used in each industry. The occupational labor supply and commuting costs determine firms' access to a specialized labor force.

Labor intensity is determined by the cost of labor relative to the other factor inputs, capital and fuel. Demand for capital is driven by the optimal capital stock equation for both non-residential capital and equipment. Optimal capital stock for each industry depends on the relative cost of labor and capital, and the employment weighted by capital use for each industry. Employment in private industries is determined by the value added and employment per unit of value added in each industry.

BLOCK 3. POPULATION AND LABOR SUPPLY

The Population and Labor Supply block includes detailed demographic information about the region. Population data is given for age, gender, and race, with birth and survival rates for each group. The size and labor force participation rate of each group determines the labor supply. These participation rates respond to changes in employment relative to the potential labor force and to changes in the real after-tax compensation rate. Migration includes retirement, military, international, and economic migration. Economic migration is determined by the relative real after-tax compensation rate, relative employment opportunity, and consumer access to variety.

BLOCK 4. COMPENSATION, PRICES AND COSTS

This block includes delivered prices, production costs, equipment cost, the consumption deflator, consumer prices, the price of housing, and the compensation equation. Economic geography concepts account for the productivity and price effects of access to specialized labor, goods, and services.

These prices measure the price of the industry output, taking into account the access to production locations. This access is important due to the specialization of production that takes place within each industry, and because transportation and transaction costs of distance are significant. Composite prices for each industry are then calculated based on the production costs of supplying regions, the effective distance to these regions, and the index of access to the variety of outputs in the industry relative to the access by other uses of the product.

The cost of production for each industry is determined by the cost of labor, capital, fuel, and intermediate inputs. Labor costs reflect a productivity adjustment to account for access to specialized labor, as well as underlying compensation rates. Capital costs include costs of non-residential structures and equipment, while fuel costs incorporate electricity, natural gas, and residual fuels.

The consumption deflator converts industry prices to prices for consumption commodities. For potential migrants, the consumer price is additionally calculated to include housing prices. Housing prices change from their initial level depending on changes in income and population density.

Compensation changes are due to changes in labor demand and supply conditions and changes in the national compensation rate. Changes in employment opportunities relative to the labor force and occupational demand change determine compensation rates by industry.

BLOCK 5. MARKET SHARES

The market shares equations measure the proportion of local and export markets that are captured by each industry. These depend on relative production costs, the estimated price elasticity of demand, and the effective distance between the home region and each of the other regions. The change in share of a specific area in any region depends on changes in its delivered price and the quantity it produces compared with the same factors for competitors in that market. The share of local and external markets then drives the exports from and imports to the home economy.

DATA SOURCES

A complete description of data sources and estimation procedures for REMI models can be found on the internet at <http://www.remi.com/resources/documentation>. A brief description of data sources for our state models with last history year 2010 is below.

Concept	Source	Last Available Historical Year	Notes
ECONOMIC			
Employment	BEA	1990 – 2010	Total Employment series
Wages	BEA	1990 – 2010	
Personal Income	BEA	1990 – 2010	
Compensation	BEA	1990 – 2010	
Commuter Flows	BEA Net flow of earnings	1990 – 2010	
	BEA Gross flow of earnings	1990 – 2010	
	BEA Journey to Work	1990, 2000	
Unit Electricity Cost	Energy Information Administration	1990 – 2010	
Unit Natural Gas Cost	Energy Information Administration	1990 – 2010	
Unit Residual Fuel Cost	Energy Information Administration	1990 – 2010	
Purchased Fuel Weights	Energy Information Administration	2007	
Corporate Profit Tax Rate	Calculated (collections/profits) see next two rows		
Collections	www.census.gov (current), Government Finances (historical)	1990 – 2010	Corporate Net Income & Corporations in General
Estimated Profits	BLS technical coefficient matrix and REMI estimated output	1990 – 2010	Estimated series is normalized for bottom-up consistency to reported U.S. profits.
Property Tax Rate	Calculated (collections/capital stock) see next two rows		This rate reflects both residential and non-residential capital
Collections	www.census.gov (current), Government Finances (historical)	1990 – 2009	
Estimated Stock	Allocation of U.S. non-residential and residential stock based on the state's profit and real disp. income weights.	1990 – 2009	
Personal Income Taxes	BEA	1990 – 2010	Includes federal, state & local collections
Investment Tax Credit Rate	U.S. rate - Survey of Current Business	1990 – 2010	
Housing Prices (Median Sales Price of existing Single-Family Homes)	Census of Housing ACS FHFA	1990; 2000 2005 – 2010 1990 – 2010	Counties, States, Nation Some Counties, States, Nation States, Nation

DEMOGRAPHIC			
Population	Census: decennial (1 yr. cohort), intercensal (5 yr. cohort)	2010 1990 – 2010	Reconciled to BEA for consistency
Births, Deaths, Net International Migrants	Census	1990 – 2010	Net international migrants reconciled with national totals
Natality Rates	Center for Disease Control and Prevention, National Center for Health Statistics	1990 - 2009	
Survival Rates	Census: Population Projections of the United States by Age, Sex, Race, Hispanic Origin, and nativity: 1999-2100	1999 – 2100	National survival rates adjusted to fit regional deaths observed in history
Retired Migrants	Census 2000 Migration Data on DVD	2000	Age specific retired migration rates are calculated using 2000 census data
Military Population	Census Department of Defense	2000; 2010 1990 – 2010	Personnel by Location data from DoD starting in 1994. Data by Race and Sex for 2000 and 2010 only.
Military Dependents	Department of Defense	1990 – 2005	National totals only; dependents are assigned to regions based on size of Military population.
College Population	Census	2000; 2010	Data by Race and Sex for 2000 and 2010 only
Prisoner Population	Census	2000; 2010	Data by Race and Sex for 2000 and 2010 only
Labor Force	Census Bureau of Labor Statistics	2000; 2010 1990 – 2010	Data by Race and Sex for 2000 and 2010 only

Relevant Background of Staff and Contractors

Experience. Integrity. Independence. These are the hallmarks of Spectrum Gaming Group, the world's foremost gaming research and professional services firm. Through our staff and global network of affiliates and associates, we employ renowned experts in every facet of the gaming industry, from research to regulation.

The following Spectrum executives and experts will be directly involved in this project:

MANAGEMENT TEAM AND SPECTRUM STAFF

Michael Pollock, Managing Director

Michael Pollock oversees a broad portfolio of Spectrum services, including policy and impact studies for country, state and local governments, and financial and market studies for private-sector clients.

He has been a close observer and analyst of the evolution of gaming in Florida, dating back to 1986, during the concurrent campaigns for voter approval of the Florida Lottery and casino gambling.

Pollock began analyzing the casino industry in 1978 and served as spokesman for the New Jersey Casino Control Commission from 1991 through 1996. He was a close advisor to the chairman, and oversaw the Office of Legislative Liaison. During this period of rapid deregulation, his charge was to maintain public confidence in the integrity of the regulatory system.

Pollock is the author of the award-winning book, *Hostage to Fortune: Atlantic City and Casino Gambling*, published by the Center for Analysis of Public Issues in Princeton. This book examines the impact of casinos on Atlantic City and New Jersey. He has testified before the International Tribunal at The Hague, the U.S. Senate Indian Affairs Committee and the U.S. Senate Select Committee on Indian Gaming, and has been a featured speaker at the Congressional Gaming Caucus, a group of U.S. House of Representatives members from gaming jurisdictions. He has also testified before several legislative committees in the United States.

He has led Spectrum economic analyses in markets ranging from Pennsylvania, Louisiana and Indiana to Guam, Korea, Massachusetts, Illinois and Connecticut.

Pollock has won 20 journalism awards, and is the former editorial page editor of *The Press of Atlantic City*. Pollock is often cited by national media outlets, including *The New York Times*, *Star-Ledger*, BBC, ABC News and National Public Radio.

He earned his MBA, with high honors, from Rutgers University, and has served as a member of the adjunct faculty of New York University, Rutgers University and Richard Stockton College of New Jersey.

Fredric E. Gushin, Managing Director

Fredric Gushin founded Spectrum Gaming Group in 1993 after working 13 years for the New Jersey Division of Gaming Enforcement, where he was promoted to Assistant Director and Assistant Attorney General. At the DGE, Gushin oversaw the openings of 12 Atlantic City casino hotels and managed civil and administrative litigation before the New Jersey Casino Control Commission. He personally argued more than 50 cases before the Commission.

Gushin has worked with a variety of private-sector and governmental clients since founding Spectrum. He has advised private casino developers on operational and management issues and provided gaming expertise to a number of gaming jurisdictions over the years. He also served as a Commissioner with the Oneida Indian Nation Gaming Commission that regulates the Turning Stone Resort Casino near Syracuse, NY.

Gushin has worked with private sector clients throughout the United States, the Caribbean, South America, Asia and Europe on a wide range of issues. As Assistant Director and Assistant Attorney General of New Jersey's Division of Gaming Enforcement, he oversaw all compliance related issues regarding New Jersey's multibillion-dollar gaming industry including security and surveillance, development and compliance with accounting and internal control procedures and development of emergency plans to respond to incidents occurring in casino.

With Spectrum, Gushin has led engagements evaluating casino operations for compliance for private sector and governmental clients.

Gushin received his BA from the American University School of Government and Public Administration in 1970, his Juris Doctorate from Rutgers University in 1973, and his Masters from American University in 1979.

Joseph Weinert, Senior Vice President

Joseph Weinert has been analyzing the gaming industry since 1996. He researches and directs economic, international and regulatory studies for private- and public-sector clients worldwide. He has been the project leader for numerous studies in multiple domestic jurisdictions, as well as in the Czech Republic, Russia, Slovak Republic, Spain and United Kingdom.

Weinert helps to organize Spectrum's four nationally recognized conferences – the East Coast Gaming Congress, the Florida Gaming Congress, the Pennsylvania Gaming Congress and the New England Gaming Congress. In addition, he oversees the company's Spectrumetrix™ data-analysis premium subscription service.

Weinert came to Spectrum after 18 years at *The Press of Atlantic City*, where for his last eight years he was responsible for the newspaper's intensive coverage of the casino industry. He is a frequent speaker at industry conferences worldwide and has been quoted in prominent media outlets, including *The Wall Street Journal*, *Financial Times*,

New York Times, Washington Post, USA Today and CNN, among many others. In addition, he has testified before legislative committees in Massachusetts, New Jersey and Pennsylvania.

Weinert holds a BA in Journalism from Ohio Wesleyan University and a certificate from the Wharton School at the University of Pennsylvania.

Steven M. Ingis, Vice President, Legal and Regulatory Services

Steven M. Ingis is an attorney with 26 years of experience in casino gaming regulation. Prior to joining Spectrum, he was employed by the New Jersey Casino Control Commission from 1982 until retiring in September 2008. As Assistant General Counsel for the Commission, Ingis managed the Licensing Unit in the Office of the General Counsel, and was responsible for all casino employee and entity licensing matters.

Ingis advised the Commission in many of its most notable licensing matters and represented the Commission in numerous court cases, including the denial of Tropicana Casino Hotel's license renewal application. In this regard, he successfully argued the appeal from the Commission's decision in the New Jersey Appellate Division.

Prior to joining the Casino Control Commission, Ingis served as an Assistant Morris County (NJ) Prosecutor and a Deputy Attorney General in the New Jersey Division of Criminal Justice, in addition to being employed in private practice.

Ingis holds a BA in History with honors from Stony Brook and a law degree from New York University.

Michael C. Epps, Esq., Spectrum Regulatory and Legal Specialist

Michael C. Epps is a New Jersey attorney and recently opened the Epps Law Firm in New Jersey after serving for over nine years as Commissioner of the New Jersey Casino Control Commission. As a member of the Commission, he and his colleagues were responsible for regulating all aspects of casino gaming in New Jersey. Epps currently utilizes his far-reaching gaming regulatory background to assist numerous jurisdictions in drafting gaming regulations and advising on critical policy issues.

Epps currently serves as a gaming regulatory and legal specialist with Spectrum Gaming Group in its engagement with the Ohio Casino Control Commission and the Massachusetts Gaming Commission. His responsibilities include facilitating the development of the commission's legal and regulatory framework including drafting of regulation.

Francisco Nolla, Spectrum Vice President, Caribbean and Latin America

Francisco Nolla is a Miami-based attorney with extensive experience in management, development, regulation, licensing and consulting for the gaming, hospitality, entertainment, cruise and tourism industries.

Nolla began advising the casino gaming industry in 1977 and has examined the legal, operational, licensing and law enforcement aspects of casino gaming in numerous Caribbean and Latin America countries including Puerto Rico, Dominican Republic, Venezuela, Ecuador, Peru, Costa Rica, Chile, Argentina, Uruguay, Panama, Colombia, Aruba, Curacao and Mexico.

He is currently a Miami-based consultant specializing in hotel casino and cruise port tourism and destination development throughout the Caribbean and Mexico. He serves as a consultant for the Government of Mayaguez, Puerto Rico for the development of the port for cruise lines including negotiations with the industry and various public agencies.

Nolla previously served as Port Development Group Vice President of Carnival Corporation where he assisted in the development and construction of the company's first owned and managed port and retail mall in Cozumel, Mexico. Nolla was also in charge of negotiations with the Government of Puerto Rico for the redevelopment and use of one of Puerto Rico largest piers to be used as a cruise home port. As Vice President of Development for Latin America, Nolla directed Carnival's development of the region's hotels, casinos, entertainment and tourism as well as managed all government relations with governmental entities.

He served as Vice President of Jack Tar Village Beach Resort & Casino in Puerto Plata, Dominican Republic after previously serving as a consultant to the Dominican Republic Casino Control Commission. His prior experience in the Caribbean includes serving in the positions of Special Assistant to the Casino Owner of the Grand Casino Lina, in the Dominican Republic; Director of Administration of the Condado Plaza Casino in San Juan, Puerto Rico; Casino General Manager of the Palmas Del Mar Casino in Humacao, Puerto Rico; and Vice President, Casino Division of Condado Holiday Inn and Sands Casino in Puerto Rico.

Nolla began his gaming regulatory career by serving as an Assistant to the Director of the Legal Department of the Government of Puerto Rico Tourism Company where he supervised the applications and recommendations for tax exemptions for hotels in Puerto Rico. He was also responsible for all matters related to casino enforcement, regulation and licensing. He later served as the Director of Law Enforcement of the Puerto Rico Gaming Department where he was responsible for the supervision of casino inspectors, administrative personnel and slot machine operations.

Nolla holds a Juris Doctor Degree from Inter-American University in Puerto Rico and a Bachelor Degree in Economic Science from the University of Puerto Rico.

Shawn McCloud, Vice President, Analysis

Shawn McCloud has more than two decades of extensive financial, marketing, and operations analysis in the casino gaming and hospitality industry. McCloud previously served as Vice President of Strategic Planning and Analysis for the Cordish Company's Gaming Operations Division, where he was primarily responsible for providing input and recommendations, and related analytical work, to maximize earnings and to yield the most efficient of operations. His task was to identify all opportunities to enhance revenues and couple that with effective, and ethical, cost containment opportunities and expense management. He is respected for his integrity and adaptability, as well as for his analytical expertise and commitment to quality and professionalism.

McCloud has held various analytical roles throughout his career and his collective experiences span through all facets of gaming resort operations – covering all casino gaming, marketing, food & beverage, hotel/rooms, and all other general and administrative areas of organization – and his active involvement in operations has been performed at all levels – from front-line to executive/corporate levels – which gives him comprehensive knowledge, and a thorough understanding, of the full-circle of casino gaming and hospitality industry operations.

McCloud previously worked at the Tropicana Casino and Resort in Atlantic City for more than 10 years, where he had served as Executive Director of Financial & Marketing Analysis. He oversaw a diverse team of analysts and was fully responsible for the development, preparation, and oversight of all analysis functions, and operating budgets and forecasts, for the company. His career in the gaming and hospitality industry began in 1993 at the Trump Taj Mahal in Atlantic City where he served in a variety of accounting and analytical roles.

McCloud has extensive experience in customer database analytics; evaluation and formulation of database marketing programs, promotional offers, and marketing campaigns; strategic marketing planning; competitive marketing analysis and research; creating and implementing performance goals and related benchmarking tools and standards; creation of yield management models and related reporting; financial and strategic planning; budgeting and forecasting models; planning, organizing, and preparation of operating and capital budgets; labor performance and payroll analysis; establishment of effective complimentary guidelines and related reporting; preparation of litigation support and valuation models; research and preparation of economic impact, financial, and market impact studies relating to a multitude of gaming operations and jurisdictions; along with the creation of a multitude of ad-hoc analyses, management tools, and presentations.

He is a graduate of The Richard Stockton College of New Jersey earning a Bachelor of Arts in Economics, and is currently attending Fairleigh Dickinson University pursuing a Master of Science in Hospitality & Tourism Management.

PRINCIPAL SUBCONTRACTORS

Rod Motamedi, Spectrum Associate

Rod Motamedi leads the training and technical support efforts of Regional Economic Models Inc. of Amherst, MA. His work include on-site and online training, manipulating datasets, modeling policy simulations, and interpreting economic and demographic results. He provided technical support and model interface expertise to Spectrum Gaming for several projects including a 2010 analysis of the optimal rate for casino tax policy.

Motamedi guided model use and supplied training to the Massachusetts Department of Revenue's tax policy analysis projects. He also provided model training and analytical support to the Missouri Department of Economic Development as it conducted an impact study on casino applicants in the state.

His research projects include conducting an economic impact study on the construction and development of health care facilities in Connecticut as well as analyzing the economic impacts of energy efficiency programs and improved building standards for the US Environmental Protection Agency.

Motamedi's Consulting Reports include:

- "The Obama Economic Recovery Plan: National and Regional Macroeconomic Effects of Energy and Environmental Policies". Written by Frederick R. Treyz, Ph.D., Rod Motamedi, Mario S. DePillis, Jr. and Billy Leung, 2009.
- "Macroeconomics of Green Energy". Prepared for IAEE International Conference, Rio de Janeiro, 2010.
- An Assessment of the Economic Impact of Building and Operating an Electric Generation Plant in Huntley, New York". Prepared for NRG Energy, Inc., 2007.

He is a graduate of University of Massachusetts-Amherst, with a BA Economics.

Howard J. Shaffer, Ph.D., Spectrum Associate

Dr. Howard Shaffer, director of the Division on Addiction, Cambridge Health Alliance, is widely regarded as one of the pioneers of gambling research and his work is among the most influential in the field. For example, with Dr. David Korn, Dr. Shaffer was the first to frame gambling and its potential adverse consequences as a public health issue. Their review article¹ in the *Annual Review of Public Health* marked the first consideration of gambling in this scholarly publication. Shaffer's interest in gambling as a public health issue stimulated new research strategies and developed new models for measuring the

¹ Shaffer, H. J., & Korn, D. A. (2002). Gambling and related mental disorders: a public health analysis. In J. E. Fielding, R. C. Brownson & B. Starfield (Eds.), *Annual Review of Public Health* (Vol. 23, pp. 171-212). Palo Alto: Annual Reviews, Inc.

impact of gambling on the community in terms of traditional public health concerns, exposure, duration, and intensity of environmental toxins in relation to countervailing adaptation.² By extending a public health strategy, Dr. Shaffer was the first investigator to develop and apply meta-analytic methods to study the prevalence of disordered gambling³. This work served as the landscape against which Shaffer introduced and advanced the first comprehensive public health model for describing gambling and gambling-related social problems; the public health model now dominates gambling-related research and public policy around the globe. In this work, Dr. Shaffer and colleagues introduced a public health system of levels (i.e., level 0 gambler, level 1 gambler... level 4 gambler) to provide clarity in a field plagued by the conceptual chaos of various and confusing terms (e.g., problem gambling, probable problem gambling). This framework and meta-analytic prevalence estimates have been confirmed by a wide variety of independent studies around the world. Similarly, by extending a public health perspective and its emphasis on the population, Dr. Shaffer introduced the seminal conceptual and research strategies for understanding population exposure to gambling opportunities and the adaptation that typically follows from such exposure. These ideas are central to any study of community impact.

Dr. Shaffer established the *Gambling and Health Initiative* at Harvard Medical School and the Division on Addictions (now the Division on Addiction). This program of research evolved into the *Institute for Research on Pathological Gambling and Related Disorders*, which, in addition to providing support for intramural gambling research activities at Harvard Medical School and the Harvard School of Public Health, provided extramural research support to investigators interested in gambling disorders and psychiatric comorbidity. Dr. Shaffer adapted and integrated the architecture and activities associated with the peer review system employed by the National Institutes of Health into the Institute's intramural and extramural research program. Dr. Shaffer attracted and integrated world-class scientists who served on the variety of ad hoc review committees organized specifically for peer review.

Dr. Shaffer has served on many national research committees. For example, he was appointed to the *National Academy of Sciences, National Research Council, Committee on the Social and Economic Impacts of Pathological Gambling*. He has served as a consultant to many national organizations around the world, including the National

² Shaffer, H. J., LaBrie, R., & LaPlante, D. (2004). Laying the foundation for quantifying regional exposure to social phenomena: considering the case of legalized gambling as a public health toxin. *Psychology of Addictive Behaviors*, 18(1), 40-48.

³ Shaffer, H. J., Hall, M. N., & Vander Bilt, J. (1997). Estimating the prevalence of disordered gambling behavior in the United States and Canada: a meta-analysis. Boston: Presidents and Fellows of Harvard College.

Shaffer, H. J., Hall, M. N., & Vander Bilt, J. (1999). Estimating the prevalence of disordered gambling behavior in the United States and Canada: a research synthesis. *American Journal of Public Health*, 89, 1369-1376. doi: 10.2105/AJPH.89.9.1369

Shaffer, H. J., & Hall, M. N. (2001). Updating and refining meta-analytic prevalence estimates of disordered gambling behaviour in the United States and Canada. *Canadian Journal of Public Health*, 92(3), 168-172.

Institutes of Health, The National Council on Marijuana and Health, The Icelandic Ministry of Health & Social Security, The American Psychological Association, The Canadian Institutes of Health, The National Gambling Impact Study Commission, The Massachusetts Council on Compulsive Gambling, and The Massachusetts Departments of Mental and Public Health, the Tung Wah Hospital Group, and the Singapore National Council on Compulsive Gambling. Dr. Shaffer also served as an advisor to the Obama/Biden transition team regarding drug policy and addiction-related research.

Dr. Shaffer served as the editor of The Journal of Gambling Studies, The Psychology of Addictive Behaviors, and helped to establish and served as an Associate Editor of The Journal of Substance Abuse Treatment. Dr. Shaffer is an active member of the editorial boards for the Journal of Psychoactive Drugs, Advances in Alcohol and Substance Abuse, The Psychology of Addictive Behaviors, and Sexual Addiction and Compulsivity: The Journal of Prevention and Treatment, Addiction, The Journal of Gambling Studies, and as an occasional reviewer for many other prominent scholarly and scientific journals, including the New England Journal of Medicine, Clinical and Consulting Psychology, Archives of General Psychiatry.

Throughout his career, Dr. Shaffer has written extensively about the treatment of addictive behaviors and the nature of addiction, including more than 250 chapters, journal articles, and reviews. He also has published more than 120 newspaper articles and 22 books or monographs. Dr. Shaffer's books include *Quitting Cocaine: The Struggle Against Impulse*; *Compulsive Gambling: Theory, Research & Practice*; *Peers Helping Peers: A Handbook for Secondary School Peer Counselor/Educators*; *Youth, Gambling, and Society: Futures at Stake*; *Overcoming Addiction*; *The APA Addiction Syndrome Handbook (volumes 1&2)*; and *Change Your Gambling: Change Your Life*.

Dr. Shaffer's research, writing, and teaching have helped to shape how the health care field conceptualizes and treats the full range of addictive behaviors. Among his many honors and awards, The American Psychological Association's Division 50 (i.e., Society of Addiction Psychology) recognized these contributions with its lifetime achievement award for advancing the understanding of addiction.

Dr. Shaffer's seminal research has continued with the first prospective longitudinal study of actual Internet gamblers. In addition to addressing the impact of a new technology on gambling behavior, this study of more than 40,000 Internet gamblers also provided the first opportunity to use actual wagering data rather than the typical self-report about wagers. This groundbreaking work with Internet gamblers has ushered in a new paradigm for gambling research: by studying the actual behavior of Internet gamblers rather than their self-reports, Dr. Shaffer and his colleagues have revealed important and often surprising insights into the development and maintenance of gambling disorders. This research already is reshaping how we understand the interface of technology and addiction.

Perhaps Dr. Shaffer's most enduring and influential work has been his long-term interest in the nature of addiction and how our growing understanding of behavior-based expressions of addiction hold the potential to illuminate our understanding of

substance-based addiction, and vice versa. Examining the construct validity of “pathological gambling” has been a consistent theme in Shaffer’s work. In 2004, Shaffer and his colleagues advanced the idea of addiction as a syndrome with multiple expressions in the *Harvard Review of Psychiatry*. Increasingly, this work has been used around the world to guide research and treatment. In 2008, the Tung Wah Hospital Group is dedicated an international conference to this topic as it integrated this model into its national treatment program.

Throughout his career, Dr. Shaffer has advanced the scientific study of addiction by creating and strengthening the necessary infrastructure for this field of study and treatment to grow. For example, the self-help toolkit, “Your First Step to Change,” originally funded in part by the Massachusetts Department of Public Health, has been tested in Nevada, with funds from the State of Nevada; and in Massachusetts, with a grant from the National Institutes of Health. Preliminary results reveal that this brief intervention will help to advance our understanding of recovery and the development of evidence-based interventions. This gambling toolkit has been translated from English to Spanish, [Chinese](#), [Vietnamese](#), and [Khmer \(Cambodian\)](#).

In addition to Shaffer’s research activities, he applied scientific principles to clinical services to help establish the editorial policies that colleagues used to create the *Journal of Substance Abuse Treatment*, now one of the most widely cited addiction treatment resources. Similarly, using a science-based approach, Dr. Shaffer founded the first international certification organization in the addictive behaviors: *The American Academy of Health Care Providers in the Addictions*. This was the first organization to certify clinicians’ training and experience treating chemical and non-chemical patterns of addiction. Shaffer’s science and evidence-based approach to education also has resulted in the Division on Addiction’s web site and its related sites, *The BASIS* (www.basisonline.org) and *Expressions of Addiction* (www.expressionsofaddiction.com). The *New York Times* distinguished *The WAGER*, now a component of the *Brief Addiction Science Information Source (BASIS)*, as one of the best five available resources for addiction information on the Internet. In a similar effort to extend and advance science for the public, in 2009, with his Division colleagues, Dr. Shaffer established the world’s first repository for data derived from privately funded research (www.thetransparencyproject.org).

Dr. Shaffer’s philosophy of science framework stimulated his interest in behavioral expressions of addiction. This area of inquiry has led to the development of many years of gambling-related research that culminated in an article in *Science*,⁴ which represented his work as leading a “camp” that is revolutionizing how scientists understand addiction. Dr. Shaffer’s work has been seminal in establishing and clarifying the psychiatric epidemiology of gambling disorders—and new methods for estimating

⁴ Holden, C. (2001). Behavioral addictions: do they exist? *Science*, 294, 980-982.

and classifying the prevalence of these disorders. This work is among the most cited in the field of gambling studies. Also, Dr. Shaffer's conceptual and empirical research encouraged the neuro-scientific study of reward pathways that are shared between substance and behavioral addictions. These discoveries now hold the potential to usher in a new era of addiction studies, diagnosis and treatment. DSM-5, in part, reflects this evolution in how we understand addiction, and behavioral expressions of addiction such as gambling disorders.

He holds both M.S. and PhD degrees from the University of Miami.

Debi A. LaPlante, Ph.D., Spectrum Associate

Dr. Debi LaPlante, Assistant Professor, Harvard Medical School and Director of Research & Academic Affairs, Division on Addiction, Cambridge Health Alliance, is involved in all ongoing Division on Addiction research, education, and outreach projects. Her current general responsibilities include: identifying and preparing appropriate grant applications for federal, state, and private entities; leading the Division's giving/development activities; participating in the conceptual and methodological development of major research programs; facilitating senior staff research advancement; completing literature reviews, data analysis, manuscripts, and research reports; overseeing aspects of technology development (e.g., online intervention resources, main Division website, and an online research review, The BASIS); junior and senior staff oversight, hiring, promotions, and evaluations; leading core educational activities (e.g., conferences, teaching, and public presentations); addressing media inquiries; budget development and monitoring; human resources; participating on grant review panels and the Cambridge Health Alliance IRB review panel; managing the Division public image/relations; and, oversight of the Division's visiting scholar program.

Dr. LaPlante was a key personnel member for several programs examining gaming markets in other areas of the United States and beyond, including: (1) *Evaluations of the Iowa Gambling Treatment Program* (2) *Evaluation of the Missouri Gambling Self-Exclusion Program* (3) *Play Responsibly Independent Measurement & Evaluation: Venetian & Palazzo, Las Vegas* (4) *The Institute of Research on Pathological Gambling & Related Disorders* and (5) *The bwin.party Division on Addiction Research Collaborative*. The administrative details for these research projects are available in *Section 1.1.3*. Her responsibilities varied by project, but included conceptual development, scientific background reviews, methodological development, staff oversight, data management, data analysis, report and manuscript preparation, human subjects review applications, budget development, and preparing project extension proposals.

In addition to the scientific projects referenced in the second bullet, Dr. LaPlante has served as a PI, co-PI, and Investigator on several other projects, including national and international collaborations. She has developed a worldwide reputation focusing on exposure/adaptation and gambling epidemiology. Other project areas have included treatment outcome analyses, psychiatric comorbidity and driving under the influence of

intoxicants, and addiction in special populations. Dr. LaPlante's in-depth knowledge of research and quantitative methods is demonstrated by her extensive teaching record, which includes the development of web-based continuing medical education courses on addiction and disordered gambling and participation in a recurring seminar on quantitative research methods.

She holds both M.A. and PhD degrees from Harvard University.

Gregory Dunn Ph.D., Spectrum Associate

For the last several years, Greg Dunn has been an Executive Vice President at MMGY Global (formerly Ypartnership) and a member of the faculty at the University of South Florida. At MMGY, he has been responsible for sourcing, composing, managing implementation and interpretation of marketing research and brand strategy while playing an active role in key account leadership and development of client marketing strategy. As an Assistant Professor at USF, Dunn specialized in teaching, research and service in the areas of marketing and management in the travel, hospitality and gaming industry.

Dunn joined MMGY/Ypartnership and USF after acquiring more than 25 years of experience in various industry disciplines working in both management and marketing positions for respected organizations such as the Sea Island Company, The Boca Raton Resort and Club, The Greenbrier, Radisson, Sea Palms Resort, the Walt Disney Company® and Norwegian Cruise Lines. His background includes contracting and leadership of a diverse range of research and strategy projects for top hospitality, gaming and tourism clients such as Disney Parks & Resorts, WMS Gaming, Delaware North Company, Preferred Hotel Group, Interval International, Spectrum Gaming, U.S. Travel, Destination Hotels & Resorts and tourism and gaming boards such as Russia, Honduras, Bahamas, Curacao, Aruba, Barbados, Italy, Thailand, Mexico, Dominican Republic, Canada, Florida, New Hampshire, Hawaii, Oregon, Savannah, Denver, New Orleans, Orlando, Napa Valley and Miami. Greg has also been a primary investigator on gaming behavior, gaming impact and problem gambling projects for the Florida Chamber Foundation, Connecticut Department of Revenue, and the Oklahoma Department of Travel and Tourism.

A prolific author, Dunn has been the co-author of the *MMGY/Harrison Group Portrait of American Travelers*, *WMS Gaming/Ypartnership Active Gambler Profile*, *MMGY/U.S. Travel Association Travelhorizons*, *Ypartnership/Yankelovich Partners National Travel Monitor* and the *Ypartnership Portrait of Affluent Travelers* series and has published numerous articles in the areas of marketing and strategy in both academic and professional journals such as the *Journal of Travel and Tourism Marketing*, *UNLV Gaming Research & Review Journal*, *Hotel and Motel Management* and *Casino Management*. He earned an MBA from the University of Denver, a Ph.D. in hospitality administration with a major in services marketing from the University of Nevada Las Vegas and a diploma in hotel management from Ecole Hôtelière, Lausanne, Switzerland.

Lori Pennington-Gray, Ph.D., Spectrum Associate

Dr. Lori Pennington-Gray has been at the University of Florida since 1999. She received tenure in 2005. Her recent agenda covers both the supply side and demand side of tourism. Lori is an Associate Director of the Eric Friedheim Tourism Institute. Her responsibilities with the Institute are to conduct and facilitate interdisciplinary research projects focusing on a wide range of tourism issues in the U.S. and internationally. She has made a significant contribution to the body of literature on specific topics related to tourism policies and marketing. More recently she has focused on tourism crisis management and its various components.

As Director of the Tourism Crisis Management Institute, she oversees the research and education products developed by all team members. Her research focus is primarily on the relationship between consumer behavior and tourism crisis management planning.

Douglas M. Walker, Spectrum Associate

Douglas M. Walker is an associate professor of economics in the Department of Economics and Finance, at the College of Charleston, Charleston, SC. Prior to his appointment at Charleston, he was an associate professor at Georgia College. He has also taught economics at Louisiana State University and Auburn University.

Walker received his B.S. degree in accounting at Kansas State University in May, 1993. He received his Ph.D. in economics at Auburn University in March, 1998. Walker's primary teaching interests are in applied microeconomics and international trade.

Walker's research has focused on the economic and social effects of legalized gambling. His work is summarized in his book, *The Economics of Casino Gambling*, published in 2007 by Springer-Verlag. His research is divided into two distinct streams. First, he has written on the social costs of gambling, attributable particularly to pathological gambling behaviors. Second, he has written empirical studies on the economic development and tax revenue effects of legalized casino gambling.

Walker's work has been a major contribution to the literature on social cost methodology as it applies to gambling. He was a key participant in two academic conferences dedicated to the social cost issue: The Whistler Symposium (2000, Whistler, British Columbia), and the Alberta Gaming Research Institute's conference in Banff (2006). Walker's work on social costs has focused on how to identify and measure the social costs of gambling. Such issues are critical to the validity of cost-benefit analyses on which governments rely in making legalization decisions. Walker's papers in this area have been published in peer-reviewed journals such as *Journal of Gambling Studies*, *International Gambling Studies*, *American Journal of Economics and Sociology*, and the *Journal of Public Budgeting, Accounting, and Financial Management*.

Walker's empirical studies have focused on the economic development effects of casino gambling, in particular at the state level. His research suggests that there are short-term economic development benefits from commercial casinos, but that the longer-term effects are less certain. Walker has also studied the cannibalization/substitution effects among the different forms of gambling (casinos, lotteries, greyhound racing, and horse racing). His work is the only peer-reviewed published work on this issue that has analyzed a national sample of data. Walker's current work deals with the effect of legalized gambling on net state tax revenues. His work has shown that the introduction of gambling does not always lead to a net increase of tax revenues. The net tax effects depend on various market conditions, tax rates, etc. Walker's empirical work is co-authored by John Jackson (Auburn University), and has been published in peer-reviewed journals such as *American Journal of Economics and Sociology*, *Public Finance Review*, *Journal of Business Valuation and Economic Loss Analysis*, *Review of Regional Studies*, and *Review of Urban and Regional Development Studies*.

Walker has published several other gambling-related studies or comments in *Managerial and Decision Economics*, *Econ Journal Watch*, and *Gaming Law Review*, and *Economic Development Quarterly*.

Walker has served as a consultant industry and government organizations, including the American Gaming Association, Canadian Gaming Association, Nevada Resort Association, Casino Association of Indiana, Canadian Centre on Substance Abuse, and the Alberta Gaming Research Institute. In addition, he has been invited to present his research at a variety of international conferences.

Howard J. Kyle, Spectrum Associate

Howard Kyle has more than 28 years of substantive experience in the area of public policy and public administration. He currently serves as Chief of Staff to Atlantic County (NJ) Executive Dennis Levinson, a position he has held for more than ten years, and is charged with assisting the County Executive in carrying out the responsibilities of his elected office. In this capacity he has played a leading role in issues pertaining to economic development, education, land use, tourism, workforce development and human services.

In December 2010 he was appointed by Governor Chris Christie to the Board to the New Jersey Casino Reinvestment Development Authority. He also serves on the Board of Directors of the Greater Atlantic City Chamber.

In his position with the county, Kyle has played a leading role in the development of an Aviation Research and Technology Park (ARTP) in Atlantic County and also serves as a member of the ARTP Board of Trustees. The ARTP Board consists of representatives of the FAA, The Richard Stockton College of New Jersey, the New Jersey Casino Reinvestment Development Authority, and other public and private organizations committed to this purpose.

His previous positions included service as Executive to the President of Atlantic Cape Community College and Director of Government for the Atlantic County Improvement Authority. During his tenure with the ACIA he was actively involved in the efforts to build the new Atlantic City Convention Center and to construct related improvements. He also served as Department Head of Planning and Economic Development and as Deputy Department Head of Social Services for Atlantic County Government.

His background and experience has brought him into contact with a wide range of individuals and issues. He has also written articles op-ed pieces on urban and social issues. Over the years, he has been involved in numerous social and community activities.

He was born and raised in Atlantic City and served in the United States Air Force. He is a graduate of Rutgers University - Camden where he also earned a Master's Degree in Public Policy.

RESEARCHERS, SUPPORT

Michael Diamond, Senior Research Associate

Michael Diamond, based in Florida, has extensive investigative research experience, both in journalism and in government. He joined Spectrum after a 33-year career at *The Press of Atlantic City*, where he served as a special projects writer, editorial page editor, statehouse correspondent and bureau chief, all while frequently covering gaming-industry issues. He won 23 state and national journalism awards and was an active member in such organizations as the Legislative Correspondents Club, National Conference of Editorial Writers, and Investigative Reporters and Editors.

Diamond left the newspaper in 2005 to become an investigator with the New Jersey Office of Inspector General. He was responsible for reviewing allegations of waste, fraud and corruption.

At Spectrum, Diamond focuses on analyzing the economic and social impacts of legalized gambling and also on regulatory research. He was the project leader for Spectrum's widely acclaimed 2009 study for the State of Connecticut that analyzed the impacts of all forms of legalized gambling. Diamond also serves as Associate Editor of Spectrum's analytical newsletter, *Gaming Industry Observer*.

Diamond graduated from Rider University with a BA degree in Political Science.

Wayne Marlin, Director of Government Affairs

Wayne Marlin has extensive casino regulatory, government affairs and public policy research experience in the public, not-for-profit, and private sectors.

Marlin served as Public Information Officer and Legislative Liaison for the New Jersey Division of Gaming Enforcement. He coordinated New Jersey's first major reform of the Casino Control Act as well as several other key casino regulatory legislative initiatives.

Marlin also has wide-ranging regulatory experience in Casino Operations, Audit and Internal Controls and Casino Licensing.

Marlin held several senior executive staff positions in New Jersey state government, including Special Assistant to the Attorney General and Director of Legislative Policy for the Department of Labor and Workforce Development. He is responsible for the successful effort to establish a permanent funding mechanism for one of the state's most prominent programs, the Workforce Development Partnership Program.

At Spectrum, Marlin researches and analyzes a variety of public-policy, regulatory and economic issues. He also serves as Associate Regulatory Editor of Spectrum's *National Gaming-Regulation Digest*, a *Gaming Industry Observer* premium subscription publication.

Marlin graduated from the University of New Mexico with a BA degree in Political Science.

Patrick Malia, Senior Construction Analyst

Patrick J. Malia is a Spectrum Associate who specializes in providing regulatory and construction code consulting services as well as permit-expediting services throughout the country. Malia was previously Vice President and Regulatory Liaison for the Friedmutter Group, a large architectural firm specializing in casino and entertainment venues. He has been involved in various capacities in the construction industry for over 25 years.

Malia previously was employed as the Construction Official and Building Official for the City of Atlantic City, where he was responsible for supervising over 25 clerical personnel and Inspectors. Malia was responsible for the Inspections of the City's casino and high-rise structures along with the plan review and inspection process for all buildings in the city.

Malia is licensed by the State of New Jersey Department of Community Affairs as a Construction Official, Building Official and Building Inspector and Fire Inspector for High-Rise and Hazardous Structures. He is also licensed by the International Code Council as a Building and Fire Inspector and Building Plans Examiner.

Malia holds a Bachelor of Arts degree from Rutgers University.

Gloria Ford, Spectrum Research Associate

Gloria Ford is a seasoned professional with 23 years of experience in the casino gaming industry. Ms. Ford gained her experience and keen understanding of how the industry operates during her time employed with the New Jersey Casino Control Commission. Starting in 1979, she worked her way through the ranks in the Inspection Unit, gaining 14-years of on-site experience at casino properties in Atlantic City. In 1992, she advanced to the Commissioner's Office where she earned the title of public information

officer and legislative liaison, serving as an agency spokesperson, researcher, editor, writer, community relations liaison and legislative liaison.

At the beginning of her tenure at the commission, Ford worked closely with New Jersey Division of Gaming Enforcement learning the ends and outs of the casino licensing process. As a result she authored a training manual for inspectors, providing valuable information and guidelines about licensing for inspectors working in Atlantic City casinos. She also played a key role in creating the commission's highly publicized report, "Casino Gaming in New Jersey: A Report to the National Gambling Impact Study Commission, January 1998."

She earned a B.S. degree in Pharmacy from Florida A & M University and a Certified Public Manager designation in New Jersey.

Roy Hyman, Spectrum Associate

Roy Hyman has a 40 year career in banking and real estate management, having served in several officer capacities as a Banker, and as Land Manager and Vice President of Public and Privately owned Developers and Homebuilders. Starting his career in banking in Atlantic City, New Jersey, Mr. Hyman learned all aspects of banking while employed as a management trainee assigned to the Audit Division. During his years in banking he was responsible for real estate ventures, workout of special assets as well as facilities and REO's in California, Colorado and Florida, culminating his career as Executive Vice President of Real Estate subsidiaries for the fourth largest savings bank in New Jersey. In 2007 to 2009 Mr. Hyman was Vice President of a top 50 Commercial Bank in charge of ordering and reviewing all appraisals in the state of Florida, with the appraised property values exceeding \$1 Billion.

In 2011 he was retained by Lee County Clerk Charlie Green as a Consultant for 18 months to research budgetary issues in the County and make recommendations for improvement and efficiencies. He played a vital role in the last County Lands audits as a researcher and helped compile a list of recommended changes to the department.

6.2.3 Preliminary Administrative Review

The following administrative review information shall be included in the Technical Reply portion of the Reply:

- All Addenda
- Disclosure Statement (Attachment A)
- Non-Collusion Statement (Attachment B)
- Warranties (Attachment C)
- References Form (Attachment D)
- Transmittal Letter

ATTACHMENT "A"

THE FLORIDA LEGISLATURE

DISCLOSURE INFORMATION

PARTNERSHIP OR INDIVIDUAL

I hereby certify that I, if an individual, or each of us, if a partnership, doing business as _____
(Name of Individual or Partnership)
is not now involved in nor have I ever engaged in any private business venture or enterprise, directly or indirectly,
with the Florida Senate, the Florida House of Representatives, or any Member of employee of either the Florida
Senate or the Florida House of Representatives.

I further certify that neither I, nor any partner, if a partnership, nor anyone acting in my or our behalf has requested
that any of the above designated persons or any other employee of the Florida Legislature exert any influence to
secure the appointment of _____ under this proposed agreement.
(Name of Individual or Partnership)

If partnership, each partner must sign and execute.

Signature: _____ Title: _____

Signature: _____ Title: _____

Signature: _____ Title: _____

COMPANY OR CORPORATION

I hereby certify that neither I, nor any owner, officer, director, or shareholder of Spectrum Gaming Group, LLC
(Name of Corporation/Company)
are presently engaged in or have ever been engaged in any private business venture or enterprise, directly or
indirectly, with the Florida Senate, the Florida House of Representatives, or any Member of employee of either the
Florida Senate or the Florida House of Representatives.

I further certify that neither I, nor any owner, officer, director, or shareholder of this company/corporation, nor
anyone acting on its behalf, has requested that any of the above designated persons or any other employee of the
Florida Legislature exert any influence to secure the appointment of Spectrum Gaming Group, LLC
under this proposed agreement. (Name of Corporation/Company)

Signature:  Title: Managing Director

ATTACHMENT "B"


THE FLORIDA LEGISLATURE

NON-COLLUSION STATEMENT

I certify that this ITN Reply is made without prior understanding, agreement, or connection with any corporation, firm or person submitting a reply for the same ITN and is in all respects fair and without collusion or fraud. I agree to abide by all conditions of this ITN and certify that I am authorized to sign this ITN for the represented Vendor and that the Vendor is in compliance with all requirements of the Invitation to Negotiate including, but not limited to, certification requirements. In submitting a Reply to the Florida Legislature, the Vendor offers and agrees that, upon the ITN's acceptance, the Vendor is deemed to have sold, assigned, and transferred to the Florida Legislature all rights, title, and interest in and to all causes of action it may now or hereafter acquire under the antitrust laws of the United States and the State of Florida relating to the particular commodities or services purchased or acquired by the State of Florida or its political subdivisions.

Vendor Name: Spectrum Gaming Group, LLC

Certified by: Michael Pollock
(Print or type name of owner, officer, or authorized agent)

Signature:  Title: Managing Director

ATTACHMENT "C"

THE FLORIDA LEGISLATURE

WARRANTIES

The Respondent represents that it is professionally qualified and possesses the requisite skills, knowledge, qualifications and experience to provide the required services specified. The following are warranty certification requirements that must be certified in writing using Attachment C. If the Respondent cannot so certify to any of the following, the Respondent must submit with its Response a written explanation of why it cannot do so within the Administrative Documents Required.

1. The Respondent or any other organization associated with the ITN is not currently under suspension or debarment by the State or any other governmental authority.
2. To the best knowledge of the person signing the Response, the Respondent, its affiliates, subsidiaries, directors, officers, employees of any other organization associated with this ITN are not currently under investigation by any governmental authority and have not in the last ten years been convicted or found liable for any act prohibited by law in any jurisdiction involving conspiracy or collusion with respect to bidding on any public contract.
3. To the best knowledge of the person signing the Response, the Respondent, its affiliates, subsidiaries, directors, officers or any other organization associated with this ITN have no delinquent obligations to the State, including a claim by the State for liquidated damages under any other contract.
4. To the best knowledge of the person signing the Response, the Respondent, its affiliates, subsidiaries, directors, officers or any other organization associated with this ITN have not within the preceding three years been convicted of or had a civil judgment rendered against them or is presently under indictment for or otherwise criminally or civilly charged for commission of fraud or a criminal offense in connection with obtaining, attempting to obtain or performing a federal, state, or local government transaction or public contract; violation of federal or state antitrust statutes; or commission of embezzlement, theft, forgery, bribery, falsification or destruction of records, making false statements, or receiving stolen property.
5. To the best knowledge of the person signing the Response, the Respondent, its affiliates, subsidiaries, directors, officers or any other organization associated with this ITN have not within a three-year period preceding this certification had one or more federal, state, or local government public transactions terminated for cause or default.

Certified by: Michael Pollock
(Print or type name of owner, officer, or authorized agent)

Signature:  Title: Managing Director

ATTACHMENT "D"

THE FLORIDA LEGISLATURE

REFERENCES for Spectrum Gaming Group LLC

Provide the following reference information for a minimum of *three businesses where services of similar size and scope have been completed. Make additional copies as necessary to provide a maximum of five business references.*

Business Name	State of Connecticut, Division of Special Revenue
Address	555 Russell Road, Newington, Connecticut 06111
Contact Person	Paul A. Young, former Executive Director, Connecticut Division of Special Revenue
Phone Number	(860) 563-1378
Email Address	PaulAYoung169@aol.com
Date and Description of Services	Spectrum was retained in 2008 to produce a comprehensive examination of the impacts of all forms of gaming on the State of Connecticut. These reports are produced once every 10 years, and must address in detail everything from casino regulation to evaluating the social and economic impacts of gaming. The Division of Special Revenue issued an RFP, conducted a thorough review process and determined to select a firm that offered the rare combination of experience in all facets of gaming, integrity and a willingness to do what was necessary to meet the state's needs in all regards. The 2009 report included detailed financial analysis of gaming operations to determine their fiscal, economic and social impacts on the state.

Business Name	Commonwealth of Massachusetts, Department of Housing and Economic Development
Address	One Ashburton Place, Boston, MA 02108
Contact Person	C. Stanley McGee, former Assistant Secretary for Policy and Planning, Massachusetts Department of Housing and Economic Development
Phone Number	(617) 574-9016
Email Address	mcgee@post.harvard.edu
Date and Description of Services	In 2008, the Office of Massachusetts Governor Deval Patrick retained Spectrum to undertake a comprehensive study of the potential economic and social impact of legislation that would allow three casino resorts in the Commonwealth. This study examined a wide variety of areas, including: projecting gaming revenue; projecting employment to suggesting strategies to maximize the benefit of gaming for restaurants and other small businesses. The report offered comprehensive analyses on several critical subjects, from crime to problem gambling.

ATTACHMENT "D"

THE FLORIDA LEGISLATURE

REFERENCES for Spectrum Gaming Group LLC

Business Name	Georgia Lottery Corporation
Address	250 Williams Street, Suite 3000, Atlanta, GA 30303
Contact Person	Kurt D. Freedlund, Chief Operating Officer & General Counsel
Phone Number	(404) 215-5050
Email Address	KFreedlund@galottery.org
Date and Description of Services	In 2011, Spectrum was retained to assist the Georgia Lottery Corporation in producing and analyzing revenue projections from adding VLT casinos and suggested parameters of an effective regulatory structure.

Business Name	Massachusetts State Lottery
Address	60 Columbian Street, Braintree, MA
Contact Person	Paul Sternberg, Director
Phone Number	(781) 849-5555
Email Address	psternberg@masslottery.org
Date and Description of Services	The Massachusetts State Lottery Commission in 2012 retained Spectrum to provide detailed advice as to whether it should consider offering online wagering and, if so, how it could proceed. The Lottery required Spectrum to provide advice that would protect both the interests of its 7,400 retailers and the value of forthcoming casino licenses. Spectrum produced a detailed report that is serving as a blueprint for all relevant aspects as to how the Lottery should venture carefully and methodically into online gambling, taking into account the advent of casinos.

Business Name	Atlantic City Convention & Visitors Authority
Address	2314 Pacific Avenue, Atlantic City, NJ 08401
Contact Person	Jeff Vasser, Executive Director
Phone Number	(609) 449-2031
Email Address	jvasser@accva.com
Date and Description of Services	Atlantic City Visitor Profile 2008 - The Atlantic City Convention & Visitors Authority is responsible for marketing the Atlantic City region as a major destination for tourism, vacation travel, and conventions. Spectrum was contracted by the ACCVA to conduct the 2008 Atlantic City Visitor Profile. This research project was an intercept visitation profile study with data collection taking place at more than 20 locations spanning a one-year timeframe.



1201 New Road, Suite 308
Linwood, NJ 08221 USA

March 19, 2013

Jeannie Evans, Purchasing Program Administrator
Office of Legislative Services
111 West Madison St., Room 874
Tallahassee, FL 32399-1400
Re: Spectrum Gaming Group LLC - Transmittal Letter
Florida Legislature ITN #859 – Two-Part Gaming Study

Dear Ms. Evans,

Spectrum Gaming Group LLC ("Spectrum") is pleased to submit a reply to the Florida Legislature's ITN #859 – Two-Part Gaming Study.

Spectrum is neither pro-gaming nor anti-gaming. Rather, we specialize in gaming , and have proudly served state and national governments around the world. Spectrum has a demonstrated record of undertaking similar services as more fully documented herein.

1. I confirm that I am authorized to represent Spectrum and bind Spectrum relative to all matters contained in Spectrum's Reply;
2. Spectrum's federal tax identification number: 22-3849767;
3. I confirm that Spectrum has read, understands, complies with and agrees to all provisions of this ITN; and
4. I confirm that Spectrum is authorized to conduct business in Florida or that authorization to do business in Florida will be secured prior to the award of the contract.

Spectrum has the ability to provide an in-depth, independent, and objective analysis of the topics described in the Scope of Services described in Section 7.0 of this ITN, to fully meet the needs of the Florida Legislature.

On behalf of our firm of outstanding professionals, we look forward to your evaluation of our credentials. We appreciate the opportunity to respond to your inquiry for gaming study services on behalf of the Florida Legislature and the people of Florida.

Thank you for considering Spectrum Gaming Group LLC.

Sincerely,

Michael Pollock
Managing Director
www.spectrumgaming.com



THE FLORIDA LEGISLATURE

INVITATION TO NEGOTIATE (ITN) #859 TWO-PART GAMING STUDY

PART I TECHNICAL REPLY (ITN) #859

Exhibit 1

March 20, 2013



1201 New Road, Suite 308
Linwood, NJ 08221 USA
Tel: 609.926.5100
www.spectrumgaming.com



GAMBLING IN CONNECTICUT:

Analyzing the Economic and Social Impacts

Prepared for the State of Connecticut, Division of Special Revenue

M. Jodi Rell, Governor

Michael Fedeles, Lieutenant Governor

June 22, 2009



1201 New Road, Suite 308

Linwood, NJ 08221 USA

609.926.5100

www.spectrumgaming.com

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Executive Summary

The economic and social impacts of legalized gambling in Connecticut can fairly be described as happenstance. They are the result of a chance confluence of policies, plans, legal actions and economic trends that had little to do with each other – but yet have collectively served to create a variety of positive and negative effects.

Some of the policies that have shaped these impacts range from the active – such as the decision a half-century ago to minimize regional government – to the passive – such as the absence of a coordinated gaming and tourism policy.

While state officials in various areas are clearly taking the issue of developing and implementing gaming policy seriously, they are required to live with the results created by this half-century of disparate policies and plans.

Indian Gaming

Of the various forms of legalized gambling in Connecticut, Indian gaming has had the most pronounced impact. The two destination casino resorts, Foxwoods Resort Casino and Mohegan Sun, attracted 24 million visits between them in 2007. They draw revenue into Connecticut from out of state that, in turn, gets redistributed to create even more jobs and profits – all of which leads to the consumption of goods and services from other businesses and industries. Such a scenario is vital to the establishment of a strong and competitive economic base.

The two casinos are responsible directly and indirectly for \$1.2 billion worth of personal income in Connecticut. Since 1992, they have accounted for about 12 percent of the net new job growth in Connecticut.

The 25 percent contribution on gross slot win totaled \$30 million in Fiscal Year 1993, when the Mashantucket Pequot Tribal Nation first put “video facsimile devices” (slot machines) onto the floor of its Foxwoods casino. In FY 2008, the figure mushroomed to \$411.4 million, thanks to expansions at Foxwoods and the October 12, 1996, opening of Mohegan Sun.

To put the amount in context, the state’s corporate income tax – which collects revenue from every corporation in the state – generates \$750 million in revenue. The Mashantucket Pequot And Mohegan Fund, consisting of just two entities, generates about 60 percent of what the corporate income tax generates. Casino revenue was the fifth-highest source of revenue for Connecticut in FY 2007.

Through December 2008, Connecticut’s 169 municipalities and state government shared \$4.87 billion as a result of money generated through slot royalties; the state government received about \$3.3 billion and the state’s towns roughly \$1.6 billion.

About half of the patrons who visit the two casinos are from out of state, which means that much of the casino contribution to the state is paid for by non-Connecticut residents.

The two tribal casinos have boosted tourism in southeastern Connecticut. The Mashantucket Pequots, for example, built the \$193 million Mashantucket Pequot Museum and

Research Center. It is the world's largest and most comprehensive Native American museum, attracting nearly 300,000 visitors in the last three fiscal years ending September 30, 2008.

Both casinos have alliances with scores of hotels in the region, some of which were built in recent years to take advantage of the presence of the casino resorts.

Vendors in nearly 90 percent of the state's 169 communities benefit from casino purchases of goods and services. The two casinos in 2007 directly employed more than 21,000 people, generating an annual payroll of nearly \$700 million. The total number of direct, indirect and induced jobs created in Connecticut is about 30,000.

The Lottery

The Connecticut Lottery is one of the most successful lotteries in the country, with gross sales of \$957 million in 2007. Twenty-nine percent of that amount went to the state's General Fund.

In its first fiscal year of operation in 1972, the Connecticut Lottery's weekly game (which was discontinued in 1985) generated more than \$17.2 million in total sales. Instant games were added to the mix in 1976, daily games in 1977 and the Lotto in 1984.

The Lottery added Cash Lotto in 1992 and Powerball in 1996. Instant and daily games accounted for 83 percent of total Lottery gross sales in FY 2007. Through FY 2008, the Connecticut Lottery generated sales of \$18.4 billion. And notably, most of the sales were generated after Foxwoods and Mohegan Sun opened.

According to our survey of Connecticut gamblers, lottery games are the most frequent gambling activity played either monthly (29 percent) or weekly (8 percent).

The Connecticut Lottery Corporation ("CLC") has put forth a comprehensive Voluntary Code of Good Practice that crystallizes its views on such issues as underage and problem gambling. While we have not evaluated similar codes in other states, we note that Connecticut voluntarily eschews certain games that would be legal in other states because they might offer more of an underage appeal. For example, the CLC does not allow the use of cartoon characters in its games, even though such images may be used successfully in other states to promote lottery sales.

Connecticut devotes marketing resources toward broadcast advertising designed to minimize underage gambling. CLC President Anne M. Noble, in discussing the Lottery's ad campaigns, described the situation as a necessary "tension of opposites" in trying to grow the Lottery but with an eye toward responsible gaming. She said that they develop, out of their advertising budget, public-service announcements to run at a ratio of one for every two ads promoting the Lottery.

Our research has determined that there is no correlation between lottery sales and poverty in which anyone can reasonably conclude that poorer residents of Connecticut are more inclined to play the lottery.

Spectrum conducted a statewide survey of lottery retailers, who were asked various questions, including whether they hired additional staff to meet the demands of selling lottery tickets. About 20 percent of the respondents indicated that they had. If we extrapolate the results of that sub-set to Connecticut retailers at large, it would indicate that about 974 individuals,

working about 15 hours per week each, are employed to handle lottery sales. Their total annual payroll – based on an average hourly rate of \$9, according to the survey – is about \$130,000.

The CLC's view that casinos are competition has likely resulted in lost opportunities for lottery sales to out-of-state residents, who – from a public-policy perspective – represent the ideal customers. Their lottery purchases are more likely to displace discretionary purchases in their own states, rather than in Connecticut.

Off-Track Betting

The state introduced pari-mutuel wagering on dog racing, jai alai and off-track betting (“OTB”) in 1976. The first greyhound racing facility, Plainfield Greyhound Park, opened that year as did jai alai frontons in Bridgeport and Hartford. Milford Jai Alai opened in 1977. In 1995, the Bridgeport Jai Alai closed and was converted to the Shoreline Star Greyhound Park. That same year, Hartford Jai Alai was converted into an OTB facility.

The state's last jai alai fronton, in Milford, closed in 2001 and the two greyhound parks ceased live dog racing in 2005. Live horse racing is still authorized by statute, but no horse track has ever operated. The only pari-mutuel betting opportunity is at OTB facilities.

The state operated OTB from its inception in 1976 to 1993, when it sold the operation to Autotote Enterprise, Inc. (“AEI”), which merged with Scientific Games Corporation in 2000. AEI is a subsidiary of Scientific Games. AEI continues to operate the state's Off-Track Betting system. Wagers can be placed at OTB facilities in the following municipalities: East Haven, Norwalk, Waterbury, Torrington, Bristol, New Britain, Hartford, Windsor Locks, New Haven, Milford and Bridgeport. The different venues can collectively accommodate up to 9,000 patrons at any given time. Both Foxwoods and Mohegan Sun offer off-track betting through their racebooks, but operate independently. The casino racebooks do not report revenues.

Off-track betting gross sales have declined. In 2007, the amount wagered fell to \$233 million, generating \$4.8 million for the state's General Fund. The \$233 million wagered in 2007 is lowest since the \$224 million wagered in 1995. Payments to municipalities that host off-track betting facilities totaled \$3.8 million in FY 2007, the lowest it has been since 1997.

Charitable Gaming

Connecticut was one of the early adopters of charitable gaming regulations. The state legalized bingo in 1939. Bazaars and raffles were introduced in 1955, and sealed tickets in 1987. Qualified organizations must first obtain approval from the local municipality and the Division of Special Revenue before they can hold a fundraising event. Bingo is the state's most popular form of charitable gaming, followed by raffles and bazaars and sealed tickets.

The presence of “Las Vegas nights” resulted in a federal court ruling that opened the door for Indian gaming. The General Assembly repealed the Las Vegas-nights law on January 6, 2003.

Charitable gaming, like OTB, has also seen significant declines in gross receipts for non-profit organizations. Nonetheless, the games generated more than \$16.1 million for the organizations in 2007, and \$1.3 million for the state's General Fund.

The changing workforce at the casinos

Although Indian casinos have been an economic juggernaut, there is a serious need to diversify the workforce in southeastern Connecticut. In the early 1990s, the region faced an economic crisis with large defense-spending cutbacks and downsizing in related manufacturing. From 1988 to 1993, it lost approximately 10,000 jobs, including nearly 4,800 manufacturing jobs. During the 10-year period from 1993 to 2003, the region lost another 10,000 manufacturing jobs. At the same time, it added more than 20,000 service jobs, most created as a result of the construction of the two Indian casinos.

The average salary (1993-2003) for the service jobs was \$33,000, compared to \$67,000 for manufacturing jobs. From 2001 to 2006, southeastern Connecticut lost 2,357 jobs that paid \$65,000 or more.

As a result of the change in labor-market dynamics, the service-producing sector of the region's economy now employs about eight out of every 10 workers in southeastern Connecticut.

Policy makers need to address the need to diversify the workforce as the trend could challenge long-term economic growth prospects for the region.

Are taxpayers picking up part of the tab for casino regulatory costs?

The agreements negotiated with the Indian tribes require them to pay for all "reasonable and necessary" regulatory costs. That money is in addition to the 25 percent contribution on gross slot win. At issue is whether the state can recover its indirect costs.

State Attorney General Richard Blumenthal issued an opinion in 1998 that said the state could and should recover all of its indirect costs. Blumenthal concluded that "proper and accepted accounting practices" require that such costs be recovered.

Yet, despite the opinion, the state has – according to information provided to us in the course of this research – failed to collect all of those costs, putting Connecticut taxpayers in the position of paying for a portion of regulatory costs, something that was not supposed to occur based on the agreements negotiated with the tribes.

At our request, the state Office of Policy and Management provided us with budget data for the regulatory agencies from the 2004 to 2008 fiscal years. It shows that the state sustained deficits totaling nearly \$16 million during that period – \$8.6 million at Mohegan Sun and \$7.3 million at Foxwoods.

Are municipalities getting their fair share of the casino revenue?

The direct dollar amount from Indian gaming flowing into the state's General Fund increased from \$24 million in FY 1994 to \$340 million in 2007. By comparison, the amount allocated for distribution to municipalities has stayed relatively constant during the same period. In FY 2007, the state's 169 municipalities split \$86.3 million, \$2 million less than they received in 1994.

Looking at it another way, the General Assembly allocated 78 percent of the state's gaming revenue to municipalities in the 1994 fiscal year, the first full year of Indian gaming. In 2007, the figure fell to just 21 percent.

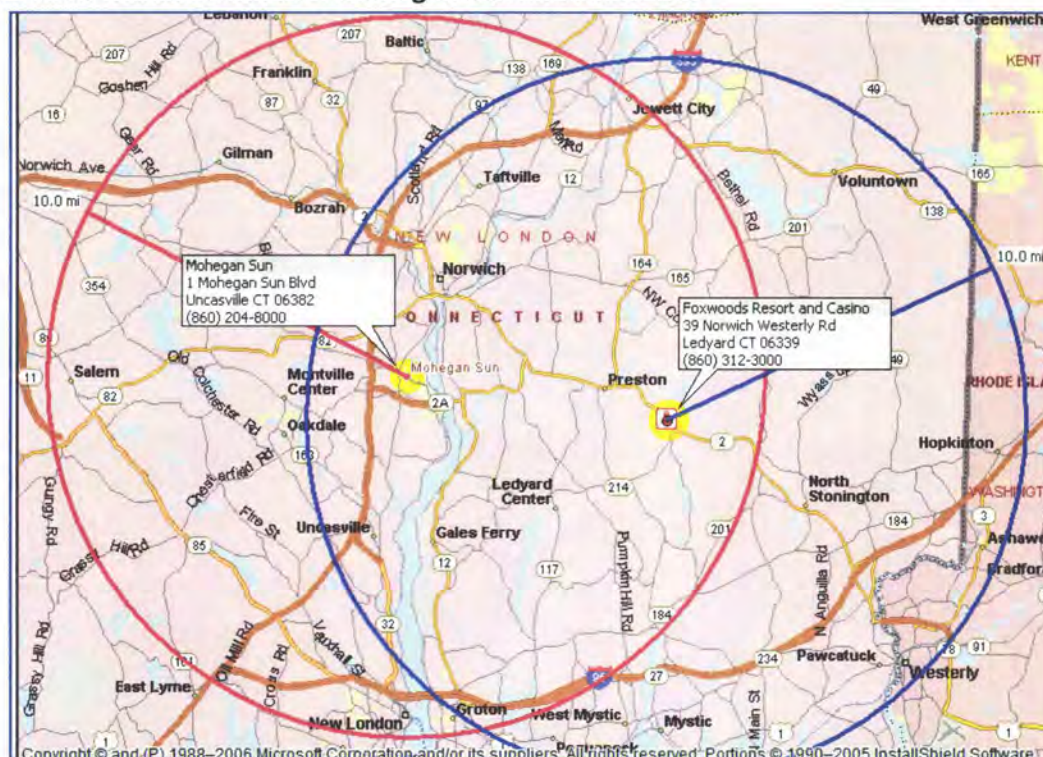
In interviews with Spectrum Gaming Group, municipal officials throughout Connecticut continually emphasized the need to restore the funding formula to a more balanced level to

enable municipal officials to reduce property taxes. The expectation was that the state's 169 municipalities would receive the lion's share of the slot contribution funds when then Governor Lowell Weicker entered into a Memorandum of Understanding ("MOU") with the Mashantucket Pequot Tribal Nation that permitted video facsimile machines or slot operations at Foxwoods.

Casino-related impacts on southeastern Connecticut

As part of this report, the state of Connecticut specifically asked Spectrum Gaming Group to analyze casino-related impacts among the municipalities within a 10-mile radius of the casinos. They included Bozrah, Franklin, Griswold, Groton, Ledyard, Lisbon, Montville, New London, North Stonington, Norwich, Preston, Salem, Sprague, Stonington, Voluntown and Waterford. Spectrum contacted each municipality to determine if Indian gaming had impacted them in either a positive or negative way. Details are presented in a separate section.

Figure 1: Area within 10 Miles of Mohegan Sun and Foxwoods



From the day slot-machine gaming began in 1993, towns close to the casinos bitterly complained that the formula to distribute the Mashantucket Pequot And Mohegan Fund failed to consider local gaming-related impacts.

The state distributes funds based, in part, on the amount of state-owned property in a town and whether a town has hospitals or private colleges. Such property is tax exempt. The state distributions are meant to offset the loss of the tax-exempt property. The formula also takes into account property values, per-capita income and population.

Some of the perimeter municipalities have documented impacts such as increased traffic accidents, DUI arrests and the need for special programs to help non-English speaking students learn the English language.

In recent years, the General Assembly increased the compensation to some of the perimeter municipalities, but local officials say it is not nearly enough, and the level of funding often depends on the state's fiscal health.

Norwich, the largest municipality in the region, is coping with a number of problems. It is located within eight miles of both casinos. DUI arrests have more than doubled since 1992. Montville and Ledyard have also experienced significant increases. Roughly 20 percent of the motorists in Montville, Ledyard and North Stonington arrested for DUI acknowledged to police that their last drink was at a casino. One such motorist was charged with manslaughter in March 2009 for allegedly causing a fatal accident by driving the wrong way on I-395.

Norwich Public School administrators identified on a yearly basis nearly \$2 million in casino-related costs. In order to handle the influx of immigrant workers attracted to casino jobs, the district had to create English for Speakers of Other Languages ("ESOL") program because students speak nearly 30 different languages. They come from Haiti, Peru, the Dominican Republic and Eastern Europe. In addition, thousands of Chinese-speaking workers were recruited from New York City in late 2001 to work at the casinos.

Norwich Public Schools reported the following to us:

- In 1999, it enrolled 40 ESOL students. Today, the figure stands at nearly 400.
- About half of the ESOL students are proficient in math; less than a third in reading.
- The district, as of the 2008-2009 school year, operates two bilingual programs – one in Spanish and another in Haitian Creole. It may soon have to offer a third program in Mandarin Chinese.
- Budget cuts forced the district to eliminate a full-day kindergarten program, close an elementary school and use outdated textbooks.

The City of Norwich copes with significant impacts as well. City officials estimate casino-related costs to be anywhere from \$1 million to \$2.5 million a year. They include:

- A 27 percent increase in motor vehicle accidents from 1991 to 2004.
- An increase in police overtime from \$85,000 in 1991 to more than \$280,000 in 2008.
- A 76 percent increase in calls for service from people needing the assistance of the police from 1992 to 2004.

Other area municipalities and school districts have sustained similar impacts but not to the same extent as Norwich. They include:

- Norwich Free Academy (Norwich's public high school): Its current ESOL enrollment is nearly 200, seven times the 1993 figure.
- Ledyard Public Schools: Educates children who live on the Mashantucket Pequot reservation yet receives no property taxes from families who live on land within the reservation because the Tribe is a sovereign nation.
- Montville Public Schools: Expending more resources to educate Chinese-speaking students. The number was 54 in 1994; 183 in 2007.
- Automobile and pedestrian accidents: Three casino workers walking to Mohegan Sun have been killed in car accidents in the past 16 months, the last of which was a hit and

run that occurred on April 14, 2008. The motorist was charged in early 2009 with manslaughter. Mohegan Sun has spent \$2 million to erect sidewalks and install lighting along a portion of Route 32 to cut down on the accidents.

Substandard housing, illegal conversions – casino workers

With many casino workers unable to afford housing in southeastern Connecticut, some landlords have converted single-family homes into boarding facilities. The practice is not only illegal, it is unsafe as well.

As recently as December 9, 2008, the Town of Montville's building official came across a small ranch home in Uncasville, where a landlord was in the process of converting a garage into two floors to accommodate two bedrooms and a kitchen. There were no smoke or carbon-monoxide detectors or proper emergency exits. The home itself, roughly 1,200 square feet, had another eight bedrooms.

A day earlier, Norwich housing officials inspected two single-family homes on West Thames Street that were converted into illegal boarding facilities. The same landlord owned both homes. Inspectors found beds in basements. The property owner divided the upstairs in both homes into individual rooms. All of the renovation work, including electrical, was done without permits.

Norwich added a new position, Blight Officer, in 2007 to investigate complaints of substandard housing and hotbedding.

The state Housing Prosecutor argues that a law is needed to allow building inspectors to access homes they suspect have serious code violations. Current law allows access only when the building inspector has actual knowledge of a problem or responds to a complaint as inspectors did in Montville and Norwich in December 2008.

Embezzlements

State and federal law enforcement officials made 43 embezzlement arrests in 1992, the year the first Indian casino opened. In 2007, the most recent year that statistics are available, the number increased to 214. No other state that reported 40 or more embezzlements in 1992 has had a higher percentage increase than Connecticut. The percentage increase in Connecticut from 1992 to 2007 is nearly 400 percent; nationwide the increase was 38 percent.

The FBI and state crime reports do not indicate how many of the embezzlements were gambling-related, but our research shows that many of those who stole from their employer used either part or all of the money to gamble at the two Indian casinos.

Among our findings:

- During the 11-year period ending December 31, 2008, we found 31 newspaper articles involving separate incidents that reported embezzled money in Connecticut was used to gamble at Connecticut casinos. Some involved multiple arrests. Incidents in which the embezzled money was embezzled in other states, such as Massachusetts and Rhode Island, were not included in our review.
- The embezzled amount during that time period totaled nearly \$8 million.

- Judges often sentenced the embezzlers to prison, ruining their lives as well as the lives of their families.
- Some of the embezzlers stole from public agencies. Tax collectors in the municipalities of Ledyard and Sprague stole \$300,000 and \$105,000, respectively; a payroll clerk at the Vernon Board of Education embezzled \$105,000. While there have been no embezzlement incidents in The Town of North Stonington, it imposes special internal controls to protect taxpayers in response to the rash of embezzlements in southeastern Connecticut. Its auditor charges for the service.

Problem Gambling

The National Council on Problem Gambling defines problem gambling as behavior that causes disruptions in any major area of life: psychological, physical, social or vocational. The term “problem gambling” includes, but is not limited to, the condition known as “pathological” or “compulsive” gambling, a progressive addiction characterized by increasing preoccupation with gambling; a need to bet more money more frequently; restlessness or irritability when attempting to stop; “chasing” losses and loss of control manifested by continuation of the gambling behavior in spite of mounting, serious negative consequences.

To measure the extent of problem gambling (sometimes referred to as chronic gambling), Spectrum commissioned a research study involving 3,099 participants 18 years or older. Surveyors questioned 2,298 participants through a random dial digit (RDD) telephone survey, and an additional 801 people participated through a separate online-panel survey. The purpose of implementing an online survey was to test the substitutability of using an online panel in place of a telephone panel and to capture individuals without a land line. There is a dedicated section within the report that provides a summary of the panel survey findings.

Participants were classified based on answers to questions from two widely accepted gambling screens: the South Oaks Gambling Screen (“SOGS”) and the NORC (National Opinion Research Center) DSM-IV Screen for Gambling Problems (“NODS”). DSM stands for the Diagnostic and Statistical Manual of Mental Disorders, a 1,000-page manual published by the American Psychiatric Association. It provides diagnostic criteria for mental disorders. The manual has been revised four times.

We then developed estimates for prevalence rates using Connecticut’s adult population (18 years and older) of 2,666,750. Prevalence rates measure the extent to which individuals could be classified as problem gamblers or probable pathological gamblers. The word probable is used because only a trained clinician can diagnose a pathological gambler. All telephone survey responses are not diagnoses.

The majority of the results provided in this report are generated from the phone survey to allow direct comparison to the 1997 WEFA report titled: *A Study Concerning the Effects of Legalized Gambling on the Citizens of the State of Connecticut*.

It would not be prudent to combine the phone and online surveys in the Spectrum Study to come up with one prevalence rate as the surveys involved two different samples. The phone survey was random in that there were no limitations placed on participants. It is more accurate due to the use of RDD of general population versus the panel, where participants opt in based on

recruitment efforts by marketing companies. In addition, the telephone survey involved nearly three times as many participants, resulting in a lower sampling-error margin.

The results of the telephone survey yielded the following SOGS lifetime numbers for probable pathological gamblers: 1.5 percent, (40,001 people)

The results of the surveys yielded the following NODS lifetime rates for probable pathological gamblers: 1.2 percent, (32,001 people)

The margin of sampling error for the 2,298 phone interviews is ± 2.1 percentage points at the 95 percent confidence level. This means that there is less than a 1-in-20 chance that the findings will deviate more than ± 2.1 percentage points from the actual population parameters.

For at-risk gamblers, a category that is only detected through the NODS screen, the lifetime number is 192,006. At-risk gamblers are defined as gamblers who during their lifetime can be classified as at risk of becoming problem gamblers. These are people who scored at a level on the gambling screen that was below that of a problem gambler but fell into a category described as at risk of becoming a problem gambler.

The 1997 Connecticut study generated, for the most part, higher SOGS prevalence rates. Past-year probable pathological rates were 2.8 percent for the 1997 study compared to .7 percent for the current study. Past year rates for problem gamblers were 2.2 percent compared to 0.9 percent in the current Spectrum study.

Impacts

Our telephone survey compared the lifetime gambling habits for problem and probable pathological gamblers with the gambling habits of non-problem gamblers:

- 62 percent gambled until their last dollar was gone compared to 12 percent for non-problem gamblers
- 29 percent gambled to pay off debts compared to 4 percent for non-problem gamblers
- 13 percent sold possessions to finance gambling compared to 1 percent for non-gamblers
- 26 percent borrowed to finance gambling compared to 1 percent for non-gamblers

Pathological gamblers are also more likely to suffer from mental health conditions such as mood disorders, depression and anxiety disorders.

Treatment Programs

Connecticut's outpatient problem gambling treatment program, established in 1982 in Middletown, is the oldest, continuously operating program in the nation. It has expanded to include a network of 17 sites that are operated through "The Bettor Choice," which is overseen by Problem Gambling Services ("PGS"), an agency within the Department of Mental Health and Addiction Services ("DHMAS").

The 17 clinics provide services at little or no cost to the problem gambler, which is important because the problem gambler is often unable to pay for treatment. Bettor Choice employs 22 clinicians, all of whom have master's degrees or higher along with several years of experience in treating problem gambling. In our opinion, they are dedicated to helping problem gamblers combat their addiction.

In 1996, the state had just one clinic, which saw 100 clients. In FY 2008, the figure was 922 clients. Still, as the prevalence rates show, there are thousands of residents who are either problem or probable pathological gamblers, which means Bettor Choice sees only a small fraction of them.

While Connecticut on a per-capita basis compares favorably with most states in funding for problem-gambling programs, there are other states that do much more, and obtain higher success rates. Oregon is one. It operates a residential program; Connecticut does not. Oregon also spends \$1.2 million to promote its gambling treatment and prevention programs; PGS has no budget to promote its services.

An effective promotion budget would significantly increase the number of clients seeking treatment. Bettor Choice administrators acknowledge that an outreach effort is critically needed to promote the program in minority areas.

The most commonly mentioned support group or 12-step program mentioned in our interviews and focus groups was Gamblers Anonymous ("GA"). GA, like other support or 12-step programs, does not involve professional intervention. Instead it relies on peer support, and is often used as a "way of getting through day to day." GA offers free membership to anyone who is a problem gambler or a recovering problem gambler.

Treatment is also available from psychologists and psychiatrists throughout the state. There are a number of research and treatment centers that have assisted problem gamblers. They include:

- The Problem Gambling Clinic at the Connecticut Mental Health Center, a joint effort of the center and Yale's Department of Psychiatry. During the past 10 years, the clinic has seen approximately 300 patients. Treatment is free.
- The Gambling Treatment and Research Center, located at the University of Connecticut Health Center. Its main source of funding is through grants from the National Institutes of Health. The center has treated more than 1,000 individuals with gambling problems.
- The Alliance Behavioral Services in Groton. It provides outpatient treatment for gambling addictions among other mental health disorders. There are set fees for services.

About This Report

The state of Connecticut, Division of Special Revenue, retained Spectrum Gaming Group to conduct a comprehensive analysis of the social and economic impacts of all forms of legal gambling in Connecticut. State law requires that such a study be conducted to determine the types of gambling activity in which citizens are engaging, and the desirability of expanding, maintaining or reducing the amount of legalized gambling in the state. The last Connecticut gaming-impact study was completed in June 1997.

The General Assembly authorized the study through the budget that was adopted during the special session in June 2007. In executing this study, which was led by Spectrum Vice President for Research Michael Diamond, we listened to a wide variety of interests throughout the state, regardless of their stated or potential position on the issue of legalized gambling. Our role in all such meetings was to understand the concerns of others and be respectful of their views. We interviewed more than 150 people with an eye toward listening to their ideas and seeing gaming through their perspective.

The interviews were conducted by experienced Spectrum professionals and associates who have performed similar work in jurisdictions around the world. We were assisted in this Connecticut project by a variety of other professionals, with doctorates and other advanced degrees in certain sub-specialties, including experienced professionals working for Richard Stockton College of New Jersey and Ypartnership of Orlando, Florida.

We conducted four different focus groups to assist us in developing our study to address certain topics, such as the impact that gambling has had on the lives of problem gamblers and whether casino gambling has been beneficial for Connecticut. Questions were also asked of participants in an at-random telephone survey commissioned by Spectrum, which was based on responses from focus groups.

Thanks to our primary subcontractor, Hartford-based M.P. Guinan Associates, we enhanced our visits with her assistance during the course of this research. Under the leadership of Mary Phil Guinan, the firm provided essential guidance and support.

We note, with particular appreciation, that we had extraordinary access to management and staff at both Foxwoods and Mohegan Sun; both willingly and enthusiastically assisted us in our research. The executives and staff members who participated from the casinos are too numerous to mention here. We are grateful to all of them for their participation.

The following table lists the organizations that participated. It should be noted these groups were often contacted multiple times, and they provided access to a wide variety of officials and experts. We are grateful for their time and support.

Figure 2: List of Organizations Participating in This Study

Public Agencies (CT unless otherwise indicated)	Organizations, Private entities
Commission on Culture and Tourism	Chamber of Commerce Eastern Connecticut
Eastern Regional Tourism District	Connecticut Council on Problem Gambling
Uncas Health District	Connecticut Citizens Against Casinos
Southeastern Connecticut Council of Governments	Mohegan Sun Casino
Department of Consumer Protection, Liquor Control Division	Mohegan Tribal Gaming Authority
Division of Criminal Justice, New London State's Attorney	The Mohegan Tribe
Division of Criminal Justice, State Housing Prosecutor	Foxwoods Resort Casino
Division of Special Revenue	Mashantucket Pequot Tribal Nation
Office of Policy and Management	William W. Backus Hospital, Norwich
Department of Revenue Services	Chinese & American Cultural Assistance Association, New London County
Connecticut Lottery	Len Wolman, chairman and CEO of Waterford Group
Division of Problem Gambling Services, Lori Rugle, Executive Director	Mystic Coast and Country Travel Industry Association
Bettor Choice Program (For Problem Gamblers)	Greater Mystic Chamber of Commerce
Statewide Organized Crime Investigative Task Force	Metro Hartford Alliance
General Assembly's Office of Fiscal Analysis	Greater Hartford Convention and Visitors Bureau
New Jersey Division of Gaming Enforcement	Olde Mystic Village
Southeast Area Transit (SEAT)	AC Linen Supply
Eastern Connecticut Workforce Investment Board	Norwich Free Academy
US Naval Base	Autotote Enterprises

While we cannot list all the individuals who participated in the development of our research, we pay special note to the many public officials who willingly offered their time and advice. This list includes the following:

Figure 3: List of Public Officials Interviewed for this Study

Waterford First Selectman Daniel Steward	Norwich Mayor Benjamin Lathrop
Waterford Police Chief Murray Pendleton	Norwich City Manager Alan Bergren
North Stonington First Selectman Nicholas Mullane	Norwich Police Chief Louis Fusaro
Preston First Selectman Bob Congdon	Norwich Police Captain Timothy Menard
New London Mayor Kevin Cavanagh	Norwich Social Services Director Beverly Goulet
New London Police Captain William Dittman	Norwich Social Work Supervisor Lee-Ann Gomes
Rebecca Bombero, Management and Policy Analyst, New Haven	Norwich Public Utilities Division Manager Kerri Kemp
Kevin O'Connor, former US Attorney for the District of Connecticut	Norwich Regional Adult Education Director Mary Berry
Senator Donald Williams, D-29, President Pro Tempore	Norwich Superintendent of Schools Pamela Aubin
Representative Thomas Reynolds, D-42	Norwich School Board member Charles Jaskiewicz
Senator Andrea Stillman, D-20	Norwich Otis Library Director Bob Farwell
Groton Town Manager- Mark Oefinger	Montville Superintendent of Public Schools David Erwin
Senator Edith Prague, D-19	Montville Sergeant John Rich, Resident State Trooper
First Selectman Salem- Bob Ross	Montville Mayor Joseph Jaskiewicz
Representative Jack Malone, D-47	Montville Department of Senior & Social Services Director Kathleen Doherty Peck
Senator Andrew Maynard, D- 18	Montville Fire Marshal Raymond Occhialini
First Selectman East Lyme- Paul Formica	Montville Sergeant Michael Collins, Resident State Trooper
Connecticut Lottery Corporation President and CEO Anne Noble	Montville Building Official Vernon Vessey
Connecticut Lottery Corporation Vice President of Sales & Marketing Paul Sternburg	Montville Tax Assessor Lucy Beit
Connecticut Lottery Corporate Counsel & Director of Government Affairs James F. McCormack	Ledyard Superintendent of Public Schools Michael Graner
US Naval Base Chaplain Joe Cotch	Ledyard Mayor Fred Allyn Jr.
Ledyard Tax Assessor Paul Hopkins	Ledyard Public Works Director Steven Masalin

About Spectrum Gaming Group

Spectrum Gaming Group (“Spectrum,” “we” or “our”), founded in 1993, is an independent research and professional services firm serving public- and private-sector clients worldwide. Our principals have backgrounds in gaming operations, economic analysis, law enforcement, due diligence, gaming regulation, compliance and journalism.

Spectrum professionals have been studying the impacts of gaming for more than three decades and are among the pioneers in this particular discipline. Spectrum has studied the economic and social impacts of legalized gambling throughout the United States and elsewhere, from New Jersey, Illinois, Louisiana, Kansas and Pennsylvania to Guam and South Korea.

Spectrum does not advance any pro-gaming or anti-gaming viewpoint, which means that we do not downplay or ignore examples, arguments or evidence that might contain either positive or negative implications.

Spectrum holds no beneficial interest in any casino operating companies or gaming equipment manufacturers or suppliers. We employ only senior-level executives and associates who have earned reputations for honesty, integrity and the highest standards of professional conduct. The interest of past or potentially future clients never influences our work.

Each Spectrum project is customized to our client’s specific requirements and developed from the ground up. Our findings, conclusions and recommendations are based solely on our research, analysis and experience. Our mandate is not to tell clients what they want to hear; we tell them what they need to know. We will not accept, and have never accepted, engagements that seek a preferred result.

Among our most recent public-sector clients are the Commonwealth of Massachusetts, Broward County (FL), West Virginia Lottery Commission, the New Jersey Casino Reinvestment Development Authority, the Atlantic City Convention and Visitors Authority, the Singapore Ministry of Home Affairs, Rostov Oblast (Russia), and the Puerto Rico Tourism Company. Recent private-sector clients include the Casino Association of New Jersey, Harrah’s Entertainment, Morgan Stanley, the Pokagon Band of Potawatomi Indians, and the Seneca Nation of Indians.

We maintain a network of leading experts in all disciplines relating to the gaming industry, and we do this through our offices in Ascona, SUI; Atlantic City, Bangkok, Guangzhou, Harrisburg, Hong Kong, Las Vegas, Macau, Manila and Tokyo.

Introduction

Connecticut residents can legally gamble at two destination gaming resorts – Foxwoods Resort Casino and Mohegan Sun – as well through the Connecticut Lottery, off-track betting, and charitable gaming.

Our analysis shows that each of these forms of gambling is inter-related. At their core, they follow the same business model: Customers wager money in the hope of winning more, with the operators holding profit margins of varying degrees. Yet each has developed separately, subject to market conditions and policies that have been established by individuals and organizations in the public and private sectors without, in most cases, any regard for the other policies being established. Moreover, these varied gaming policies are established without taking into account non-gaming policies in a variety of other areas, and vice versa.

We cannot over-emphasize the importance of the crucial relationship – sometimes subtle, and sometimes profound – between public policy and the economic and social impacts of gaming. This relationship has proven to be dramatic in Connecticut.

Spectrum has identified several themes that have become apparent as a result of public policies – and we underscore that some of these public policies might appear to have little to do with gaming, and in some cases, pre-date the legalization of gaming by decades.

These themes include:

- Gaming in its various forms is not fully woven into the state's tourism policies, which has resulted in lost opportunities to enhance gaming's value – as well as state revenue – by not fully leveraging spending from out-of-state residents. Hotel officials complained to us that marketing programs are much too fragmented.
- The state has not, from the standpoint of optimizing the benefits of gaming, sufficiently invested in such areas as transportation or job training that could make it easier to capture out-of-state visits, or to marry job opportunities at casinos with existing pockets of unemployment or under-employment. The result has been a failure to diversify the workforce.
- The absence of effective regional government in Connecticut has made it difficult for communities to address needs created by gaming (particularly casinos), and the state funding formula for distribution of casino revenue to municipalities has not been designed to address that issue.

Spectrum, of course, recognizes that the Division of Special Revenue, the General Assembly and others are keenly aware of the need for planning and the problems created by the absence of planning. The commissioning of this very report is evidence of that commitment. However, the historic problems created over decades as cited throughout this report, coupled with the inherent difficulty of any state to renegotiate tribal compacts, cannot be minimized.

Some conflicts in gaming policy are inevitable and widely acceptable. For example, the Connecticut Lottery Corporation ("CLC") has the mixed tasks of growing revenue while taking affirmative steps to discourage minors from gambling and those who cannot afford to from doing

so. It spends resources pursuing both goals.¹ The CLC devotes marketing resources in a TV campaign to discourage underage gambling. At the same time, the CLC adopted a policy that includes eschewing the use of cartoon characters in its games, even though such images may be used successfully in other states to promote lottery sales. However, some conflicting goals would not appear to be either necessary or productive. The result: missed opportunities. For example, Connecticut has financial stakes in the success of both the CLC and the tribal casinos. If the two forms of gaming were viewed more as potential partners rather than competitors, marketing efforts could be developed to capture more out-of-state dollars for both sources.

Connecticut was one of the earliest states to develop agreements with Indian tribes regarding casino gambling. As a pioneer, Connecticut had less of an opportunity to witness the evolution of Indian gaming in other states and to glean lessons from their experience. No one in Connecticut could have fully anticipated the economic success of Foxwoods and Mohegan Sun, nor could they have foreseen the demands on everything from traffic and public safety to employment and housing. Additionally, when the Connecticut General Assembly abolished county government in 1959,² it could not have foreseen the long-term impacts of that shift in policy a half-century later.

Writing in the *St. John's Law Review*, Terry J. Tondro noted a growing demand in various communities and states for regional planning:

“While Connecticut’s institutions and laws reflect some of these pressures for regional planning and cooperation, the overall picture is one of ad-hoc responses to particular situations, rather than the result of a planned evolution. Regional planning may be inevitable, and some consider it necessary, but Connecticut’s experience is that it will be haphazard and not at all coordinated.”

Tondro’s observations – while not focused on gaming policy – are certainly relevant to this analysis. Casino destination resorts, as found in Connecticut, create impacts that extend far beyond the municipal boundaries of their host communities. The impacts are regional in nature and, absent a regional response, can create problems for communities that do not have commensurate resources to address those impacts.

A 1991 casino impact study warned of “significant and long-lasting” impacts. The report emphasized the need for “close cooperation between tribal, municipal, regional and state officials in an on-going effort to identify and address problems and opportunities of mutual interest as they arise.”³ Local and state officials acknowledge the advice was unfortunately not heeded.⁴

The economic downturn hit Connecticut later than other areas of the country. It began in March 2009, three months after the country officially sank into a recession.⁵ Even with recent layoffs and the recession, the two casinos continue to employ more than 20,000 people. The

¹ Interview with Connecticut Lottery Corporation executives.

² “Fragments of State and regional planning in Connecticut at century’s end,” *St. John's Law Review*, Fall 1999.

³ Southeastern Connecticut Regional Planning Agency, 1991 Casino Impact Study.

⁴ Spectrum interviews, Fall 2008.

⁵ Jungmin Charles Joo, Connecticut Department of Labor, “March 2009 Economic Digest.”

casino-related development put pressure on land development patterns throughout southeastern Connecticut.

We agree with the following assessment of the Southeastern Connecticut Council of Governments (“SCCOG”): “Connecticut’s strong tradition of home rule and its lack of regional government results in a highly fragmented governmental structure that is often inadequate to deal effectively and efficiently with a variety of problems that are regional in scope.”⁶

In addition to the 20 southeastern Connecticut municipalities that are members of SCCOG, there are the two federally recognized, sovereign Native American tribal nations. However, state law prevents tribal members from having a vote, which SCCOG administrators say is unfortunate. SCCOG noted in a 2007 report: “Developing consensus among these separate governmental entities is enormously cumbersome and frequently impossible. Initiating action is even more difficult.”

The General Assembly created SCCOG to address regional problems. But its powers are limited. It can discuss, recommend and coordinate responses, but has no regulatory or taxing powers. Only state government or the municipalities themselves can implement its proposals.

This report is designed to analyze what has occurred with respect to the impacts of all forms of legalized gambling, and not what *should have* occurred. However, we are compelled to point out that policies, with respect to large industries, have a profound impact on the fiscal and economic health of a state. They do not occur in a vacuum. Rather, they are interdependent.

We know that the impacts of casinos – particularly of large destination resorts – can be significant, and certainly do not stop at municipal lines. In many states – and this is the case in Connecticut – there can be a mismatch between the challenges casinos pose and an allocation of the resources needed to meet those challenges. This could, in turn, intensify both the positive and negative effects of casinos.

For example, if one community is feeling the negative effects of traffic and the demand for low-income housing, and it does not receive a commensurate share of resources, the negative effects would be intensified as that community struggles to find the resources to meet those challenges.

If, by contrast, another community enjoys an outsized share of the positive benefits – from reduced unemployment to growth in service industries – and this same community gets a disproportionately high share of the resources, the positive impacts would be enhanced.

Other casino states such as New Jersey, Colorado and Pennsylvania recognize the need to compensate host communities for casino impacts.

Colorado, for example, allocated nearly \$7 million in casino revenue in FY 2008 for local governments to address documented gaming impacts. Meanwhile, the municipalities near the two Indian casinos in Connecticut have been pleading for such a program.

Grant funds are provided to eligible local governments in Colorado through a competitive process to finance the planning, construction and maintenance of public facilities. Successful

⁶ Southeastern Connecticut Council of Governments Regional Plan of Conservation and Development 2007.

applicants must be able to quantify gaming impacts and to identify the public service and facility needs associated with those impacts. Freemont County received a \$400,000 grant to resurface a county road impacted by casino traffic. The District Attorney in Jefferson County received a grant of nearly \$200,000 to compensate for increased caseload due to gaming.

Other states that compensate host communities include Pennsylvania, which designates 4 percent of gross casino win to communities where casinos have been built. Casinos in Atlantic City provide 1.25 percent of their gross win to the Casino Reinvestment Development Authority, which has invested much of that money into Atlantic City, fostering economic development and improving infrastructure. A significant amount of the money has been used to improve traffic flow as well as to build affordable housing.

While some communities close to the casinos have received additional funds, local officials in those towns argue that the money is not enough to compensate for actual impacts. They note that towns far from the casinos can use the Mashantucket Pequot And Mohegan Fund for purposes other than addressing casino-related impacts.

These themes, which are to varying degrees recurring and occasionally pervasive, present the tableau or backdrop on which any analysis of gaming in Connecticut must be presented. The following Spectrum report has been developed with the firm belief that anyone seeking a deeper understanding of the economic and social impacts of legalized gaming must be aware of these over-arching trends, and must take them fully into account.

Section I: History of Legalized Gambling in Connecticut

Opportunities to Gamble

Connecticut citizens today have the opportunity to legally gamble in several ways:

- The Connecticut Lottery, operated by the quasi-public Connecticut Lottery Corporation. Patrons can select numbers from online games or purchase scratch-off tickets.
- Statewide off-track betting (“OTB”), operated by Autotote Enterprises, Inc. (“AEI”)
- Charitable gaming activities of bingo, sealed ticket sales, bazaars, and raffles; conducted by nonprofit organizations.
- Indian gaming at Foxwoods Resort Casino, in Ledyard, operated by the Mashantucket Pequot Tribal Nation. Foxwoods offers table games, slot machines, high-stakes bingo, poker and a racebook.
- Indian gaming at Mohegan Sun, in Montville, operated by the Mohegan Tribe. Mohegan Sun offers table games, slots, poker and a racebook.

The Connecticut Division of Special Revenue (“DOSR”) oversees all gambling. Since its inception, the agency has acted to ensure the integrity for gambling activities that returned \$708,405,084 to the state treasury during FY 2007-2008.⁷

Indian gaming revenue to the state has increased significantly since Foxwoods opened with slot machines on January 16, 1993. In FY 1993, it totaled \$30 million. In FY 2008, it exceeded \$411 million.

The first step in examining the relationship between gambling revenue and state spending is to quantify the data historically, as seen in the following two tables:

Figure 4: Net Revenue to Connecticut, 1997-2001 (\$ in millions)

	1997	1998	1999	2000	2001
Total	\$464.37	\$527.94	\$565.71	\$579.98	\$591.76
Lottery	\$251.52	\$264.27	\$271.31	\$253.60	\$252.00
Off-Track Betting	\$6.87	\$5.44	\$5.47	\$5.62	\$5.67
Greyhound Racing	\$0.36	\$0.32	\$0.29	\$0.25	\$0.21
Jai Alai	\$0.52	\$0.40	\$0.34	\$0.32	\$0.29
Charitable Gaming	\$1.49	\$1.42	\$1.26	\$1.21	\$1.16
Casinos	\$203.60	\$256.08	\$287.03	\$318.99	\$332.42

Source: Connecticut Division of Special Revenue

⁷ Division of Special Revenue Annual Report, FY 2007-2008.

Figure 5: Net Revenue to Connecticut, 2002-08 (\$ in millions)

	2002	2003	2004	2005	2006	2007	2008
Total	\$647.83	\$651.26	\$690.83	\$693.17	\$718.78	\$715.59	\$700.22
Total Lottery	\$271.51	\$256.81	\$280.76	\$268.52	\$284.87	\$279.00	\$283.00
Off-Track Betting	\$5.74	\$5.78	\$5.78	\$5.28	\$5.06	\$4.81	\$4.60
Greyhound Racing	\$0.20	\$0.18	\$0.15	\$0.10	\$0.03	\$-	\$-
Jai Alai	\$0.14	\$-	\$-	\$-	\$-	\$-	\$-
Charitable Gaming	\$1.28	\$1.23	\$1.40	\$1.43	\$1.31	\$1.30	\$1.21
Casinos	\$368.95	\$387.25	\$402.73	\$417.84	\$427.53	\$430.48	\$411.41

Source: Connecticut Division of Special Revenue

The following tables, in actual dollars, pertain to the same data but examine the revenue as a ratio to total population in Connecticut:

Figure 6: Connecticut Net Gambling Revenue to Connecticut per Capita, 1997-2001

	1997	1998	1999	2000	2001
Total	\$138.64	\$156.88	\$167.05	\$169.96	\$172.37
Lottery	\$75.10	\$78.53	\$80.12	\$74.31	\$73.40
Off-Track Betting	\$2.05	\$1.62	\$1.62	\$1.65	\$1.65
Greyhound Racing	\$0.11	\$0.10	\$0.09	\$0.07	\$0.06
Jai Alai	\$0.16	\$0.12	\$0.10	\$0.10	\$0.09
Charitable Gaming	\$0.45	\$0.42	\$0.37	\$0.35	\$0.34
Casinos	\$60.79	\$76.09	\$84.76	\$93.47	\$96.82

Source: Connecticut Division of Special Revenue

Figure 7: Connecticut Net Gambling Revenue to Connecticut per Capita, 2002-2007

	2002	2003	2004	2005	2006	2007
Total	\$187.35	\$187.02	\$197.73	\$198.01	\$205.08	\$204.32
Lottery	\$78.52	\$73.75	\$80.36	\$76.70	\$81.28	\$79.66
Off-Track Betting	\$1.66	\$1.66	\$1.66	\$1.51	\$1.44	\$1.37
Greyhound Racing	\$0.06	\$0.05	\$0.04	\$0.03	\$0.01	\$-
Jai Alai	\$0.04	\$-	\$-	\$-	\$-	\$-
Charitable Gaming	\$0.37	\$0.35	\$0.40	\$0.41	\$0.37	\$0.37
Casinos	\$106.70	\$111.21	\$115.27	\$119.36	\$121.98	\$122.91

Source: Connecticut Division of Special Revenue

Figures 6 and 7 were designed to show the relative ratio of gambling revenue to population. They do not indicate, nor should they be interpreted to indicate, per-capita spending on different forms of gambling. Because most forms of gambling attract adults from out-of-state – which is indeed a public-policy goal – such an interpretation would be misleading. These tables

illustrate year-over-year trends, as well as the relative level of contribution from each form of gambling.

Note that while the Lottery per-capita net revenue has grown somewhat over the past decade, casino revenue to the state has nearly doubled, becoming the primary driver behind the overall growth in this important measure.

We then examined gaming revenue as a proportion of overall state spending. Here, the range over the past decade has been relatively stable:

Figure 8: Gaming's Share of State General Fund



Source: State budget figures

Indeed, the percentage – after having grown in the first half of this span – has since shrunk back closer to its original ratio.

However, even with the shrinkage, Connecticut's dependence on gaming revenue as a percent of its general revenues is among the highest in the country. At 4.8 percent, only six other states in FY 2006 – Nevada, Rhode Island, West Virginia, South Dakota, Delaware and Louisiana – had a greater reliance on gambling revenue. Connecticut's reliance is more than double the national average.⁸

Senator Donald Williams Jr., D-29th District, is the state Senate's President Pro Tempore. Williams told us that he was concerned that policymakers may be pressured into further expanding gambling to help address the state's fiscal problems. "We're experiencing the worst downturn since the casinos opened," he said, noting that there already have been suggestions that casinos be allowed to serve alcohol around the clock.

In terms of per capita or gambling revenue per resident, only four states – Nevada, West Virginia, Rhode Island, and Delaware – have higher dollar amounts than Connecticut's \$205.⁹

⁸ Rockefeller Institute, *From a Bonanza to a Blue Chip? Gambling Revenue to the States*, June 19, 2008.

⁹ Ibid.

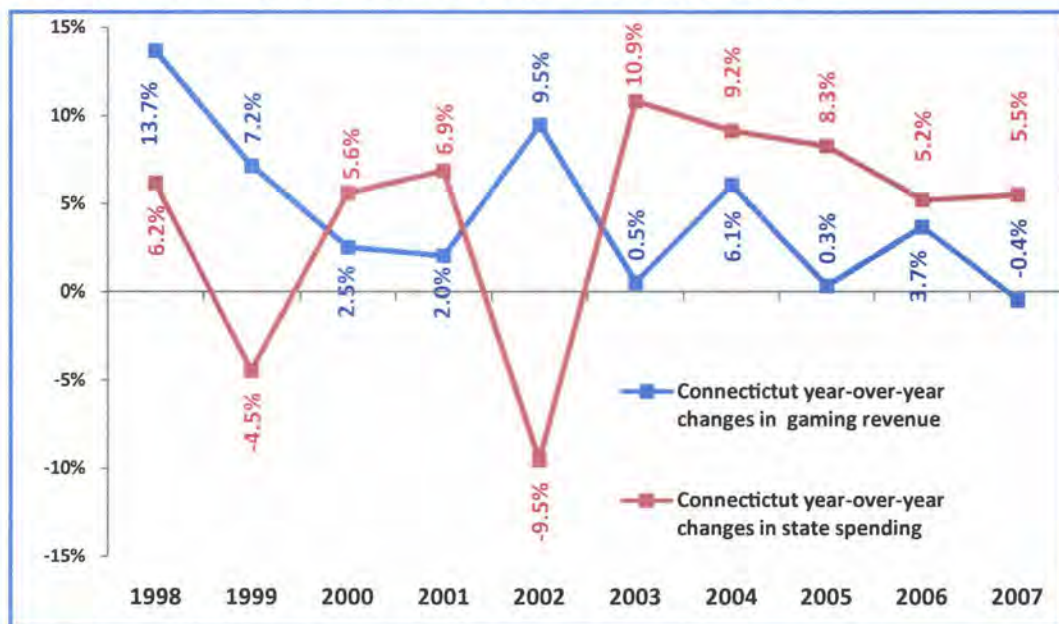
As the Rockefeller Institute noted in a June 2008 study¹⁰, state revenues from gambling have risen steadily during the past 10 years, reaching \$23.2 billion in FY 2007. Ten states collect more than \$1 billion. Another seven collect more than \$500 million. Connecticut collected \$716 million, putting it in the top tier of gaming states.

The Rockefeller report noted: “Gambling revenue is now at an all-time high, but growth is slowing due to objections about social impacts and broader economic trends. From a fiscal perspective, state-sponsored gambling now resembles a blue-chip stock – reliably generating large amounts of cash, but no longer promising dramatic growth in revenue.”

To broaden our analysis, we searched for any evidence of a cause and effect between gaming revenue and state spending in Connecticut – i.e., is there any evidence that revenue growth fueled by various forms of gaming is, in turn, fueling state spending.

The first chart looks at increases or decreases in these two measures of revenue from gambling, and overall state spending within the same fiscal year:

Figure 9: Changes in Gaming Revenue vs. Changes in State Spending



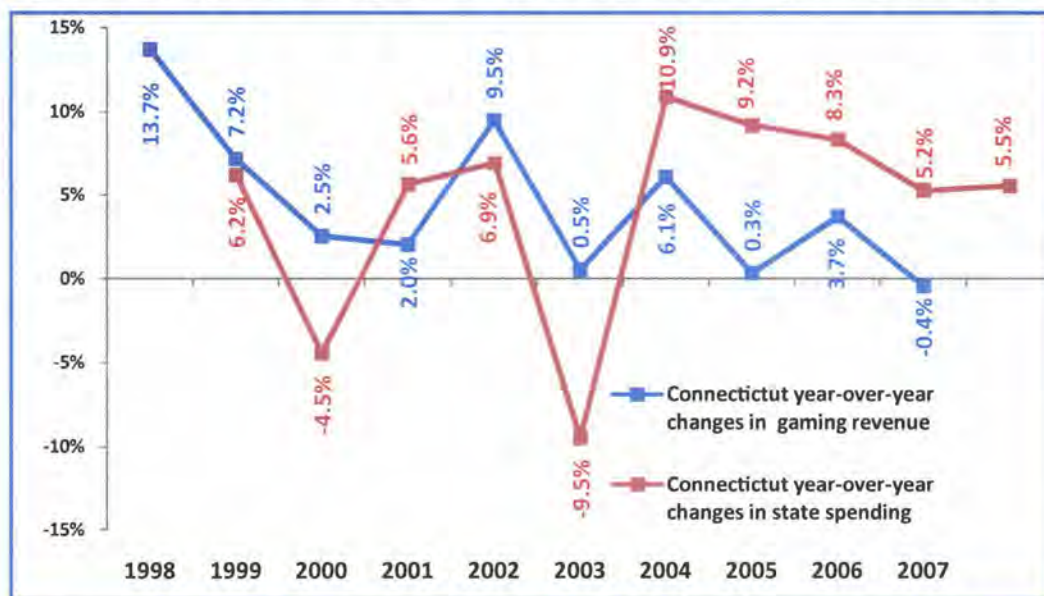
Source: Connecticut Division of Special Revenue, Office of State Comptroller

The chart shows no perceptible correlation between the two measures.

The next chart is a slight variation. We recognize that revenue changes from gaming sources might not fuel changes in state spending the same fiscal year, but might have an impact the following year, due to the lag between collecting revenues in one year and budgeting spending the following year. As a result, we shifted spending one year ahead of revenue.

¹⁰ Ibid.

Figure 10: Changes in Gaming Revenue vs. Changes in State Spending: One-Year Lag



Source: Connecticut Division of Special Revenue, Office of State Comptroller

Here, the two measures are closer to each other, indicating at least some linkage between gaming revenue and state spending. However, we recognize that numerous factors are at play in setting state budgets – ranging from federal aid to changes in consumer spending to housing values and other factors that have little to do with gaming. At best, this chart might indicate that gaming revenue is acting as somewhat of a thermostat. Adjustments in the economic health of all forms of gaming in one year would likely lead to modest adjustments in state spending the following year. That is neither surprising nor avoidable. Indeed, it would be an inevitable byproduct of using gaming as a material source of revenue for the state.

Rates on income taxes, property taxes or sales taxes can be adjusted to provide the necessary level of funding for government. With gaming, generally this relationship would not hold. The level of revenue is a function of how well the industry succeeds in generating sales.

Indian Gaming

In 1986, a special act of Congress provided federal recognition to the Mashantucket Pequot Tribal Nation. It then opened a high-stakes bingo hall in Ledyard. Two years later, Congress passed the Indian Gaming Regulatory Act (“IGRA”), which allowed federally recognized American Indian tribes to operate any legalized gaming activity already authorized by state law.

When Connecticut refused to negotiate a compact with the Mashantucket Pequots to operate a casino, the Tribe filed suit in federal court, arguing that it should be allowed to do so based on charitable organizations staging “Las Vegas nights.” The state argued that the 1972 law only authorized charity fund-raising events for one or two days, and should not be considered a

general allowance of casino gaming, noting that cash prizes were not permitted. The federal Second Circuit Court of Appeals, however, disagreed, ruling in 1990 that the existence of “Las Vegas nights” entitled the Tribe to operate a casino on its federally recognized tribal land.¹¹

Over the state’s objections, the US Secretary of the Interior imposed certain gaming procedures that had been adopted by a federal mediator known as the Mashantucket Pequot-State of Connecticut Federal Procedures law.

On February 16, 1993, Foxwoods added slot machines to its casino after a Memorandum of Understanding (“MOU”) was reached a month earlier between the state and the Tribe that resulted in a “contribution” to Connecticut of 25 percent of gross slot machine revenue.

The General Assembly has since repealed the “Las Vegas nights” law to prevent other Indian tribes from opening up casinos.

The Mashantucket Pequots agreed to amend its MOU to allow the Mohegans to also have the exclusive right to operate “video facsimiles of games of chance.” The wording was changed to “commercial casino games” in both MOUs.

The Mohegan Tribe of Connecticut won federal recognition in 1994. The Mohegan Sun opened in 1996 with state approval of the Mohegan Tribe-State of Connecticut Compact. The MOU required the Mohegans to also make a contribution of 25 percent of slot machine gross win to the state.

The table below shows the slot win at the two casinos. It represents the amount the casinos retained after paying off all wagers; it is not profit, which is determined after the casinos pay wages, goods and services, debt and other expenses.

Figure 11: Gross Slot Win, Mohegan Sun and Foxwoods

Fiscal year*	Mohegan Sun	Foxwoods	Fiscal year*	Mohegan Sun	Foxwoods
1993		\$81,526,795	2003	\$763,815,776	\$785,202,112
1994		\$375,482,357	2004	\$823,403,536	\$787,532,382
1995		\$542,896,068	2005	\$851,537,777	\$819,812,200
1996		\$594,811,060	2006	\$892,083,304	\$818,023,141
1997	\$227,632,554	\$583,831,731	2007	\$916,381,818	\$805,521,026
1998	\$384,031,430	\$660,271,975	2008	\$885,091,882	\$760,150,699
1999	\$463,801,176	\$694,324,415	**2009	\$415,756,760	\$358,517,625
2000	\$529,000,120	\$756,940,157	Total	\$8,399,138,123	\$10,983,731,673
2001	\$566,938,166	\$762,735,092	**Through December 2008		
2002	\$679,663,824	\$796,152,838			

*Year ending June 30

Source: Division of Special Revenue

¹¹ Mashantucket Pequot Tribe v. State of Connecticut, 913 F.2d 1024 (2nd Cir. 1990).

Charitable Gaming

Charitable gaming varies from state to state, but typical games include bingo, roulette, pull-tabs, Las Vegas nights and raffles. The profits from the venture go to the charity or group of charities, rather than to a municipality or private casino. In Connecticut, the state receives revenue from charitable gaming as well.

Connecticut was one of the early adopters of charitable gaming regulations, and – as noted – the presence of “Las Vegas nights” resulted in a federal court ruling that led to Indian gaming. The state legalized bingo in 1939. It introduced bazaars and raffles in 1955 and sealed tickets in 1987. Qualified organizations must obtain a permit from the Division of Special Revenue and receive municipal approval before they can hold a fundraising event.

Bingo is the state’s most popular form of charitable gaming, followed by raffles and bazaars and sealed tickets.¹² State regulation requires that no one associated with the administration of bingo be paid any type of salary; only volunteers can be involved.

Bingo in Connecticut, as well as nationwide, has been on the decline, largely due to casino gambling and the aging of the customer base.¹³ Indeed, our research around the nation has shown anecdotal evidence that, because bingo and casino gambling both offer a combination of gambling and a social experience, bingo attendance can be significantly impacted by the presence of nearby casinos. Bingo providers are responding with new versions of games to attract newer, younger players. Those new games include electronic and progressive bingo as well as linking bingo halls to one another to generate bigger payouts.

In 2007, per-capita charitable gaming spending was down 15.7 percent from 2000. Not all states release charitable gaming data. Of those that do, Connecticut ranked 25th out of 29 states, with charitable gaming per-capita spending at \$13.26. Overall, the US average was \$46.95.¹⁴ In 1990, prior to casino gambling in Connecticut, the state’s per-capita spending on charitable gaming was \$15.70.¹⁵

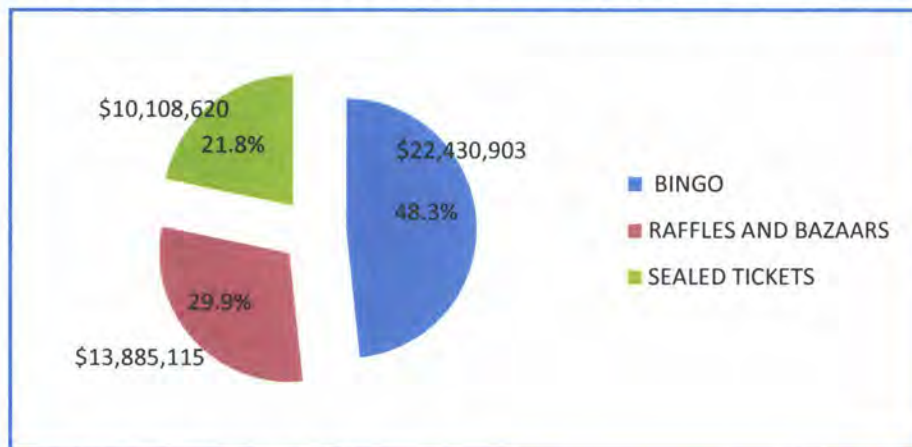
¹²Connecticut Division of Special Revenue.

¹³ Charity bingo trying 'to reinvent itself', USA TODAY, June 14, 2006.

¹⁴ National Association of Fundraising Ticket Manufacturers (“NAFTM”) 2007 Annual Report; US Census Bureau.

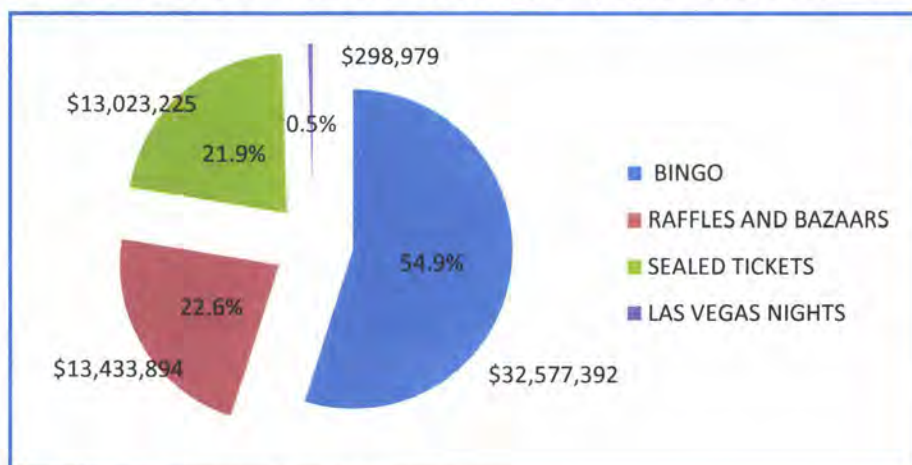
¹⁵ National Association of Fundraising Ticket Manufacturers (“NAFTM”) 2007 Annual Report; US Census Bureau.

Figure 12: 2007 Charitable Gaming Revenue by Type, as % of Total Gross Receipts



Source: Connecticut Division of Special Revenue

Figure 13: 1996 Charitable Gaming Revenue by Type, as % of Total Gross Receipts



Source: Connecticut Division of Special Revenue

Lottery

The first North American colonies used lotteries to raise money. Lotteries helped build Yale University in New Haven. Scandals plagued many lotteries, and by 1894, every state banned them. The lottery made a comeback in 1964 in New Hampshire. New York followed in 1967.

The earliest effort to implement a lottery in Connecticut was in the late 1950s; it didn't take hold until 1972. Today, 42 states, plus the District of Columbia, operate lotteries, using computer-based, online games and instant-scratch games.¹⁶

¹⁶ Connecticut Lottery 2007 Comprehensive Annual Financial Report.

Proponents of a Connecticut lottery argued that a legal lottery would take business away from illegal-numbers operations and would become a “painless” revenue source for state-education funding. Opponents raised concerns about corruption, morality and the adverse effect on low-income residents.

In 1971, Connecticut enacted Public Act No. 71-865, which authorized a state lottery, off-track betting, horse racing and the creation of the Commission on Special Revenue/Division of Special Revenue to regulate the state’s gaming activities. The agency was renamed the Division of Special Revenue (“DOSR”) in 1979. At the same time, the General Assembly also created a Gaming Policy Board to help “ensure the highest standard of legalized gambling regulation.”

The Lottery sold its first tickets on February 15, 1972. It was operated and regulated by the DOSR until 1996 when conflict concerns were raised about serving as both operator and regulator.

The state then created the Connecticut Lottery Corporation (“CLC”) in 1996. In order to maximize revenues, this quasi-public lottery corporation – among the first in the United States – was authorized to operate without the budgetary constraints and restrictions imposed on other state agencies. The CLC receives no state funds.¹⁷

In its first fiscal year of operation in 1972, the Connecticut Lottery’s weekly game (which was discontinued in 1985) generated more than \$17.2 million in total sales. Instant games were added to the mix in 1976, daily games in 1977 and the Lotto in 1984.

Cash Five was added in 1992 and Powerball in 1996. Instant and daily games accounted for 83 percent of total lottery gross sales in FY 2007. Powerball accounted for 10 percent of sales, but that figure can be much higher depending on the size of jackpots.¹⁸

Through FY 2008, the Connecticut Lottery generated cumulative sales of \$18.4 billion. And notably, most of the sales were generated after Foxwoods and Mohegan Sun opened.

Over a 20-year period, from FY 1972 to FY 1992, lottery sales totaled \$5.2 billion. In comparison, during a 15-year period FY 1993 (when Foxwoods was authorized to add video facsimile machines or slot machines) to FY 2008, sales totaled \$12.5 billion.

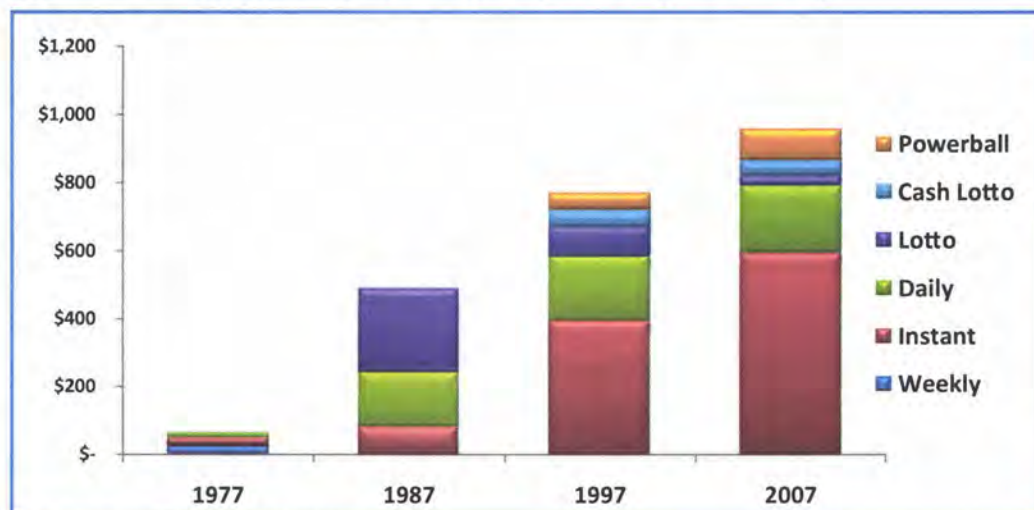
According to CLC officials, two of the most recent instant games are the \$50 Million Payout Spectacular (a \$10 ticket, with a total print run of 9 million tickets) and the \$70 Million Blockbuster (a \$10 ticket with a total print run of 9 million tickets). The former offers five \$1 million annuities as top prizes and the latter offers seven \$1 million annuities. Both games, like other instant games, have a wide variety of lesser prizes.

The shift in player preferences is reflected in the following chart, that shows the mix of games at 10-year intervals:

¹⁷ Connecticut P.A. 96-212.

¹⁸ Connecticut Division of Special Revenue.

Figure 14: Changing Preferences in Lottery Games (\$ in millions)



Source: Division of Special Revenue

The chart shows instant games – which have been part of the Connecticut Lottery since 1976 – have grown in popularity. And because instant games return a high percentage of sales as prizes, this growth has reduced the percentage of lottery sales transferred to the General Fund.

The following table shows total sales by game from the inception of the Lottery:

Figure 15: Lottery Sales by Game for Fiscal Years 1972 to 2008, in dollars

FY	Weekly	Instant	Daily	Lotto	Cash Lotto	Powerball	Total
1972	17,288,925						17,288,925
1973	34,711,849						34,711,849
1974	30,752,727						30,752,727
1975	30,894,815						30,894,815
1976	29,493,098	41,927,201					71,420,299
1977	25,824,711	23,826,954	13,082,292				62,733,957
1978	19,201,917	41,863,247	46,391,128				107,456,292
1979	12,871,166	49,725,859	58,327,191				120,924,216
1980	11,525,566	45,505,590	73,167,966				130,199,122
1981	10,103,356	56,162,297	84,695,066				150,960,719
1982	10,374,509	53,811,277	105,858,579				170,044,365
1983	14,169,658	56,039,768	118,462,919				188,672,345
1984	11,824,652	67,029,466	131,497,615	44,062,100			254,413,833
1985	7,334,605	74,473,823	144,166,658	118,481,848			344,456,934
1986		75,370,000	152,562,000	201,180,000			429,112,000
1987		80,744,000	162,070,000	246,470,000			489,284,000
1988		79,961,000	175,289,000	259,347,000			514,597,000
1989		72,326,000	186,187,000	236,011,000			494,524,000
1990		94,695,000	197,783,000	232,880,000			525,358,000
1991		120,006,000	191,625,000	219,541,000			531,172,000
1992		119,752,000	195,228,000	219,794,000	8,911,000		543,685,000
1993		110,270,096	206,512,689	202,473,626	33,289,095		552,545,506
1994		163,424,175	204,435,016	153,699,391	30,688,193		552,246,775
1995		260,133,000	195,027,213	170,456,205	45,198,122		670,814,540
1996		296,131,624	181,286,172	139,506,779	48,453,225	41,529,699	706,907,499
1997		395,985,000	187,365,000	90,125,000	47,301,000	49,013,000	769,789,000
1998		429,274,577	175,273,722	81,294,438	58,485,186	61,284,746	805,612,669
1999		474,031,672	172,719,693	51,307,443	48,359,709	124,498,286	870,916,803
2000		516,624,983	172,549,679	47,331,909	44,521,398	56,481,537	837,509,506
2001		528,334,805	178,014,553	37,219,618	41,820,131	54,322,440	839,711,547
2002		543,242,449	179,607,289	54,078,099	42,049,572	88,925,859	907,903,268
2003		530,692,944	181,810,755	36,675,347	41,154,669	74,955,932	865,289,647
2004		558,013,401	178,304,309	34,200,305	41,280,824	95,857,056	907,655,895
2005		592,265,541	184,713,023	35,614,156	40,780,953	79,560,269	932,933,942
2006		587,558,948	187,222,868	32,260,541	41,351,503	121,932,928	970,326,788
2007		594,933,065	197,584,181	30,386,267	41,371,201	92,751,720	957,026,434
2008		618,969,398	207,618,854	32,201,001	41,158,693	98,199,946	998,147,892
Total	266,371,554	8,353,105,160	5,026,438,430	3,006,597,073	696,174,474	1,039,313,418	18,388,000,109

Source: Division of Special Revenue: Connecticut Lottery Corporation

The FY 1997 thru FY 2008 figures are from the Connecticut Lottery Corporation's audited financial statements

Off-Track Betting/Pari-Mutuel Facilities

The state introduced pari-mutuel wagering on dog racing, jai alai and off-track betting ("OTB") in 1976. The first greyhound racing facility, Plainfield Greyhound Park, opened that

year, as did jai alai frontons in Bridgeport and Hartford. Milford Jai Alai opened in 1977. In 1995, Bridgeport Jai Alai closed and was converted to the Shoreline Star Greyhound Park. That same year, the Hartford Jai Alai was converted into an OTB facility.

The state's last jai alai fronton, in Milford, closed in 2001, and the two greyhound parks ceased live dog racing in 2005. Live horse racing is still authorized by statute, but no horse track has ever operated. The only pari-mutuel betting opportunities are at OTB facilities, which accept telephone betting. Both Foxwoods and Mohegan Sun offer off-track betting through their racebooks, but they operate independently. Casino racebooks don't report revenues. Telephone betting is not permitted at the two casino racebooks.

The state operated OTB from its inception in 1976 until 1993. The state then sold the operation to AEI, which became Scientific Games Corporation following a merger in 2000.¹⁹ Wagers can be placed at facilities in East Haven, Norwalk, Waterbury, Torrington, Bristol, New Britain, Hartford, Windsor Locks, New Haven, Milford and Bridgeport. The different venues collectively accommodate up to 9,000 patrons at any given time.

One-in-five respondents in the Spectrum telephone survey reported that they place their OTB bets at one of the two casino racebooks, an indication that the casino racebooks are taking business away from the OTB facilities.

Note the OTB system was sold for \$20 million to a private operator in 1993, resulting in a significant decline in General Fund transfers as, prior to that date, the state retained all OTB profits.

¹⁹ Hoover's Profile, "*Scientific Games Corporation*," <http://www.answers.com/topic/scientific-games-corporation>, (accessed on May 15, 2009).

Figure 16: Pari-Mutuel Gross Sales, by Type

Fiscal	Off-Track	Dog Racing**	Jai Alai*	Total
1976	\$11,298,654	\$64,877,042	\$20,646,599	\$96,822,295
1977	\$93,966,692	\$125,284,151	\$248,135,071	\$467,385,914
1978	\$108,028,104	\$97,983,478	\$229,022,431	\$435,034,013
1979	\$118,028,104	\$100,421,789	\$236,838,885	\$455,288,778
1980	\$166,294,918	\$90,672,151	\$219,769,169	\$476,736,238
1981	\$180,179,203	\$95,088,262	\$209,611,209	\$484,878,674
1982	\$190,403,568	\$104,240,017	\$225,907,725	\$520,551,310
1983	\$183,548,291	\$114,441,553	\$228,344,014	\$526,333,858
1984	\$187,064,643	\$117,337,700	\$231,119,273	\$535,521,616
1985	\$185,589,642	\$118,501,313	\$239,807,091	\$543,898,046
1986	\$188,782,000	\$118,981,000	\$241,574,000	\$549,337,000
1987	\$193,260,000	\$117,036,000	\$255,112,000	\$565,408,000
1988	\$200,340,000	\$118,902,000	\$213,476,000	\$532,718,000
1989	\$202,121,000	\$114,900,000	\$193,804,000	\$510,825,000
1990	\$193,428,000	\$96,456,310	\$212,788,255	\$502,672,565
1991	\$199,924,000	\$83,084,933	\$194,295,951	\$477,304,884
1992	\$175,313,888	\$72,991,808	\$186,368,360	\$434,674,056
1993	\$163,831,210	\$51,014,000	\$142,745,000	\$357,590,210
1994	\$178,247,181	\$45,380,000	\$119,189,000	\$342,816,181
1995	\$224,862,846	\$41,331,668	\$102,544,405	\$368,738,919
1996	\$244,007,115	\$45,210,086	\$63,743,074	\$352,960,275
1997	\$254,946,925	\$32,218,000	\$49,585,000	\$336,749,925
1998	\$262,213,261	\$28,735,674	\$37,876,737	\$328,825,672
1999	\$265,481,548	\$26,169,755	\$32,269,685	\$323,920,988
2000	\$272,013,961	\$22,092,075	\$30,723,616	\$324,829,652
2001	\$274,510,529	\$18,686,686	\$27,926,005	\$321,123,220
2002	\$276,349,625	\$18,362,630	\$13,054,755	\$307,767,010
2003	\$279,614,045	\$15,930,314	\$0	\$295,544,359
2004	\$279,250,542	\$13,612,619	\$0	\$292,863,161
2005	\$255,047,341	\$9,257,599	\$0	\$264,304,940
2006	\$244,444,205	\$2,287,501	\$0	\$246,731,706
2007	\$233,492,621	\$0	\$0	\$233,492,621
2008***	\$224,797,249	0	0	\$224,797,249

Source: Division of Special Revenue

*Connecticut Jai Alai, Inc. (Milford Jai Alai) ceased operations December 12, 2001; Bridgeport Jai Alai, April 30, 1995 and Hartford Jai Alai on September 5, 1995.

**Plainfield Greyhound Park ceased live racing on May 14, 2005; Shoreline Star Greyhound Park, operated by Bridgeport Jai Alai, Inc., ceased live racing on October 10, 2005.

***Through November 2008.

Section II: Extent of Problem Gambling

Spectrum Gaming Group was contracted to evaluate the incidence of chronic gambling as defined by Connecticut C.G.S. Sec. 17a-713:

“A person who is chronically and progressively preoccupied with gambling and the urge to gamble and with gambling behavior that compromises, disrupts or damages personal, family or vocational pursuits.”

The definition is similar to that of the National Council on Problem Gambling which described problem gambling as behavior that causes disruptions in any major area of life. It went on to say problem gambling included “pathological” or “compulsive” gambling, a progressive addiction.

Although the overwhelming majority of Connecticut residents find gambling harmless entertainment and an enjoyable recreational activity, some regular gamblers develop significant problems that can also harm people close to them.²⁰ The association between availability and problem gambling has been well-documented in scientific literature.²¹

Ypartnership, a Florida-based leading consumer insights and research firm, conducted a consumer survey to gauge the effects of legalized gambling on Connecticut citizens for Spectrum Gaming Group. Specifically, Ypartnership identified demographic characteristics of gamblers along with participation levels and the extent of problem gambling.

The telephone survey involved random digit (RDD) technology to generate the telephone numbers for the interviews. The survey involved 3,099 participants 18 years or older. Surveyors questioned 2,298 people through a random dial digit (RDD) telephone survey, and an additional 801 people through a separate online-panel survey.

The majority of the results provided in this report are generated from the phone survey to allow direct comparison to the 1997 WEFA report.

Surveyors asked participants a series of questions related to two problem gambling screens. The answers were analyzed, and researchers then classified the respondents accordingly.

A total of 15,360 telephone numbers were dialed over the course of the study. Of the total, 4,588 of the number were eligible households, 4,439 were continuously unavailable (1,929 exceeded the maximum call attempts), and 6,282 were invalid.

The margin of sampling error for the 2,298 phone interviews is ± 2.1 percentage points at the 95 percent confidence level. This means that there is less than a one in 20 chance that the findings will deviate more than ± 2.1 percentage points from the actual population parameters.

²⁰ Abbott, M.W. & Volberg, R.A. (1999). *Gambling and Problem gambling in the Community: An International Overview and Critique*. Report Number One of the New Zealand Gaming Survey. Wellington: Department of Internal Affairs. Available at <http://www.dia.govt.nz>.

²¹ Shaffer, H.J., Hall, M.N. & Vanderbilt, J. (1997). *Estimating the prevalence of disordered gambling behavior in the United States and Canada: A meta-analysis*. Boston, MA: Harvard Medical School Division on Addictions.

The NORC DSM-IV Screen for Gambling Problems (“NODS”) was designed to more closely follow the most recent psychiatric criteria for pathological gambling. It was designed specifically for administration in large population surveys. The NODS is composed of 17 lifetime criteria and 17 corresponding past-year criteria.

The NODS screen is based on more recent psychiatric criteria for pathological gambling, whereas the SOGS screen provides direct comparability to the 1997 Connecticut study. For each gambling screen, assessments were calculated based on lifetime and past-year gambling behavior. The NODS screen is also distinct in that it includes a category for at-risk gamblers, whereas the SOGS screen does not. At-risk gamblers are defined as gamblers who during their lifetime can be classified as at risk of becoming problem gamblers. These are people who scored at a level on the gambling screen that was below that of a problem gambler but fell into a category described as at risk of becoming a problem gambler. The prevalence rates were based on Connecticut’s adult population of 2,666,750.

The analysis of telephone survey responses cannot be considered diagnoses. During the clinical interview, the clinician determines whether the patient meets five or more of the following criteria²²:

1. **Preoccupation:** Preoccupied with reliving past gambling experiences. Planning the next venture, or thinking of ways to get money with which to gamble.
2. **Tolerance:** Needs to gamble with increasing amounts of money in order to achieve the desired excitement.
3. **Withdrawal:** Restless or irritable when attempting to stop gambling.
4. **Loss of Control:** Has repeatedly been unsuccessful in efforts to stop gambling.
5. **Escape:** Gambles as a way of escaping from problems or relieving feelings of helplessness, guilt, anxiety or depression.
6. **Chasing:** After losing money gambling, often returns another day to get even.
7. **Lying:** Lies to family members, therapist or others to conceal the extent of gambling.
8. **Illegal Acts:** Committed illegal acts, such as forgery, fraud, theft or embezzlement, to finance gambling.
9. **Risked Relationship:** Has jeopardized or lost a significant relationship, job or career opportunity because of gambling.
10. **Bailout:** Relies on others to provide money to relieve a desperate financial situation caused by gambling.

South Oaks Gambling Screen (SOGS)

SOGS is the most common instrument for assessing the prevalence of pathological gambling. It was the instrument used in the 1997 WEFA study. The screen is a 20-item questionnaire that was developed with 1,616 people, about half of which had diagnoses of substance abuse and pathological gambling. Its authors say the SOGS screen “offers a convenient means to screen clinical populations of alcoholics and drug abusers, as well as

²² American Psychiatric Association. (1994). *Diagnostic and Statistical Manual of Mental Disorders, Fourth Edition*.

general populations, for pathological gambling.” In recent years, the use of SOGS has been criticized for over-estimating false positives.²³

Henry Lesieur, a psychologist at the Rhode Island Hospital’s gambling treatment program, developed SOGS at South Oaks Hospital in New York City. The original version was developed in 1987. It was revised in 1993. The questions elicit yes/no answers. They are designed to assess “the degree and breadth of consequences caused by gambling losses and maladaptive compensatory behaviors, such as borrowing or gambling further to recoup losses.”²⁴

Based on answers to SOGS questions, individuals were then classified as:

- “Non-gamblers” (no gambling)
- “Non-problem gamblers” (0-2 “yes” responses)
- “Problem gamblers” (3-4 “yes” responses)
- “Probable pathological gamblers” (5+ “yes” responses)

The screening instrument in our telephone survey was based on DSM-IV, which was published in 1994. The instrument has demonstrated reliability and validity in hundreds of studies internationally during the past 20 years. DSM is the *Diagnostic and Statistical Manual of Mental Disorders*. Published by the American Psychiatric Association, it provides diagnostic criteria for mental disorders. DSM-IV is the most current version of the manual. It covers “the gamut of human behavior from mood to personality to addiction.”²⁵

The performance of the SOGS lifetime screen is generally very good at detecting pathological gambling among those who experience the disorder. It also captures individuals who do not have the disorder, known as false positives. In comparison, the past-year SOGS identifies fewer false positives than the lifetime measure but produces more false negatives, those who have the disorder but are not identified by the screen. Hence, it provides a weaker screen for identifying pathological gamblers. However, it is a better method for detecting change in the prevalence of problem gambling over time.

Although the SOGS has been widely used in hundreds of studies around the world for almost two decades, some researchers have questioned its efficacy on the grounds that it was developed in a clinical setting yet is used in large general population studies. In addition, some researchers are concerned that the test contained unproven assumptions about problem gambling.²⁶

Indeed, the previous WEFA study also noted the issue of false positives and the fact that the screen was developed in a clinical setting. It concluded the criticisms should be taken into account when reviewing SOGS data. In addition, the study noted that the SOGS screen may not identify abnormal gambling tendencies that are less severe than those identified in a pathological gambler.

²³ Lesieur, H.R. & Blume, S.B. (1987). The South Oaks Gambling Screen (SOGS): A new instrument for the identification of Pathological gamblers. *American Journal of Psychiatry*, 144, 1184-1188.

²⁴ Ibid.

²⁵ Ashley Pettus, “Psychiatry by Prescription,” *Harvard Magazine*, July-August 2006, p. 40.

²⁶ Volberg, R.A. (2001). *Changes in gambling and Problem gambling in Oregon, 1997 to 2000*. Salem, OR: Oregon Gambling Addiction Treatment Foundation.

The following chart shows the past-year SOGS prevalence rates. Prevalence is the percentage of the population classified as problem or pathological gamblers.

The margin of sampling error for the 2,298 phone interviews is ± 2.1 percentage points at the 95 percent confidence level. This means that there is less than a one-in-20 chance that the findings will deviate more than ± 2.1 percentage points from the actual population parameters.

Figure 17: Current SOGS Prevalence Rates

(Spectrum telephone survey of 2,298 participants)

Number of Criteria	Lifetime	Past-Year
Non-Gamblers	9.1	9.1
Non-Problem Gamblers (0-2)	87.1	89.1
0	71.9	79.4
1	10.6	8.0
2	4.6	1.7
Problem (3-4)	2.2	0.9
3	1.3	0.6
4	0.9	0.3
Probable Pathological (5+)	1.5	0.7
5	0.4	0.4
6	0.4	0.1
7	0.2	0.1
8	0.1	0.0
9	0.0	0.0
10+	0.4	0.1
Problem and Probable Pathological	3.7	1.6

Below, we convert the percent of problem and probable pathological gamblers into numbers of Connecticut residents 18 years or older who fall into the different categories based on the SOGS screen.²⁷

Probable pathological gamblers:

- 0.7 percent, past year 18,667
- 1.5 percent, lifetime 40,001

Problem gamblers:

- 0.9 percent, past-year 24,001
- 2.2 percent, lifetime 58,669

Combined rates for problem and probable pathological gamblers

- 1.6 percent, past year 42,668
- 3.7 percent, lifetime 98,670

These estimates are based on confidence intervals produced by sample error. Sample error is dependent on the percentage of individual results and sample size. As the results move closer to 0 percent and 100 percent, the confidence interval becomes smaller. For example, the

²⁷ 2007 US Census American Community survey population estimates (Connecticut adult population of 2,666,571) (accessed on May 19, 2009).

confidence interval for past-year SOGS probable pathological gamblers is 0.4 percent to 1.0 percent that is, the percentage result (0.7 percent) plus and minus the sample error of 0.3 percent; and for past year SOGS problem gamblers, the confidence interval is 0.5 percent to 1.3 percent, that is the percentage result (0.9 percent) plus and minus the sample error of 0.4 percent.

While the sample size for both probable pathological and problem gamblers is identical, probable pathological gamblers have a smaller confidence interval than problem gamblers because the percentage of probable pathological gamblers (0.7 percent) is closer to the extreme of 0 percent than problem gamblers (0.9 percent).

Sample error is also dependent on sample size. The larger the sample size, the smaller the confidence intervals. When looking at sub-groups of a sample, the confidence interval increases and the results are considered less reliable. Thus, caution should be used when viewing results presented by subgroup.

The estimated ranges for the number of problem and probable pathological gamblers using the SOGS screen are as follows:

- Past Year Problem (0.9%) +/- (0.4%) 13,333 to 34,668
- Past Year Pathological (0.7%) +/- (0.3%) 10,667 to 26,666
- Lifetime Problem (2.2%) +/- (1.2%) 26,666 to 90,670
- Lifetime Probable Pathological (1.5%) +/- (.7%) 21,334 to 58,669

Following is a table of our telephone survey prevalence rates for problem/pathological gamblers broken down by county. Interestingly, the rates are much higher in the more urbanized counties of Hartford and New Haven.

Figure 18: SOGS Connecticut Prevalence Rates by County*

County	Rate/100,000 ²⁸
Hartford County	3.76
New Haven County	3.19
Middlesex County	3.04
Tolland County	2.70
*New London County	2.24
Windham County	1.70
Fairfield County	1.67
Litchfield County	1.06

*Foxwoods and Mohegan Sun are in New London County

²⁸ Rates were calculated based on current population estimates gathered from the Connecticut State Data Center.

Figure 19: SOGS Connecticut Gambling Prevalence Rates*

	Group size	Past-Year Prevalence (3+) %	Confidence Interval
All Gamblers	2,088	2.0	±0.6
Past-Year Gamblers	1,624	2.5	±0.8
Monthly Gamblers	838	3.9	±1.4
Weekly Gamblers	227	7.6	±3.8
Among Past-Year Players			
Casino	818	3.9	±1.4
Lottery	1,234	3.1	±1.0
Private**	313	6.3	±2.7
Sports Pool***	553	4.6	±1.8

*Prevalence is defined as respondents who were classified as either problem or probable pathological gamblers

**Games played most often in one's house that could include poker, dice, and dominoes. It could also include wagers placed on golf and or bowling between participants.

***Refers to a pool in which participants choose a sporting event outcome. An example would be pools in which participants pick winners in the NCAA championship basketball tournament.

Figure 20: SOGS Results for Internet vs. Non-Internet

Number of Items	Have Internet (1,921)	Do Not Have Internet (374)
Non-Gamblers	6.9	18.4
Non-Problem Gamblers (0-2)	89.1	79.1
0	73.0	67.6
1	11.5	6.8
2	4.6	4.7
Problem (3-4)	2.4	0.9
3	1.5	0.2
4	0.9	0.7
Probable Pathological (5+)	1.7	1.5
5	0.5	0.0
6	0.5	0.2
7	0.2	0.2
8	0.1	0.2
9	0.0	0.2
10+	0.4	0.7
Problem/Probable Pathological	4.1	2.4

Results from our Internet panel survey, discussed in a separate section of this report, generated much higher prevalence rates than did the telephone survey. The table above shows that telephone survey participants with Internet access have higher prevalence and participation rates in gambling than those telephone survey participants without such access.

The 1997 WEFA study generated, for the most part, higher SOGS prevalence rates than the Spectrum study. This was especially so for those that screened positive for problem gambling

within the past year. The figure in 1997 was 2.2 percent; it was 0.9 percent in the Spectrum study.

The WEFA study involved 992 adult residents, less than half the participants in the Spectrum survey. WEFA acknowledged that “a larger sample should be considered” to measure future prevalence.²⁹

Figure 21: SOGS Past-Year Problem Gambling Rates for Connecticut and Other States

	2008 Connecticut Telephone Survey (2,298)	1997 Connecticut Study (993)	2006 Arizona Study (2,750)
Problem Gamblers	0.9%	2.2%	1.6%
Probable Pathological Gamblers	0.7%	0.6%	7.0%
Total Probable Pathological Gamblers and Problem Gamblers	1.6%	2.8%	8.6%

Figure 22: SOGS Lifetime Problem Gambling Rates for Connecticut and Other States

	2008 Connecticut Telephone Survey (2,298)	1997 Connecticut Study (993)	2006 Arizona Study (2,750)
Problem Gamblers	2.2%	4.2%	3.6%
Probable Pathological Gamblers	1.5%	1.2%	1.9%
Total Probable Pathological Gamblers and Problem Gamblers	3.7%	5.4%	5.5%

NORC DSM-IV Screen for Gambling Problems (NODS)

In concert with the 1997 WEFA study, the primary prevalence screen used to estimate the number of problem/probable pathological gamblers was the SOGS screen. But consideration should also be given to results derived from the NODS screens. There are inherent strengths and weaknesses in each screen.

NODS was developed in 1998 when the National Gambling Impact Study Commission contracted with the National Opinion Research Center at the University of Chicago (“NORC”) and its partner organizations to undertake a national survey of problem gambling in the United States. The screening instrument was designed to more closely follow the most recent psychiatric

²⁹ WEFA GROUP June 1997, “A Study Concerning the Effects of Legalized Gambling on the Citizens of the State of Connecticut,” Page 130.

criteria for pathological gambling and was designed specifically for administration in large population surveys.³⁰

The NODS is composed of 17 lifetime criteria and 17 corresponding past-year criteria. Past-year criteria are only administered if the corresponding lifetime item is endorsed. An important difference between the NODS and SOGS is that NODS places time and other quantitative limits on several of the criteria, which is in keeping with the approach taken in alcohol and substance abuse research.

Because it is based on the most recent psychiatric criteria for diagnosis of pathological gambling, the NODS has been used in a growing number of state-level prevalence surveys in the United States.^{31,32,33}

The NODS screen includes a classification for at-risk gamblers. Thus, this segment of gamblers was identified using the lifetime NODS and is presented in this section. Since it is difficult to fully grasp established criteria with just one question, NODS uses several questions to represent one concept. If the respondent answers yes to any of the questions, they receive a point. The NODS Screen is based on a maximum score of 10, using 17 criteria compared to 20 by SOGS. Thus, the maximum score on NODS is 10 compared to the maximum score of 20 in SOGS. In the NODS scale, at-risk gamblers fall between non-problem and problem gamblers, scoring 1 to 2 points.

Approximately 7 percent of the participants in the telephone survey were categorized as at-risk gamblers, and 80 percent as non-problem gamblers. When examining the possible societal impacts of problem gambling, at-risk gamblers are of concern because they represent a much larger proportion of Connecticut's population than pathological gamblers. Over time, the possibility exists that they could become problem gamblers.

³⁰ Gerstein, D.R., Volberg, R.A., Toce, M.T., Harwood, H., Palmer, A., Johnson, R., Larison, C., Chuchro, L., Buie, T., Engelman, L. & Hill, M.A. (1999). *Gambling impact and behavior study: Report to the National Gambling Impact Study Commission*. Chicago, IL: National Opinion Research Center at the University of Chicago, <http://cloud9.norc.uchicago.edu/dlib/ngis.htm>.

³¹ Shapira, N.A., Ferguson, M.A., Frost-Pineda, K. & Gold, M.S. (2002). *Gambling and Problem gambling prevalence among adults in Florida*. Report to the Florida Council on Compulsive Gambling. Gainesville, FL: University of Florida.

³² Volberg, R.A. (2001). *Changes in gambling and Problem gambling in Oregon, 1997 to 2000*. Salem, OR: Oregon Gambling Addiction Treatment Foundation.

³³ Volberg, R.A. & Bernhard, B.J. (2006). *The 2006 survey of gambling and Problem gambling in New Mexico*. Albuquerque, NM: Responsible Gaming Association of New Mexico.

Figure 23: 2008 Spectrum NODS Telephone Survey Results

	Lifetime	Past-Year
Non-Gamblers	9.1	9.1
Non-Problem Gamblers (0)	80.3	85.4
0	80.3	85.4
At-Risk Gamblers (1-2)	7.2	4.1
1	5.8	3.3
2	1.4	0.8
Problem (3-4)	2.1	0.8
3	1.6	0.6
4	0.5	0.2
Probable Pathological (5+)	1.2	0.6
5	0.5	0.2
6	0.1	0.1
7	0.3	0.2
8	0.0	0.0
9	0.0	0.0
10	0.3	0.1
Problem and Probable Pathological	3.3	1.4

The percentage of past-year probable pathological gamblers in Connecticut is 0.6 percent; lifetime, 1.2 percent. The problem-gambler rates are understandably higher: 0.8 percent for past-year; 2.1 percent for lifetime.

The combined rates for problem gamblers and probable pathological gamblers: 1.4 percent for the past year and 3.3 percent for lifetime (slightly lower than the SOGS rates of 1.5 percent and 3.7 percent, respectively).

For at-risk gamblers, a category that does not exist on the SOGS screen, the past-year rate of 4.1 percent translates into 109,336 Connecticut adult residents. Lifetime, the figure is 192,006 for a rate of 7.2 percent.

Prevalence estimates using the NODS Screen are provided below with margin-of-error rates factored in:

- Past Year Problem (0.8%) +/- (0.4%) 10,667 to 32,001
- Past Year Pathological (0.6%) +/- (0.3%) 8,000 to 24,001
- Lifetime Problem (2.1%) +/- (1.2%) 24,001 to 88,003
- Lifetime Pathological (1.2%) +/- (0.6%) 16,001 to 48,002

To further focus on at-risk gamblers, we compared their participation in gambling activities on a monthly basis with non-problem and problem gamblers.

Figure 24: Monthly Gambling by Category

	Non-Problem Gamblers (2054) %	At-Risk Gamblers (165) %	Problem Gamblers (75) %
Lottery	27.5	45.1	56.1
Casino	5.3	20.4	33.3
Sports pools*	1.8	12.0	12.3
Private games**	3.7	9.2	22.8
Sports betting	1.3	8.5	21.1
Internet	0.4	4.2	12.3
Bingo	1.3	0.7	7.0

*Refers to a pool in which participants choose a sporting event outcome. Such activity may or may not be illegal. An example would be pools in which participants pick winners in the NCAA championship basketball tournament.

**Games played most often in one's house that could include poker, dice, and dominoes. It could also include wagers placed on golf and or bowling between participants.

Figure 25: NODS Past-Year Rates Compared With Other States

	2008 Connecticut Telephone Survey (2,298)	2006 California (7,121)	2006 New Mexico (2,850)	2003 Arizona (2,750)
At-Risk Gamblers	4.1%	4.7%	3.6%	5.3%
Problem Gamblers	0.8%	0.9%	0.7%	0.7%
Probable Pathological Gamblers	0.6%	0.4%	0.6%	0.3%
Total Probable Pathological Gamblers and Problem Gamblers	1.4%	1.3%	1.3%	1.0%

Figure 26: NODS Lifetime Rates Compared With Other States

	2008 Connecticut Telephone Survey (2,298)	2006 California (7,121)	2006 New Mexico (2,850)	2003 Arizona (2,750)
At-Risk Gamblers	7.2%	1.0%	0.6%	11.0%
Problem Gamblers	2.1%	2.2%	1.1%	1.6%
Probable Pathological Gamblers	1.2%	1.5%	1.1%	5.0%
Total Probable Pathological Gamblers and Problem Gamblers	3.3%	3.7%	2.2%	6.6%

*1997 Connecticut study not available

The term “pathological gambling” was first included in the third edition of the *Diagnostic and Statistical Manual of Mental Disorders* (“DSM-III”) of the American Psychiatric Association.³⁴ It was described as an impulse-control disorder, or compulsion characterized by an inability to resist overwhelming and irrational drives. Each subsequent revision of the manual has seen changes in the diagnostic criteria for the disorder. The most recent changes incorporated empirical research that linked pathological gambling to other addictive disorders, such as alcohol and drug dependence.³⁵

Impulse-control disorders are defined primarily by loss of control and can be classified as either chronic or acute. Pathological gambling is considered a chronic impulse-control disorder because it can recur over a lifetime, even after counseling and other intervention strategies.

The criteria used to define pathological gambling derive from three broad conceptual themes often associated with addictions to substances such as drugs and alcohol, namely compulsion or craving; loss of control; and continuing the behavior despite adverse consequences. More recent studies demonstrate that biological and physiological mechanisms that help produce excitement, euphoria and well-being in gamblers are similar to those of other addicts.^{36,37} Like other addictions, abstinence symptoms have been observed,³⁸ and one study concluded that the craving experienced by pathological gamblers in the absence of a game could be even more severe than that of alcoholics.³⁹

All clinical disorders can be classified as either chronic or acute in nature. An acute disorder can be cured and will leave no further susceptibility, whereas lifetime susceptibility marks a chronic disorder.

One study, Shaffer et al.,⁴⁰ systematically reviewed past-year prevalence rates for pathological gambling from national studies conducted between 1975 and 1996 and found that the average prevalence rate before 1993 was 0.8 percent, and after was 1.3 percent. It attributed this increase to the increase in gambling venues. Another study⁴¹ found that the location of a casino within 50 miles of a residence (versus 51 to 250 miles) was associated with an

³⁴ American Psychiatric Association. (1980). *Diagnostic and Statistical Manual of Mental Disorders, Third Edition*. Washington, DC: Author.

³⁵ American Psychiatric Association. (1994). *Diagnostic and Statistical Manual of Mental Disorders, Fourth Edition*. Washington, DC: Author.

³⁶ Meyer G, Hauffa BP, Schedlowski M, Pawlak C, Stadler MA, Exton MS. Casino gambling increases heart rate and salivary cortisol in regular gamblers. *Biol Psychiatry*. 2000;48(9):948-53.

³⁷ Griffiths M. Tolerance in gambling: an objective measure using the psychophysiological analysis of male fruit machine gamblers. *Addict Behav*. 1993 May-Jun;18(3):365-72.

³⁸ Wray I, Dickerson MG. Cessation of high frequency gambling and “withdrawal” symptoms. *Br J Addict*. 1981;76(4):401-5.

³⁹ Tavares H, Zilberman ML, Hodgins DC, el-Guebaly N. Comparison of craving between Pathological gamblers and alcoholics. *Alcohol Clin Exp Res*. 2005;29(8):1427-31.

⁴⁰ Shaffer, H.J., Hall, M.N. & Vander Bilt, J. (1999). Estimating the prevalence of disordered gambling behavior in the United States and Canada: A research synthesis. *American Journal of Public Health*, 89 (9), 1369-1376.

⁴¹ Gerstein, D.R., Volberg, R.A., Toce, M.T., Harwood, H., Palmer, A., Johnson, R., Larison, C., Chuchro, L., Buie, T., Engelman, L. & Hill, M.A. (1999). *Gambling impact and behavior study: Report to the National Gambling Impact Study Commission*. Chicago, IL: National Opinion Research Center at the University of Chicago, <http://cloud9.norc.uchicago.edu/dlib/ngis.htm>.

approximate doubling of the pathological gambling rate. Yet another study, Welte et al.,⁴² concluded living within 10 miles of a casino is associated with a 90 percent increase in the odds of being a problem or pathological gambler.

Shaffer, LaBrie and LaPlante⁴³ examined county-level prevalence estimates in relation to casino availability from a statewide survey in Nevada and found that the four counties with greatest access to casinos had the highest problem-gambling rates and the four with least availability had the lowest rates.

Our research found that the more urban counties of New Haven and Hartford had higher problem gambling and participation rates than New London County, where the two Indian casinos are located. Connecticut, however, is a small state and the two Indian casinos are easily accessible from any point so caution should be exercised in giving that point too much weight.

Gambling problems vary in duration and severity. A substantial proportion of these problems occur in persons who do not meet the criteria for the recognized psychiatric disorder of pathological gambling but who engage in risky gambling.

Various studies indicate that certain forms of gaming have a particularly strong association with problem gambling, most notably those that are continuous in nature and involve an element of skill or perceived skill such as card games or electronic gaming machines.

These studies, conducted both in the United States and abroad, have documented that problem gamblers are more likely to prefer and frequently play these types of games. While prevalence estimates for problem and pathological gamblers in general populations range from 1.7 percent to 5 percent, rates among players of electronic gaming machines and sports betting are as high as 25 percent,^{44,45,46} even among populations that had previously low levels of gambling participation.

Card games do involve an element of skill whereas electronic gaming machines involve “perceived skill.” Electronic gaming machines are the modern version of “one-armed bandits,” mechanical slot machines that have now evolved into sophisticated computer-operated multi-game terminals.⁴⁷ There is the illusion of control in these games, whereby players believe that

⁴² Welte, J.W., Barnes, G.M., Wieczorek, W.F., Tidwell, M-C. & Parker, J.C. (2004). Risk factors for pathological gambling. *Addictive Behaviors*, 29, 323-335.

⁴³ Shaffer, H.J., LaBrie, R.A. & LaPlante, D. (2004). Laying the foundation for quantifying regional exposure to social phenomena: considering the case of legalized gambling as a public health toxin. *Psychology of Addictive Behaviors*, 18 (1), 40-48.

⁴⁴ Abbott, M.W. & Volberg, R.A. (1999). *Gambling and Problem gambling in the Community: An International Overview and Critique*. Report Number One of the New Zealand Gaming Survey. Wellington: Department of Internal Affairs, <http://www.dia.govt.nz>.

⁴⁵ Gerstein, D.R., Volberg, R.A., Toce, M.T., Harwood, H., Palmer, A., Johnson, R., Larison, C., Chuchro, L., Buie, T., Engelman, L. & Hill, M.A. (1999). *Gambling impact and behavior study: Report to the National Gambling Impact Study Commission*. Chicago, IL: National Opinion Research Center at the University of Chicago, <http://cloud9.norc.uchicago.edu/dlib/ngis.htm>.

⁴⁶ Schrans, T., Schellinck, T. & Walsh, G. (2000). *Technical report: 2000 regular VL players followup: A comparative analysis of Problem development and resolution*. Focal Research Consultants Ltd.

⁴⁷ Dowling, N., D. Smith, Thomas, T. (2005) “Electronic gaming machines: are they the ‘crack-cocaine’ of gambling? *Addiction*” 100, 33-45.

they can control the outcome of wagers and machines even when there is no skill involved.⁴⁸ Some players of these games believe that during interactive phases of play (such as holding or nudging) they are able to influence the outcome. This element of skill is only perceived, as the outcome of any period of play is pre-determined and is not influenced by what the player does or does not do.

Demographic Profiles: Connecticut Gamblers

Problem and probable pathological gamblers are significantly more likely to be male (82 percent), 18-34 years old (34 percent) and have some college education (48 percent).

⁴⁸ Griffiths, M.D. (1991) "The psychobiology of the near miss in fruit machine gambling. *Journal of Psychology*," 125, 347-358.

Figure 27: Demographics of At-Risk and Problem Gamblers (NODS Screen)

		At-Risk Gamblers (165) %	Problem Gamblers (76) %
Gender	Male	63.8	81.8
	Female	36.2	18.2
Age	18 – 34	38.1	33.6
	35 – 44	20.0	23.8
	45 – 64	30.5	28.0
	65 and older	11.5	14.5
Ethnicity	Black/African American	15.0	9.2
	White/Caucasian	76.3	81.6
	Hispanic/Latino	5.6	9.2
	Other	3.1	0.0
Marital Status	Single	30.9	39.5
	Married	53.7	44.7
	Divorced	9.9	15.8
	Widowed	5.6	0.0
Education	High school or less	32.3	28.6
	Some college	31.7	48.1
	Bachelor's degree	22.4	18.2
	Postgraduate degree	13.7	5.2
Religion	Protestant	31.8	17.1
	Catholic	40.3	41.4
	Other	3.2	5.7
	None	24.7	35.7
Income	Under \$25,000	9.2	7.3
	\$25,000 to \$50,000	25.0	21.7
	\$50,001 to \$75,000	23.7	21.0
	\$75,001 to \$100,000	22.4	17.6
	\$100,001 to \$125,000	5.3	11.3
	Over \$125,000	14.5	21.0
Residence	Fairfield County	26.0	26.9
	Hartford County	26.0	24.7
	Litchfield County	3.9	5.4
	Middlesex County	2.6	4.8
	New Haven County	29.9	24.1
	New London County	3.9	7.5
	Tolland County	5.2	4.4
	Windham County	2.6	2.1

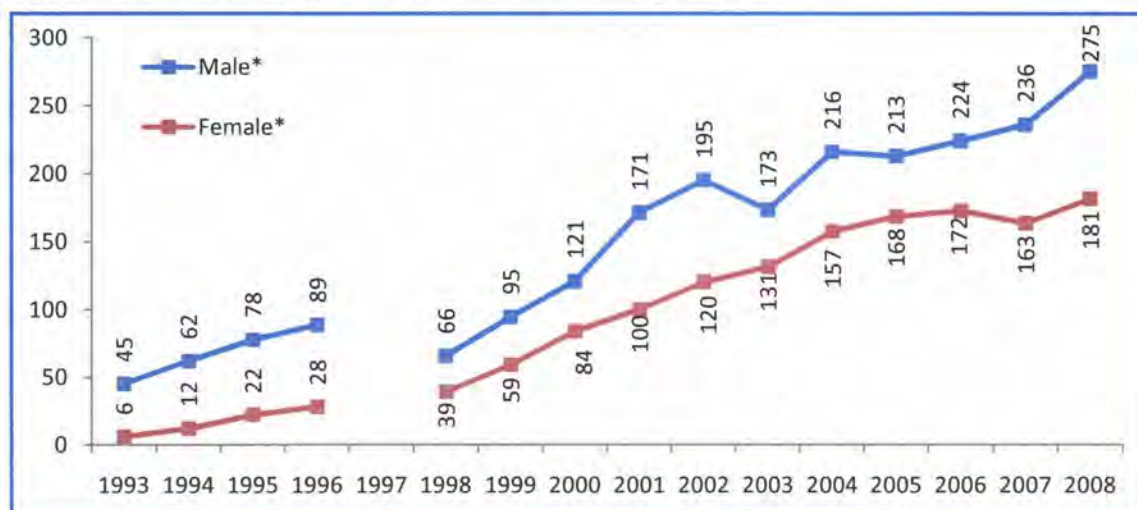
Figure 28: Demographics of Problem Gamblers (SOGS Screen)

Problem Gamblers (50) %	
Gender	
Male	76.7
Female	22.3
Age	
18 – 34	38.5
35 – 44	21.6
45 – 64	26.0
65 and older	13.9
Ethnicity	
Black/African American	10.5
White/Caucasian	83.7
Hispanic/Latino	3.5
Other	2.3
Marital Status	
Single	31.8
Married	52.9
Divorced	12.9
Widowed	2.4
Education	
High school or less	27.1
Some college	44.7
Bachelor's degree	23.5
Postgraduate degree	4.7
Religion	
Protestant	31.7
Catholic	36.6
Other	4.9
None	26.8

Spectrum also analyzed data obtained from the state's Division of Problem Gambling Services ("PGS") to further review the demographic makeup of problem gamblers. The division oversees the Better Choice program, a network of 17 clinics that offers counseling to problem gamblers.

Gambling preferences among clients tend to reflect the facility's location and the time of year. The Norwich-based United Community and Family Services clinic treats primarily 30- to 50-year-olds, whose favorite game is slot machines. The New Haven clinic sees younger people who tend to gamble on the Internet. The clinic in Middletown reported seeing a mix of Internet gamblers, casino gamblers and sports-betting gamblers. The number of sports wagers increases at certain times of the year, peaking with 30 percent to 40 percent of referrals around football season.

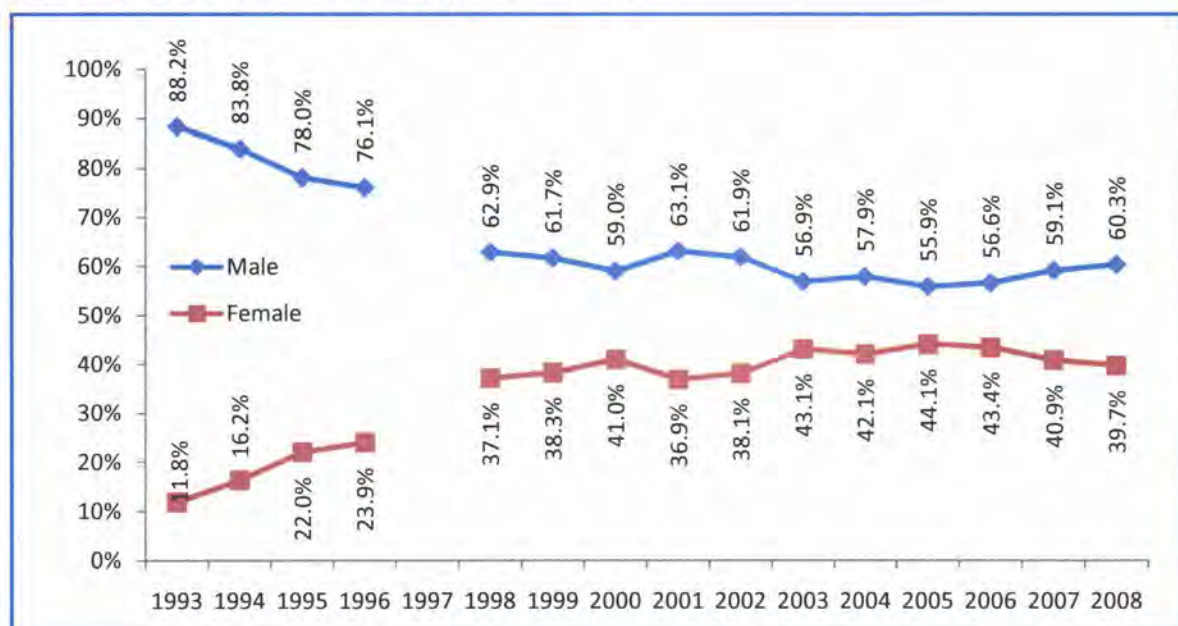
Figure 29: Clientele by Gender in Problem Gambling Services



*1997 data not available

Source: Problem Gambling Services

Figure 30: Better Choice Clients by Gender and Year

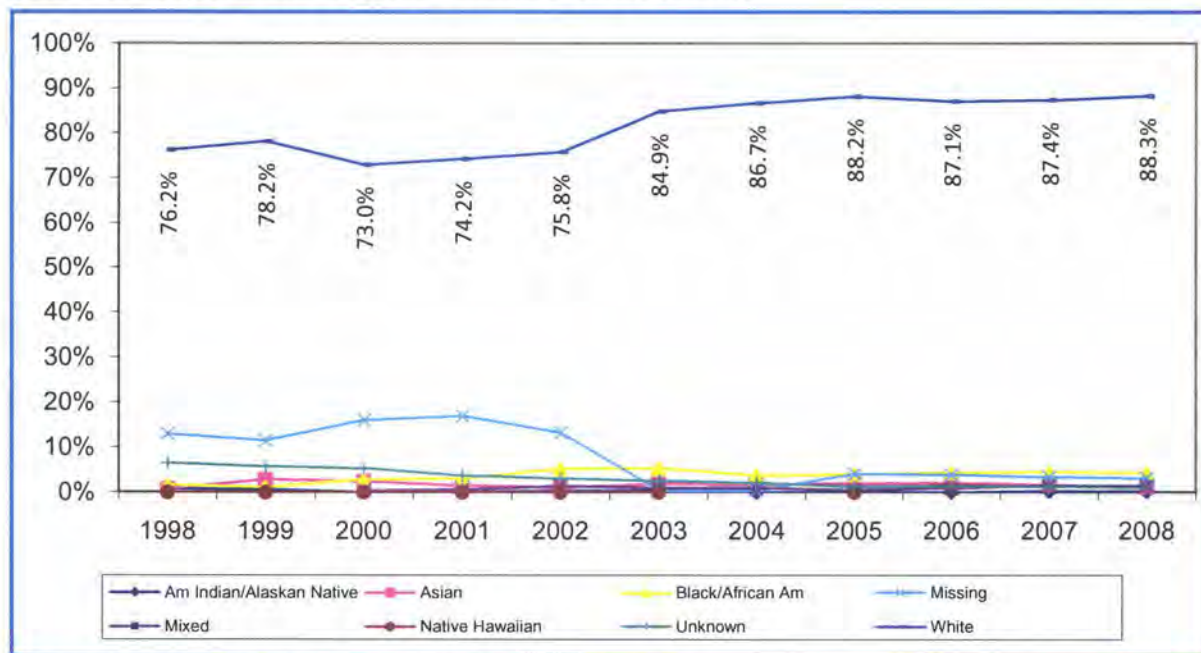


The gap between the genders in treatment has narrowed over time, going from a split of 88 percent male to 12 percent female in 1993 to 60-40 in 2008. The increase coincides with the opening of a second casino in Connecticut in 1996.

Better Choice client demographics vary by location as well as by time of the year and current outreach activities. Overall, clients are predominantly white, middle class, and middle aged. The demographics tend to mirror those of the surrounding cities or towns. For example, the Wheeler Clinic in Plainville treats almost 100 percent Caucasian, while its facility in Hartford

reported seeing more ethnically diverse clients -- significant numbers of African Americans and Latinos.⁴⁹

Figure 31: Bettor Choice Program Clients by Race/Ethnicity



*Missing: Administrators could not locate data to identify clients

Source: Problem Gambling Services

The overall percentage of clients who identify themselves as African American has greatly increased since 1998. The number of clients who identify themselves as Hispanic is very low, less than 2 percent of the total in any one year.

To gain insight into the extent of problem gambling, we set up a round-table discussion with administrators, therapists, social workers, members of Gamblers Anonymous, other researchers in the field and individuals diagnosed with pathological gambling.

A number of participants emphasized that it was unfortunate that racial and ethnic minorities were not seeking treatment because there are gambling problems among those sections of the community. Another participant explained the possible barriers that could be keeping ethnically diverse populations out of care, especially those that may be low income:

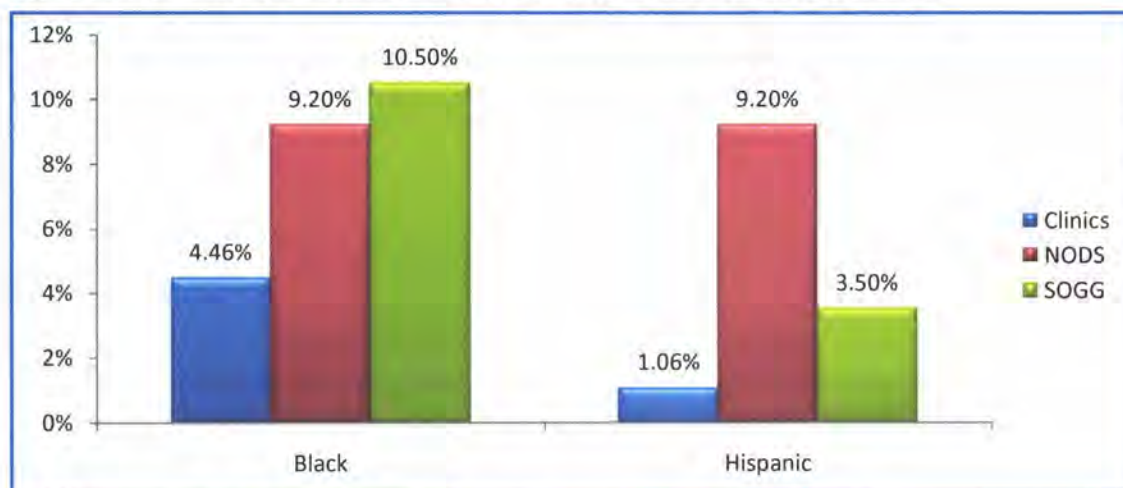
“In more economically marginalized groups, gambling is seen as a source of income to tide you over. It provides some hope, so the approach has to be different when working in those communities. We have to find out more about what works in those communities. We know what works well in White, middle-aged, middle income.”⁵⁰

⁴⁹ Problem Gambling Services.

⁵⁰ Roundtable discussion with gambling treatment clinicians.

To see if this was the case, we compared the racial and ethnic makeup of the problem and pathological gamblers in the Spectrum study to those being treated in the clinics in 2008.

Figure 32: Percent of Problem Gamblers in State Clinics vs. Survey Results



Source: Problem Gambling Services, Spectrum Research

Both Blacks and Hispanics are greatly underrepresented at Bettor Choice clinics based on the demographic makeup of problem and probable pathological gamblers from our current prevalence study. There were too few members of other ethnic and racial populations to conduct a separate analysis for other groups. Because our survey failed to capture a representative number of Hispanic respondents (4.1 percent achieved, 6.4 percent weighted vs. 10.1 percent total in Connecticut, according to 2007 census), the difference in total number of those being treated in this group and actual number of problem gamblers of Hispanic or Latino origin is estimated to be even larger than what is represented in the chart.

PGS Director Lori Rugle acknowledged that the state needs to engage in outreach to minority groups. Chris Armentano oversaw Connecticut's problem gambling treatment program from 1987 to 2008, when he retired. He noted that the state provides no funding to promote the Bettor Choice program. An outreach effort of any type would significantly increase the number of residents seeking treatment, he said.

Impacts

The impacts of pathological gambling are complex and interconnected, ranging from financial and legal to medical and psychological. Spectrum was asked to look into "Impacts on the Individual" and "Impact on the Family."

The reality is that impacts on the individual do not occur without impacts on the family, the workplace and society as a whole. Many of the same impacts that society sees on the individual, it also sees on others, especially loved ones.

We gathered data for this section from a variety of sources, including our current prevalence survey, content analysis of archival data, semi-structured interviews, focus groups and a round-table discussion previously cited.

Figure 33: Effects on Everyday Life (From our Telephone Survey)

	Non-Problem Gamblers (2001) %	Problem & Probable Pathological Gamblers (85) %
Felt remorse	7.7	60.5
Unhappy home life	2.4	20.0
Difficulty sleeping	1.3	16.5
Decrease in ambition	0.2	15.1
Careless of their welfare or that of their family	0.2	15.1
Lost time from work	0.1	11.6
Affected reputation	0.3	5.9

Figure 34: What Gambling Can Make Gamblers Do

	Non-Problem Gamblers (2001) %	Problem & Probable Pathological Gamblers (85) %
Gambled longer than planned	17.2	76.5
Gambled until last dollar is gone	12.5	61.6
Returned to win more	15.8	61.2
Urge to celebrate good fortune by gambling	7.8	44.7
Returned to win back losses	1.4	43.5
Gambled to pay off debts	1.8	29.1
Borrowed to finance gambling	0.6	25.6
Gambled to escape worry	2.4	17.4
Sold possessions to finance gambling	0.2	12.9
Situations created an urge to gamble	1.0	10.6
Committed or considered committing an illegal act to finance gambling	0.3	9.3

Financial

Because gambling centers on money – the chasing, spending, winning and losing of money – it is appropriate that we begin this section with financial impacts. Scientific literature associates problem gambling with the following financial troubles:^{51, 52}

- large credit-card debts
- second or even third mortgages
- illegal loans
- formal and/or informal loans
- loss of rent or mortgage funds
- eviction
- homelessness
- misuse of retirement funds
- bankruptcy
- poverty

Sometimes, gamblers commit criminal acts to finance their gambling or pay gambling debts.^{53, 54}

Our telephone survey compared the lifetime gambling habits of problem gamblers with those of non-problem gamblers:

- 62 percent gambled until their last dollar was gone compared to 12 percent for non-problem gamblers
- 29 percent gambled to pay off debts compared to 4 percent for non-problem gamblers
- 13 percent sold possessions to finance gambling compared to 1 percent for non-gamblers
- 26 percent borrowed to finance gambling compared to 1 percent for non-gamblers

Figure 35: Losses by Gambler Type

		Non-Problem Gamblers (2,011) %	Problem & Probable Pathological gamblers (85) %
Largest single day lost	Less than \$10	18.2	4.7
	\$11-\$99	42.3	12.9
	\$100 or more	37.8	81.2
Largest single year lost	Less than \$100	44.0	9.4
	\$100-\$999	40.4	22.4
	\$1,000 or more	9.9	57.7

⁵¹ Shagw, M.C., Forbush, T., Schlinder, J., Rosenman, E. and DW Black. 2007. The Effect of Pathological Gambling on Families, Marriages, and Children. *CNS Spectr.* 2007;12(8):615-622.

⁵² Lesieur, H.R. 1998. Costs and Treatment of Pathological Gambling, *Annals of the American Academy of Political and Social Science* (Gambling: Socioeconomic Impacts and Public Policy, J.H. Frey, special editor), March 1998.

⁵³ Ibid.

⁵⁴ Volberg, R.A. (2001). *Changes in gambling and Problem gambling in Oregon, 1997 to 2000*. Salem, OR: Oregon Gambling Addiction Treatment Foundation.

The lack of financial control is compounded by a need to fix the financial problems of their partners, often produced as much by a need to save face in front of friends and neighbors as to save joint finances. Spouses and significant others are often left playing a game of catch-up, trying to bail out the gambler and the family at the same time while dealing with all of the other issues at home that the problem gambler neglects. This behavior, although well-intentioned, can enable more gambling behavior by freeing up the time and giving the gambler the financial resources to gamble more.

We attended a PGS counseling session for family members in Middletown. During the session, family members related how gambling by their significant others had devastated their lives. One woman described how her husband lost more than \$200,000 buying lottery tickets, destroying their credit and their finances. Another participant said his wife was so addicted to slot machine gambling that she forged the signature of their son on a check to enable her to gamble.

Of the seven participants, two were separated and three others are considering divorce.

A clinician summed up the sentiments of family members:

“A vast amount of money gets eaten up by the compulsive gambler. Every so often you hear about someone hitting a tree or something, or a crime where someone steals a million dollars, but the real victims are the families. If you look at the number of people who are gambling around the state and you think about their families that are impacted; they are pushed beyond their limits. Imagine if you were poor and couldn’t stop being poor. What would that be like?”

Bankruptcies

After extensive research that included a review of Connecticut bankruptcy filings and a number of interviews with prominent Connecticut bankruptcy lawyers, we could not delineate a clear relationship between gambling and bankruptcy in Connecticut. On a national level, we reviewed social science literature and previous studies. Some found a link between gambling and higher bankruptcy rates; others did not.

The federal bankruptcy forms used in Connecticut are of limited assistance because they do not indicate whether problem gambling was a factor. A problem gambler may have used a credit card or even a home equity line of credit, for example, to finance his or her gambling habit. The petition would not say whether such debt was gambling related. Nonetheless, several bankruptcy lawyers in Connecticut told us that problem gambling has indeed had an impact on bankruptcy filings, but quantifying that impact would be difficult.

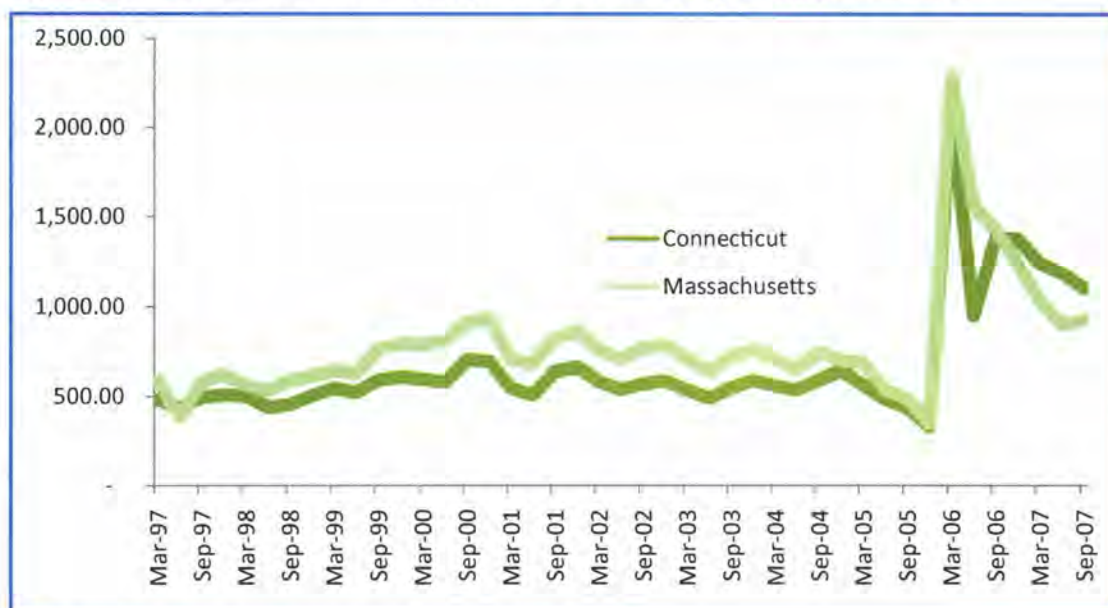
Attorney David F. Falvey, who has one of the largest consumer bankruptcy law practices in eastern Connecticut, said while it was rare for gambling to have played a factor in bankruptcy petitions prior to casinos, it is commonplace today.⁵⁵

⁵⁵ Jeff Benedict, Hartford Courant, May 8, 2005, <http://www.connecticutalliance.org/docs/20050508ALOSINGHAND.pdf> (accessed on August 13, 2008).

In eight of the past 12 years, New London County, where the two Indian casinos are located, exceeded the overall state of Connecticut bankruptcy rate. The rates were particularly high in 1997, 1998 and 1999. In those years, the rates exceeded the statewide rate by about 10 percent. Mohegan Sun opened October 12, 1996, giving New London County its second destination resort casino.⁵⁶

While the increase in bankruptcy filings in Connecticut was less than the national rate, more than 11,000 taxpayers sought bankruptcy relief in 2004, an increase of nearly 4,000 from 1991, the year before the first casino opened in Connecticut with slot machines. That number grew to more than 15,000 the following year, but then subsided to about 4,000 in 2006⁵⁷. That fluctuation can largely be attributed to changes in federal bankruptcy requirements. The spikes can be seen in the following chart, in which we compared the ratio of employment to filings in a state that has casinos (Connecticut) to a nearby state that does not (Massachusetts).

Figure 36: Ratio of Non-Farm Employment to Bankruptcy Filings, CT and MA



Source: American Bankruptcy Institute, US Bureau of Labor Statistics

Filings in Connecticut for the period 1991 to 2007 have actually been lower than rates nationally. In fact, Connecticut has consistently had one of the lower bankruptcy rates in the country. For the last three available reporting periods, Connecticut ranked 41st, 43rd and 35th among states in the ratio of the number of households to bankruptcy filings.⁵⁸

The following table shows quarterly trends in Connecticut filings in relation to the United States and the rest of New England:

⁵⁶ Administrative Office of the Courts.

⁵⁷ American Bankruptcy Institute.

⁵⁸ American Bankruptcy Institute.

Figure 37: Bankruptcy Filings by State, New England

Total bankruptcies (number of business and consumer filings, not seasonally adjusted)								
	US	NE	CT	ME	MA	NH	RI	VT
Mar-94	206,527	7,936	2,105	419	3,639	763	820	190
Jun-94	216,176	8,610	2,339	479	3,917	844	817	214
Sep-94	208,163	7,623	2,092	429	3,429	776	690	207
Dec-94	201,591	7,066	1,877	424	3,207	671	670	217
Mar-95	212,601	8,058	2,158	470	3,696	718	779	237
Jun-95	235,267	8,949	2,401	558	3,924	897	899	270
Sep-95	233,562	8,360	2,303	564	3,601	813	825	254
Dec-95	244,467	8,477	2,284	600	3,688	779	831	295
Mar-96	266,113	9,354	2,560	629	4,027	810	997	331
Jun-96	297,121	10,945	3,025	825	4,621	1,022	1,109	343
Sep-96	303,268	10,377	2,809	756	4,453	935	1,087	337
Dec-96	311,131	10,817	2,907	863	4,634	925	1,131	357
Mar-97	335,073	12,310	3,282	869	5,186	1,151	1,357	465
Jun-97	367,168	16,327	3,717	1,145	8,190	1,298	1,474	503
Sep-97	353,515	12,725	3,237	1,104	5,377	1,212	1,308	487
Dec-97	347,685	12,495	3,246	1,090	5,133	1,240	1,330	456
Mar-98	354,118	12,801	3,223	984	5,565	1,190	1,372	467
Jun-98	373,460	14,374	3,770	1,241	5,998	1,414	1,436	515
Sep-98	361,205	13,208	3,630	1,195	5,439	1,141	1,304	499
Dec-98	353,108	12,839	3,332	1,093	5,317	1,249	1,365	483
Mar-99	330,784	11,729	3,015	1,029	4,941	1,068	1,227	449
Jun-99	345,956	12,484	3,217	1,153	5,181	1,076	1,379	478
Sep-99	323,550	10,755	2,828	1,023	4,291	980	1,206	427
Dec-99	318,634	10,583	2,803	967	4,183	979	1,248	403
Mar-00	312,335	10,388	2,799	918	4,153	967	1,157	394
Jun-00	321,729	10,819	2,947	1,142	4,113	1,008	1,232	377
Sep-00	308,718	9,321	2,421	1,009	3,674	830	1,064	323
Dec-00	310,169	9,320	2,477	973	3,658	810	1,004	398
Mar-01	366,841	11,608	3,072	1,029	4,734	1,028	1,306	439
Jun-01	400,394	12,767	3,337	1,364	4,983	1,193	1,385	505
Sep-01	359,518	10,092	2,635	1,034	4,079	838	1,095	411
Dec-01	364,971	9,904	2,567	1,121	3,855	872	1,096	393
Mar-02	379,012	10,831	2,847	1,033	4,283	1,001	1,228	439
Jun-02	400,686	11,771	3,131	1,163	4,672	1,031	1,311	463
Sep-02	401,306	10,982	2,909	1,148	4,255	1,000	1,192	478
Dec-02	395,129	10,746	2,860	1,076	4,187	1,003	1,175	445
Mar-03	412,968	11,315	3,042	1,081	4,459	1,088	1,171	474
Jun-03	440,257	12,784	3,377	1,292	5,091	1,243	1,261	520
Sep-03	412,989	11,203	2,988	1,144	4,431	1,055	1,105	480
Dec-03	393,348	10,739	2,836	1,143	4,273	1,039	1,019	429
Mar-04	407,572	11,274	2,921	1,111	4,484	1,203	1,081	474
Jun-04	421,110	12,039	3,101	1,248	4,928	1,205	1,099	458
Sep-04	396,438	10,800	2,783	1,134	4,333	1,125	1,013	412

Total bankruptcies (number of business and consumer filings, not seasonally adjusted)								
	US	NE	CT	ME	MA	NH	RI	VT
Dec-04	371,668	10,687	2,612	1,014	4,661	1,117	930	353
Mar-05	401,149	11,361	2,910	1,060	4,591	1,276	1,088	436
Jun-05	467,333	14,311	3,465	1,494	6,032	1,367	1,408	545
Sep-05	542,002	15,964	3,789	1,891	6,662	1,580	1,428	614
Dec-05	667,431	21,511	5,107	2,169	9,421	1,872	1,915	1,027
Mar-06	116,771	3,157	786	227	1,388	322	301	133
Jun-06	155,833	5,239	1,785	324	2,090	464	397	179
Sep-06	171,146	5,012	1,216	377	2,278	550	433	158
Dec-06	177,599	5,561	1,238	399	2,652	594	493	185
Mar-07	193,641	6,422	1,350	484	3,127	696	583	182
Jun-07	210,449	7,429	1,441	678	3,671	736	672	231
Sep-07	218,909	7,472	1,542	577	3,558	776	768	251
Dec-07	226,413	7,259	1,546	564	3,353	774	791	231
Mar-08	245,695	8,544	1,878	588	3,973	895	931	279
Jun-08	276,510	9,613	2,155	848	4,164	1,008	1,108	330
Sep-08	292,291	9,493	2,119	799	4,178	998	1,088	311

Source: Federal Reserve Bank of Boston

Bankruptcy laws were substantially amended by the Bankruptcy Abuse Prevention and Consumer Protection Act of 2005⁵⁹ ("BAPCPA"). This federal law instituted sweeping changes that make it more difficult for consumers to discharge a debt through bankruptcy. Fewer people are able to obtain the same degree of favorable relief as was available under the old law, and, as a result, many may now choose not to file. Consequently, prior to the new law taking effect on October 17, 2005, there was a substantial spike in the number of petitions filed and a marked decrease the following year. For the purposes of our analysis, we examined data through the year 2004, the year prior to the law taking effect.

In the period prior to passage of the BAPCPA, personal bankruptcy filings in the United States increased dramatically from 1980 to 2004, leaping from 288,000 to 1.5 million filings per year.⁶⁰ From 1991 to 2004, national filings increased by nearly 80 percent. In Connecticut, the increase was 51 percent.

Michelle J. White is a professor of economics at the University of California, San Diego, and a research associate at the National Bureau of Economic Research. She received her Ph.D. in economics from Princeton University in 1973. During the past several years, her research has focused on the personal bankruptcy system in the US.

An important question, according to White, is whether the rapid increase in filings during the period prior to enactment of the BAPCPA was due to opportunism. In other words, did consumers learn that the bankruptcy law was very pro-debtor and respond by irresponsibly assuming excessive debt, knowing that filing for bankruptcy would provide them a relatively easy way to rid themselves of the burden?

⁵⁹ Pub.L. 109-8, 119 Stat. 23, enacted 2005-04-20.

⁶⁰ See Michelle J. White, NBER Working Paper No. 13265 Issued in July 2007, National Bureau of Economic Research, <http://www.nber.org/papers/w13265> (accessed on August 11, 2008).

If this were the case, then we must question to what extent might those who filed for bankruptcy protection citing problem gambling as the precipitating cause have done so simply to rid themselves of inconvenient gambling debt.

According to US Bankruptcy Court records, 1,462 consumer bankruptcy petitions were filed between January 1998 and January 2005 by residents in 16 southeastern Connecticut towns. Those records show that 117, or 8 percent, of the petitioners, did report gambling losses within the year leading up to bankruptcy.⁶¹ Falvey said the percentage of his clients with casino gambling debt is higher.

The survey commissioned by Spectrum Gaming Group indicates that the bankruptcy rate for probable pathological gamblers was as high as 20 percent, five times the rate for non-problem gamblers. Another study of Gamblers Anonymous members found that 22 percent declared bankruptcy.⁶²

However, the Connecticut county with the highest bankruptcy rate is New Haven County, which in 2005 exceeded the statewide rate of 3.46 filings per 1,000 residents by more than one-third. The state's most heavily populated county, Hartford County, also had rates that consistently exceeded the state average.

Eugene S. Melchionne, a Connecticut bankruptcy attorney who is also Connecticut State Chairman of the National Association of Consumer Bankruptcy Attorneys, has more than 25 years experience as a bankruptcy attorney and has handled an estimated 750 bankruptcy cases. He estimates that about 15 percent of those cases had some gambling-related problem. Although Melchionne could not say empirically that gambling has led to an increase in bankruptcy filings, he stated in emails to us that he sees it more often now as a cause than he did 10 or 20 years ago. In an email, he told us:

"It is an increasing problem. We find that there are two main causes to problem gambling in related bankruptcy cases. The first is economic difficulty. There is an increased interest in taking a chance to make things better economically when an individual is feeling the pinch or reduced income or increased bills.

"The second cause is a change in a family situation such as a divorce or death of a marital partner. Gambling serves as a substitute for the void created by the loss of a life partner. The increase in the first cause is clear from the nation's current economic slowdown. The second is on the increase through what I perceive as increased advertising that casinos are 'fun.' Since they really are and the excitement fills a psychological need, it quickly becomes a substitute in a lonely person's life."

It should be noted, though, that establishing a clear, causal relationship between problem gambling and bankruptcy is a complicated matter, subject to different interpretations of data, multiple variables, and more recently, legislative changes that make time series comparisons difficult.

⁶¹ Ibid.

⁶² National Research Council. (1999). *Pathological gambling: A critical review*. Washington, DC: National Academy Press.

Addressing the challenge of problem and pathological gambling is further complicated by the fact that a financially stressed individual may be plagued by other behavioral disorders such as drug and alcohol problems, as well as other types of mental illnesses, that may predate or exacerbate his gambling issues. Simply noting that certain types of behavioral disorders or consequences are associated with problem gambling does not necessarily mean that gambling was their primary cause.

This factor was cited by the National Gambling Impact Study Commission (“NGISC”), which was formed in 1999 to conduct a comprehensive analysis of the social and economic impacts of gambling. It noted:

“Pathological gambling often occurs in conjunction with other behavioral problems, including substance abuse, mood disorders, and personality disorders. The joint occurrence of two or more psychiatric problems — termed co-morbidity — is an important, though complicating factor in studying the basis of this disorder. Is problem or pathological gambling a unique pathology that exists on its own or is it merely a symptom of a common predisposition, genetic or otherwise, that underlies all addictions?”⁶³

There have been a number of efforts on the national level to address the issue of gambling on bankruptcy filings. The NGISC study was the first federal examination of gambling since 1976. During the intervening period that preceded the formation of the commission, at least one form of legal wagering became or was available in 47 states, and revenue from legalized gambling increased nationally nearly 1,600 percent to more than \$50 billion annually.⁶⁴

The National Opinion Research Center (“NORC”) in its report to the NGISC noted, “The availability of a casino within 50 miles (versus 50 to 250 miles) is associated with about double the prevalence of problem and pathological gamblers.”⁶⁵

The relationship between the proliferation of gambling and increased bankruptcies was studied by Stuart A. Feldman, President of SMR Research Corporation. In a 1999 presentation before the House Subcommittee on Commercial and Administrative Law regarding the increasing number of bankruptcies in America, Feldman noted that among other factors:

“The spread of casino gambling appears to be a problem. When we look at bankruptcy rates in counties that have major gambling facilities in them, those rates are higher than in counties that have no gambling facilities. ... On the county map in Nevada, the closer you come to Las Vegas and Reno, the higher the bankruptcy rate generally gets. In California, the highest bankruptcy rates are in San Bernardino and Riverside Counties, which are closest to Las Vegas, and the fourth highest rate often is in Sacramento County, closest to Reno. In New Jersey, Atlantic County, which is where the casinos are, typically has either the highest bankruptcy rate or one of the two or three highest in the state. In

⁶³ The National Gambling Impact Study Commission Final Report, p. 4-3.

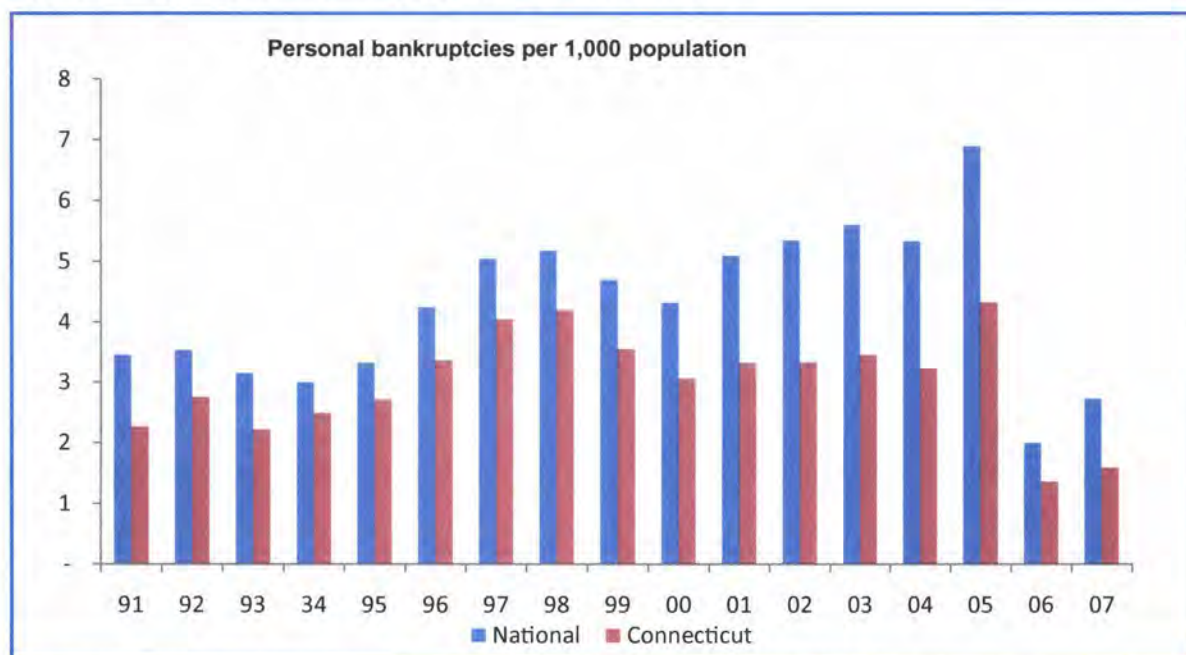
⁶⁴ Brett Pulley, “Commission on Gambling Prescribes Broad Changes,” *The New York Times*, June 19, 1999, www.nytimes.com (accessed on August 13, 2008).

⁶⁵ NORC, “Report to the National Gambling Impact Study Commission, 1999, <http://cloud9.norc.uchicago.edu/dlib/ngis/high.pdf>.

Tennessee, the bankruptcy rate is highest in Shelby County, the heart of Memphis, which is right across the state line from the Tunica MS casino gambling complex, reportedly the largest outside of Nevada.”⁶⁶

However, as we reported earlier, our research revealed that, if anything, New London County, where the casinos are located, had lower bankruptcy rates than did New Haven and Hartford counties, which are much farther away. The state’s two most urban counties also registered higher gambling participation rates as well as higher problem gambling rates. Connecticut is a relatively small state, with relatively short travel time from one end of the state to another, and this is factor that must be considered when comparing county bankruptcy rates.

Figure 38: Connecticut Bankruptcy Rate vs. National Rate



Source: US Administrative Office of the Courts - Reports F- 5A and US Department of the Census

⁶⁶ Stuart A. Feldman, President SMR Research Corp., “The Rise in Personal Bankruptcies: Causes and Impact,” Presentation before the House Subcommittee on Commercial and Administrative Law, March 10, 1998.

Figure 39: Per-Capita Bankruptcy Rates by Connecticut County, 1991-99

Per 1,000 population

	1991	1992	1993	1994	1995	1996	1997	1998	1999
Filings, US	3.46	3.53	3.15	3.00	3.33	4.24	5.04	5.17	4.70
Filings, Connecticut	2.28	2.76	2.23	2.50	2.72	3.37	4.05	4.20	3.56
Connecticut as % of US	1.30%	1.28%	1.27%	1.26%	1.24%	1.23%	1.22%	1.21%	1.20%
Fairfield	2.06	2.57	1.94	2.15	2.25	2.57	3.10	2.99	2.50
Hartford	2.58	2.71	2.37	2.42	2.69	3.33	4.14	4.28	3.85
Litchfield	2.21	2.70	2.22	2.61	2.88	3.29	3.79	4.63	3.33
Middlesex	2.50	2.69	2.14	2.34	2.85	3.25	4.23	4.05	3.24
New Haven	2.27	3.13	2.64	3.18	3.51	4.52	5.11	5.47	4.67
New London	2.35	3.05	2.10	2.43	2.45	3.32	4.42	4.64	3.82
Tolland	1.34	1.57	1.31	1.46	1.54	2.01	2.44	2.12	1.79
Windham	2.32	2.86	1.68	2.11	2.32	3.44	4.21	4.76	3.89

Source: US Administrative Office of the Courts - Reports F- 5A, US Census Bureau

Figure 40: Per-Capita Bankruptcy Rates by Connecticut County, 2000-07

	2000	2001	2002	2003	2004	2005	2006	2007
Filings, US	4.32	5.09	5.35	5.60	5.33	6.89	2.01	2.73
Filings, Connecticut	3.07	3.33	3.34	3.46	3.24	4.33	1.37	1.60
Connecticut as % of U.S.	1.21%	1.20%	1.20%	1.20%	1.19%	1.18%	0.01	0.01
Fairfield	2.09	2.13	2.09	2.29	1.86	2.83	0.79	1.02
Hartford	3.33	3.64	3.55	3.81	3.45	4.87	1.43	1.66
Litchfield	3.36	3.47	3.60	3.70	3.71	4.74	1.50	1.88
Middlesex	2.99	2.82	3.04	2.87	2.71	3.93	1.46	1.65
New Haven	3.95	4.44	4.58	4.71	4.62	5.55	1.89	2.16
New London	3.19	3.48	3.60	3.13	2.90	3.92	1.41	1.53
Tolland	1.59	1.88	1.70	2.05	2.56	3.64	1.10	1.11
Windham	3.49	4.20	4.07	3.84	3.78	4.64	1.50	1.88

Source: US Administrative Office of the Courts - Reports F- 5A

http://www.census.gov/popest/counties/CO-EST2007-popchg2000_2007.html

http://www.census.gov/popest/archives/1990s/su-99-08/SU-99-8_CT

All population estimates for year ending on July 1.

Health Impacts

Pathological gamblers have been found to be more likely to suffer from the following physical ailments:^{67, 68}

- allergies
- respiratory problems
- nervous system disorders
- sleep disturbances
- back problems
- dental or oral problems
- obesity
- chronic tiredness
- colds and flu
- migraines
- gastric pains

In addition, they are more likely than low-risk individuals to have been diagnosed with tachycardia, angina and other liver disease independent of behavioral risk factors such as alcohol abuse, mood disorders and nicotine dependence.⁶⁹ As a result, pathological gamblers are also more likely to rate themselves as being in poorer overall health (Lesieur, 1998; Volberg, et al. 2006).

In our telephone survey, we asked respondents the following question: “How would you describe your general health over the past 12 months? Would you say it was excellent, good, fair or poor?” Problem and probable pathological gamblers were significantly more likely to rate themselves as being in “fair or poor” health than those who were non-problem gamblers (21 to 14 percent). A recent study of problem gambling prevalence in the state of California found similar results.⁷⁰

This one-question measurement of general self-rated health has been found to be an excellent predictor of morbidity and mortality.

We also asked clinicians about health problems among pathological and problem gamblers. They indicated they saw evidence of sleep disturbances and a general lapse in caring for their health and that of their families.

Note that nearly 40 percent of problem and probable pathological gamblers experienced mental health problems compared to 26 percent for non-problem gamblers.

⁶⁷ Bergh C, Kuehlhorn E. Social, psychological and physical consequences of Pathological gambling in Sweden. *J Gambl Stud.* 1994;10(3):275-85.

⁶⁸ Russo AM, Taber JJ, McCormick RA, Ramirez LF. An outcome study of an inpatient treatment program for Pathological gamblers. *Hosp Community Psychiatry.* 1984;35(8):823-7.

⁶⁹ Moreaco et al., 2006.

⁷⁰ Volberg, R., Nysse-Carris, K. and Gerstein, R. (2006). *2006 California Problem gambling Prevalence Survey*, California Department of Alcohol and Drug Programs Office of Problem and Pathological Gambling.

Suicide

The impact of casino gambling on suicide rates and its related costs has been controversial in the field of public planning and health services. One study published in 2004 examining the effect of the introduction of new casinos on county-level divorce and suicide rates found that there was no widespread, significant increase when compared to economically and demographically similar counties that did not have casino gambling. According to the US Census Bureau, a county is the term for the largest geographic division within a state. There no longer is county government in Connecticut, but the Census Bureau continues to recognize them as geographical boundaries.

Another study published in 2002 showed that in metropolitan areas where a casino exists, there is a modest elevation in suicide rates. This same study also analyzed the data using a different methodology and concluded that there were no changes in suicide rates in metropolitan areas with or without casinos. However, the authors write that the finding of the moderate increase in suicide rates should not be summarily dismissed.⁷¹ A metropolitan area is a federally designated geographical unit consisting of an urbanized area with a central city of at least 50,000 residents and a regional population of 100,000. They are referred to as Metropolitan Statistical Areas ("MSAs"), and are defined by the US Office of Management and Budget through Census Bureau guidelines.

A study in Oregon found that of the 1,700 gamblers who received publicly funded treatment in 2005-2006, more than 18 percent reported gambling-related suicidal thoughts. Oregon reported that roughly 9 percent of the 1,700 clients attempted suicide.⁷²

The relationship between suicide and pathological gambling has been examined in several scientific studies. Most have found suicide rates high among pathological gamblers. A review of the published literature by Specker et al.⁷³ estimated that suicide attempt rates range from 12 percent to 24 percent among pathological gamblers.

As part of our research, we interviewed Connecticut Chief Medical Examiner H. Wayne Carver II, M.D., regarding four suicides in Connecticut since 2000 that may have been gambling related. In one case, Carver confirmed that a 49-year old Rhode Island man committed suicide in Stonington in September 2000. Carver said records indicated that he was in financial trouble, and gambled frequently at a Connecticut casino. Carver added that, in his 27 years as state chief medical examiner, he "anecdotally knows of two or three" other cases of suicide that may have been related to gambling problems. He noted that his office has "no way of tracking" gambling-related suicides because evidence of such a connection may be impossible to establish.

⁷¹ McCleary R, Chew KSY, Merrill V, Napolitano C, 2002. Does legalized gambling elevate the risk of suicide? An analysis of US counties and metropolitan areas. *Suicide and Life-Threatening Behavior*; 32(2), Summer 2002, p. 209-221.

⁷² Marotta, Jeffery J., *Service Delivery Overview: 2005-2007 Biennium*. Salem OR, Department of Human Services, Office of Mental Health and Addiction Services.

⁷³ Specker SM, Carlson GA, Christenson GA, Marcotte M. Impulse control disorders and attention deficit disorder in pathological gamblers. *Ann Clin Psychiatry*. 1995 Dec;7(4):175-9.

Other Addictive Behaviors: Alcohol, Tobacco, Drugs

According to the National Research Council,⁷⁴ problem gamblers are more likely than non-problem players to report problematic levels of consumption of drugs, alcohol and cigarettes.

A recent national study of lifetime gambling prevalence and comorbidity⁷⁵ found that 73.2 percent of pathological gamblers had an alcohol-use disorder, 38.1 percent had a drug use disorder, and 60.4 percent had nicotine dependence.

The reason for this comorbidity (the presence of one or more diseases in addition to the primary disease) may be that alcoholism, substance abuse, smoking and pathological gambling are linked together by the same biochemical-rewards system. If an imbalance occurs in the chemicals that participate in this reward system, the brain may substitute craving and compulsive behavior for satiation.⁷⁶

The most common comorbidity cited by clinicians in our qualitative interviews was alcoholism. According to the Centers for Disease Control, alcohol-use disorders ("AUD"), consisting of either alcohol abuse or alcohol dependency, is the third-leading lifestyle-related cause of death in the US. In 2003, there were more than 2 million hospitalizations and more than 4 million emergency room visits for alcohol-related conditions.⁷⁷

People with alcohol disorders have higher cost and utilization of medical services than persons without such disorders.⁷⁸ In 1998, it was estimated that alcohol-related problems cost every individual in the United States roughly \$683 each year.⁷⁹ Equivalent costs, assuming a 25.26 percent inflation rate from 1998-2007, would be \$856 per person.

A 1998 national telephone survey, conducted by the National Opinion Research Center for the National Gambling Impact Study Commission, found that probable pathological and or problem gamblers had approximately seven times the rate of alcohol dependence than non-gamblers and low-risk gamblers.⁸⁰

Nearly 15 percent of problem gamblers sought help for alcohol or drug use compared to 3 percent of non-problem gamblers, based on results of the Spectrum survey.

⁷⁴ National Research Council. (1999). *Pathological Gambling: A Critical Review*, Washington, DC: National Academy Press.

⁷⁵ Petry NM, Stinson FS, Grant BF (2005): Comorbidity of DSM-IV pathological gambling and other psychiatric disorders: results from the National Epidemiologic Survey on Alcohol and Related Conditions. *Journal of Clinical Psychiatry* 66:564-574.

⁷⁶ Blum K, Sheridan PJ, Wood RC, Braverman ER, Chen TJ, Cull JG, Comings DE. The D2 dopamine receptor gene as a determinant of reward deficiency syndrome. *J R Soc Med*. 1996 Jul;89(7):396-400.

⁷⁷ CDC, Quick stats. General information on alcohol use and health. http://www.cdc.gov/alcohol/quickstats/general_info.htm. (accessed on March 12, 2007).

⁷⁸ Parthasarathy S, Weisner CM, Hu T-W, et al. Association of outpatient alcohol and drug treatment with health care utilization and cost: revisiting the offset hypothesis. *J Stud Alcohol*. 2001;62:89-97.

⁷⁹ National Institute of Alcoholism and Alcohol Abuse. *10th Special Report to Congress on Alcohol and Health from the Secretary of Health and Human Services*. US DHHS June 2000. pg 364-371.

⁸⁰ National Opinion Research Center, 1999.

The health effects of smoking are well documented. The following is a list of known health effects:

- Smoking harms nearly every organ of the body, causing many diseases and reducing the health of smokers in general.⁸¹
- The adverse health effects from cigarette smoking account for an estimated 438,000 deaths, or nearly 1 of every 5 deaths, each year in the United States.⁸²
- The risk of dying from lung cancer is 23 times higher among men who smoke cigarettes, and about 13 times higher among women who smoke cigarettes, compared with non-smokers.⁴³
- Cigarette smokers are two-to-four times more likely to develop coronary heart disease than nonsmokers.⁸³
- Cigarette smoking approximately doubles a person's risk for stroke.⁸⁴
- About 90 percent of all deaths from chronic obstructive lung diseases are attributable to cigarette smoking.⁴³

The effects of second-hand smoke on gamblers and employees at gambling venues have been explored in detail. Some relevant research findings are:

- The average level of cotinine (metabolized nicotine) among nonsmokers increased by 456 percent, and the average levels of the carcinogen NNAL increased by 112 percent after four hours exposure to secondhand smoke in a smoke-filled casino with a "sophisticated" ventilation system.⁸⁵
- Smoke-filled casinos have up to 50 times more cancer-causing particles in the air than highways and city streets clogged with diesel trucks in rush-hour traffic. After going smoke free, indoor air pollution virtually disappears in the same environments.⁸⁶

⁸¹ US Department of Health and Human Services. *The Health Consequences of Smoking: A Report of the Surgeon General*. US Department of Health and Human Services, Centers for Disease Control and Prevention, National Center for Chronic Disease Prevention and Health Promotion, Office on Smoking and Health, 2004 [cited 2006 Dec 5], http://www.cdc.gov/tobacco/data_statistics/sgr/sgr_2004/index.htm.

⁸² Centers for Disease Control and Prevention. Annual Smoking-Attributable Mortality, Years of Potential Life Lost, and Productivity Losses—United States, 1997–2001. *Morbidity and Mortality Weekly Report* [serial online]. 2002;51(14):300–303 [cited 2006 Dec 5]. Available from: <http://www.cdc.gov/mmwr/preview/mmwrhtml/mm5114a2.htm>.

⁸³ US Department of Health and Human Services. *Reducing the Health Consequences of Smoking—25 Years of Progress: A Report of the Surgeon General*. Atlanta, GA: US Department of Health and Human Services, CDC; 1989. DHHS Pub. No. (CDC) 89–8411 [cited 2006 Dec 5], <http://profiles.nlm.nih.gov/NN/B/B/X/S/>.

⁸⁴ US Department of Health and Human Services. *Tobacco Use Among US Racial/Ethnic Minority Groups—African Americans, American Indians and Alaska Natives, Asian Americans and Pacific Islanders, and Hispanics: A Report of the Surgeon General*. Atlanta, GA: US Department of Health and Human Services, CDC; 1998 [cited 2006 Dec 5], http://www.cdc.gov/tobacco/data_statistics/sgr/sgr_1998/index.htm.

⁸⁵ Anderson, K.; Kliris, J.; Murphy, L.; Carmella, S.; Han, S.; Link, C.; Bliss, R.; Puumala, S.; Hecht, S., "Metabolites of Tobacco-Specific Lung Carcinogen in Nonsmoking Casino Patrons," *Cancer Epidemiology, Biomarkers & Prevention*, 12:1544–1546, December 2003.

⁸⁶ Repace, J., "Respirable Particles and Carcinogens in the Air of Delaware Hospitality Venues Before and After a Smoking Ban." *JOEM*, September 10, 2004.

Impact on Relationships

Problem and pathological gambling are associated with interpersonal problems, including arguments with family, friends and co-workers.⁸⁷ Clinicians noted that only a minority of problem gamblers seeking therapy have supportive relationships that survive problems associated with their disorder.

Many times, families are not equipped to cope with financial and social strains that problem gambling creates. This frustration is compounded by a lack of understanding of the nature of the disorder. Failing to recognize it as a disorder, significant others become frustrated, believing that the gambler could choose to stop gambling. By taking such a position, they often fail to assist the problem gambler in identifying the disorder and seeking assistance.

The following is a description of this cycle as described by one of the clinicians in our round-table discussion.

“A lot of people see it as a moral issue. When the bottom does fall out, they come in with shame and embarrassment and guilt, supported by many people in their lives saying ‘this is just you being stupid and weak’ ... that kind of thing.

“We’ve made enough progress with other addictions that even though that still happens, we have a general consensus that addiction is a disease or a disorder or an illness. There is even a general consensus with family members where we hear them say, ‘If you were drinking or using cocaine, I could understand.’”

In a study of family and problem gambling, Lorenz and Yaffee⁸⁸ surveyed 206 married Gamblers Anonymous (“GA”) respondents about their medical and mental health and the health of their marital relationship during the “desperation phase” of their illness, when gambling was at its worse. This is when gamblers often alienate their friends and families.

During the desperation phase, 49 percent of the GA members indicated that their sexual relationship with their spouse was unsatisfactory, while 19 percent reported that their dissatisfaction continued even after they had abstained from gambling. Lorenz and Shuttlesworth found that 50 percent of the respondents indicated that their spouses lost interest in sex during periods of heavy gambling.

They further reported that 48 percent of their 206 married GA respondents stated they had seriously considered having an extramarital affair during their desperation phase; 23 percent reported having done so. Fifty-nine percent indicated they thought about separating from their spouses, and one third of the respondents eventually did separate.

A study involving women married to problem gamblers asked participants to recall emotions and symptoms they experienced when their partner’s gambling was at its worst.⁸⁹

⁸⁷ Shaffer, H.J. & Korn, D.A. (2002). Gambling and related mental disorders: A public health analysis. *Annual Review of Public Health*, 23, 171-212.

⁸⁸ Lorenz, V. C., & Yaffee, R. (1988). Pathological gambling: Psychosomatic, emotional and marital difficulties as reported by the spouse. *Journal of Gambling Behavior*, 4, 13-26.

⁸⁹ Lorenz VC, Yaffee RA. “Pathological gambling: psychosomatic, emotional and marital difficulties as reported by the spouse,” *Journal of Gambling Behavior*. 1988; 4:13-26.

Researchers documented anger or resentment (74 percent), depression (47 percent), isolation (44 percent) and guilt about contributing to the gambling problem (30 percent). Physical complaints included chronic or severe headaches (41 percent) and stomach and bowel ailments (37 percent). In 36 percent of the cases, the gambler wanted the spouse to join him in his gambling activities, and in most of these situations, the spouse complied. Eighty-six percent of spouses contemplated leaving their gambling spouses, and 29 percent did.

The Spectrum survey indicated that 52 percent of significant others of gamblers experienced periods of depression.

Much of the scientific literature on the effects of problem gambling on the family focus on domestic violence, but this is just a small proportion of the harm being done to families. As summarized by one of the clinicians in our round-table session:

“What people don’t understand is the degree of preoccupation in the family. Normal activities around the house stop happening. People aren’t eating together. People aren’t talking to each other. People aren’t nurturing each other, children not doing homework. These are chronic, high stress effects – diminished social family functioning that destroys the kids. As for the kids, they then start doing their own things to cope; they drink and do drugs.”

In our telephone survey, we found:

- 51.8 percent of problem gamblers versus 23.3 percent of non-problem gamblers admitted to having a period of two weeks or longer in their lifetime when they lost interest in most things that they usually enjoyed
- 15.1 percent of problem gamblers versus only 0.2 percent non-problem gamblers admitted that gambling made them careless of their own welfare and that of their families

This lack of interest and family neglect can happen for a range of reasons. A member of Gamblers Anonymous told us in an interview: “Gambling becomes everything to you.”

A problem gambler (female) participating in one of our focus groups related the following: “I would tell my family to meet me at a restaurant, but... I would never show up. I left my family for days. They didn’t know whether I was alive or dead.”

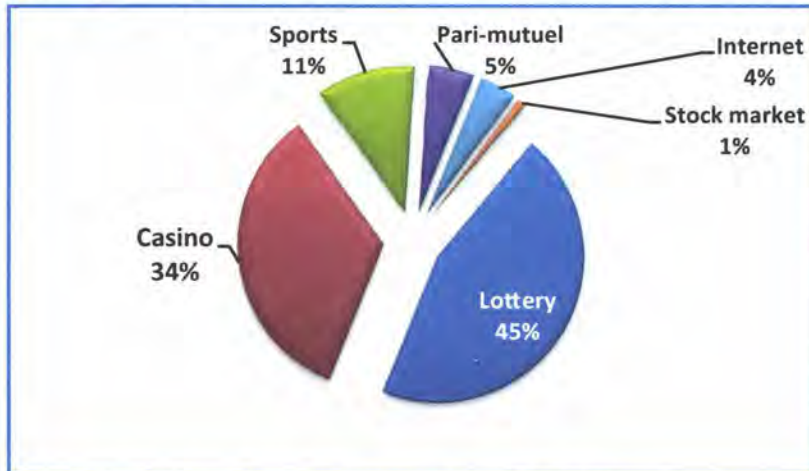
A secondary issue is the guilt and shame with which problem gamblers must cope. A problem gambler in one of our focus groups said: “You lose your kids’ college fund, your mortgage. You are borrowing from friends and family – you are afraid to face them.”

Extending beyond Connecticut boundaries

To ensure a complete understanding of this important issue, it is important to note that problem gambling and its related problems do not stop at municipal or state boundaries. This is illustrated in the following data gleaned from the neighboring Massachusetts Council on Compulsive Gambling.

The Massachusetts Council instituted a 24-hour Helpline in 1987, and since 1989, state law required that all gambling outlets post the number.⁹⁰ The Council reports receiving 1,472 calls to its Helpline in FY 2007, which ended June 30, 2007. The following chart summarizes the type of calls received:

Figure 41: Why People Called MA Council on Compulsive Gambling Helpline



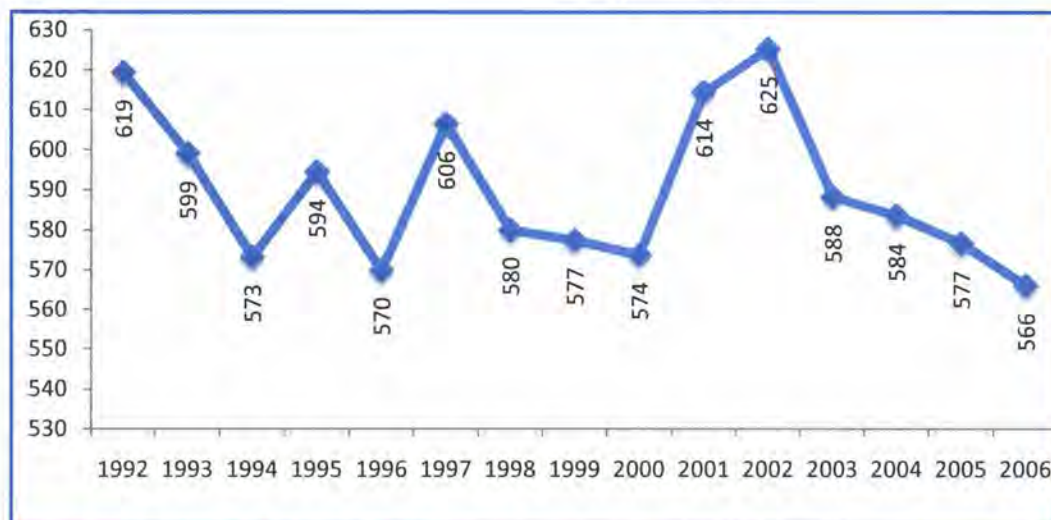
Source: Massachusetts Council on Compulsive Gambling, FY 2007

More than one third of the calls came from people who had gambled at casinos, and those callers live in Massachusetts, a state that does not have casinos. This would lead to the reasonable conclusion that at least some of the costs associated with treating problem gamblers who play at casinos in Connecticut (and elsewhere) are effectively out-sourced to other states.

⁹⁰ Massachusetts Council on Compulsive Gambling.

Abuse and Domestic Violence

Figure 42: Connecticut Domestic Violence Rates per 100,000



Source: State of Connecticut Family Violence Detailed Report 2006

In the Connecticut Uniform Crime Reports, family violence is defined as “an arrest incident in which at least one member of a family or household causes or threatens to cause injury to at least one other member of that family or household.”

Family or domestic violence and addiction have several common features, including loss of control; continuation despite adverse consequences; tolerance and withdrawal; involvement of the entire family; preoccupation or obsession; and defenses of denial, minimization and rationalization.⁹¹

Domestic violence takes many forms: physical violence, sexual abuse, psychological and emotional abuse, social abuse, financial abuse, harassment and stalking. According to a report by the National Research Council, 25 to 50 percent of spouses of compulsive gamblers have been abused.⁹² A study of emergency room cases of intimate-partner violence showed that the odds increased 10.5 times when a partner was a problem gambler.⁹³

The following chart illustrates trends in incidence of domestic violence per 100,000 for Connecticut from 1992 to 2006.⁹⁴

⁹¹ Muelleman RL, DenOtter T, Wadman MC, Tran TP, Anderson J. 2002. Problem gambling in the Partner of the Emergency Department Patient as a Risk Factor for Intimate Partner Violence. *Journal of Emergency Medicine* 23 :307-312.

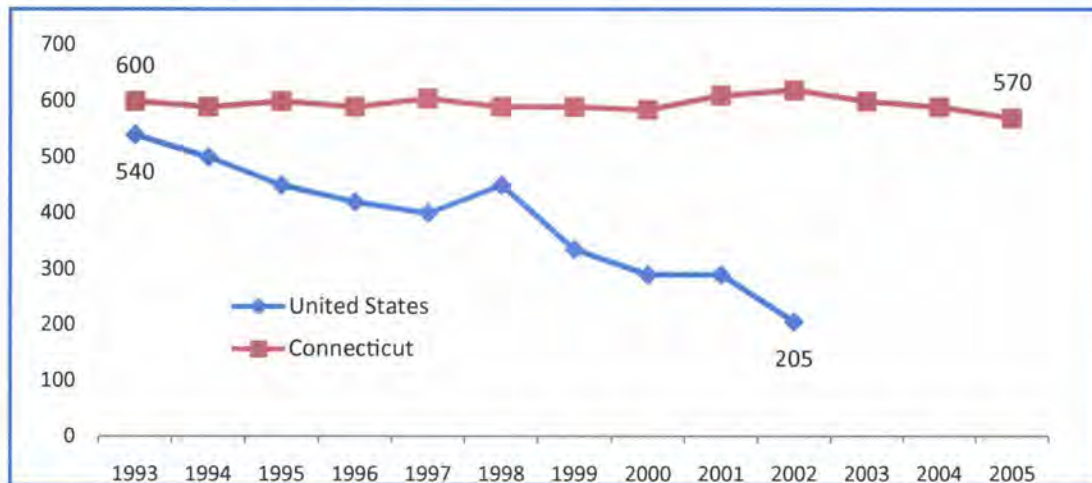
⁹² University of Chicago, National Opinion Research Center . 1999. Gambling impact and behavior study: Report to the National Gambling Impact Study Commission.

⁹³ Muelleman RL, DenOtter T, Wadman MC, Tran TP, Anderson J. 2002. Problem gambling in the Partner of the Emergency Department Patient as a Risk Factor for Intimate Partner Violence. *Journal of Emergency Medicine* 23 :307-312.

⁹⁴ State of Connecticut Family Violence Detailed Report 2006. State of Connecticut Department of Public Safety Division of State Police, Crimes Analysis Unit.

Figure 43: Connecticut Family Violence Rates vs. National Rates

Domestic Violence Rate per 100,000 people



Source: US Department of Health and Human Services, Connecticut State Police, Crimes Analysis Unit

Although almost equal in 1993, state domestic violence rates have stayed relatively stable since that time, while domestic violence rates nationally have dropped on average by 9 percent each year. Statisticians and law enforcement personnel we interviewed could not offer an explanation as to why domestic violence rates in Connecticut differed so much than the national rate.

The most common types of domestic violence perpetuated by problem gamblers are not physical in nature. They are psychological, emotional, social and financial and, therefore, not readily recognized as abuse, even by the victim himself or herself.

It should be noted that domestic violence is one of the most “chronically underreported” crimes.⁹⁵ Only approximately one-quarter of all physical assaults against females by intimate partners are reported.⁹⁶

In FY 2006, 540 Connecticut residents were turned away from shelters due to a lack of beds. The emergency shelters housed 977 women and 949 children during that fiscal year.⁹⁷

Because of the emotional strain, it is likely that a child of a pathological gambler will end up doing poorly in school, manifesting behavioral problems in the classroom or failing to graduate. A supervisor at the Norwich Department of Social Services, speaking as a representative of the department, told us about a number of children misbehaving as a result of a parent’s gambling problem.

One of the clinicians in our round-table session noted the lack of assistance or recognition within the school system for the children of problem gamblers:

⁹⁵ US Department of Justice, Bureau of Justice Statistics, “Criminal Victimization,” 2003.

⁹⁶ Tjaden, Patricia & Thoennes, Nancy. National Institute of Justice and the Centers of Disease Control and Prevention, “Extent, Nature and Consequences of Intimate Partner Violence: Findings from the National Violence Against Women Survey,” (2000).

⁹⁷ Connecticut Coalition Against Domestic Abuse.

“As a child in the school system, you are going to hear, ‘If your parents are getting a divorce, we have help for you.’ If your parent is an alcoholic or an addict, we have help for you. If you are struggling with virtually any problem in your home, there is something here for you.’ But you are not going to hear, ‘If you have a parent or a grandparent or a sibling who is a gambler, there is help for you.’ So what is the likelihood of that kid, who is not going to have an easy time going to anyone, anyway ... is going to ask for help?”

Bland and colleagues⁹⁸ estimated that 17 percent of the children of pathological gamblers were physically and verbally abused. These percentages vary somewhat across studies. Lorenz and Shuttlesworth (1993) estimated that 10 percent of children experienced physical abuse from the pathological gambler. Even if the child is not the direct recipient of the physical abuse, they are still statistically more likely to suffer from long-term physical and mental health problems, substance abuse and the possibility of becoming a victim or perpetrator of violence as a result of witnessing physical abuse in the home.

In our telephone survey, we asked respondents about the effect, if any, gambling had on their lives. The first figure is for gamblers; the second for non-gamblers.

- difficulty sleeping (16.5 percent vs. 1.3 percent)
- irritability (18.8 percent vs. 7.8 percent)
- decrease in ambition (15.1 percent vs. 0.2 percent)
- loss of interest (51.8 percent vs. 23.3 percent)
- lost time from work (11.6 percent vs. 0.1 percent)
- affected reputation (5.9 percent vs. 0.3 percent)

Prevalence studies are designed to measure the extent of problem gambling in a general population. Categories include both problem and pathological gambling. Although problem gamblers in our prevalence study are significantly more likely to lose time from work, this is not the only cost to the employer. It is assumed that an employee who is not absent is being productive. However, even when employees are physically present at their jobs, their work product may often be lacking in quality. It is a phenomenon referred to as “lost (work) productive time,” and is characterized by:

- Time not on task
- Decreased quality of work
- Decreased quantity of work
- Unsatisfactory employee interpersonal factors

These costs escalate the longer that employees are unable to cope with the difficulties that may arise in their personal lives. The compounding of problems is increased by the symptoms of the addiction itself: difficulty sleeping, a loss of interest in anything but gambling and a decrease in ambition.⁹⁹

⁹⁸ Bland RC, Newman SC, Orn H, Stebelski G. 1993. Epidemiology of pathologic gambling in Edmonton, *Canadian Journal of Psychiatry* 38:108–12.

⁹⁹ Jauregui, M. and Schnall, P.L. Work, “*Psychosocial Stressors and the Bottom Line Unhealthy Work: Causes, Consequences, Cures*” Baywood Publishing Company, Inc. Amityville, New York. 2008.

The Connecticut prevalence of problem and probable pathological gambling based on the result of our survey is:

- 3.7 percent SOGS lifetime
- 3.3 percent NODS lifetime
- 1.5 percent SOGS past year
- 1.4 percent NODS past year

As of July 1, 2007, Connecticut's population of residents 18 or older was 2,666,750.¹⁰⁰ Between 60 and 63 percent of problem and probable pathological gamblers are employed full-time based on our prevalence study. We estimate that approximately 23,000 to 57,000 employees are currently costing their employers money through below normal-work quality as a direct result of problem gambling.

Medical Utilization

According to one research study (Morasco, et al.1996), gambling severity has been found to be associated with higher rates of medical utilization, with pathological gamblers more likely to have been treated in the emergency room in the past year than low-risk individuals, even after controlling for demographic characteristics, body-mass index, alcohol abuse and nicotine dependence.

The William W. Backus Hospital in Norwich is the hospital closest to the two Connecticut casinos. Although its charity-care costs are relatively low as a result of casino-provided health coverage for employees, the hospital has experienced significant costs related to treatment of gamblers. Casino patrons have suffered heart attacks, for example, at gaming properties. In some cases, the patrons were either underinsured or not insured at all, causing the hospital to sustain a significant loss of as much as \$1 million.¹⁰¹

A clinician at the Hartford-based Wheeler Clinic, which is part of the Bettor Choice network, told us that the mental health system is being over-utilized because people are coming in for depression and anxiety "and no one asks about gambling." The Wheeler Clinic, founded in 1968, provides other "behavioral health services" for problems involving mental health and substance abuse.¹⁰²

The telephone survey undertaken for this gambling-impact report showed that problem and probable pathological gamblers were significantly more likely than non-problem gamblers to have sought help for mental health issues (25 percent vs. 10.9 percent).

Criminal Justice System

Gambling addictions lead to financial problems and can eventually develop into desperate behaviors, many of which are illegal. In our telephone survey, we found that problem and probable pathological gamblers were significantly more likely than non-problem gamblers to have:

¹⁰⁰ US Census Bureau, 2005-2007 American Community Survey. (accessed on May 19, 2009)

¹⁰¹ Interview with Backus administrators, September 2008.

¹⁰² Wheeler Clinic Online, <http://www.wheelerclinic.org/about.php>, (accessed on April 15, 2009).

- Written a bad check or taken money that did not belong to them to pay for their gambling (13.7 percent vs. 0 percent)
- Committed an illegal act to pay for a gambling debt (27.3 percent vs. 2.4 percent)
- Considered committing an illegal act to finance gambling (8.2 percent vs. 0.6 percent)

Federal and state prosecutors in Connecticut are concerned over a significant increase in embezzlements. There were 43 embezzlement arrests in 1992, the year the first Indian casino opened. In 2007, there were 214. No other state that reported 40 or more embezzlements in 1992 has had a higher percentage increase than Connecticut. The state's increase is nearly 10 times that of the national average. From 1997 to 2007, there were 1,853 embezzlement arrests in Connecticut.¹⁰³ The extent of embezzlements is discussed in detail in another section of this report.

The FBI and state crime reports do not indicate how many of the embezzlements were casino- or gambling-related, but our research shows that some of those who stole from their employer used either part or all of the money to gamble at the two Indian casinos.¹⁰⁴

Among our findings:

- During an 11 year-period ending December 31, 2008, we found 31 newspaper articles involving separate incidents of money embezzled in Connecticut that was used to gamble at the casinos. Some of the incidents involved multiple arrests. There were embezzlements in other states, such as Massachusetts and Rhode Island. They were not included in our review.¹⁰⁵
- The embezzled amount totaled nearly \$8 million.

Overall Impact

Various studies in the past have attempted to measure the economic costs associated with problem gambling, usually referred to as "negative externalities." Negative externalities frequently refer to many of the impacts that we have discussed in this section, such as divorce, bankruptcy, mental and physical health issues, and arrest and incarceration.

It is extremely difficult to quantify and assign such economic costs. Every impact mentioned in this section can be mitigated by a multitude of other factors. And every impact has the ability to interact with other impacts to produce a synergistic effect that is greater than the effect one would expect given its individual components.

In addition, many of the impacts mentioned in this section are not easily quantified, such as emotional and financial abuse or the existence of conflict in a relationship. The difficulty in measuring impact comes from the lack of a standard methodology for measuring the value of these costs.¹⁰⁶ Because of this, a substantial diversity exists in results, with estimates of annual

¹⁰³ Connecticut Uniform Crime Reports, FBI Crime in the United States.

¹⁰⁴ Interviews with prosecutors, local police departments, a review of newspaper articles and discussions with gambling treatment counselors.

¹⁰⁵ FBI, Crime in the United States; Uniform Crime Report, Connecticut State Police (2007 was the last year for which data was available).

¹⁰⁶ Walker, Douglass, "Methodological issues in the social cost of gambling studies." *Journal of Gambling Studies* (2003), 15(3): Pages 149-184, 2003.

costs ranging from \$560 to \$52,000 per problem gambler. All such estimates are based on assumptions and can be interpreted as demonstrating that the impacts of problem gambling are either minor or large.

That being said, the usual manner of calculating impact costs for problem gambling is to multiply the prevalence rate by the population, and estimate the cost per pathological gambler to arrive at a total social cost estimate.

As of July 1, 2007, there were 2,666,750 residents 18 or older in Connecticut.¹⁰⁷ Our survey indicates a probable pathological gambling prevalence rate of 1.2 percent (lifetime NODS) to 1.5 percent (lifetime SOGS). The baseline estimate of for gambling losses is \$13,586 per pathological gambler.¹⁰⁸ It is a figure that has been used to determine the financial costs in several other gambling-impact studies. The losses of the pathological gamblers could therefore range from \$435 million to \$543 million.

Not all of that \$13,586 loss per pathological gambler is a direct monetary cost to the state, but much of it is. Gambling losses represent money that could have been used to pay state and local taxes. There are also the indirect costs of counseling and related services to problem gamblers and their families. An example is the inability of pathological gamblers and their families to pay for hospital services that are often used. There is also a financial impact to the criminal justice system in prosecuting gambling-related crimes.

It would be imprudent to take our estimate as anything more than a ballpark figure. A full cost-benefit study would have to be undertaken to obtain a more accurate estimate of the impact on the state.

¹⁰⁷ US Census Bureau, 2005-2007 American Community Survey. (accessed May 19, 2009)

¹⁰⁸ Grinols, E & Mustard, DB. Business Profitability vs. Social Profitability: Evaluating The Social Contribution Of Industries With Externalities, The Case Of The Casino Industry.

Section III: Critical Analysis of Programs for Treatment of Problem Gambling

Problem Gambling Services

The state of Connecticut's outpatient program, established in 1982 in Middletown, is the oldest, continuously operating program in the nation, according to the National Council on Problem Gambling. It has expanded to include a network of 17 sites that are operated through "The Bettor Choice." Since 1998, the program has been administered by Problem Gambling Services ("PGS"), a division within the Department of Mental Health and Addiction Services ("DHMAS").

The lone state clinic in Middletown saw 100 clients in 1997.¹⁰⁹ In FY 2008, the figure for the 17 Bettor Choice clinics was 922.¹¹⁰

In addition to Bettor Choice, there are a number of other treatment options available for the problem gambler in Connecticut. They range from the use of a for-profit gambling counselor or psychologist to programs at Yale and the University of Connecticut.

PGS receives its money through the "Chronic gamblers treatment and rehabilitation program." The fund consists of contributions from the CLC and OTB facilities. PGS is required "to set aside not less than five per cent" of its funds for a contract with the Connecticut Council on Problem Gambling.¹¹¹ The CLC provided nearly 90 percent of the \$2 million earmarked in FY 2009 for the chronic gamblers treatment fund.¹¹²

Bettor Choice clinics provide services at little or no cost, which is important because problem gamblers and their families are often in debt and unable to pay for treatment. Some services are free; others are billed according to income. The state takes gambling debts into account when establishing ability to pay. Medical insurance may cover all or part of the expense.¹¹³

¹⁰⁹ WEFA GROUP June 1997, *"A Study Concerning the Effects of Legalized Gambling on the Citizens of the State of Connecticut."*

¹¹⁰ Bettor Choice program.

¹¹¹ State Statute, 17a-713.

¹¹² Problem Gambling Services.

¹¹³ Ibid.

Figure 44: Location of Bettor Choice Clinics

Facility name	Locations
Positive Directions	Westport
Connecticut Renaissance	Norwalk, Stamford
Regional Network of Programs: Regional Counseling Services	Bridgeport
Problem Gambling Services	Middletown, Old Saybrook, New Haven
United Community and Family Services	Norwich, Jewett City, New London, Putnam
Wheeler Clinic	Hartford, Plainville
McCall Foundation	Torrington
Morris Foundation	Waterbury
MCCA Outpatient Counseling Center	Danbury, Middlebury

The Problem Gambling Service clinics in Middletown, Old Saybrook and New Haven provided treatment for about half of the Bettor Choice clients in 2008.¹¹⁴

Figure 45: Types of Problem-Gambling Therapy Offered in Connecticut

Does the State fund outpatient therapy?	Yes
Does the State fund residential therapy?	No
Reimbursement method (fee-for-service, capitated...)?	Fee for service, grants
What certificates/licenses are counselors required to have?	Masters level degree LCSW & licensed counselors/therapists

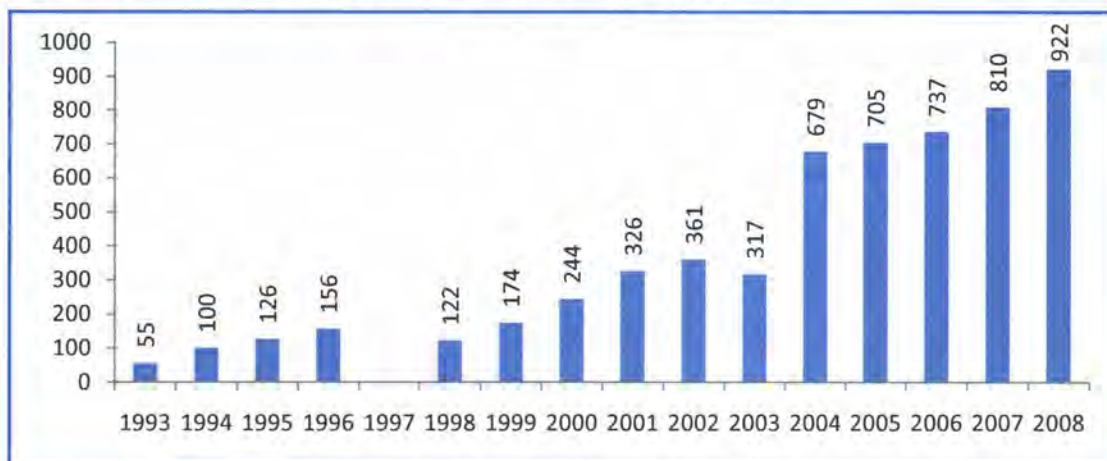
Source: Problem Gambling Services

While the number of clients has significantly increased since 2004, administrators explained that was the year that they developed a comprehensive system to better record client data. Prior to 2004, the different agencies that were part of the program did not keep records as detailed as are currently maintained. Nonetheless, PGS maintains that the increase in clients is still significant.¹¹⁵

¹¹⁴ Bettor Choice program.

¹¹⁵ Ibid.

Figure 46: Clients Enrolled by Year in Bettor Choice Programs



Source: Bettor Choice Program; 1997 data unavailable but WEFA report listed the number as being 100

Most of the treatment facilities receive between 20 to 40 new calls per month. Of these callers, roughly 80 percent pursue treatment. They are generally seen within a week.¹¹⁶ More than 90 percent of the clients are pathological gamblers. One clinician noted: “The people who get there (Bettor Choice) are really ready to do something. ... They’ve hit bottom.”

The length of treatment ranges from two months to two years. Bettor Choice programs offer a range of outpatient services and therapies that include:

- Individual counseling sessions with a therapist for both gamblers and members of their families. (The primary form of treatment offered at Bettor Choice.)
- Group therapy for gamblers and family members. This type of therapy allows for mutual support and problem solving.
- Peer counseling for current gamblers to get support and share experiences with someone who has successfully dealt with the problems surrounding pathological gambling.
- Financial-recovery counseling for gamblers and their families to reduce financial pressures and manage debt.
- Psychiatric consultation and treatment to assess and treat co-occurring conditions such as anxiety and depression that may work as obstacles to recovery.
- Education of gamblers and their families to raise awareness of problem gambling.
- Marital and family therapy to help to improve family functioning. In these sessions, gamblers and their families learn effective communication within a supportive environment.

In addition to outpatient services, one facility, the Midwestern Connecticut Council on Alcoholism’s McDonough House in Danbury, provides a five-day inpatient residential program for problem gamblers. It is meant as a respite for those who cannot reduce gambling between outpatient visits because they lack the support system or coping skills to do so. Clients follow an individualized treatment plan. They occupy two of 20 beds in a substance abuse treatment

¹¹⁶ Ibid.

facility. A client seeking a full-scale residential treatment program that would include a stay of four to six weeks must go out of state.¹¹⁷

Inpatient treatment facilities are important because they “provide a protective environment that includes medical stabilization, support, treatment for psychiatric or addictive disorders, and supervision.” The National Council on Problem Gambling lists 12 inpatient facilities on its web site that meet its guidelines. The closest to Connecticut is Williamsville Wellness in Hanover, Virginia. It offers a four-week program.¹¹⁸

Another facility that is not on the Council list but is closer to Connecticut is the KeyStone Center in Chester, Pennsylvania. It offers an “intensive inpatient” treatment for 10 to 30 days at a cost of \$350 per day.

Forms of Treatment

Psychoanalytic

This approach seeks to understand motivational forces behind behavior and how both cognition and emotion can be translated into gambling behavior. It is based on the idea that all human behavior serves a purpose for those who are participating in the behavior. Even destructive behavior such as problem gambling can be adaptive in some ways, and that if the individual does not deal with the underlying problem, the person will be unable to deal with the disorder on a long-term basis. (Rosenthal and Rugle, 1994) (NAP).

By discovering, acknowledging and dealing with the underlying problem, the individual will more easily be able to avoid self-destructive behavior. For a time, this was the most common form of treatment for pathological gambling.

Behavioral

Behavioral approaches use classical conditioning to accomplish the goals of modifying gambling behaviors. Aversion therapies apply unpleasant stimuli, either physical or emotional, when they engage or think about engaging in the behavior that they are trying to overcome. Desensitization therapies such as imaginal relaxation try to desensitize the gambler to the excitement experienced while gambling, so that it is easier to resist the urge to gamble. Behavioral counseling uses verbal reinforcement of desired behaviors and is used in both individual and group settings. Contingency contracting, which is an extension of this, both rewards desired behavior and punishes undesirable behavior.

Cognitive and Cognitive-Behavioral Therapies

Cognitive and cognitive-behavioral therapies are based on the idea that gamblers have irrational beliefs about gambling risks, an illusion of control, biased evaluations of gambling

¹¹⁷ Problem Gambling Services.

¹¹⁸ National Council on Problem Gambling, “*Inpatient and Residential Treatment Facility List*,” <http://www.ncpgambling.org/i4a/pages/Index.cfm?pageID=3326>. (accessed on April 30, 2009).

outcomes and a belief that gambling is a solution to their financial problems (Ladouceur et al., 1994). These therapies seek to change underlying beliefs about gambling and how to identify and cope with situations that put them at risk for relapse.

Pharmacological Treatments

There is no standard pharmacological treatment for pathological gambling because there is no approved medication.¹¹⁹ Among the medications that have been tested in clinical trials are anti-depressants, mood stabilizers and opioid antagonists.¹²⁰

Addiction Based Treatments

These treatments involve a range of different techniques which were first used for the treatment of other addictive behaviors. They include the use of peer counselors, 12-step meetings, coping strategies for avoiding high-risk situations, gambling triggers and developing problem-solving skills for dealing with urges or cravings. Other aspects of treatment include family therapy and after-care planning, which includes identification of a support system; continuing involvement in Gamblers Anonymous; relapse prevention strategies; a budget and plan for financial restitution; a plan for addressing legal issues; and ongoing individual or group therapy, family therapy and medication.

Bettor Choice Strategies

The clinicians at Bettor Choice reported they employ a range of therapies and techniques. They described a more holistic approach based on the understanding that pathological gambling is a disorder that impacts the individual “mentally, physically, spiritually, emotionally and financially,” and that all aspects must be treated to minimize the possibility of a relapse.

A clinician told us: “We’ve all adopted whatever works, whether you are working individually or with a family or in a group setting. We do a lot around relaxation, stress management and skill development to prevent a return to gambling as a coping strategy. We do a lot of work around social, recreational, leisure, spiritual involvement for support and a lot of trying to get people connected to other types of resources.”

Because of the need for a holistic approach, the clinicians often end up wearing several hats at once: “You become therapist and case manager. You are coordinating a range of interventions, as well as case management, as well as counseling, as well as psychotherapy, as well as family therapy; but you have to do it all because there isn’t the network out there that you would have for other addictions.”

This lack of a network was explained in the following manner by another clinician:

“In other substance abuse and mental illnesses, you often have an infrastructure where you could easily refer to your program’s anger management or whatever

¹¹⁹ Petry NM (2007): Gambling and substance use disorders: current status and future directions. *American Journal on Addictions* 16:1-9.

¹²⁰ Ibid.

you needed. We have to be it. You could refer someone to something where the staff often doesn't have a clue about the person's gambling and oftentimes that can do more damage than good. It is about educating and creating an infrastructure that isn't there yet and at the same time trying to deal with the needs of the client."

Responsible Gaming Programs

The Connecticut Council on Problem Gambling ("CCPG") was responsible for developing the nation's first self-exclusion program at Foxwoods in 1994. Connecticut does not have a state-regulated self-exclusion program like other states; the agreements between the state and the two tribal nations did not address the issue.

Nonetheless, Foxwoods voluntarily agreed to implement one along with a responsible gaming program. So, too, did Mohegan Sun shortly after it opened. Under such programs, literature concerning responsible gaming is made available throughout the casino along with information about self-exclusion. A self-excluded gambler is subject to arrest if he or she gambles at a casino.

With so much information obtained today through online means, both casinos agreed to post responsible gaming material on their websites. But from May 2008 through January 2009, there was nothing on the Foxwoods web site concerning responsible gaming. And if one put "self exclusion" into the search area of the web site during that time period, an application appeared for the Philadelphia Foxwoods property that has yet to break ground.

CCPG Executive Director Marvin Steinberg noted that the Foxwoods website had significant information about responsible gambling on it for a number of years, and patrons could always easily obtain literature on the subject throughout the casino. However, he said a glitch resulted in the removal of responsible gaming information from the Foxwoods website when the site was changed in 2008.

"We are disappointed that this happened," Steinberg told us.

After Spectrum Gaming brought the problem to the attention of Foxwoods executive John Perry, the responsible gaming information was back on the site as of April 15, 2009, when we accessed it. (www.foxwoods.com)

In other states, casinos have been heavily fined for failing to comply with a responsible gaming policy. In Pennsylvania, a casino cannot open unless regulators have first approved such a policy.¹²¹

Meanwhile, Mohegan Sun's web site, <http://www.mohegansun.com>, has had responsible gaming information on its home page throughout 2008 and early 2009. The site was accessed in May 2008, in January 2009 and in April 2009.

Mohegan Sun was involved in the creation of a video for bus patrons that detailed the warning signs of problem gambling such as using food or rent money to gamble and lying to a

¹²¹ Pennsylvania Gaming Control Board.

spouse about it. It was played in December 2008 on buses leaving from Massachusetts cities in Quincy, Allston, Dorchester, Methuen, Lawrence, Lowell, Lynn, Worcester and Malden.¹²²

The passengers watched the message on small DVD screens dubbed in Mandarin, Cantonese, Vietnamese or Khmer, all with English subtitles. Mohegan Sun agreed to play the video at the request of the Massachusetts Council on Compulsive Gambling and helped finance its production.

Casino executives recognize they have an obligation to confront the issue of problem gambling. Jeffrey Hartmann, executive vice president, said Mohegan Sun has made “this part of our business philosophy.”¹²³

Meanwhile, critics of self-exclusion programs say the casinos do not do enough to keep the self-excluded gamblers from returning. Members of our focus groups who self-excluded themselves say they often returned to gamble. One said a casino host berated her for self-excluding herself. Another said she continued to receive promotional materials.

Regulators in Missouri have fined several casinos for sending promotional materials to people on the exclusion list. The tribal gaming authorities at Foxwoods and Mohegan Sun have never imposed a fine for regulatory violations.¹²⁴

A study of Mohegan Sun self-excluded patrons indicated that 20 percent returned to the casino. And of those that did return, one-in-five returned nine or more times.¹²⁵

Non-state Funded Treatment Programs

The most commonly mentioned support group or 12-step program mentioned in our interviews and focus groups was Gamblers Anonymous (“GA”). GA has affiliates in most North American cities and has expanded internationally. Unlike those in Alcoholics Anonymous, GA members must not only help members and provide support for direct gambling cravings, it must also help members face legal and financial challenges. GA, like other support or 12-step programs, does not involve professional intervention. Instead, it relies on peer support. And it is often used as a “way of getting through day-to-day” -- as a long-term maintenance program versus a short-term solution. GA offers free membership to anyone who is a problem gambler or a recovering problem gambler.

GA is “the outgrowth of a chance meeting” in 1957 between two men with gambling problems. They began to meet regularly to discuss their gambling addiction and quickly agreed they needed to make “certain character changes” within themselves. In order to maintain abstinence, they felt it was important to help others. The first GA meeting was held in Los Angeles, California, on September 13, 1957.¹²⁶

¹²² Casino executives, Mohegan Sun.

¹²³ Matt Carroll, “Asian casino goers get mixed message on gambling,” *Boston Globe*, http://www.boston.com/news/local/articles/2008/11/20/mixed_messages/ (accessed on May 22, 2009)

¹²⁴ Interview with officials of the Mashantucket Pequot Tribal Nation and Mohegan Tribe.

¹²⁵ Preliminary evaluation of a self-exclusion program, Marvin Steinberg, Connecticut Council on Problem Gambling (January 1, 2000 through March 21, 2002).

¹²⁶ Gamblers Anonymous, <http://www.gamblersanonymous.org/history.html> (accessed on April 29, 2009).

Traditionally, GA members in Connecticut have been male, middle-aged sports bettors.¹²⁷ According to one of our interview sources within GA, it was with the advent of the casinos that the numbers of women have increased. Now, in some GA meetings, women outnumber men. According to members at the administrative levels of the organization, ethnic minorities are still greatly under-represented.

Almost all participants from our focus groups who were pathological gamblers were GA members. Participants were not recruited because they were members of GA, but, as they explained, almost all interventions eventually lead to GA, which was seen as part of a plan to get one's life back on track. Other ways to seek help are the 2-1-1, state-funded United Way Helpline and professional counseling, such as that offered through the state-funded clinics.

Among focus group participants, there was a belief that there were not enough GA meetings in Connecticut. GA holds 24 meetings a week throughout the state. Alcoholics Anonymous holds 611 weekly meetings.¹²⁸

Gam-Anon is the sister organization for Gamblers Anonymous and is designed to provide support for the spouse, family or close friends of problem gamblers. Gam-Anon helps members work through feelings of resentment and anger. There were five meetings a week in Connecticut as of May 2009. Gam-Anon's prevailing idea is: "The gambler will play as long as someone else will pay."¹²⁹

There are a number of research and treatment centers throughout the state that assist problem gamblers. They include:

- The Problem Gambling Clinic at the Connecticut Mental Health Center, a joint effort of the center and Yale's Department of Psychiatry. It was founded in 1998 to conduct clinical research to help better understand the clinical and biological features of pathological gambling. During the past 10 years, the clinic has seen approximately 300 patients. Treatment is free.
- The Gambling Treatment and Research Center, located at the University of Connecticut Health Center. It was founded in 1998, and its main source of funding is grants from the National Institutes of Health. Treatment is conducted within the context of research studies. The center has treated more than 1,000 individuals with gambling problems. Individualized treatment ranges from eight sessions to six months aftercare, and all treatment is free.
- Asian Family Services in Hartford, the only licensed mental health agency in the state that concentrates on the growing Asian population. It was founded in 1996, and merged in 2007 with the Community Renewal Team. It provides counseling for individuals, groups, couples, families and children. Clinical staff at the facility help clients deal with a number of social problems, including compulsive gambling.
- The Family Intervention Center in Waterbury. It offers individual, family and group counseling and personnel interventions to people who are hurting as a result of emotional pressures or stress. The center specializes in treating chemical dependency

¹²⁷ Interviews with GA officials in Connecticut.

¹²⁸ Ibid, Alcoholics Anonymous, <http://www.aa.org>

¹²⁹ About Gam-Anon, <http://www.gam-anon.org/about.htm> (accessed on May 7, 2009).

but also treats other addictions, including problem gambling. There are set fees for service.

- The Alliance Behavioral Services in Groton. It provides outpatient treatment for gambling addictions among other mental health disorders. There are set fees for services.

Success Rates

Even in periods of remission, pathological gambling is a disorder that may yield a continuing stream of disabilities. This vulnerability to relapse may be effectively treated and kept in check. However, a period in which the individual is relatively free of symptoms does not indicate that the person is free of the disorder. Thus, success in treatment programs can be measured in more than one way.

PGS Director Rugle acknowledged that the agency needs to do a better job of collecting data so that success rates can be more accurately measured. At our request, she developed the following table that shows broad ranges for fiscal years 2003 through 2007. To do the review, administrators manually went through files to assess outcomes.

As the table indicates, roughly 90 percent of Bettor Choice clients reported reduced gambling following treatment. The same percentage continued to be employed while they were treated. About 70 percent reported they were “abstinent” at discharge.¹³⁰ Because the ranges are so wide, it is difficult to track improvement in the treatment of problem gamblers.

¹³⁰ Bettor Choice program.

Figure 47: Bettor Choice Treatment Outcomes

	2003	2004	2005	2006	2007
Percent of clients reporting reduced gambling	88 - 96	82 - 93	83 - 90	70 - 95	89 - 97
Percent of clients abstinent at discharge	66 - 78	53 - 84	47 - 74	40 - 80	63 - 78
Percent of clients free of arrest for criminal behavior during course of treatment	100	89 - 100	96 - 100	99 - 100	100
Percent of clients employed during treatment	94-96	54 - 90	79 - 96	75 - 100	90 - 93

Source: Better Choice Program

The bordering state of Rhode Island does a better job of monitoring its success rates. The program, operated out of Rhode Island Hospital, attempts to contact former patients every six months to assess progress. It posts follow-up research data on its website.

The research found that of 118 patients surveyed, 53 percent abstained from gambling six months after their treatment ended, and 52 percent abstained after 12 months. In another survey of 101 patients, the program reported that the average amount of money lost gambling in the month previous to treatment was \$2,969, compared to an average of \$522 for all patients (including those who have abstained) in the month following treatment.

One of the Bettor Choice facilities – United Community Family Services in Norwich – provided us with additional data to help measure success rates. From July 2005 through November 2008, clinicians at United Community Family Services enrolled 255 Connecticut residents. Our review shows:

- 205 attended three or more sessions, including the initial intake
- 180 clients reported decreased gambling activity
- 90 clients completed their treatment program
- 80 were gambling free three weeks before discharge
- 62 were working at discharge
- 55 were working at intake
- 58 were gambling free during the time clinicians worked with them
- 51 went on to seek additional help through GA or other counseling

One of the factors that affects the success rate at Bettor Choice is the lack of a long-term residential treatment facility. A round-table participant described a GA member who was homeless because he was unable to stop gambling between outpatient visits and GA meetings. The interviewed subject believed that a residential program would have helped him and those like him. Another roundtable participant, the mother of a pathological gambler, related the following:

“Being the mother of a compulsive gambler, I won’t drag out the war stories, but my son did finally ask for help and I met him at a hospital, and I took him in, and he saw the psychiatrist. He was very upset, so I brought him in. He didn’t do drugs. He didn’t do alcohol. He only gambled. There was no place for him in the hospital.

"I took him in on a Friday. They gave him an outpatient appointment for Tuesday of the following week. He was homeless by then. ... As for a mother, finally, you wait years for that one moment. You get excited to talk ... but he has to go. He's only a gambler. If he was an alcoholic, or a drug addict, that would be a different story. I wanted to take him out and pour a bottle of liquor down his throat so that he could get a place."

Connecticut sorely needs an in-patient residential facility that offers more than a five-day respite that can accommodate no more than two problem gamblers at a time. Problem gamblers are forced to go out of state for such treatment, an expensive proposition that results in some of them putting off treatment, according to PGS administrators.

Because GA does not see itself as a "treatment" program per se, it is not prone to refer to itself in terms of "success rates." Members come and go as they please.

Comparing Connecticut to Other States

We compared Connecticut's problem gambling program with those in 17 states, including nearby Rhode Island, Massachusetts and New York. A table detailing the different treatment programs appears at the end of this section.

The most recent data from either FY 2008 or calendar year 2008 indicates that, in terms of per-capita funding and even total spending, Connecticut compares favorably. At 59 cents, it ranks fourth of the 18 states we surveyed. The three states with higher per-capita spending were Oregon (\$1.65), Iowa (\$1.47) and West Virginia (\$1.10.)

Connecticut's spending was more than twice that of New York (\$0.24), three times that of Massachusetts (\$0.17) and almost ten times that of Rhode Island (\$0.06.) It is five times that of New Jersey and Pennsylvania, which both are at about 11 cents, and nearly identical to Nevada (\$0.58) and Louisiana (\$0.58), two states with major commercial casino gaming activity.

Connecticut is one of 18 states with funds set aside for problem gambling therapy.

In other states where casinos have a significant presence, casino funds are often used to pay for such programs. Connecticut's Lottery provides PGS with almost all of its money. In FY 2009, it provided nearly \$1.9 million, or more than 90 percent of its budget.

There are states that do much more to confront problem gambling.

Oregon, like Connecticut, also has tribal gaming, with nine Indian casinos. The Oregon Lottery operates nearly 11,000 video poker machines in 2,077 bars and taverns across the state. It provides 10 percent of its net proceeds for problem gambling.¹³¹

Oregon's promotion budget of \$1.2 million, funded by the Lottery, is more than the total that some states spend on problem gambling. It is equal to about half of the total spent in Connecticut, which comes from the CLC.¹³²

¹³¹ Oregon Department of Human Services.

¹³² Connecticut Problem Gambling Services, Interview with Lori Rugle, executive director of PGS

Spending the money to effectively promote responsible gaming has paid dividends for Oregon. An analysis of Oregon data shows a significant increase in the frequency of Helpline calls when Oregon Lottery's ads for treatment are run.¹³³

Connecticut's failure to promote the Bettor Choice program is one reason why Oregon treats so many more people, according to Chris Armentano, the former director of PGS. The Bettor Choice program promotes itself through:

- The Internet
- Federal and state criminal justice systems
- Other social service agencies
- Gamblers Anonymous and other 12 step groups
- Former clients
- The Phone book
- The Helpline

Oregon's program is widely recognized as the best in the country, according to problem-gambling experts. It includes operation of an extensive quality control and evaluation component, an element that is lacking in Connecticut. It produces an annual report every year, explaining in detail programs offered, success rates and number of people counseled. The FY 2008 report is nearly 200 pages.

Unlike Connecticut, Oregon offers residential treatment. Ninety-nine clients were enrolled in the program in FY 2008. All treatment, including residential, is free to Oregon residents. The state is one of the few jurisdictions to witness a significant expansion in gambling availability and activity without a corresponding increase in problem gambling rates.¹³⁴

Connecticut Helpline calls are answered by trained specialists at the state-funded United Way, toll-free 2-1-1 number. These specialists assist the caller in gathering information, exploring options for treatment and/or providing support. Referrals to treatment services and/or self help groups such as Gamblers Anonymous or Gam-Anon are often made.¹³⁵ But not all operators are specifically trained in gambling addiction treatment, according to PGS.

In contrast to the 2-1-1 Helpline in Connecticut, professional counselors with problem-gambling expertise staff Oregon's Gambling Help-Line. When appropriate, counselors conduct brief assessments and motivational interviews with callers. The counselor then makes referrals based on screening information, clinical judgment and available resources. To facilitate a successful referral, Helpline counselors use three-way calling to place the caller in contact with the referral agency and offer follow-up calls to provide further support.

For FY 2008, Connecticut ranked sixth out of the 18 states surveyed with a total problem-gambling appropriation of \$2,087,850. Oregon ranked first with an appropriation of \$6.19 million, followed by New York (\$4.80 million), Iowa (\$4.41 million), Louisiana (\$2.50 million) and Florida (\$2.09 million.)

¹³³ Oregon Department of Human Services

¹³⁴ Oregon Department of Human Services

¹³⁵ Connecticut Council on Problem Gambling, <http://www.ccpbg.org/abouthelpline.html>. (accessed on April 15, 2009).

Senator Donald Williams Jr., President Pro Tempore of the Connecticut Senate, acknowledged to us in an interview that the state needs to do more to better promote its problem gambling program: “Part of the problem is that we’ve become partners in encouraging people to gamble. Between the lottery and the casinos, gambling is omnipresent in Connecticut, and then somewhere in the fine print we give a number for Gamblers Anonymous.”

Henry R. Lesieur, Ph.D., of the Gambling Treatment Program at Rhode Island Hospital in Providence, developed the South Oaks Gambling Screen in 1987, which is a widely used questionnaire to screen different populations for pathological gambling. He is recognized as an expert in the study of pathological and problem gambling.

Lesieur said Connecticut operates an effective, well-run outpatient treatment program. However, he pointed out many problem gamblers need considerably more than the once-a-week sessions offered to Connecticut residents.

Figure 48: States' Methods of Charging for Problem-Gambling Counseling

State	Reimbursement Method
AZ	Fee-for-service
CT	Fee for service, grants*
IA	Fee-for-Service
IL	Fee-for-service
IN	Capitated rate
LA	n/a
MI	Expense reimbursement
MN	Outpatient: Fee for service Inpatient: Capitated rate
MO	Fee for service
NE	Fee-for-service
NJ	Outpatient and inpatient: Fee for service
NV	Fee for service
NY	Net Deficit funding to 17 outpatient stand alone gambling programs and 20 community-based prevention programs.
OR	fee-for-service
PA	Reimbursement will be between approved providers and the DOH with a Participating Provider Agreement (PPA).
SC	Expense Reimbursement
SD	Fee for service. Contracted out; contracts awarded to agencies.
WA	Fee for service

*Based on ability to pay but collected less than \$2,000 from clients in FY 2008.

Source: Spectrum research

Only five states – Indiana, Minnesota, New Jersey, Nevada and Oregon – directly fund inpatient services to any large extent. Connecticut has one facility funded through the Better Choice Program that offers inpatient therapy, but it is meant to be a respite as the duration is only five days.

Seven states – Arizona, Connecticut, Iowa, Nebraska, New York, Oregon and Washington – provide treatment for family members.

As we noted earlier, both the current and former director of PGS acknowledged that the state needs to engage in outreach to minority groups and obtain the funding to support appropriate services within those communities (Latino, African American, Native American and Asian American).

Connecticut counseled a record 922 clients in FY 2008, but Oregon – with its promotion budget of \$1.2 million – counseled nearly 2,200 problem gamblers.

From 2001 to 2008, the Connecticut General Assembly increased the budget of PGS by 123 percent, from \$932,693 to \$2,077,850. But the increase pales in comparison to the ever-rising number of clients. During the same time period, the caseload increased 656 percent.

Nonetheless, as we noted earlier, Connecticut continues to compare favorably with most other gaming states in terms of per-capita funding and treatment. For example, it had nearly three times more problem gamblers in treatment than New Jersey (325), which has a casino industry roughly twice the size of Connecticut's.

In terms of percentage of funds spent on treatment services, of the 14 states reporting data, Connecticut (59 percent) ranks eighth. It spends 11 percent on administration, giving it a ranking of fourth among the 13 states reporting data.

Numbers from other states show the following:

- Nevada Gamblers Helpline (2007) reported 1,510 calls for assistance, with 1,111 of those calls requesting help and 399 requesting information.
- Louisiana's Problem Gambler Helpline (2007) reported 1,502 intake calls for direct help.
- Iowa's Helpline reported 2,198 callers seeking treatment in FY 2008.
- Mississippi's Helpline received 880 calls in FY 2007 seeking counseling. Three-quarters sought help for themselves.
- West Virginia's Problem Gamblers Helpline (2006) reported 1,316 people seeking assistance for their own or someone else's gambling problem. Of the persons who self-identified to Helpline staff, 68 percent were the gambler; 147 were the spouses or significant others of a problem gambler.

The following table compares programs in various relevant states, followed by state-by-state explanations.

Figure 49: Comparison of Problem-Gambling Services, Funding by State

State (Population)	FY08 Public Funding for Problem Gambling Programs	FY08 Number of problem gamblers counseled	FY07 Gambling Tax Revenues (in millions)	Per Capita Spending on Public Problem Gambling Funds
Connecticut	\$2,087,025	922	\$715	\$0.59
(3,502,309)				
<i>Percentage of funds spent on:</i>				
Administration	11%			
Helpline	5%			
Counselor Training	2%			
Therapy Services	59%			
Prevention	10%			
Media/Public Awareness	4%			
Other Activities	9%			
Colorado	\$156,932	16	\$234	\$0.02
(4,861,515)				
<i>Percentage of funds spent on:</i>				
Administration	10%			
Helpline	0%			
Counselor Training	10%			
Therapy Services	80%			
Prevention	0%			
Media/Public Awareness	0%			
Other Activities	0%			
Florida	\$2,091,275	0	\$1,341	\$0.11
(18,251,243)				
<i>Percentage of funds spent on:</i>				
Administration	15%			
Helpline	22%			
Counselor Training	0%			
Therapy Services	0%			
Prevention	63%			
Media/Public Awareness	0%			
Other Activities	0%			
Illinois	\$960,000	1,053	\$1,458	\$0.07
(12,852,548)				
<i>Percentage of funds spent on:</i>				
Administration	13%			
Helpline	2%			
Counselor Training	3%			
Therapy Services	71%			
Prevention	0%			
Media/Public Awareness	0%			
Other Activities	11%			
Indiana	\$2,000,000	262	\$1,072	\$0.31
(6,345,289)				
<i>Percentage of funds spent on:</i>				

State (Population)	FY08 Public Funding for Problem Gambling Programs	FY08 Number of problem gamblers counseled	FY07 Gambling Tax Revenues (in millions)	Per Capita Spending on Public Problem Gambling Funds
Administration	2%			
Helpline	3%			
Counselor Training	9%			
Therapy Services	22%			
Prevention	9%			
Media/Public Awareness	0%			
Other Activities	55%			
Iowa (2,988,046)	\$4,418,000	947	\$365	\$1.47
Percentage of funds spent on:				
Administration	6%			
Helpline	2%			
Counselor Training	2%			
Therapy Services	50%			
Prevention	9%			
Media/Public Awareness	23%			
Other Activities	8%			
Louisiana (4,293,204)	\$2,500,000	743	\$706	\$0.58
Percentage of funds spent on:				
Administration	0%			
Helpline	14%			
Counselor Training	0%			
Therapy Services	86%			
Prevention	0%			
Media/Public Awareness	0%			
Other Activities	0%			
Massachusetts (6,499,755)	\$1,130,000	144	\$896	\$0.17
Percentage of funds spent on:				
Administration	10%			
Helpline	9%			
Counselor Training	25%			
Therapy Services	3%			
Prevention	17%			
Media/Public Awareness	26%			
Other Activities	10%			
Mississippi (2,918,785)	\$250,000	5	\$332	\$0.08
Percentage of funds spent on:				
Administration	not available			
Helpline				
Counselor Training				
Therapy Services				
Prevention				

State (Population)	FY08 Public Funding for Problem Gambling Programs	FY08 Number of problem gamblers counseled	FY07 Gambling Tax Revenues (in millions)	Per Capita Spending on Public Problem Gambling Funds
Media/Public Awareness				
Other Activities				
Missouri	\$485,000	354	\$680	\$0.08
(5,878,415)				
Percentage of funds spent on:				
Administration	not available			
Helpline				
Counselor Training				
Therapy Services				
Prevention				
Media/Public Awareness				
Other Activities				
Nevada	\$1,500,000	1,120	\$1,035	\$0.58
(2,565,382)				
Percentage of funds spent on:				
Administration	0%			
Helpline	0%			
Counselor Training	12%			
Therapy Services	60%			
Prevention	16%			
Media/Public Awareness	0%			
Other Activities	12%			
New Jersey	\$970,000	325	\$1,300	\$0.11
(8,685,920)				
Percentage of funds spent on:				
Administration	*			
Helpline	*			
Counselor Training	*			
Therapy Services	30%			
Prevention	*			
Media/Public Awareness	*			
Other Activities	*****70%			
New York	\$4,800,000	1,000	\$2,386	\$0.24
(19,297,729)				
Percentage of funds spent on:				
Administration	not available			
Helpline				
Counselor Training				
Therapy Services				
Prevention				
Media/Public Awareness				
Other Activities				
Oregon	\$6,197,680	2,164	\$659	\$1.65
(3,747,455)				
Percentage of funds spent on:				

State (Population)	FY08 Public Funding for Problem Gambling Programs	FY08 Number of problem gamblers counseled	FY07 Gambling Tax Revenues (in millions)	Per Capita Spending on Public Problem Gambling Funds
Administration	8%			
Helpline	4%			
Counselor Training	2%			
Therapy Services	65%			
Prevention	21%			
Media/Public Awareness	0%			
Other Activities	0%			
Pennsylvania (12,432,792)	\$1,500,000	13	\$1,225	\$0.12
<i>Percentage of funds spent on:</i>				
Administration	<i>not available</i>			
Helpline				
Counselor Training				
Therapy Services				
Prevention				
Media/Public Awareness				
Other Activities				
Rhode Island (1,057,832)	\$74,000	60	\$324	\$0.06
<i>Percentage of funds spent on:</i>				
Administration	0%			
Helpline	0%			
Counselor Training	0%			
Therapy Services	100%	Provided to Rhode Island Hospital program		
Prevention	0%			
Media/Public Awareness	0%			
Other Activities	0%			
South Dakota (796,214)	\$244,000	244	\$137	\$0.30
<i>Percentage of funds spent on:</i>				
Administration	5%			
Helpline	0%			
Counselor Training	0%			
Therapy Services	80%			
Prevention	0%			
Media/Public Awareness	0%			
Other Activities	15%			
West Virginia (1,812,035)	\$2,000,000	213	\$659	\$1.10
<i>Percentage of funds spent on:</i>				
Administration	25%			
Helpline	20%			
Counselor Training	10%			
Therapy Services	25%			
Prevention	10%			

State (Population)	FY08 Public Funding for Problem Gambling Programs	FY08 Number of problem gamblers counseled	FY07 Gambling Tax Revenues (in millions)	Per Capita Spending on Public Problem Gambling Funds
Media/Public Awareness	10%			
Other Activities	0%			

Sources: US Census Bureau, Population Estimates, July 2007

Rockefeller Institute of Government

Association of Problem Gambling Service Administrators

Connecticut Department of Mental Health and Addiction Services, Division of Problem Gambling Services

Connecticut Council on Compulsive Gambling, Inc.

Connecticut Division of Special Revenue

Colorado Council on Compulsive Gambling, Inc.

Florida Council on Compulsive Gambling, Inc.

Illinois Department of Human Services, Division of Alcoholism and Substance Abuse

Illinois Gaming Board

Indiana Department of Family and Social Services Administration Division of Mental Health and Addiction

Iowa Department of Public Health, Office of Gambling Treatment and Prevention

Louisiana Department of Health and Hospitals, Office of Addictive Disorders

Massachusetts Council on Compulsive Gambling, Inc.

Massachusetts Department of Public Health, Bureau of Substance Abuse Services

Mississippi Council on Problem and Compulsive Gambling, Inc.

Missouri Department of Mental Health, Division of Alcohol and Drug Abuse

Nevada Department of Health and Human Services

The Council on Compulsive Gambling of New Jersey, Inc.

New York Office of Alcoholism and Substance Abuse Services

Oregon Department of Human Services, Problem Gambling Services

Pennsylvania Department Health, Bureau of Drug and Alcohol Programs, Problem Gambling Treatment Program

Rhode Island Gambling Treatment Program, Rhode Island Hospital

South Dakota Department of Human Services, Division of Alcohol and Drug Abuse

West Virginia Department of Health and Human Resources, Problem Gamblers Help Network of West Virginia

Program description: Connecticut

Public Funding: The Connecticut Chronic Gamblers Treatment and Rehabilitation Fund, in the Department of Mental Health and Addiction Services ("DMHAS"), is supported by dedicated funding requiring the CLC¹³⁶ and pari-mutuel facilities to contribute a portion of their annual revenues. DHMAS in turn allocated \$95,000 in FY 2009 to the CCPG.

Helpline: The 2-1-1 Helpline, operated by United Way of Connecticut, is funded by the state of Connecticut. It provides information and referral on treatment services and local self-help programs. The Helpline is not gambling specific. The CCPG also develops awareness, education and prevention programs. It is primarily funded by the Mashantucket Pequot (\$183,337 in '06) and the Mohegan (\$216,000 in '06) Tribal Nations.

Treatment: DMHAS's Division of Problem Gambling Services oversees the Better Choice program, which consists of gambling-specific clinics at 17 locations. Programs offer outpatient services (individual, group and family therapy, financial counseling and psychiatric consultation). Clinicians hold at a minimum a masters degree. Many have at least five years

¹³⁶ 1996 Public Acts 96-212, 98-250, 99-173, CGS § 12-818.

experience in treating problem gamblers. There is no residential treatment other than a five-day respite program. Some services are free, and others are billed according to income but based on past practice. Bettor Choice has rarely collected money from clients.¹³⁷

Program description: Colorado

Public funding: In 2008, Colorado created a state-funded treatment program. Two percent of the funds in a gaming-tax account set up to compensate local governmental entities for casino impacts are now dedicated annually (\$156,932 in FY 2008) to a Gambling Addiction Account. Beginning in 2009, the Division of Human Services will use this account to award annual grants to fund problem gambling counseling and also professional training, prevention and education. Counselors will be required to be nationally-accredited in gambling addiction.

Helpline: The Lottery and Division of Gaming Enforcement each contribute \$5,124 per year to fund the statewide Helpline, which is overseen by the Problem Gambling Coalition of Colorado. Trained operators refer callers to local treatment providers (not state-funded) who are nationally certified in problem gambling or are state-licensed therapists or social workers.

Treatment: The Coalition awarded a \$31,000 grant (FY 2007) to a separate program at the University of Denver's Problem Gambling Treatment and Research Center. The program provides free outpatient counseling and group therapy sessions.

Program description: Florida

Public funding: The Lottery contributes \$1.1 million and the Department of Business and Professional Regulation -- which oversees pari-mutuel jai-alai and dog/horse racing, simulcast, poker rooms and racinos -- contributes \$690,000 toward problem-gambling programs. Additional funding includes a mandated requirement of \$250,000 per racino per year and a private contribution by the Seminole Tribe of \$100,000 per year. State statute requires all funds to be used for awareness, education and prevention only. No state money is used for treatment.

Helpline: The Florida Council on Compulsive Gambling operates a 24-hour, toll-free Helpline which is staffed by trained specialists. It offers assistance, information and referrals to self-help programs, professional-treatment counselors and financial and legal advisors. The Council, through contracts with the state, is responsible for awareness, prevention/education programs, professional training and research.

Treatment: Helpline callers are referred to private, certified problem gambling treatment counselors or local mental health clinics for treatment. Treatment is on a fee-for-service basis with a sliding scale for income levels. One free consultation session with a compulsive gambling counselor is available to those unable to pay for private services.

Program description: Illinois

Public Funding: The state's program is funded by a General Fund annual appropriation and forfeited winnings (\$550,000 in FY 2008) from self-excluded persons who returned to

¹³⁷ Better Choice administrators.

Illinois casinos. Three non-profit organizations receive the forfeited winnings -- the Council on Problem Gambling, the Institute for Addiction Recovery and the Outreach Foundation.

Helpline: The Helpline is privately funded through voluntary contributions (\$200,000 in FY 2008) from casinos, racetracks and the lottery. Chicago-based Bensinger DuPont & Associates operates it.

Treatment: The Department of Human Services, Division of Alcoholism and Substance Abuse, administers treatment services and certifies problem gambling counselors. The Division offers outpatient counseling, case management and early intervention services to individuals with problem-gambling disorders. There are seven treatment sites throughout the state that follow a manualized treatment protocol to address pathological gambling. Outpatient treatment is available to problem gamblers on a fee-for-service basis.

Program description: Indiana

Public Funding: The state's program is funded through ten cents of the admission tax collected from the 11 casino owners (\$4.2 million). Additionally, a \$500,000 per-year assessment on the state's two racinos is dedicated to the Problem Gambling Fund in the Division of Mental Health and Addiction. By statute, the division must allocate at least 25 percent of the funds derived from the admission tax to the prevention and treatment of compulsive gambling. But much of that money is used for treatment for other substance abuse programs. That diversion of funds will end in 2013.

Helpline: The state contracts with an Indianapolis-based United Way to operate a toll free, 24-hour-a-day Helpline, which is not specific to problem gambling. All callers are assessed and transferred to or given contact information for 20 state-funded, nationally certified problem gambling outpatient treatment providers and/or support services near their communities.

Treatment: State funding for problem gambling outpatient treatment is available for those who meet the financial eligibility criteria, which is determined by the client's income level (283 in FY 2008.) All treatment services (residential not available) are based on a plan developed by the client and a counselor.

Program description: Iowa

Public Funding: The Iowa Gambling Treatment Fund receives 0.5 percent of the gross lottery revenue, 0.5 percent of the adjusted gross receipts from casinos, forfeited winnings from voluntarily excluded persons and annual assessments of \$75,000 from gaming compacts with two Native-American tribes. The fund supports the Office of Gambling Treatment and Prevention in the Department of Public Health. In FY 2008, \$4,418,000 was appropriated to the Gambling Fund, and the balance (\$1,690,000) was redirected to the Division of Addictive Disorders for substance abuse treatment in which gambling clients with substance abuse problems as well receive priority treatment.

Helpline: The Iowa Department of Public Health operates 1-800-BETS-OFF Helpline.

Treatment: The state's program provides specialized gambling outpatient counseling for gamblers, families and other concerned persons through a statewide network. Counseling services are provided on a sliding fee scale. Transitional housing facilities for individuals who

have no other housing alternatives or whose housing alternatives are not conducive to problem gambling recovery are available for problem gamblers at sites in Council Bluffs, Des Moines and Fort Dodge. Clients can also receive help through the phone and email.

Program description: Louisiana

Public Funding: By statute, the lottery, video poker, land-based casinos, riverboat casinos and racinos each contribute a maximum of \$500,000 per year to the Office of Addictive Disorders in the Louisiana Department of Health and Hospitals. The Office contracts with service providers for helpline, assessment, referral, treatment and other services.

Helpline: The state contracts with the not-for-profit Louisiana Association on Compulsive Gambling to operate the Helpline 24-hours-a-day, seven days a week. The operators refer callers to certified compulsive gambling counselors who contract with the state to provide assessments.

Treatment: The level of treatment is based on the assessment. In FY 2008, 686 individuals were treated in outpatient programs, and 57 were treated in a residential inpatient program. The Office for Addictive Disorders operates 10 regional outpatient treatment programs, including five exclusively for problem gamblers. The Association, under contract with the state, operates the Intensive Outpatient Program and the Center of Recovery in Shreveport, which also offers residential in-patient treatment for problem gamblers.

Program description: Massachusetts

Public funding: In the FY 2008 state budget, funds from the Massachusetts State Lottery (\$1 million) and the Massachusetts Racing Commission (\$130,000) were allocated to problem gambling education and treatment services through the Massachusetts Council on Compulsive Gambling, which provides information and referral, public awareness, professional education and advocacy for problem gamblers.

Helpline: The Council offers a toll-free Helpline which provides live confidential caller responses 24-hours a day. Trained specialists staff the Helpline.

Treatment: All treatment funds (\$50,000 in FY 2008) are managed by the Department of Public Health / Bureau of Substance Abuse Services. The Bureau contracts with seven gambling treatment programs to provide specialized outpatient compulsive gambling services for compulsive gamblers and their families. These programs include individual, family and group counseling and case management services. Services are provided on a fee-for-service basis, and the state is the payer-of-last-resort. Indigent clients or those without any health insurance may qualify for state-funding based on a means test. Treatment programs are designed for substance abuse and are not specific to problem gambling.

Program description: Mississippi

Public Funding: The state's program is funded through a voluntary contribution of \$150,000 from the Mississippi Gaming Association and state funding of \$100,000 from the Mississippi Gaming Commission. These funds are allocated to the Mississippi Council on Problem & Compulsive Gambling. The Council provides crisis intervention and referral through

a toll-free Helpline; training and certification of health-care providers; public awareness; and information, research and prevention and education programs for adolescents.

Helpline: The Council contracts with a Louisiana-based service provider to operate the statewide Helpline, which provides information, crisis intervention and referral to 25 GA meetings, 15 regional mental health centers, 21 private treatment providers and 10 consumer credit counseling centers.

Treatment: Out-patient treatment services for problem gambling are not state-funded and are paid for by the individual on a fee-for-service basis. The state mental health centers provide addiction services that are not problem gambling specific. The Council provides free phone-counseling services to five individuals who cannot afford other treatment elsewhere.

Program description: Missouri

Public Funding: Subject to annual appropriation, one penny from the \$2 per person admission fee into Missouri gaming facilities goes to the Missouri Gaming Commission. It is deposited into the Compulsive Gamblers Fund, which is operated by the Missouri Alliance to Curb Problem Gambling. Alliance members include the Missouri Lottery and the Missouri Gaming Commission. The alliance supports public awareness, prevention, education and referral programs.

Helpline: Missouri Gaming Association funds the Helpline, which is managed by Life Crisis Services.

Treatment: The Department of Mental Health, Division of Alcohol and Drug Abuse, oversees treatment programs for compulsive gamblers and their family members. Individuals with gambling problems and their families can receive free counseling services along with referrals for other supportive interventions. Treatment services include individual, group and family therapy. Treatment is offered at 17 state-certified sites. The division also certifies compulsive-gambling counselors.

Program description: Nevada

Source of Funds: The Revolving Account to Support Programs for the Prevention and Treatment of Problem Gambling is funded by a portion (\$2 per slot machine) of the quarterly gaming license fees paid by casinos to the Nevada Gaming Commission. The Advisory Committee on Problem Gambling in the Department of Health and Human Services reviews and recommends requests for grants and contracts for services to provide prevention and treatment.

Helpline: The Problem Gamblers Helpline is funded by the Nevada Council on Problem Gambling. The Helpline is staffed by trained specialists who provide confidential assistance, crisis intervention and treatment referrals.

Treatment: The Department, through the awarding and management of grants to contracted service providers, offers individual and group therapy outpatient treatment conducted by certified problem gambling counselors. The state awards grants to two residential facilities that house about 20 residents. All treatment is based on a sliding income scale.

Program description: New Jersey

Public Funding: New Jersey funds problem gambling education and treatment programs through fines and assessments levied against the Atlantic City casinos and forfeited casino winnings from excluded persons and underage patrons (approximately \$600,000 in FY08.) The state's off-track wagering operators are required to contribute \$200,000 annually. The amount varies from year to year depending on fines and assessments.

Helpline: The Council on Compulsive Gambling of New Jersey, Inc. maintains a toll-free, 24 hour Helpline, 1-800-GAMBLER, to assist compulsive gamblers and other callers by providing immediate and confidential assistance, information and education, and referral services. The Helpline refers callers to different services including legal, financial, self-help programs (45 GA meetings in New Jersey every week) and treatment counselors.

Treatment: The Department of Health and Senior Services, in partnership with the Council, administers compulsive gambling treatment funds through certified counseling and outreach programs. Ten counselors statewide provide fee-for-service outpatient treatment to problem gamblers in all 21 counties. Referrals are for up to 21 sessions. The New Hope Foundation in Marlboro operates a residential treatment program for substance abuse. It maintains two beds for problem gamblers.

Program description: New York

Public Funding: The Legislature appropriated \$4.8 million in FY 2008 from the General Fund to the Office of Alcoholism and Substance Abuse Services ("OASAS"), which has statutory authority for the funding and oversight of gambling treatment and prevention services.

Helpline: The Mental Health Association of New York, under contract with OASAS, operates a toll-free Helpline to provide information and referral to community-based prevention and treatment programs located throughout the state.

Treatment: OASAS plans, develops and regulates the state's system of gambling treatment agencies. It provides aid to counties to support a network of community-based problem gambling outpatient treatment clinics, including 25 stand-alone programs. OASAS contracts with certified service providers, which offer assessments, intervention, screening, family counseling, gambling recovery groups, support group outreach and education, cognitive behavioral therapy and individualized services. It works with 35 community-based problem gambling providers to make available comprehensive education and prevention programs based in schools and communities that operate in a variety of settings, including 2,000 school-based locations throughout the state.

Program description: Oregon

Public Funding: One percent of the Oregon State Lottery's net proceeds are transferred into a Gambling Treatment Fund. The Lottery also provides another \$1.2 million for awareness and education, more than any other state.

Helpline: Problem gamblers can call the Oregon Problem Gambling Helpline or chat live online with a certified gambling counselor. Trained professional staff members are available 24 hours a day to listen, educate, answer questions and refer people to free confidential treatment services. More than 92 percent of Helpline callers were referred to state-funded problem gambling treatment services.

Treatment: The Gambling Treatment Fund is administered by the Oregon Problem Gambling Services in the Department of Human Services. It operates 27 free problem gambling treatment programs. Treatment options include telephone counseling and in-person counseling with a certified gambling counselor (2,065 clients in 2008). Oregon also has a residential program (99 clients in 2008.) The Office of Mental Health and Addiction Services, with the advice of the Problem Gambling Services Advisory Committee, directs funds, oversees the program, sets standards, provides training and monitors program effectiveness.

Program description: Pennsylvania

Public Funding: The Problem Gambling Treatment Program is funded by \$1.5 million (or 0.001) percent of the total gross terminal revenue tax from the state's licensed slot facilities. It is administered through the Compulsive and Problem Gambling Fund in the Department of Health, Bureau of Drug and Alcohol Programs. The department contracts with service providers for public awareness, prevention, research, assistance and outpatient treatment for problem gamblers. The Gaming Control Board created the Office of Compulsive and Problem Gambling to conduct research, develop outreach efforts, administer the self-exclusion program, work with licensees to implement problem gambling programs and promote problem gambling education programs. A facility cannot open unless it has first developed an acceptable responsible gaming program. The office is the only one of its type in the country.

Helpline: The state's Helpline is funded by the Pennsylvania Lottery, through the Council on Compulsive Gambling of Pennsylvania. It is operated by a Chicago-based provider.

Treatment: The department, through contracted providers, has set up a network of 53 approved-service providers to offer outpatient treatment services. The cost of treatment is based on the client's ability to pay with the state the payer-of-last-resort. Treatment is free to those who meet the income criteria.

Program description: Rhode Island

Public Funding: A legislative budget appropriation of \$74,000 in FY 2008 is used to provide outpatient treatment to state residents with gambling problems. The program offers state-supported assistance for the uninsured. The state does not require any contributions from Twin River and Newport racinos.

Helpline: The Rhode Island Lottery Commission funds the Helpline, which is operated by a contracted service provider, Crossroads.

Treatment: The state contracts with Rhode Island Hospital to operate the Rhode Island Gambling Treatment Program within its Psychiatry Department. The program provides a complete evaluation and comprehensive assessment that is designed to address psychiatric, behavioral, financial and family problems associated with problem gambling. Some people are referred to psychiatrists directly connected to the program who can help with medication, if needed. The program includes individual, group and family therapy with licensed clinical psychologists who are gambling specialists. Patients are contacted every six months to assess their continued progress. Program administrators post success rates and other details concerning demographics on a web site.

Program description: South Dakota

Public Funding: By statute, the South Dakota Lottery (\$214,000) and Deadwood casinos (\$30,000), through the South Dakota Commission on Gaming, fund gambling addiction treatment and counseling grant programs. The grants are administered by the South Dakota Department of Human Services, Division of Alcohol and Drug Abuse, and are disbursed through contracts to community service providers.

Helpline: The toll-free Helpline is funded by the state video lottery trade association and is operated through a contracted service provider. All callers are referred to GA groups near their home town.

Treatment: All providers are accredited by Department of Human Services and treatment is on a fee-for-service basis. State-funded services for gambling treatment include: assessment; individual and group counseling; intensive outpatient treatment (nine-plus hours a week); day treatment (clients stay in a half-way house and go to treatment 20 hours a week for an average of 30 days in duration) and inpatient treatment (clients stay at a residential facility and receive services for a minimum of 30 hours a week for an average of seven-to-30 days in duration). In FY 2008, in-patient client stays totaled 665 days.

Program description: West Virginia

Public Funding: The Problem Gamblers Help Network of West Virginia is a program created by the Legislature to identify and provide services to problem gamblers. It is funded by the West Virginia Lottery (\$1 million per year from limited VLT's in bars and clubs, \$500,000 from racetrack VLT's, and \$500,000 from racetrack table games). It is administered by the West Virginia Department of Health and Human Resources. These funds allowed the program to approve every qualified request for problem gambling treatment in FY 2007.

Helpline: A 24-hour, toll-free Helpline offers a confidential telephone screening intake, intervention and referral. Callers are offered information, self-help materials and a referral for a free two-hour consultation with a trained clinician in their local area.

Treatment: Where indicated, referral for outpatient treatment with one of 90 trained counselors (up to 20 sessions for clients and 10 sessions for family members) will be made, and clients are referred to a local consumer credit counselor for free financial assistance services. The state program is the payer of last resort. For those who cannot afford to pay, clinicians provide a treatment plan and request pre-certification of state-funded treatment.

Section IV: Overall Positive, Negative Impacts of Legalized Gambling

Indian Gaming

Since they opened in the 1990s, the Foxwoods and Mohegan Sun casinos quickly emerged as among the most successful casinos in the world. Today, Connecticut's two Indian casinos are true destination resorts.

Foxwoods opened on February 15, 1992, with 170 table games. On January 16, 1993, it began operating slot machines.¹³⁸ It now features 350,000 square feet of gaming space in a facility with 4.7 million square feet of floor space. It has six gaming floors, more than 7,200 slot and video poker machines, a racebook and 400 table games, including 100 poker tables. It also has the world's largest bingo hall. Nearly 36,000 people visit Foxwoods each day.¹³⁹

Foxwoods has 1,416 hotel rooms and suites in three locations in the resort complex. There are 25 food and beverage outlets, including gourmet restaurants, casual dining outlets, bars, lounges and a buffet. Prominent entertainers perform in their 1,400-seat Fox Theater. Foxwoods operates a 55,000 square-foot ballroom and a 30,000 square-foot junior ballroom. It has 25 conference rooms. It owns the adjacent Lake of Isles, the site of two 18-hole upscale public-golf courses.

The MGM Grand at Foxwoods opened Memorial Day Weekend 2008. The \$700 million development includes an MGM hotel tower with 825 guest rooms and suites, a 4,000-seat MGM Grand Theater, a high-energy nightclub and an additional 115,000 square feet of meeting space. The casino offers 60 table games and more than 1,400 slot machines.

The Mohegan Sun opened on October 12, 1996. It operates a 3-million-square-foot gaming resort on a 240-acre site that features a three-story crystal mountain and a 55-foot indoor waterfall. It has more than 300,000 square feet of gaming space on two gaming floors with more than 6,000 slot machines and 300 table games. It has an 11,000-square foot simulcast racebook, 30 food and beverage outlets and nearly 1,200 guest rooms and suites. The facility includes 100,000 square feet of convention space, a 22,300 square-foot Elemis Spa, 130,000 square feet of retail space with 60 retail shops and three entertainment venues with a 10,000-seat arena.¹⁴⁰

Mohegan Sun and Foxwoods contribute millions of dollars to nonprofit causes every year, funding programs from the Connecticut Special Olympics to local youth organizations. In fact, the two Indian Tribes are one of the state's largest sources of charitable contributions.

In April 2008, Foxwoods celebrated its 15th anniversary by providing \$150,000 to 15 charities with each receiving \$10,000: Alliance for Living, Camp Courant, Centro de la Comunidad, CT Children's Medical Center, Gemma Moran Food Bank, Hasbro Children's

¹³⁸ Connecticut Division of Special Revenue, Foxwoods Slot Machine Data, <http://www.ct.gov/dosr/lib/dosr/Foslweb.pdf>. (accessed on May 8, 2009).

¹³⁹ Foxwoods.

¹⁴⁰ Mohegan Sun.

Hospital, High Hopes, Hospice, Martin Luther King Scholarship Fund, Rhode Island Indian Council, TVCCA, Ten year Plan to End Homelessness, WARM Shelter, Women's Center of Southeastern Connecticut and Yale Psychiatric Medical Center.

Foxwoods also made a \$5 million donation to the Mystic Marineline Aquarium.

Mohegan Sun has assisted more than 300 charities and non-profit organizations since its inception, including the 9/11 Widows and Children's Fund, Habitat for Humanity, the Boys and Girls Club of Hartford and the Women's Center for Southeastern Connecticut. Through a charitable partnership with the New York Yankees, it raised \$37,750 toward finding a cure for Muscular Dystrophy by donating \$150 for every double play the Yankees made in 2007. It also helps produce the annual Sun WineFest that raises funds for important charitable organizations such as the American Liver Foundation and The Juvenile Diabetes Research Foundation.

Economic Development

Foxwoods and Mohegan Sun attract money that in turn is redistributed to create new jobs and profits. For example, developers spent millions of dollars to build 24 non-casino hotels in New London County since Foxwoods opened in 1992. The facilities ranged from a small 30-unit motel to a 285-unit Marriott.

We developed a number of assumptions in using computer models to estimate casino-related economic development. Our study assumed that casino employment used as an input was net of any cannibalization or displacement; thus, we based it on any net-market growth. So, for both Foxwoods and Mohegan Sun, we assumed 40 percent of the jobs would come from the displacement of other area businesses.

As a metric to measure the economic impact of the construction projects and the operational phase of the casinos, various basic economic indicators are shown in tables below. These include employment, gross regional product ("GRP"), and personal income, which are all outputs from a model developed by Regional Economic Models Inc. ("REMI") of Amherst, MA. REMI is the company that developed the model, Policy Insight, Version 9.5.34, that was used in this study. It is an econometric model based on Connecticut, and contains 23 industry sectors.

The fiscal impacts included the generation of state and local government revenue that resulted from construction projects and casino operations. The government revenue is obtained through taxes and fees paid by the casino; from employee-income taxes; and from taxes generated indirectly from the income and sales that the casino induces.

GRP is analogous to the national concept of gross domestic product. Gross regional product, a final-demand concept, is equal to consumption + investment + government + (exports – imports). Changes in demand influence GRP, which is most often used to represent change in net economic impact on a region. In this case, it represents the operation of Foxwoods and Mohegan Sun. In simplified terms, it can be said to represent the net economic value to an economy.

Personal income is income that is received by all persons from all sources.

Foxwoods

In calculating the economic impact of Foxwoods and the fiscal impact on state and local government revenue, we collected various data from the casino. The following detail the data and assumptions:

- Spending on goods and services (outside of payroll) from Connecticut firms was \$213 million in 2007.
- Direct state government revenue from the slot-revenue contribution and the regulatory levy equaled \$164 million in 2007.
- Local government revenue totaled \$90.6 million in 2007. This includes \$42.5 million from the municipal portion of the slot-revenue contribution and \$48.1 million from property taxes paid on non-reservation owned property.
- Additional state government revenue is generated by income tax and induced sales taxes. We used a 4.5 percent effective income tax rate to calculate income tax revenue. For sales taxes, we used the 6 percent sales-tax rate to calculate taxable consumption.
- The construction impact takes into account all construction at Foxwoods during 2007 and 2008. In 2007, there were 1,025 direct construction jobs with estimated wages of \$72.8 million. In 2008, there were 1,175 direct construction jobs and wages of \$86.9 million.

Foxwoods recorded more than 13 million casino visits in 2007. The previous gambling impact study put the figure at 16.1 million in 1996. Mohegan Sun did not open that year until October 12.¹⁴¹

The yearly average direct, indirect and induced employment impact for the 2007 and 2008 totaled 1,911 jobs. The number included 1,100 construction workers. The number of jobs created from the workers' consumption (spending of their wages on goods and services) and the number of jobs created from the spending on construction materials and construction services was 811.

The last two factors are considered to be the indirect and induced jobs. The employment multiplier for the construction workers equates to roughly 1.7 jobs per construction job, according to the models we used. A high multiplier is typical in the construction industry, due to the high wages construction workers earn and the large costs associated with construction material. For example, a construction worker who earns a high wage and spends accordingly can support multiple jobs in the lower-paying retail and service sectors.

Foxwoods generated a total construction GRP for 2007 and 2008 of \$268.8 million.¹⁴² The largest contributor to GRP among industry sectors, as expected, was construction. Other large contributors to GRP included real estate services, professional services and retail trade. This was directly related to the increased demand for real estate and construction service professionals (commercial leasing services, engineers, architects, etc.) within the real estate and professional services sectors and from the induced spending in retail goods generated from the construction wages paid to workers.

¹⁴¹ WEFA study, June 1997, Foxwoods.

¹⁴² REMI Policy Insight Model (Calculated from wages paid to construction workers).

Personal income generated during 2007 and 2008 totaled \$261.5 million. The majority of the personal income encompassed the direct wages paid to the construction workers at Foxwoods. The remaining personal income was primarily made up of the wages earned by the workers in the indirect and induced jobs, created as a result of both the purchase of goods and services and the creation of jobs in the retail and service sectors (resulting from increased demand).

The fiscal impact of the construction projects at Foxwoods in 2007 and 2008 included the revenue collected by the state from the income tax and sales tax (direct, indirect and induced). Over the two-year construction period, state tax revenue generated was estimated to be roughly \$15.1 million. Of this total, \$11.8 million consisted of income tax revenue, and the remainder (\$3.3 million) consisted of sales tax.

In addition, the Tribe itself created a nationwide pharmaceutical business, the Pequot Pharmaceutical Network ("PRxN"), which has gross annual revenues of more than \$20 million -- money that flows throughout the community.

Figure 50: Economic Impact (Foxwoods Construction, 2007 and 2008)

2007 figures have been adjusted to reflect 2008 dollars

	2007	2008	Total	Average
Gross Regional Product	\$124,137,170	\$144,684,100	\$268,821,270	\$134,410,635
Personal Income (by place of resident)	\$116,300,000	\$145,200,000	\$261,500,000	\$130,750,000
State Tax Revenue (from income & sales tax only)	\$ 6,741,057	\$ 8,372,373	\$ 15,113,430	\$ 7,556,715

Source: Spectrum research

We also assumed there was \$125.5 million of general state government spending and \$63.4 million in local government spending. This spending was a result of increases in the slot-revenue contribution, regulatory levy and income tax that casino workers paid. Seventy percent of the total direct tax revenue generation was assumed to be spent by state and local governments on various public services, programs and functions in the state; the remaining 30 percent was assumed to be spent on non-payroll-related government expenditures and, thus, was not factored into the economic impact.

In addition, the direct taxes and fees paid by the casino to the state and local government, and the indirect and induced taxes paid by the new workers (income and sales taxes), created new government jobs. The additional taxes collected, as a result of the casino and its impact on the state economy was used to hire new employees to support new public services and programs or enhance existing ones.

Foxwoods generated a total GRP of roughly \$974 million.¹⁴³ As explained above, GRP can be considered the net impact in monetary value on the economy. The impact of the casino on all sectors of the economy showed a positive contribution to the total GRP. A large contributor to GRP is the entertainment sector—a direct impact of the casino. Other sectors that show large contributions include real estate, professional services, retail trade, finance, construction, and administrative support services. This is the result of indirect and induced casino-employee spending and by the casino itself as it flows through the Connecticut economy.¹⁴⁴

Foxwoods generated \$611.1 million of personal income for the residents of Connecticut in 2007. The direct casino wages paid by Foxwoods to its employees, roughly \$337 million, was the largest component of the total personal income. Much of the remaining personal income was represented by wage and salary disbursements for the indirect and induced jobs created by the casino's operation.

The fiscal impact of Foxwoods consisted of state and local government revenue generated by the casino's operation in 2007. Our model outputs were used to determine indirect and induced fiscal impacts, while direct casino tax payments and estimated income tax generation from casino employees were used to determine the direct impacts.

The direct taxes that were applied to the operation included a state slot-revenue contribution of \$201.4 million (of which \$158.8 million is the state government share and \$42.5

¹⁴³ REMI Policy Insight Model (Based on inputs such as employment, wages, non-payroll spending and government spending.)

¹⁴⁴ Spectrum research.

million is the local government share), a state regulatory levy of \$5.2 million, local property tax revenue of \$48.1 million and estimated direct state income tax revenue of \$15.2 million.

In determining the direct state income tax revenue, the casino payroll of \$336.8 million was applied to an estimated effective income tax rate of 4.5 percent. Foxwoods or the state provided all other direct tax revenue figures.

The indirect and induced taxes, which resulted from the indirect and induced jobs and the subsequent spending by the workers, consisted of the personal income tax and the state sales tax. These were calculated using model output figures for personal income and consumption.

The next table displays the results of the fiscal impact of Foxwoods on state and local governments and breaks out the direct tax revenue and indirect and induced tax revenue. The state collected a total of \$198 million in total tax revenue as a result of the Foxwoods casino in 2007. Of the total state revenue collection, \$179 million came directly from the casino and \$19 million was from the indirect and induced effects.

Municipalities throughout Connecticut received \$90.6 million from Foxwoods in 2007 – \$42.5 million from the casino slot contribution, and \$48.1 million from property taxes. The study assumed there were no indirect or induced taxes collected by local governments, since the personal income and sales taxes (the only two taxes measured indirectly) are collected at the state level.

In total, our models estimated that state and local governments in Connecticut received about \$289 million in tax revenue (direct, indirect, and induced) in 2007.

Figure 51: Fiscal Impact of Foxwoods in 2007

Taxes / Slot Contribution	Revenue to State of Connecticut	Revenue to Local Govt.	Total Govt. Revenue
Slot-revenue contribution	\$158,846,160	\$42,534,097	\$201,380,257
Regulatory Levy	\$5,236,335		\$5,236,335
Personal Income tax (Direct)	\$15,159,255		\$15,159,255
Local Property Tax		\$48,100,000	\$48,100,000
Indirect & Induced			
Personal Income tax (indirect & induced)	\$12,340,225		\$12,340,225
Sales tax (indirect & induced)	\$6,799,389		\$6,799,389
TOTAL DIRECT	\$179,241,750	\$90,634,097	\$269,875,847

Source: Spectrum research

We did not include the Mashantucket-Pequot Tribal Nation in our models because the Tribe declined to provide us with a breakdown of spending, other than a list of non-gaming projects funded since the Tribe was federally recognized in 1983. The \$326 million worth of construction included:

- Mashantucket Pequot Museum & Research Center, \$193 million
- Museum parking lot, \$2 million
- Pequot Trail and two phases (five and six) of housing, \$28 million
- Community Center, \$22 million
- Public Safety Building \$18 million
- Housing units, \$5.7 million

- Child Development Center, \$12 million
- Connector Road to casino, \$10 million
- Public Works Complex, plus addition, \$8.5 million
- PRxN (pharmacy building, plus additions), \$5.5 million
- Modular trailer complex (planning and building code departments) \$3 million
- Elizabeth George Road, \$1.5 million
- Post office construction and renovation, \$1 million
- Water storage tank, \$800,000
- Baseball field, \$200,000

Like the Mohegan Tribe, the Mashantucket Pequot Tribe has never disclosed the amount of annual payments made to tribal members. The figure may be as high as \$100,000 for each of the 800 tribal members;¹⁴⁵ more than triple what the Mohegan Tribe members reportedly receive. The Mashantucket Tribe also pays for medical care, college tuition and day care for tribal members.¹⁴⁶

The Tribe's welfare-to-work program, Work ETC (Work, Education, Transportation and Childcare), was developed to return people on welfare to the workforce. It offers financial support, administrative and government support and entry-level positions to some of its participants. Since its inception in 1997, the program has trained and employed more than 150 people.

The program reduces state welfare payments, generates tax revenue and induces new spending for consumer goods.¹⁴⁷

Figure 52: Economic Impact of Casino Operations for Foxwoods, 2007

2007 figure was adjusted to reflect 2008 dollars

	Connecticut
Employment (direct, indirect and Induced)	16,490
Private Sector Employment	14,015
State and Local Government Employment	2,475
Gross Regional Product	974,351,000
Personal Income (by place of residence)	\$611,100,000

Source: Spectrum research

Mohegan Sun

In calculating the economic and fiscal impact of Mohegan Sun in 2007, we used the following data and assumptions for our economic models:

- Spending on goods and services in-state was \$123.8 million in 2007.
- Direct state government revenue from the casino slots contribution and the regulatory levy equaled \$185.4 million in 2007.

¹⁴⁵ Media reports, confidential Mashantucket Pequot Tribal sources, as of the year 2008.

¹⁴⁶ Ibid.

¹⁴⁷ University of Connecticut, Economic Impact of Mashantucket Tribal Nation, November 28, 2000.

- Local government revenue totaled \$49.1 million in 2007. This included \$48.4 million from the municipal portion of the slot-revenue contribution and a \$750,000 payment made to the Town of Montville in lieu of property taxes.
- Additional state government revenue is generated by the income tax and by induced sales taxes. We use a 4.5 percent effective income tax rate applied to personal income to calculate income tax revenue. For sales taxes, we use the 6 percent Connecticut sales tax rate applied to the induced taxable consumption.
- The construction impact takes into account all construction at Mohegan Sun during the 2007 and 2008 period. In 2007, there were 620 direct construction jobs with an estimated total wages paid of \$44 million. In 2008, there were 1,245 direct construction jobs, and wages paid were estimated at \$92.1 million.
- The fiscal impact of the construction projects at Mohegan Sun in 2007 and 2008 included revenue collected by the state from the income tax and sales tax (direct, indirect, and induced). Over the two-year period, state tax revenue generated was estimated at \$12.8 million. Of this total, roughly \$10 million consisted of income tax revenue and the remainder (\$2.8 million) consisted of sales tax.
- Construction activity in 2007 and 2008 involved the expenditure of nearly \$60 million on capital items, another \$200 million on casino construction of Phase III (which has been indefinitely postponed due to market conditions), \$5.3 million on hotel renovations and \$17 million on casino floor renovations.

Figure 53: Economic Impact of Construction in 2007 and 2008 at Mohegan Sun

2007 figures have been adjusted to reflect 2008 dollars

	2007	2008	Total	Average
Employment Total	1,075	2,163		1,619
Direct (Construction)	620	1,245		933
Indirect & Induced	455	918		687
Gross Regional Product	\$75,113,140	\$153,495,400	\$228,608,540	\$114,304,270
Personal Income (by place of resident)	\$70,390,000	\$151,200,000	\$221,590,000	\$110,795,000
State Tax Revenue (from income & sales tax only)	\$ 4,079,064	\$ 8,736,014	\$ 12,815,078	\$ 6,407,539

Source: Spectrum research

In addition to impacts of the Mohegan Sun, the Mohegan Tribe generates a significant positive impact on the Connecticut economy. Mohegan Sun profits provide its members with annual dividend payments. Members receive free counseling, college tuition, health care and day care. The elderly can live in subsidized housing. Casino revenues have been used to maintain the Mohegan culture, operate its own government and purchase a burial ground. All of this, according to senior tribe officials, has significantly improved the quality of life for Mohegans.

Additionally, the Tribe uses casino profits to employ workers, both members of the Tribe and non-members. For example, the Mohegan Tribal Gaming Authority in January 2003 created a subsidiary, Mohegan Sun Basketball Club LLC, to operate the Connecticut Sun, a team that competes in the WNBA. The team plays its home games in the Mohegan Sun Arena.

Through MTIC Acquisitions, Mohegan Tribe controls property assessed at \$7.5 million in Montville that is outside the reservation boundary. Only two other Montville entities pay more in property taxes than MTIC.¹⁴⁸ It should be remembered that the tribes must pay property taxes on land it owns outside the reservations. For example, the Tribe purchased a golf course, the Pautipaug Country Club in Sprague and Franklin, Connecticut.¹⁴⁹ It reopened it in June 2007 as the Mohegan Sun Country Club at Pautipaug. In 2007, the golf course paid \$59,155 to Sprague in real estate taxes and \$39,260 to Franklin, according to tax offices in those two communities.

The Mohegan Tribe purchases goods and services to carry out its functions. The following are assumptions and data inputs used to measure economic and fiscal impact of the Mohegan Tribe:

- Total dividend payments to Mohegan Tribe members were estimated to equal \$56 million in 2007 and 2008. This is based on 2,000 Tribe members receiving an annual average payment of \$28,000 per member.¹⁵⁰
- Mohegan Sun profits are used to fund the salaries of 425 Mohegan Tribal employees (in both 2007 and 2008). The total salary of the workers equaled \$29.3 million in 2007 and \$30.1 million in 2008. In addition, fringe benefits for the workers totaled \$7.2 million in 2007 and \$7 million in 2008.
- Based in data provided to us by the Mohegan Tribe, it spent \$43.2 million in 2007 and \$58 million in 2008 on goods and services purchased from Connecticut firms (this is based on total spending by the Tribe of \$48.6 million in 2007 and \$58 million in 2008). Of that amount, the Tribe spent \$22 million and \$23 million on Connecticut utilities, and \$4.9 million and \$6.2 million was spent on real estate service firms in the state, in 2007 and 2008 respectively. Additionally, the Tribe spent \$16.3 million in 2007 and \$21.5 million in 2008 on various other goods and services (construction, insurance, professional services, health care, and other sectors). Three-quarters of the Tribe's purchases were made in Connecticut.
- Finally, the Mohegan Tribe also spent roughly \$324,000 in 2007 and \$303,000 in 2008 on local property taxes in Connecticut.

As the Mohegan Sun profits are spent, the impacts on the Connecticut economy are substantial. Tribal members and workers will spend their dividends and salaries on goods and services in the local economy, benefiting Connecticut firms through additional sales.

Furthermore, direct tribal spending, to support services and functions that the Tribe provides also flow through Connecticut economy and result in increased demand for local products and services.

As the Tribe distributes casino profits to its members and other non-casino workers of the tribal government through dividends and salaries, that money is spent in the Connecticut economy, helping, in turn, to boost state income tax and sales tax revenue.

The following table shows the economic and fiscal impact of the Mohegan Tribe on Connecticut, resulting from the spending of Mohegan Sun profits.

¹⁴⁸ Montville Tax Office.

¹⁴⁹ Mohegan Tribal Gaming Authority Annual Report, 2007.

¹⁵⁰ Published reports, Spectrum research.

The spending of casino profits by the Mohegan Tribe also results in a total of \$296 million in Gross Regional Product for 2007 and 2008, or a yearly average of \$148 million.

Personal income generated equaled \$129 million in 2007 and \$139 million in 2008. The figure includes direct, indirect and induced income. Direct income includes employees directly on the casino payroll. Indirect income includes employees working for a company hired to do a job at the casino, such as a building maintenance company. Induced income results from the spending of money earned by casino workers on, for example, retail purchases.

State government revenue from the direct, indirect and induced income and sales taxes totals \$7.3 million in 2007 and \$7.8 million in 2008.

Figure 54: Economic, Fiscal Impacts of Mohegan Sun Profits Spent by Mohegan Tribe

2007 figures have been adjusted to reflect 2008 dollars

	2007	2008	Total	Average
Employment (direct, indirect and Induced)	1,095	1,140		1,118
Gross Regional Product	\$146,727,300	\$149,409,000	\$296,136,300	\$148,068,150
Personal Income (by place of residence)	\$129,200,000	\$139,000,000	\$268,200,000	\$134,100,000
State Government Revenue (Income & Sales Tax)	\$ 7,302,837	\$ 7,835,221	\$ 15,138,059	\$ 7,569,029

Source: Spectrum research

In addition, the Mohegan Tribe itself made payments to vendors of \$48 million in 2007 and nearly \$58 million in 2008. Almost 75 percent of the vendors are from Connecticut.¹⁵¹ The bulk of the payments were for utilities (\$22 million). Another \$1.1 million was spent on housing, and \$1 million was spent on day care.

The Tribe has also supported economic development projects throughout the region. For example, the Tribal Council and the City of Norwich created the Sachem Fund in 2007 to promote economic development in the downtown section of the city.¹⁵² The city and the Tribe pledged to contribute \$200,000 for five years. The Sachem Fund Committee, consisting of tribal officials and Norwich residents, has distributed nearly \$600,000 for building programs as well as cultural projects.

The following table shows the economic and fiscal impact that the construction projects at Mohegan Sun in 2007 and 2008 will have had on the Connecticut economy. The yearly average direct, indirect and induced employment impact, across the two years, equaled 1,619 jobs. This number included the average number of direct construction workers, 933, and the number of jobs created from the workers' consumption (spending of their wages on goods and services) and the spending on construction materials and construction services, 687. The last two factors are considered to be the indirect and induced jobs.

Construction at Mohegan Sun generated a GRP in 2007 and 2008 of \$228.6 million.

Personal income for Connecticut residents generated during the two-year period totals \$221.6 million. The majority of the personal income encompasses the direct wages paid to the

¹⁵¹ Ibid.

¹⁵² Mohegan Tribe press release, January 16, 2008.

construction workers at Mohegan Sun. The remaining personal income is primarily made up of the wages earned by the workers in indirect and induced jobs, created as a result of the purchase of goods and services and the creation of jobs in the retail and service sectors (resulting from increased demand).

Figure 55: Economic Impact of Construction in 2007 and 2008 for Mohegan Sun

2007 figures have been adjusted to reflect 2008 dollars

	2007	2008	Total	Average
Employment Total	1,075	2,163		1,619
Direct (Construction)	620	1,245		933
Indirect & Induced	455	918		687
Gross Regional Product	\$75,113,140	\$153,495,400	\$228,608,540	\$114,304,270
Personal Income (by place of residence)	\$70,390,000			
State Tax Revenue (income & sales tax only)	\$ 4,079,064	\$8,736,014	\$12,815,078	\$6,407,539

Source: Spectrum research

Includes construction at Mohegan Sun during 2007 and 2008 only. Assumes 620 direct construction jobs in 2007 and 1,245 direction construction jobs in 2008. Assumes total direct construction wages of \$44 million in 2007 and \$92.1 million in 2008. State tax revenue consists of the income and sales tax only. It was estimated as follows: Income tax is 4.5 percent (the estimated effective rate) of total personal income generated;; sales tax is 6 percent of total taxable consumption (includes 20 percent of food and beverage consumption and 50 percent of clothing consumption).

The economic impact of casino operations at Mohegan Sun was measured for the year 2007. The methodology here is the same as Foxwoods.

We also assumed \$141 million of general state government spending and \$34.4 million in local government spending. This spending was a result of the increase in revenue from the slot-revenue contribution, regulatory levy, and income tax directly associated with Mohegan Sun. As with the study of Foxwoods, 70 percent of the slot-revenue contribution from Mohegan Sun was assumed to be spent by state and local governments on various public services, programs and functions in the state; the remaining 30 percent was assumed to be spent on non-payroll related government expenditures and, thus, was not factored into the economic impact.¹⁵³

In addition to the private-sector jobs that were created, the casino payment of direct taxes and fees to state and local government, and the indirect and induced taxes paid by the new workers (income and sales taxes), created new government jobs. The additional taxes collected by the government, as a result of the casino and its impact on the state economy, were used to hire new employees to support new, or enhance existing, public services and programs.

The next-largest increase in jobs among private sector industries was in construction. This was the result of an increase in capital investments, an increase in demand for housing construction and an increase in construction spending in the government sector on public facilities (this was described in more detail in the Foxwoods section).

Administrative support, waste management services and retail trade round out the next two industry sectors with the greatest employment impact from the operation of Mohegan Sun. This was the result of Mohegan Sun non-payroll spending on goods and services at Connecticut

¹⁵³ Spectrum research based on use of models.

firms and the increased demand for retail goods created by the additional income from the direct, indirect and induced jobs.

Administrative-support services and waste-management services rank second in employment impact for Foxwoods while ranking third for Mohegan Sun. This again may be the result of more leakage out of Connecticut in non-payroll spending on goods and services by Mohegan Sun, as Foxwoods spends more on goods and services at Connecticut firms than Mohegan Sun does.

Mohegan Sun generated a GRP of roughly \$902 million in Connecticut in 2007. All sectors of the economy impacted by the casino showed a positive contribution to the total GRP. The largest contributor to GRP was the entertainment sector – the direct impact of the casino. Other sectors that showed large contributions include real estate, professional services, retail trade, finance, construction, and administrative support services. This was a result of the indirect and induced spending by Mohegan Sun employees and the casino itself, as the spending flows through the Connecticut economy.

Mohegan Sun generated \$585.6 million of personal income for the residents of Connecticut in 2007. The direct casino wages paid by Mohegan Sun to its employees, roughly \$357 million, was the largest component of total personal income. Much of the remaining personal income was represented by wage and salary disbursements for the indirect and induced jobs created by the casino's operation.

Figure 56: Governmental Impact of Mohegan Sun Casino Operations*

Figures have been adjusted to reflect 2008 dollars

	Connecticut
Employment (direct, indirect and Induced)	16,020
Private Sector Employment	13,714
State and Local Government Employment	2,306
Gross Regional Product	\$902,328,200
Personal Income (by place of residence)	\$585,600,000

Source: Spectrum research

*Includes entire resort facility, not just gaming operations

The fiscal impact of Mohegan Sun consists of the casino generation of state and local government revenue in 2007. The direct taxes that were applied to the operation of Mohegan Sun include a slot-revenue contribution of \$229 million (of which \$180.7 million is the state government share and \$48.3 million is the local government share), a state regulatory levy of \$4.7 million, a payment in lieu of property taxes of \$750,000 to the Town of Montville and estimated direct state income tax revenue of \$16.1 million.

In determining the direct state income tax revenue, the casino payroll of \$356.9 million is applied to an estimated effective income tax rate of 4.5 percent. All other direct tax revenue figures were provided by the state or Mohegan Sun.

The indirect and induced taxes consisted of the personal income tax and the state sales tax. These were calculated using model output figures for personal income and consumption.

The next table displays the results of the fiscal impact of Mohegan Sun on state and local governments and breaks out the direct tax revenue and indirect and induced tax revenue. The state collected a total of \$218.3 million in tax revenue as a result of the Mohegan Sun operation

in 2007. Of the total state revenue collection, \$201.5 million was directly from the casino and \$16.8 million was from indirect and induced effects.

In total, state and local governments in Connecticut collected about \$267.4 million in tax revenue (direct, indirect, and induced) in 2007 as a result of the Mohegan Sun operation.

Figure 57: Fiscal Impact of Operational Phase of Mohegan Sun in 2007

Tax / Fee	Revenue to State	Revenue to Local Govt.	Total Revenue to Govt
Slot revenue contribution	\$180,707,552	\$48,387,903	\$229,095,455
Regulatory Levy	\$4,728,294		\$4,728,294
Personal Income tax (Direct)	\$16,058,591		\$16,058,591
Local Property Tax		\$750,000	\$750,000
<i>Indirect & Induced</i>			
Personal Income tax (indirect & induced)	\$10,293,409		\$10,293,409
Sales tax (indirect & induced)	\$6,507,532		\$6,507,532
TOTAL DIRECT	\$201,494,437	\$49,137,903	\$250,632,340
TOTAL INDIRECT & INDUCED	\$16,800,941	\$0	\$16,800,941
TOTAL DIRECT, INDIRECT, & INDUCED	\$218,295,378	\$49,137,903	\$267,433,281

Source: Spectrum research

Nearly 47 percent of the patrons who visited Mohegan Sun in 2007 did not reside in Connecticut. More than one-third resided in either Massachusetts or New York.¹⁵⁴

The result, as the table below shows, was non-Connecticut residents may have paid nearly half of the slot-revenue payments at Mohegan Sun if losses from out-of-town patrons mirrored the percent of visits.¹⁵⁵

Figure 58: Mohegan Sun Visitation by State

2007 casino visits to Mohegan Sun		Pct. from each state
Total visits	10,830,894	
Connecticut	5,750,038	53.1%
New York	2,055,682	19.0%
Massachusetts	1,926,266	17.8%
New Jersey	124,346	1.1%
Rhode Island	372,718	3.4%
Vermont	35,893	0.3%
New Hampshire	183,828	1.7%
Maine	67,057	0.6%
Pennsylvania	38,466	0.4%
Other States	276,601	2.6%

Source: Mohegan Sun

¹⁵⁴ Mohegan Sun Finance Department, October 2008.

¹⁵⁵ Ibid.

Combined Economic and Fiscal Impact of Foxwoods and Mohegan Sun

The following three tables show the combined economic and fiscal impact of Foxwoods and Mohegan Sun casino resorts.

The construction projects at Foxwoods and Mohegan Sun combined in 2007 and 2008 produced an estimated total of 3,530 jobs (direct, indirect and induced), averaged over the two years. Total GRP generated over the two years was \$497 million, and personal income generated by Connecticut residents, for the same period, totaled \$483 million. State tax revenue from the income and sales tax, resulting from the construction projects, totaled almost \$28 million.

Figure 59: Construction Impact for Mohegan Sun and Foxwoods

2007 figures have been adjusted to reflect 2008 dollars

	Foxwoods	Mohegan Sun	Total
Employment (avg. for 2007 and 2008 period)	1,911	1,619	3,530
Direct (Construction)	1,100	933	2,033
Indirect & Induced	811	687	1,497
Gross Regional Product (GRP)	\$268,821,270	\$228,608,540	\$497,429,810
Personal Income (by place of resident)	\$261,500,000	\$221,590,000	\$483,090,000
State Tax Revenue from income & sales tax only	\$ 15,113,430	\$ 12,815,078	\$ 27,928,507

Source: Spectrum research

The economic impact of the operational phase of Foxwoods and Mohegan Sun in 2007 is shown in the table below. The two casinos combined generated an estimated 32,510 direct, indirect and induced jobs in Connecticut in 2007, including 27,729 in the private sector. Total GRP contribution for the two casinos was an estimated \$1.9 billion in 2007, and personal income generation for Connecticut residents totaled an estimated \$1.2 billion.

Figure 60: Economic Impact of Operations Foxwoods and Mohegan Sun, 2007

2007 figures have been adjusted to reflect 2008 dollars

	Foxwoods	Mohegan Sun	Total
Employment (direct, indirect and Induced)	16,490	16,020	32,510
Private Sector Employment	14,015	13,714	27,729
State and Local Government Employment*	2,475	2,306	4,781
Gross Regional Product	\$ 974,351,000	\$902,328,200	\$1,876,679,200
Personal Income (by place of residence)	\$ 611,100,000	\$585,600,000	\$1,196,700,000

Source: Spectrum research

*Includes municipal government employees throughout the state along with all state employees. The REMI model calculations are based on inputs of state and local government spending resulting from tax revenue generated at the casinos. The model does not differentiate between full- and part-time jobs. Only public-sector jobs are included in this category.

The following table shows the fiscal impact on state and local government revenue in Connecticut from Foxwoods and Mohegan Sun. Foxwoods and Mohegan Sun combined to provide an estimated total of \$416.7 million in state government revenue and \$139.8 million in local government revenue in Connecticut in 2007.

Figure 61: Operational Impact for Foxwoods and Mohegan Sun 2007

Tax / Fee	Revenue to State	Revenue to Local Govt.	Total Revenue to Govt
DIRECT			
Slot revenue contribution	\$339,553,712	\$90,922,000	\$430,475,712
Regulatory Levy	\$9,964,629		\$9,964,629
Personal Income tax (Direct)	\$31,217,846		\$31,217,846
Local Property Tax		\$48,850,000	
INDIRECT AND INDUCED			
Personal Income tax (indirect & induced)	\$22,633,633		\$22,633,633
Sales tax (indirect & induced)	\$13,306,921		\$13,306,921
TOTAL DIRECT	\$380,736,187	\$139,772,000	\$520,508,187
TOTAL INDIRECT & INDUCED	\$35,940,554	\$0	\$35,940,554
TOTAL DIRECT, INDIRECT, & INDUCED	\$416,676,742	\$139,772,000	\$556,448,742

Source: Spectrum research

Case study: Atlantic City Linen Supply

Atlantic City Linen Supply (“ACLS”), one of the largest commercial laundry and linen companies in the Northeast, expanded into the New England market as a direct result of Indian gaming in Connecticut. The company, founded in 1986, services most casinos in Atlantic City.

Norwich Business Park officials initially tried to attract a Las Vegas commercial laundry developer to its commercial park, but the effort fell apart after the developer had doubts about its viability. That is when officials at the Norwich Business Park, who had already spent \$500,000 to build a new road, turned to ACLS. The two tribal nations signed on as customers, a prospect that made the project much more enticing to ACLS. The joint venture also made it possible for ACLS to offer better rates to the two tribes.¹⁵⁶ In addition to the tax ratable, the ACLS operation created more than 100 jobs for the Norwich region.

The 35,000-square foot ACLS complex, the company’s second automated-laundry facility, opened in October 2003. Some 40,000 pounds of dirty towels, washcloths, bed linens, tablecloths and napkins from the combined Foxwoods and Mohegan Sun operations, and their subsidiary businesses, are cleaned each day at the \$8 million high-tech commercial laundry.

Local officials, who worked out the agreement between ACLS and the tribes, hailed it as an example of the two tribes working together on a project that benefits not just them but the entire community.¹⁵⁷

The Day of New London jokingly reported that it took truckloads of dirty laundry to bring the two tribes together after a contentious history that covered more than 300 years. The

¹⁵⁶ Interview with Atlantic City Linen Company, October 2008.

¹⁵⁷ Ibid.

10-year joint agreement with the two tribes expires in October 2012. The agreement can be renewed for another 10 years.¹⁵⁸

Without the 3,000-plus casino hotel rooms and 50-plus restaurants, it is clear that the demand for a laundry service would not have been enough to attract a company such as ACLS to come to southeastern Connecticut.¹⁵⁹

Since its opening, the operation has continued to attract new customers throughout New England, including the Hartford Convention Center.

Employment

Before gaming, southeastern Connecticut was a largely rural area with economic activity dominated by the US Naval Submarine Base in New London, defense contractors Electric Boat and United Nuclear, and the global pharmaceutical giant, Pfizer.

In the early 1990s, the region faced an economic crisis when Washington cut back on defense spending and scores of manufacturing plants shutdown. From 1988 to 1993, the region lost approximately 10,000 jobs, including nearly 4,800 manufacturing jobs.¹⁶⁰ From 1993-2003, the region lost another 10,000 manufacturing jobs. At the same time, the presence of the two casinos created 20,000 new service jobs.¹⁶¹

Indeed, the long-term changes endured by the region have become emblematic of larger, unavoidable economic trends. A former New London resident, David Schlesinger, who is now the global managing editor of the Reuters news service, used the lesson of his native southeastern Connecticut to advise his concerned staff how to handle such inevitable change:

"I grew up in New London, Connecticut, which in the 19th century was a major whaling center. In the 1960s and 70s, the whales were long gone and the major employers in the region were connected with the military – not a surprise during the Vietnam era. My classmates' parents worked at Electric Boat, the Navy and Coast Guard. The peace dividend changed the region once again, and now it is best known for the great gambling casinos of Mohegan Sun and Foxwoods and for the pharmaceutical researchers of Pfizer. Jobs went; jobs were created. Skills went out of use; new skills were required. The region changed; people changed. New London, of course, was not unique¹⁶²."

The enormous impact of the casinos is evidenced by the 1995-2007 Norwich-New London's Labor Market Area ("LMA") job-growth rate of 15.9 percent, the highest in the state.¹⁶³

¹⁵⁸ Mohegan Sun 2007 Annual Report.

¹⁵⁹ Ibid.

¹⁶⁰ *The Economic Impact of the Mashantucket Pequot Tribal Nation Operations on Connecticut*, University of Connecticut: Connecticut Center for Economic Analysis, November 2000.

¹⁶¹ *The Governor's Commission for the Economic Diversification Southeastern Connecticut: Final Report*, December 2006.

¹⁶² "The World is Flat," by Thomas L. Friedman, Farrar, Straus and Giroux, 2005. P. 20.

¹⁶³ Source: *Economic Digest*, Vol.13, No.3, Connecticut Departments of Labor and Economic and Community Development.

The Indian casinos accounted for most of the employment growth in the entire state during the past 15 years. Foxwoods and Mohegan Sun are among Connecticut's five largest employers. From 1992 to 2007, the casinos accounted for roughly 15 percent of net job growth.¹⁶⁴

The Indian casinos directly employed more than 21,000 people in 2007, generating an annual payroll of nearly \$700 million. The average annual wage for casino employees was \$33,000. More than 70 percent of them reside in Connecticut, resulting in significant economic activity for the state.¹⁶⁵

Both casinos offer excellent health benefits to employees. They pick up roughly 90 percent of the costs of the health care program, compared to the national standard of 76 percent. The casinos use the benefits package – which includes medical, dental, vision and prescription coverage – to recruit employees.¹⁶⁶ Area businesses told us that they cannot afford to offer the same level of health benefits, making it difficult for them to retain or attract employees.

Administrators at William W. Backus Hospital in Norwich note that its charity care costs have been held down by the excellent health benefits package offered at the two casinos. "It is clear that the impact of charity care would be much greater than it is if it were not for the two casinos," noted Joseph Boucher, director of community services for the hospital. He added, though, that the hospital began to feel a more adverse effect in 2007 as the casinos called on employees to work more hours to obtain health coverage.¹⁶⁷ There were also layoffs at Foxwoods in 2008 that further exacerbated the problem.

In addition, our own research shows an increasing number of casino employees are enrolling in the state-subsidized Husky A insurance program, which provides insurance for uninsured parents, children and pregnant women.¹⁶⁸ As of March 2006, (the latest date for which figures are available), Husky A had 243 Mohegan Sun employees, eighth highest of all employers. Foxwoods had 195, 12th highest in the state.

In terms of direct employment at both casinos, the following table shows the number of jobs and average wages for 2007.

Figure 62: Direct Casino Employment and Wages

	Foxwoods	Mohegan Sun
Employees	10,137	10,810
Average wage	\$33,232	\$33,012
Total payroll	\$336,872,324	\$356,857,585

Our computer models generated a multiplier to show how many indirect and induced jobs the casinos produced. We put the estimated number of indirect and induced jobs at 11,000, creating a total number of nearly 32,000 jobs.

¹⁶⁴ Connecticut Economic Resource Center, Inc. Economic Impact of Native American Gaming in Connecticut.

¹⁶⁵ Mohegan Sun, Foxwoods.

¹⁶⁶ Interviews with casino officials, April 2008.

¹⁶⁷ Interviews with casino officials, August 2008.

¹⁶⁸ Connecticut Husky A insurance program.

The multiplier is the total private sector jobs created in relation to the direct jobs at the casino. For example, Mohegan Sun created 13,714 private sector jobs in Connecticut. The casino itself employs 10,810. The difference is 2,904, which means for each direct casino job an additional 0.27 jobs were created in the private sector.¹⁶⁹

The multiplier is determined by dividing the total jobs generated at the casinos (direct, indirect and induced) by the direct casino jobs. It is the number of direct and induced jobs created for every direct job. The model analyzes wages paid, amount of non-payroll spending on goods and services within the state and the amount of taxes paid to generate the multiplier.

We developed a number of assumptions in using this model. As noted earlier, for example, our study assumes that casino employment used as an input is net of any cannibalization (or displacement), thus we base it on any net market growth. This makes intuitive sense, as any taxes generated by the casinos should take into account any tax *not* received by other, competing properties. So, for both Foxwoods and Mohegan Sun, we assume 40 percent of the jobs would come from the displacement of other area businesses.

Employment comprises estimates of the number of jobs – full-time plus part-time – by place of work. Full-time and part-time jobs are counted at equal weight. Employees, sole proprietors, and active partners are included, but unpaid family workers and volunteers are not included.¹⁷⁰

In addition to the private-sector jobs that are created, the direct taxes and fees paid by the casino to the state and local government and the indirect and induced taxes paid by the new workers create new government jobs. The model takes into account that additional taxes collected by the government, as a result of the casino and its impact on the state economy, are used to hire new employees to support new, or enhance existing, public services and programs.

A study prepared for the Eastern Connecticut Chamber of Commerce in 2007 arrived at conclusions similar to ours. The study estimated that the two casinos were responsible for a total of 29,040 jobs in 2007, about 10 percent less than our figure.¹⁷¹

Mohegan Sun employment by sector

Mohegan Sun executives provided us with a breakdown of average annual salaries by employee sector for 2007.

- 52 senior management, \$298,696
- 108 directors, \$104,502.
- 535 managers \$55,877
- 741 supervisors, \$42,745
- 3,444 dealers and floor persons, \$36,700
- 593 games support, \$26,124
- 1,245 non-games floor support, \$17,951
- 2,114 non-gambling support, \$22,189

¹⁶⁹ Spectrum research.

¹⁷⁰ As defined by Regional Economic Models Inc. (REMI), for use in the REMI Policy Insight Model.

¹⁷¹ Economic Impact of Native American Gaming in Connecticut, June 14, 2007.

- 1,978 general support, \$23,504

Our models show that Mohegan Sun was responsible for generating a total of 16,020 jobs, far more than the 10,810 jobs directly at the property. Casino executives report that at one time or another, more than 13,000 employees worked during 2007 at the casino, but a more accurate figure for employees actually employed at any given time is the 10,810 figure (the difference owing to employee turnover).

Of that figure, 52 senior management employees accounted for a payroll of \$15.5 million; their average salary was nearly \$300,000.

The Mohegan Sun generated \$585.6 million of personal income for state residents in 2007. The direct casino wages paid to its employees, roughly \$357 million, is the largest component of total personal income. Much of the remaining personal income is represented by wage and salary disbursements for the indirect and induced jobs created by the casino's operation.

Foxwoods employment by sector

The data provided to us by casino management showed average annual salaries for the following employee sectors at Foxwoods:

- 14 senior management, \$262,893
- 66 directors, \$114,327
- 247 managers \$70,391
- 1,510 supervisors, \$45,966
- 3,207 dealers and floor persons, \$20,536
- 946 games support, \$26,185
- 830 non-games floor support, \$19,816
- 4,198 non-gambling support, \$28,930
- 283 general support, \$36,464

The estimated direct, indirect and induced economic impact of Foxwoods in 2007 included a total of 16,490 jobs across all sectors of the economy, including 14,015 in the private sector and 2,475 jobs in the state and local government sectors.

The figure is about 60 percent above the number of employees directly employed by Foxwoods.

The 16,490 jobs included the direct casino jobs and the additional indirect and induced jobs created from the employment and operational spending at the casino. For each direct job at Foxwoods, an additional 0.38 jobs are created in the private sector.¹⁷² These induced jobs result from the spending of casino wages by employees in the Connecticut economy and from the spending by the casino itself on goods and services purchased for its operation.

¹⁷² Spectrum research.

Impacts of the Recession

The recent downturn in the economy has demonstrated that the two destination resorts are not recession-proof. Economists say the downturn turned into a recession in December of 2009. In Connecticut, the recession formally took hold in March 2009.¹⁷³

Foxwoods took action on October 1, 2008. It announced a layoff of 700 employees, about 6 percent of its workforce. Management reported that the move was necessary to align payroll costs with current revenue levels.

Just as expansion of casino operations has had a strong positive impact on the state and regional economy, cutbacks also generate strong negative impacts. Those impacts are illustrated in the table below.

The 700 direct layoffs at Foxwoods resulted in a reduction of 976 total jobs in Connecticut, when indirect and induced job losses are factored in. The additional 276 jobs lost (the indirect and induced losses) result from the reduction in spending on goods and services the lost jobs would have otherwise supported. The layoffs result in a \$33.8 million decline in personal income for Connecticut residents and a decrease in the state's GRP of roughly \$50.8 million. The loss of jobs will also result in lost revenue for the state of Connecticut; estimated at \$1.9 million (this includes the loss of income and sales taxes only).

Figure 63: Economic and Fiscal Impact of Foxwoods Layoffs

	Connecticut
Employment (direct, indirect and Induced)	-976
Gross Regional Product	-\$50,760,750
Personal Income (by place of residence)	-\$33,840,000
State Government Revenue (income and sales tax)	-\$1,905,061

Source: Spectrum research

Mohegan Sun officials reduced salaries to avoid layoffs. The cuts involved 4 percent for hourly workers to 10 percent for top executives. They took effect February 1, 2009. In addition, a four-year, \$925 million expansion has been put on hold, delaying the largest phase, \$735 million, of the project.

The salary cuts at Mohegan Sun have a far smaller direct impact on the Connecticut economy than the layoffs at Foxwoods, since there has been no direct job loss at Mohegan Sun (as of December 2008.) The table below shows the economic and fiscal impact of the Mohegan Sun salary cuts on the Connecticut economy.

In modeling the salary cuts at Mohegan Sun, we assumed that senior managers and directors sustained a salary cut of 10 percent while the salaries of all other workers were cut 4 percent; this resulted in an estimated loss of \$15.5 million in total wages paid by the casino. We made those assumptions based on media reports of the salary cuts.

The reduction in wages resulted in a loss of 92 jobs, as casino employees purchased fewer goods and services. The loss cut GRP by \$8.1 million, and personal income for

¹⁷³ Jungmin Charles Joo, Connecticut Department of Labor, "March 2009 Economic Digest,"

Connecticut residents fell \$16.8 million. The salary cuts were also estimated to result in a reduction in state government revenue of \$957,422, from lost income and sales taxes.

Figure 64: Economic and Fiscal Impacts of Mohegan Sun Salary Cuts

	Connecticut
Employment (direct, indirect and Induced)	-92
Gross Regional Product	-\$8,144,706
Personal Income (by place of residence)	-\$16,770,000
State Government Revenue (income and sales tax)	-\$957,422

Source: Spectrum research

The Sachem Fund is a victim of the recession. City Council in Norwich cut the city's contribution from \$200,000 to \$50,000 in the 2010 budget. The Mohegan Tribe is expected to make a similar cut. City Council hopes to restore full funding for the economic development program in future years.¹⁷⁴

The Need to Diversify Workforce

Despite the creation of more than 30,000 direct and indirect jobs as a result of the presence of the two casinos, policymakers need to be concerned about the over-reliance on service-sector jobs, which account for eight out of every 10 jobs in southeastern Connecticut.¹⁷⁵

Without appropriate employment opportunities to match the increasing education level of the region's population, much of the workforce has and will be forced to go elsewhere to find suitable work. There is also a concern that the region has become as dependent on the tourism and the entertainment industry as it once was on the defense industry.¹⁷⁶

The average salary (1993-2003) of the region's service jobs was \$33,000, compared to \$67,000 for manufacturing jobs.¹⁷⁷ From 2001 to 2006, the region lost 2,357 jobs that paid \$65,000 or more.¹⁷⁸ The loss of high-wage manufacturing and skilled professional jobs continues to be a threat to the regional labor market. From August 2007 to August 2008, the region lost another 300 manufacturing jobs and the overall job growth rate was flat.¹⁷⁹

The casino generated economic growth produced unintended consequences. The Eastern Connecticut Workforce Investment Board, for example, noted that the "big picture" is missed if the focus is only on job creation.¹⁸⁰ Many of the region's laid-off defense and manufacturing workers shifted careers to take jobs in the service sector. Many became underemployed or

¹⁷⁴ Claire Bessette, "City Cuts Sachem Fund By 75 Percent, The Day.Com, May 5, 2009.

¹⁷⁵ Housing A Region in Transition, Southeastern Connecticut Council of Governments.

¹⁷⁶ Regional Plan of Conservation and Development 2007, Southeastern Connecticut Council of Governments.

¹⁷⁷ Source: *The Governor's Commission for the Economic Diversification Southeastern Connecticut: Final Report*, December 2006.

¹⁷⁸ Source: *Workforce Watch 2008: Investing in Our Future*, Eastern Connecticut Workforce Investment Board.

¹⁷⁹ Source: *Economic Digest*, Vol.13, No.10, Connecticut Departments of Labor and Economic and Community Development.

¹⁸⁰ Eastern Connecticut Workforce Investment Board, *Workforce Watch 2008*.

worked two jobs to keep pace with the rising cost of living and the widening gap between wages and housing. This has led to a steady outmigration of the region's educated and technically skilled workers.¹⁸¹

Workers in eastern Connecticut have lower-wage jobs than workers in other areas of the state. From 2001 to 2006, wages, adjusted for inflation, increased across the state, but in the eastern area, they remain fairly constant and are \$13,166 below the statewide average.¹⁸²

In November 2005, Governor M. Jodi Rell created the Commission for the Economic Diversification of Southeastern Connecticut. The commission was created after the state's successful effort to remove Submarine Base New London from a list of bases proposed for closure by the Base Realignment and Closure ("BRAC") agency.

The commission was charged with finding ways to make the submarine base a less likely target for future closure efforts and at the same time build a stronger regional economy by diversifying the region's workforce. The commission concluded in December 2006 that despite remarkable job growth and comparatively low unemployment, the region was overly dependent on just a few employers and "faces imminent and growing challenges to its economic future." The report cautioned that:

- The Naval Submarine Base New London is likely to be targeted again during the next round of the BRAC process, which may begin in a few years.
- Electric Boat and Pfizer, which have both downsized during the past decade, must deal with unstable economic conditions and a rapidly changing workforce.

The commission noted that, "unfortunately, up to this point, the lack of public will and resources have limited opportunities to use the momentum of recent economic growth to propel the region into a new era of economic vitality and stability."

The governor's commission calls on state, regional and municipal leadership to "collaborate to identify sources of financial support" for workforce development initiatives. The report recognizes that "public and private investment dollars are scarce and must be carefully allocated among many competing interests." The report stated that its proposals "must be addressed as part of a multi-year plan, requiring legislative approval and the involvement of many parties."

Many other jurisdictions have used the legalization of gaming as an appropriate catalyst to advance public policies and achieve specific policy goals. As a matter of sound public policy, Connecticut might want to consider a legislative initiative that would use some of the monies it derives from casino gaming to fund the expansion and implementation of workforce development programs for southeastern Connecticut.

The failure to address issues on a regional basis has prevented Connecticut, and particularly southeastern Connecticut, from maximizing its potential to foster economic development.

As Montville Mayor Joseph Jaskiewicz, Workforce Council Chairman, noted, "Municipalities accustomed to competing for a tax base will need to begin to view the entire

¹⁸¹ Ibid.

¹⁸² Ibid.

region as a shared resource that provides the human and physical capital for economic growth. Likewise, municipalities must seek new ways of sharing both the benefits and impacts of economic development if the region is to prosper.”¹⁸³

The Southeastern Connecticut Council of Governments (“SCCOG”) argues that economic development must be promoted through multi-municipal regional organizations. The issue of home rule in Connecticut, discussed in other sections of this report, has also impacted natural resources such as water supply. As SCCOG points out, the region’s resources are fragile and need protection to ensure future viability.

Tribal Impact on State’s Tourism Strategy

Connecticut tourism, spread across five regional tourism districts, is a \$9 billion-a-year industry.¹⁸⁴ That represents a nearly fourfold increase over the 1988 figure. Tourism contributes \$1.15 billion dollars to state and local governments. Connecticut spent \$2.1 million to promote tourism in 1988, \$5.5 million in 2006, but only \$3.8 million in 2008.¹⁸⁵

Having five tourism districts creates fragmentation and redundancy in promoting tourism, according to Len Wolman, chairman and CEO of Waterford Group, an organization that operates a number of hotels and restaurants in southeastern Connecticut. The state should have one central public organization working in concert with one central private organization to promote tourism, he said. That way, he added, tourism could be promoted with one unified, clear message. The result would be a significant cost savings that could be used to further advance marketing and promotional efforts, he said.

Furthermore, Mr. Wolman would like to see the state make a larger and more permanent funding commitment to market tourism.

Wolman noted the two Indian casinos have had a positive impact on tourism. It spurred his company to invest millions of dollars in new hotel/restaurant construction in eastern Connecticut. Without the presence of the casinos, the investments would never have happened, he said. Many of the Waterford Group hotels run shuttles to the casinos.

Tourist spending occurs in such categories as lodging, recreation, meals, shopping, fuel, transportation, marina sales and tribal gaming. In 2006, Connecticut’s spending to promote tourism ranked 40th in the country. Overall, Connecticut’s tourism industry represents (2006 data) \$7.9 billion dollars of gross state product, \$5.4 billion dollars of personal income and accounts for 110,775 jobs.

Mystic, which stands out as an anchor and brand of non-casino tourism in the area, was building a new marketing campaign in the summer of 2008 around the “Exit 90” slogan.

¹⁸³ Ibid.

¹⁸⁴ Connecticut Tourism officials.

¹⁸⁵ Ibid.

The maritime-related tourism activities and casino facilities have combined to make tourism the dominant industry in southeastern Connecticut.¹⁸⁶ The tourism industry cluster, led by the tribal casinos, accounts for nearly one-third of the estimated \$4 billion of the Norwich-New London regional economy. It employs more than 30,000 people.¹⁸⁷

Southeastern Connecticut has become a major gaming destination as well as meeting and convention location in the Northeast. Both Foxwoods and Mohegan Sun, over the last decade, have successfully positioned themselves as first-class sites. Notably, Connecticut's Commission on Culture and Tourism no longer budgets for the marketing of conventions in the state¹⁸⁸.

The Hartford Convention Center and the tribal casino meeting facilities have evolved into effective competitors of sorts. Scott Phelps, the president of the Greater Hartford Convention Bureau, told us in a 2008 interview, "We piggyback on the marketing done by the casinos – we do OK midweek, but a lot of meetings shift to the casinos on Friday, Saturday and Sunday."

The casinos are positioned to handle larger conventions than Hartford, since they can draw upon a considerably larger number of hotel rooms. Additionally, in our experience in various markets, conventions and meetings that are directly tied to casino hotels enjoy an inherent marketing advantage, as meeting planners view gaming as an important entertainment amenity. The casinos have more flexibility in subsidizing some meeting costs, and use that as a strong incentive to attract business. Policy prevents the Hartford Convention Center from negotiating such incentives. Yet, overall, Phelps said that he believes the casinos are a net positive for tourism.¹⁸⁹ Phelps explained that Hartford has positioned the casinos as a nearby Hartford attraction (e.g., many spouse programs at meetings and conventions in Hartford offer transportation to the casinos).

But the story is a different one for civic centers that were previously able to fill up their seats with stars such as Billy Joel. The former Hartford Civic Center, now known as the XL Center, and similar centers that hosted concerts, have found it difficult to compete with the two casinos. At one time, for example, Hartford, staged as many as 50 concerts a year. A promoter said the Center now is lucky to host 10 concerts a year.¹⁹⁰

Even though the XL Center can accommodate 16,000 people, more and more performers are electing to hold their concerts at the casinos, which can seat no more than 10,000. "We don't outbid the civic center," said Mitchell Etes, president and chief executive officer of Mohegan Sun. "We are competitive with the (XL) Center, but the artists come here for soft reasons."¹⁹¹

¹⁸⁶ Southeastern Connecticut Enterprise Region, September 2008 Travel/Tourism Indicators Report and *The Day*, November 22, 2006.

¹⁸⁷ US Department of Commerce, Bureau of Economic Analysis, Metropolitan Areas <http://www.bea.gov/regional/gdpmetro/action.cfm> and Southeastern Connecticut Enterprise Region, Economic Information Summaries and "Tourism Figures Improve in Eastern Connecticut," *The Day*, November 22, 2006.

¹⁸⁸ Spectrum interview with Commissioner.

¹⁸⁹ Interview with Scott Phelps, President, Greater Hartford Convention Bureau, October 30, 2008.

¹⁹⁰ *Hartford Business Journal*, August 2008.

¹⁹¹ Ibid.

Mohegan Sun is ranked 10th in the world and sixth in the nation in number of concerts hosted.¹⁹² In 2007, patrons set an all-time record at Mohegan Sun when they paid more than \$45 million to see entertainment events at the destination facility.

Attendance is also off at the Comcast Theatre in Hartford, formerly known as the Meadows Music Theater and more recently as the New England Dodge Music Center. The indoor/outdoor amphitheater owned and operated by Live Nation, can accommodate 25,000 people. It was expected to host as many as 50 outdoor shows and 30 indoor shows every year. It hosted about 20 concerts in 2008, well off the 34 concerts hosted in 1997.^{193 194}

The 2008 Survey of Eastern Connecticut Businesses stated that eastern Connecticut businesses believe tourism is the most important industry in the area. The two tribal casinos were identified as “keystones” to the regional tourism industry. They were viewed by 44 percent of the respondents as having a positive impact on the region. Only 16 percent cited the casinos as having a negative impact on the region. Furthermore, 45 percent of those surveyed believed state government should increase funding for state tourism marketing and advertising.¹⁹⁵

Virtually all of the individuals representing tourism and marketing in Connecticut that we interviewed for this study said the casinos have brought a new level of entertainment, recreation and additional development potential to the state.

Another important new tourism attraction at Foxwoods is the \$193 million Mashantucket Pequot Museum and Research Center. It is the world's largest and most comprehensive Native American museum. Four acres of exhibits depict 18,000 years of Native and natural history. The Museum also houses two libraries, including one for children. It explores centuries of tribal history and explains Native American life in the rocky hills and swamps of the region. It includes a half-acre walk through a Native American village with a “population” of 51 life-size Indian mannequins engaged in everyday activities.¹⁹⁶

Foxwoods sponsors an annual Schemitzun festival that attracts 20,000 to 60,000 people over a four-day weekend. Native American music, dance and culture are celebrated. Visitors include members of tribes from North and South America. The museum captures tourist dollars that otherwise would flow out of the state. In the last three fiscal years ending September 30, 2008, nearly 300,000 people have visited the museum.¹⁹⁷

Understanding the need to capitalize on tourism, the Mashantuckets have purchased a number of off-reservation properties such as the Spa at Norwich Inn and Randall's Ordinary (a country inn) in North Stonington. It sold its interest in the Hilton Mystic in late 2007.

¹⁹² Ibid.

¹⁹³ Eric Danton, “The Casinos Rock,” *HartfordInfo.org*.

http://www.hartfordinfo.org/issues/documents/artsandculture/hbfd_courant_070206.asp, July 2, 2006.

¹⁹⁴ Press release, *Live Nation and Comcast Announce Naming Agreement*, April 15, 2009.

¹⁹⁵ 2008 Survey of Eastern Connecticut Businesses, Commissioned by the Chamber of Commerce of Eastern Connecticut, Greater Mystic Chamber of Commerce and the Connecticut Business and Industry Association, Sponsored by Liberty Bank, 2008.

¹⁹⁶ www.pequotmuseum.org/

¹⁹⁷ University of Connecticut, Economic Impact of the Mashantucket Pequot Tribal Nation.

Donna Simpson, executive director of the Eastern Regional Tourism District, estimates that the number of casino patrons who go on to visit other attractions in the region such as the Seaport or Aquarium could be as high as 20 percent. She also shared that she was aware of unreleased data stating that between 8 percent and 12 percent of visitors to the Mashantucket Pequot Museum and Research Center go on to visit the Mystic area as well.¹⁹⁸

Another impact on tourism has been additional hotel construction to handle casino patrons who wish to stay in the region at prices more affordable than those offered at the tribal casinos. Below is a table that lists all new non-casino hotels that have been built in the region since Foxwoods opened in 1992.

Figure 65: Non-Casino Hotels, Eastern Regional Tourism District

Hotel	Location	Date opened	Number rooms
Point One Resort	Westerly, RI	Jun 1997	30
Sand Dollar Inn	Westerly, RI	Jun 1994	33
Rodeway Inn Willington	Willington, CT	Apr 1997	61
Hampton Inn Groton New London Mystic	Groton, CT	Nov 2000	80
Hilton Garden Inn Mystic Groton	Groton, CT	Feb 2008	128
Marriott Mystic Hotel & Spa	Groton, CT	Jun 2001	285
American Inn	Griswold, CT	Sep 2002	76
Hampton Inn Suites Mystic	Mystic, CT	Aug 2008	92
Holiday Inn Express Mystic	Mystic, CT	Jan 2006	75
Hyatt Place Mystic	Mystic, CT	Feb 1999	79
Residence Inn Mystic	Mystic, CT	Feb 1996	128
Sleep Inn & Suites Niantic	Niantic, CT	Oct 2001	73
Bellissimo Grande Hotel	North Stonington, CT	Mar 2007	164
Cedar Park Whirlpool Suites	North Stonington, CT	Jun 2001	66
Hilltop Inn & Suites	North Stonington, CT	Jan 2001	139
Comfort Suites Norwich	Norwich, CT	Sep 1997	119
Courtyard Norwich	Norwich, CT	Jun 1997	120
Rosemont Suites	Norwich, CT	Jun 1997	24
Sea Breeze Motel	Stonington, CT	Jun 1995	30
Best Western Cristata Inn	Uncasville, CT	Dec 1999	105
Microtel Inn & Suites Montville Uncasville	Uncasville, CT	Oct 2001	120
Springhill Suites Mystic Waterford	Waterford, CT	May 1998	80
Total Rooms			2,107

Source: Mystic Coast and Country

The following table is a list of hotels in New London County, where executives were willing to discuss the impacts of casino gambling on their facilities.

¹⁹⁸ Interview with Donna Simpson, Eastern Regional Tourism District.

Figure 66: Comments from Select Non-casino Hotels

Hotels	Location	No. rooms	Shuttle service	Impact	Comments
Microtel	Uncasville	120	Mohegan Sun	Very positive	Would not be here if it were not for the positive casinos, accounts for more than half of patrons
Howard Johnsons	Mystic	77	None	Negative	Takes business away from the Mystic area
Holiday Inn	Mystic	75	None	Positive	Casinos account for 20 percent of business
Hampton Inn	Mystic	92	None	Positive	Casinos account for more than 60 percent of business during weekends and holidays
Comfort Inn	Mystic	104	Mohegan Sun	Positive	Responsible for considerable amount of business
Hilton Garden Inn	Groton	128	Mohegan Sun, Foxwoods	Very positive	Nearly half of business is attributable to the casinos. Opened in March, 2009. Presence of casinos was a factor
Seabreeze	Stonington	30	None	Very positive	Half of business on weekends attributed to casinos
Quality Inn	Groton	110	None	Very positive	More than 80 percent of business on weekends attributed to casinos
Marriott Courtyard	Norwich	115	Mohegan Sun	Positive	Casinos responsible for considerable amount of business
Hilltop Inn	North Stonington	139	Foxwoods	Positive	N/A
Red Roof	New London	108		Positive	Casinos account for 20 percent of business
Bellissimo Grande	North Stonington	164	Foxwoods (Weekends)	Very positive	Would not be here if it were not for the positive casinos, accounts for more than half of patrons

Source: Executives at the different hotels

Casinos and tourism share a common bond. Casinos tend to flourish when large numbers of tourists patronize the casino, and tourism is increased because there are major attractions like casinos.¹⁹⁹ The tribal casinos actively promote tourism in their marketing, on their websites and in signage around their buildings.²⁰⁰

Conversely, local hotels also promote the casinos. The Hilltop Hotel in Norwich noted the following on its website, a clear indication that it sees Foxwoods not as a competitor but as a magnet to draw patrons:

“You will be mesmerized by the sights, sounds and excitement of Foxwoods and be happy knowing that it is but a short complimentary shuttle ride away...”

Indeed, the manager at the facility told us that patrons gambling at the casinos can account for more than 70 percent of its clientele during a weekend.

Casinos themselves have extended their reach into non-gaming venues that potentially increase tourism to a region. Foxwoods financially supports the Mystic Aquarium. It helps to

¹⁹⁹Casinos and Tourism, Casino Chronicle, website: <http://casinochronicle.blogspot.com/2008/07/casinos-and-tourism.html>.

²⁰⁰ Interviews with Mohegan Sun and Foxwoods managers, November 2008.

stage a major fireworks display on the Thames River on July 4th, an event that promotes tourism throughout the region.

A number of tourism professionals said the current marketing and promotion budget of the state is inadequate. There is a palpable tension between two conflicting ideas:

- That the casinos are big enough to support marketing efforts for the eastern region without state support.
- That additional state support could increase the impact of casino marketing, a move that would support tourism in the eastern region and for the state as a whole.

The current tourism plan does not mention any particular strategies or tactics to leverage the draw of the two tribal casinos in the state.²⁰¹

The state is perceived as not fully incorporating and leveraging the casinos in its tourism-marketing strategies.²⁰² The strong consensus among those interviewed is that the state does not act as if tourism is one of the major industries in Connecticut (along with aerospace, pharmaceuticals and insurance). The state was without an executive director for the Commission on Culture and Tourism from January 2007 to February 7, 2008 when Karen Senich was appointed to fill the position. She had been serving in an acting capacity since January 2007.²⁰³

Senich said casinos are included in the state's tourism marketing and promotion plan, but acknowledged that the casinos are not emphasized or highlighted in any special fashion.

Furthermore, she said casinos have no formal relationship with the commission. She strives to achieve a "careful balance" in tourist promotion that does not favor one venue or industry.

Mohegan Sun Vice President of Advertising and Public Relations George Galinsky questioned the overall state attitude, which he referred to as: "The casinos are swimming in money and can afford their own aggressive marketing."

Galinsky noted that casinos have been good corporate citizens, yet they are all but invisible on state websites. The state should not use the casinos "as a crutch" for tourism, he said.

At the same time, Galinsky said that he is optimistic that the state is becoming more aware of the importance of tourism, has backed new tourism initiatives ("staycations" during the summer of 2008) and is pleased by recent successes with cruise ships visiting Connecticut ports. He said that he wants to see the casinos play a major role in marketing the state.²⁰⁴

There are, nonetheless, marketing integration and collaboration efforts in the southeastern region between the casinos and other stakeholders. All of the major tourism-related organizations often communicate with each other and work together on many important projects. Foxwoods and Mohegan Sun are both highly involved in planning and supporting tourism outreach, major

²⁰¹ Connecticut Commission on Culture and Tourism, Strategic Plan, 2007-2008.
http://www.cultureandtourism.org/cct/lib/cct/td_smp_exec_sum_0708.pdf#44205.

²⁰² Interviews with various tourism professionals, October-November 2008.

²⁰³ Businesses Call on Governor Rell to Appoint Tourism Commissioner, 01/17/2007, WNPR Connecticut Public Radio.

²⁰⁴ Interview with George Galinsky, Mohegan Sun Vice President of Public Relations and Advertising, November, 2008.

events, tourism websites and related tourism activities. Representatives from both tribal casinos sit on the boards of key tourism organizations in the southeastern region.

For example, at Mystic Coast and Country Travel Industry Association Inc., a private-sector destination marketing organization, casino representatives are among 20 members on the board of directors. Casino officials are also actively involved in such groups as the Mystic Coast and Country, the regional tourism district and the Greater Mystic and Eastern Connecticut Chambers of Commerce.

Mystic Country 2008, a travel guide produced by a joint venture between Mystic Coast and Country and Mystic Country/CONNECTicut, listed the following hotels as providing shuttles to the casinos:

Comfort Inn Mystic, Holiday Inn New London, Residence Inn by Marriott Mystic and the Mystic Marriott Hotel and Spa.

The 2008-2009 Mystic Discovery Guide, published by the Greater Mystic Chamber of Commerce, listed these additional hotels that provide shuttle service to the casinos:

Best Western Mystic, Days Inn of Mystic, Howard Johnson Mystic (weekends only), Hyatt Place Mystic, Springfield Suites by Marriott, Whitehall Mansion, Mystic.

The arrangement is an example of businesses working together to foster tourism. The hotels pick up business they otherwise might never have obtained, and likewise for the casinos.

One of the most important “voices” in southeastern Connecticut relative to tourism and economic development is Joyce Olson Resnikoff, a co-owner of Olde Mistick Village, a retail establishment involving over 60 shops and restaurants in an 18th Century setting. She is a strong believer and supporter of regional tourism and describes the casinos as a major source of tourism in the Mystic area.

Early on, Resnikoff recognized the town-by-town approach to tourism as having too many built-in conflicts and pushed for the creation of Mystic Coast and Country as a private tourism agency involving the casinos and many other Mystic-area tourist attractions. She described the casinos as very good neighbors who bring many people to the area. She believes gamblers find their way to Mystic and its attractions.

Unfortunately, no hard data exists to validate these perceptions; Resnikoff agreed there is a need for a future survey to discover the actual frequency of casino patrons visiting the Mystic area and other attractions. She is in favor of developing “tourist packages” that include visits to the casinos and the Mystic area.

John Chapman, vice president of marketing and administration for Mohegan Sun, noted that much of its marketing is designed to promote area tourist attractions. As a destination resort, the Mohegan Sun truly desires the surrounding region to thrive, he noted.

Another key stakeholder in southeastern Connecticut tourism is the Chamber of Commerce of Eastern Connecticut. Chamber President Tony Sheridan views the casinos as strong tourism catalysts offering “world class” facilities, yet he believes that the area could do a much better marketing job. He spoke of 1.5 million ferry visitors to the area and another 500,000 arriving via train and buses – but asked, “Are we marketing to them?” He suggested a DVD for the ferries that would carry a tourism message about Connecticut. He feels there are many other opportunities to get the word out and capture more visits to the Mystic region.

Tricia Cunningham, executive director of the Greater Mystic Chamber of Commerce, called the casinos “critical tourism stimulators.” She described a mixed picture of their impact on tourism and the Mystic area. She noted the building of new hotels but added that there has been a loss of bed-and-breakfast facilities.

Cunningham pointed to the support of the casinos in and around Mystic to art festivals and “tastings,” but senses that their natural interest is in building their own customer base. She would like to see more support of the Mystic area from the casinos, noting that she believes the local hotels push Mystic more than the casinos do. She said that she would like to see the state invest more in advertising and more public/private partnerships.

Contributions to the General Fund

State and local officials in Connecticut have relied for years on Indian gaming revenue to help fund governmental operations. The slot royalties totaled \$30 million in FY 1993, the year the Mashantucket Pequots first put slot machines onto the floor of their Foxwoods casino. In FY 2008, the figure mushroomed to \$411.4 million, thanks to expansions at Foxwoods and the opening in 1996 of a second Indian casino, Mohegan Sun, which also makes a 25 percent contribution on its gross slot revenue.²⁰⁵

To put the amount in context, the state’s corporate income tax generates \$750 million in revenue. The Mashantucket Pequot And Mohegan Fund, consisting of just two entities, generates about 60 percent of what the corporate income tax does. Casino revenue was the fifth-highest source of revenue for Connecticut in FY 2007.

As of August 2008, the total take for Connecticut taxpayers from all gambling revenues (casinos, lottery, pari-mutuels, and charitable gaming) during the past 15 years was more than \$4.7 billion, a figure split between state government and municipalities.²⁰⁶

The casino revenue split between the state and Connecticut municipalities was initially tilted in favor of municipalities. In 1994, for example, nearly 80 percent of the \$113 million collected went to the municipalities. Just two years later, the split was two thirds state, one third municipalities. Since then, the state has continued to keep more and more of the pie. The state’s share in FY 2008 was nearly 80 percent.²⁰⁷

The dollar amount flowing into the state’s General Fund has increased from \$24 million in FY 1994 to \$340 million in FY 2007, a more than 13-fold increase.²⁰⁸ By comparison, the state’s municipalities have seen their take stay relatively constant. In FY 2007, the municipalities split \$86.3 million, \$2 million less than they received in 1994. The amount of money set aside for Connecticut municipalities is approved each year by the General Assembly.²⁰⁹

²⁰⁵ Connecticut Division of Special Revenue.

²⁰⁶ Division of Special Revenue.

²⁰⁷ Ibid.

²⁰⁸ Ibid.

²⁰⁹ General Assembly Office of Fiscal Analysis.

Figure 67: Distribution of Gaming Revenue to the General Fund and to Municipalities

Figures are in millions

Fiscal Year	Gaming Revenue	Payments to Municipalities	% Paid to Municipalities	General Fund Payment	% Paid to General Fund
1993	\$30.0	-	0.0%	\$30.0	100.0%
1994	\$113.0	\$88.3	78.0%	\$24.7	21.8%
1995	\$135.7	\$85.0	63.0%	\$50.7	37.4%
1996	\$148.7	\$85.0	57.0%	\$63.7	42.8%
1997	\$203.6	\$85.0	42.0%	\$118.6	58.3%
1998	\$257.6	\$135.0	52.0%	\$122.6	47.6%
1999	\$288.5	\$135.0	47.0%	\$153.5	53.2%
2000	\$319.0	\$135.0	42.0%	\$184.0	57.7%
2001	\$332.4	\$130.4	41.0%	\$197.4	59.4%
2002	\$368.9	\$135.0	37.0%	\$233.9	63.4%
2003	\$387.3	\$106.0	27.0%	\$281.3	72.6%
2004	\$402.5	\$85.0	21.0%	\$317.5	78.9%
2005	\$417.8	\$85.0	20.0%	\$345.0	80.2%
2006	\$427.5	\$86.3	20.2%	\$341.3	79.8%
2007	\$430.0	\$86.3	20.1%	\$343.8	79.9%
2008	\$411.4	\$86.3	21.0%	\$325.2	79.0%
Est.2009	\$386.7	\$86.3	22.3%	\$300.5	77.7%

Source: Connecticut General Assembly, Office of Fiscal Analysis

Adopted Revenue Estimate was \$449 million but income has deteriorated and was re-estimated at \$387 million as of September 2008.

For FY 2007, grants were enhanced by \$4.8 million from FY 2005 anticipated surplus funds. Additionally for FY 2008 & FY 2009, grants were enhanced by an additional \$7 million each year from FY 2007 anticipated surplus

Contributions to Municipalities

By the end of the 2009 fiscal year, Connecticut municipalities will have split more than \$1.6 billion since Foxwoods began slot operations in 1993.²¹⁰ Both tribes pay property taxes to area municipalities on land they own that is not on their reservations. In Ledyard, the figure was more than \$1 million in 2009 along with another \$28,000 in personal property tax. The Mohegan Tribe-affiliated MTIC Acquisitions is the second largest taxpayer in Montville.²¹¹ In North Stonington, the Lake of Isles Golf Course, owned by Foxwoods, is that town's largest taxpayer, accounting for nearly 4 percent of North Stonington's ratable base. The course is assessed at \$20.1 million²¹²

The amount each town receives from the 25 percent slot contribution varies widely based on a complicated formula that results in most of the money going to the state's three largest municipalities – New Haven, Hartford and Bridgeport. Those three municipalities receive nearly one-third of all the casino revenues distributed to municipalities.

²¹⁰ General Assembly, Office of Fiscal Analysis.

²¹¹ Montville Tax Office.

²¹² North Stonington, Connecticut Economic Resource Center, Town Profile, 2008.

The formula is based in part on the amount of state-owned property in a town and whether a town has hospitals or private colleges in it. Such property is tax exempt, and the state distributions are meant to offset the loss of the tax-exempt property. Also taken into account are property values, per-capita income and population.²¹³

New Haven received the most of any town in FY 2007 – more than \$10.6 million. The casino revenues funded nearly 2 percent of New Haven’s overall budget.²¹⁴ New Haven, like other municipalities, relies heavily on the fund to pay for municipal and school operations.²¹⁵ Five years earlier, New Haven received \$17 million from the fund, enough to pay for nearly 5 percent of its total budget.

As previously noted, the state’s municipalities receive much less now than they did in FY 2002 despite a sharp rise in overall casino revenues. The reduction has “the direct effect of increasing local property taxes.”²¹⁶

The biggest reduction was in FY 2003, when the amount for municipalities was slashed from \$135 million to \$106 million. The figure has never recovered to its 2003 level. When then-Governor Weicker signed the agreement permitting slot machines at Foxwoods, the *New York Times* reported that all of the money would be used to aid “troubled cities and towns,” adding the money was “earmarked for municipalities.”²¹⁷ But the state has siphoned off more and more of the slot contribution to pay for state operations. In 1993, 100 percent of the money went to municipalities. The figure was 78 percent in 1994. In FY 2009, the figure is expected to be 20 percent.

The Connecticut Conference of Municipalities (“CCM”) argues that it is time to “reverse the downward trend for municipalities.” It wants future increases to be dedicated to the municipalities until the share is restored to the 78 percent level of 1994. Fairly distributing the revenue is “one important way to provide property tax relief,” according to CCM.

Many area legislators, including Representative Thomas Reynolds, D-42, have called for setting aside a portion of the increase in the Mashantucket Pequot And Mohegan Fund into a regional fund administered by the Southeastern Connecticut Council of Governments (“SCCOG”). Reynolds sponsored such a bill, but there was not enough support in the General Assembly to enact it into law.²¹⁸

Reynolds argued that the state had an opportunity to make Indian gaming “a win-win” situation for all parties. Instead, the perimeter municipalities were left to deal on their own with casino-related impacts.

Eventually, Reynolds and others were able to convince the General Assembly to provide additional funding for five municipalities – Ledyard, Montville, Preston, North Stonington and Norwich. The aid has been increased over the years for each of those municipalities to its current

²¹³ Office of Policy and Management, Intergovernmental Policy Division.

²¹⁴ New Haven municipal budgets.

²¹⁵ Rebecca Bombero, Management and Policy Analyst, New Haven.

²¹⁶ Connecticut Conference of Municipalities, *The decline in non-education state aid to municipalities*.

²¹⁷ Kirk Johnson, “A Slot Machine Parlay; Weicker and Indian Tribe Make a Big Bet,” *New York Times*, January 14, 1993.

²¹⁸ Rep. Thomas Reynolds, D-42, General Assembly Bill 764, 2001 session.

level of an additional \$750,000 on top of the regular Mashantucket Pequot And Mohegan Fund grant.²¹⁹ Despite the increase, local officials argue the figure is still not sufficient to cover all of the casino-related impacts.

New Haven budget analyst Rebecca Bombero recognizes the need to compensate the perimeter municipalities. She said their concerns and those of urban areas could be fully addressed if the funding ratio for the municipalities was increased to its 1994 level. New Haven would receive an additional \$27 million if that occurred.²²⁰

Other New London County municipalities, not as close to the casinos, have seen significant reductions in distributions since 1994: New London, from \$4 million to \$2.6 million; Groton, from \$3 million to \$2 million and Waterford, from \$190,000 to \$92,000.²²¹

The following table examines the distributions in 2007 from different perspectives. For a complete listing, see the Appendix.

Figure 68: Distribution of Gaming Revenue, Ranked by Amount Received

Town	Amount	Percent of total	Miles from Mohegan Sun (Montville)	Per-capita payment
New Haven	\$10,619,837	12%	51	\$86
Hartford	\$9,900,322	11%	39	\$79
Bridgeport	\$9,567,311	11%	68	\$70
Waterbury	\$4,713,130	5%	57	\$44
New Britain	\$3,546,406	4%	44	\$50
Cheshire	\$2,742,895	3%	49	\$95
New London	\$2,690,543	3%	8	\$95
Norwich	\$2,523,760	3%	8	\$69
Montville	\$2,482,677	3%	0	\$126
Suffield	\$2,465,268	3%	51	\$163

Source: Division of Special Revenue, US Census 2007, Spectrum research

²¹⁹ General Assembly Bill, 05-3, Section 42.

²²⁰ New Haven's Office of Management & Budget.

²²¹ Connecticut Division of Special Revenue.

Figure 69: Distribution of Gaming Revenue, Ranked by Per-Capita Payment

Town	Per-capita payment	Amount	Percent of total
Preston	\$266	\$1,304,991	1.44%
Somers	\$174	\$1,886,563	2.07%
North Stonington	\$169	\$879,945	0.97%
Suffield	\$163	\$2,465,268	2.71%
West Haven	\$129	\$854,138	0.94%
Montville	\$126	\$2,482,677	2.73%
Cheshire	\$95	\$2,742,895	3.02%
New London	\$95	\$2,690,543	2.96%
New Haven	\$86	\$10,619,837	11.68%
Hartford	\$79	\$9,900,322	10.89%

Source: Division of Special Revenue, Spectrum research

Figure 70: Distribution of Gaming Revenue, Ranked by Miles from Casino

Town	Amount	Percent of total	Miles from Mohegan Sun (Montville)
Montville	\$2,482,677	2.7%	0
Norwich	\$2,523,760	2.8%	8
New London	\$2,690,543	3.0%	8
Salem	\$39,323	0.0%	9
Bozrah	\$30,977	0.0%	10
Groton	\$2,070,289	2.3%	10
East Lyme	\$494,116	0.5%	10
Waterford	\$87,177	0.1%	11
Ledyard	\$1,020,922	1.1%	13
Preston	\$1,304,991	1.4%	13

Source: Division of Special Revenue, Spectrum research

Regulatory Costs

The agreements with the Indian tribes call for casinos to pay for “reasonable and necessary” regulatory costs. At issue is whether the state can recover indirect costs.

State Attorney General Richard Blumenthal issued an opinion in 1998 that said the state could and should recover all of its indirect costs.²²² Blumenthal concluded that “proper and accepted accounting practices” require that indirect costs be calculated. Blumenthal made reference to a federal Office of Management Budget Circular, A-87, that he contends permits state agencies to collect indirect costs. Such circulars provide guidelines to state and local governments as to how expenses and costs should be calculated.

²²² Formal Opinion, 1998-015.

A year later, the Mashantucket Pequot Tribal Nation sued the state, alleging that its regulatory assessment “was far in excess of costs that are reasonable and necessary.” In 2001, the suit was withdrawn after the state agreed to accept a portion of what it claimed it was owed. Each year since then, the state has not collected all of its indirect costs.²²³

At our request, the Office of Policy and Management provided us with budget data for the Connecticut regulatory agencies from the 2004 to 2008 fiscal years. It shows that the state sustained deficits totaling nearly \$16 million – \$8.6 million at Mohegan Sun and \$7.3 million at Foxwoods.²²⁴

Connecticut collected just 60 percent of its indirect costs in FY 2008. The overall state agency deficits totaled more than \$2.5 million. The state agencies involved include the Department of Public Safety, which provides police protection; the Division of Special Revenue, which licenses applicants and oversees gaming operations along with the tribal gaming commissions, and the Department of Consumer Protection, which monitors the sale of alcohol. DOSR sustained a deficit of \$1.1 million, Public Safety \$991,000, and Consumer Protection \$484,000.²²⁵

The state has made an effort collect more of its indirect costs. In FY 2009, the state raised Foxwoods’ assessment to \$6.7 million, a 16 percent increase. That is four times the increase from the previous year. The assessment for Mohegan Sun was set at \$6.2 million, an increase of nearly 20 percent.

The state’s Office of Policy and Management (“OPM”), which negotiates the assessments, expects the double-digit increases for the current fiscal year to further lower the deficits, but a spokesman acknowledged that the agency won’t know until June 2009 how much of a deficit, if any, the state will incur.

OPM has budgeted little in the way of overtime. Should the agencies incur significant amounts of overtime as they have in the past, the state will most likely experience another large regulatory deficit.²²⁶

With significant expansions at both casinos, there is much more gaming space to oversee. DOSR requested a budget of \$2.9 million for the current fiscal year; it received just \$2.4 million, putting it in the likely position of experiencing another hefty deficit.²²⁷

The table below shows the deficits that the state has incurred since the 2004 fiscal year. In other words, the amount paid by the casinos was not enough to cover all state expenses once indirect costs were factored in.

²²³ Office of Policy and Management budget data.

²²⁴ Ibid.

²²⁵ Ibid.

²²⁶ Interview with OPM official.

²²⁷ Division of Special Revenue budget figures for FY 2009.

Figure 71: Foxwoods Regulatory Deficits by Fiscal Years

	Regulatory assessment	Percent change in assessment	Deficit
2004	\$4,655,512		(1,487,690)
2005	\$4,795,178	3%	(1,773,179)
2006	\$5,034,936	5%	(1,866,071)
2007	\$5,236,335	4%	(1,260,432)
2008	\$5,759,967	10%	(929,256)
2009*	\$6,700,000	16%	
2010*	\$7,035,000	5%	
2011*	\$7,316,400	4%	
Total Deficit	(2004-2008)		(7,316,627)

Source: Office of Policy and Management

*Projections

Figure 72: Mohegan Sun Regulatory Deficits by Fiscal Years

	Regulatory assessment	Percent change in assessment	Deficit
2004	\$4,203,822		(1,187,696)
2005	\$4,329,937	3%	(1,658,111)
2006	\$4,546,437	5%	(2,392,826)
2007	\$4,728,294	4%	(1,923,124)
2008	\$5,201,124	10%	(1,432,993)
2009*	\$6,200,000	19%	
2010*	\$6,510,000	5%	
2011*	\$6,770,400	4%	
Total Deficit	(2004-2008)		(8,594,750)

Sources: Connecticut Department of Revenue Services, Office of Policy and Management

*Projections

Crime: Embezzlements

Long ago, Connecticut struggled to cope with gambling-related embezzlements. We came across a November 13, 1855, *New York Times* letter to the editor from a Hartford resident who complained about the prevalence of gambling. J.H. Green described a young merchant who lost everything at a gambling club. The merchant gambled with money owed to creditors and forged the names of relatives on checks to feed his addiction. The results were “frightful,” he told the newspaper.

Gambling-related embezzlements continue to be such a problem in southeastern Connecticut that a newspaper columnist in 2007 called the region the “embezzlement capital of the world.”²²⁸ Connecticut has been hit with a rash of them, both in the private and public sectors, with much of the stolen money used to feed a gambling habit. Police made 43

²²⁸ New London Day, July 20, 2007, David Collins.

embezzlement arrests in Connecticut in 1991, the year before the first Indian casino opened. In 2007, there were 214 such arrests, an all-time high.²²⁹

The FBI defines embezzlement as “the misappropriation or misapplication of money or property entrusted to one’s care, custody or control.”

No other state that reported 40 or more embezzlements in 1992 has had a higher percentage increase than Connecticut’s 397 percent rise from that year to 2005. The state’s increase is nearly 10 times that of the national average. Nevada’s increase was 23 percent for the same period of time. Another casino state, New Jersey, actually saw its embezzlements drop from 120 to 80 during the same time period.²³⁰

To prevent a one-year aberration, we analyzed embezzlements over a number of years before and after the casinos opened. In the seven years before casinos, the average number of embezzlements was 49. In the first seven years after Foxwoods opened, the figure doubled to 99. And in the nine-year period from 1999 to 2007, it was 176.²³¹

Figure 73: Number of Embezzlement Arrests in Connecticut

Number of Arrests	
1985	28
1986	47
1987	30
1988	70
1989	81
1990	40
1991	47
*1992	47
1993	63
1994	95
1995	102
1996	117
1997	124
1998	142
1999	120
2000	136
2001	191
2002	204
2003	199
2004	166
2005	192
2006	165
2007	214

Source: “Crime in the United States” (FBI), Connecticut Uniform Crime Reports (State Police) *Foxwoods opened on February 15, 1992. In January 1993, it began slot operations.

²²⁹ FBI, Crime in the United States; Uniform Crime Report, Connecticut State Police.

²³⁰ Ibid.

²³¹ Ibid.

The FBI and state crime reports do not indicate how many of the embezzlements were casino- or gambling-related, but our research and discussions with law enforcement personnel indicate that many of those who stole from their employer used either part or all of the money to gamble at the two Indian casinos.²³²

Former PGS Director Chris Armentano noted that the crime reports don't capture all of the embezzlements.

"There were a lot where the company declined to press criminal charges because the employer wanted to avoid negative publicity. In addition, family members also often refuse to go to the police," he noted.

Clinicians at United Community & Family Services, a site that provides treatment for problem gamblers through the state's Bettor Choice program in southeastern Connecticut, identified 36 clients in the fiscal year ending June 30, 2008, who stole money to feed their gambling habit. Only seven were criminally charged. The amounts stolen varied, but in each case, they involved a minimum of several thousand dollars. Two clients each stole more than \$150,000.²³³

The embezzlements come with a heavy price tag. Embezzlers often face stiff prison terms. Their lives, and the lives of their families, are ruined. The businesses they leave behind often go bankrupt.

On August 3, 2007, three defendants appeared before Superior Court Judge Susan Handy to plead guilty to embezzlement charges that had a casino connection. The judge noted that she had seen far too many of these cases. She said there was a "template" for the defendants:

Female, typically middle-aged and older, who, up until now, had lived exemplary an life.

²³² Court records, research, interviews with law enforcement agencies.

²³³ Interviews with United Community & Family Services, Norwich, November 2008.

Figure 74: Notable Embezzlements Involving Area Employers

Embezzlements in which perpetrators gambled in Connecticut casinos with all or part of the stolen money*

Year	Position	Amount	Embezzlement Victim
1997	Rocky Hill financial advisor	\$ 1,000,000	Clients
1997	Chief financial officer	\$10,000	Town of Darien
1998	Bookkeeper	\$ 300,000	Cross Sound Ferry Co. in New London
1998	Tax collector	\$ 105,000	Town of Sprague
1999	Norwalk investment advisor	\$ 1,400,000	Clients
1999	Employee	\$ 200,000	State Department of Social Services
1999	Chief financial officer	\$ 146,746	Norwich car dealership
2000	Tax collector	\$ 300,000	Town of Ledyard
2000	Bookkeeper	\$ 202,605	Groton law firm
2001	Bookkeeper	\$ 330,000	Glastonbury medical office
2001	Bookkeeper	\$91,000	Bushnell tavern
2001	General manager	\$60,000	Milford bowling alley
2003	Administrator	\$ 240,000	City of Providence, RI
2003	Fitness club counselor	\$48,400	Fitness club in Waterford
2003	Postmaster	\$16,697	Niantic Post Office
2004	Payroll clerk	\$ 153,000	Vernon Board of Education
2004	Financial secretary	\$ 138,000	Paper, Allied-Industrial, Chemical and Energy Workers Union Local 745
2004	Paralegal	\$ 100,000	Law firm clients who had their veteran benefits and social security payments stolen
2005	Bookkeeper	\$ 688,000	West Hartford law firm
2005	Lawyer	\$ 600,000	Clients of Middletown firm
2005	Accountant	\$ 257,000	Stonington Finance Office
2006	Wallingford lawyer	\$ 150,000	99-year old woman living in a nursing home who had given the lawyer power of attorney
2006	Bookkeeper	\$ 130,000	Westbrook marine company
2006	Nurse	\$94,000	Pendleton nursing home
2006	Nurse	\$75,000	Quadriplegic patient from Old Lyme
2007	General manager	\$ 300,000	Colchester car dealership*
2007	Bank teller supervisor	\$ 278,000	Bank in West Hartford
2007	Gatekeeper	\$40,000	Colchester municipal transfer station
2007	Assistant manager	\$29,000	Norwich marina
2007	Church worker	\$10,000	Stonington church
2008	Police officer	\$19,000	Manchester Police youth programs
Total		\$ 7,511,448	

*Nine other defendants were involved

Source: Spectrum Gaming Group research

Patricia Devendorf is the coordinator of the Bettor Choice program at the Wheeler Clinic in Hartford. Devendorf said 15 years ago, there were very few problem gamblers in treatment who committed criminal acts. The number over the years has increased significantly, she noted.

From 2001 to 2004, clinicians associated with Bettor Choice treated 55 pathological gamblers throughout the state that committed criminal offenses. Embezzled or stolen money

totaled nearly \$8 million from 2001 to 2004. In most instances, the stolen money was used to gamble at the casinos, but some involved the lottery. The thefts ranged from a few hundred dollars to more than \$3 million. Devendorf said that confidentiality regulations prevented her from releasing any information that might identify those who committed the thefts.²³⁴

Spectrum met with a group of significant others who were receiving counseling help from a Bettor Choice clinician. One of the participants was a woman whose husband had lost more than \$50,000 on lottery tickets. Some of that money, she said, was stolen from his employer.

Clinicians at the Wheeler Clinic are involved in programs to counsel inmates in federal and state prisons with gambling problems. One such state program is offered at the York Correctional Institution in Niantic, a prison for women. Prison officials asked the clinicians to counsel the women in the hope that they would avoid gambling when they were released. A Department of Corrections spokesman said the prison is “winding up with a lot of women gamblers.”²³⁵

One inmate explained that her gambling addiction resulted in her stealing from her non-profit employer to buy lottery scratch tickets. She spent more than a \$100 a day, burying her losing tickets in a backyard. Another lost her marriage of 36 years after she was caught stealing checks to finance her gambling. She now works as a counselor for the Wheeler Clinic.²³⁶

No one knows better than Lawrence Tytla that embezzlements have been on the rise. He is the Supervisory Assistant State’s Attorney for New London County. Tytla first started with the office in 1988. The motive then, he noted, for embezzlements was to feed a drug habit; today it is to feed a gambling habit.

The first thing police do when they investigate embezzlement is to check with the casinos to see if the suspect has been a patron. Invariably, the answer is yes, according to Tytla.²³⁷ He said he spends roughly one-quarter of his time prosecuting casino-related embezzlements. It would be much higher, he explained, except for the fact that many of the cases never go to trial as defendants routinely enter into a plea bargain.

Norwich police estimate that its special investigations unit spends more than 100 hours per year investigating casino-related embezzlements.²³⁸

Kevin O’Connor was the state’s US Attorney from 2002 to April 2007 when he resigned to become chief of staff for the US Attorney General. O’Connor said he noticed a spike in embezzlements shortly after he took office.²³⁹ “The FBI is spending a considerable amount of time on these cases,” O’Connor said, noting he became so concerned over the number of cases that he instructed his press officer to indicate in press releases whether gambling played a role in the embezzlement.

²³⁴ Connecticut Division of Problem Gambling Services.

²³⁵ Rick Green, *Hartford Courant*, “Prison Program Explores Gambling Dark’s Heart, May 26, 2009.

²³⁶ Ibid.

²³⁷ Interview, July 22, 2008.

²³⁸ Testimony before the General Assembly’s Joint Appropriations Committee, April 16, 2005.

²³⁹ Interview July 30, 2008.

One of the more high-profile cases O'Connor prosecuted involved former Middletown Mayor Stephen Gionfriddo, a lawyer who defrauded his clients. Prosecutors allege he embezzled more than \$600,000. His lawyer said a "gambling addiction" was at the root of his problem. He began juggling credit cards, and then to cover his debts, he began stealing client funds. He stole from neighbors, friends and even his family.²⁴⁰

Another casino-related embezzlement involved a Wallingford lawyer who stole from several clients to finance his gambling habit. According to court documents, the lawyer lost nearly \$900,000 during a six-year period ending in June 2007.

"It wasn't just embezzlements," O'Connor said of the casino-related crime that was prosecuted on the federal level. "It was fraud, bank robberies and thefts as well. And over and over, we would learn that they were done to feed a gambling habit."

Some of those non-embezzlement crimes included a Massachusetts woman, who was losing up to \$3,000 a week at Foxwoods. She robbed three banks in Brookline, Massachusetts in 2001.²⁴¹

A New Haven man, who had never before been criminally charged, walked into a high-stakes gambling area at Foxwoods, armed with a handgun. He ordered three employees to the floor, stealing nearly \$200,000 worth of gambling chips. He had lost \$164,000 gambling at the two casinos between 2000 and 2002.²⁴²

Tytla said he is stunned by the type of people committing the embezzlements in southeastern Connecticut. "These are people that almost always never had a criminal record," he noted. "They are upstanding citizens who gained the trust of their employers, who never suspected that they could have been victimized this way. They think they are the only ones this has happened to. What's astonishing is the magnitude of the embezzlements and how long they go undetected."

The victimized public agencies spent more than \$100,000 to audit their records and paid thousands more on legal and insurance fees.²⁴³

Two professors at Providence College analyzed 16 high-profile, gambling-related embezzlements in New London County. They called for a system of checks and balances that would include segregating cash and check-handling functions as well as fraud awareness training.²⁴⁴ Their research report pointed out that management and auditors for the organizations involved did not uncover the frauds in a timely manner, even though they took place over a number of years. Such steps would make it more difficult for embezzlements to occur.²⁴⁵

In North Stonington, public officials have adopted special measures to minimize the possibility of embezzlements. The auditor, though, collects an extra \$10,000 to oversee

²⁴⁰ Gionfriddo's lawyer during Gionfriddo's sentencing June 22, 2006. (Hartford Courant).

²⁴¹ The Day, "Female gambler allegedly turns to robbery to cover her losses," January 5, 2002.

²⁴² The Day, "Robbery suspect had lost \$164,000 at area casinos," May 10, 2002.

²⁴³ Interviews with area public officials.

²⁴⁴ Casino Gambling and Workplace Fraud-A Cautionary Tale for Managers, Patrick Kelly and Carol Hartley.

²⁴⁵ Ibid.

extraordinary internal controls that include special checks on public employees who handle money.²⁴⁶

As recently as December 18, 2008, a Manchester police sergeant was arraigned on charges that she stole \$19,000 from police department youth programs to gamble at the two Indian casinos.²⁴⁷ The thefts involved a police explorer unit and a program to help parents purchase child-safety seats. Police allege the sergeant lost \$205,000 at Mohegan Sun and \$37,000 at Foxwoods since 2001.

Connecticut judges, like most of those throughout the country, often send gambling-related embezzlers to jail. But in Erie County in New York State, there is another option for such gamblers: Gambling Court. Judge Mark Farrell runs the country's only gambling court there. It operates similar to drug courts. Defendants, some of whom are gamblers charged with embezzlement, apply for admission. If they are accepted and if they complete the program under Farrell's supervision, they can avoid jail time. They must agree to counseling sessions, credit checks and twice-monthly meetings with the judge.²⁴⁸

At any given time, 35-to-40 people are enrolled in Farrell's gambling court. A problem gambler must go through up to 12 weeks of therapy. A pathological gambler must agree to treatment for a year. Trained clinicians assess the extent of the gambling problem. The numbers are fairly small, but of the 80 defendants that have completed the program, only two have been rearrested.²⁴⁹ Farrell has been meeting with other jurisdictions to explain the program. New Mexico is expected to soon begin a diversion program for problem gamblers. So, too, is Oregon.

Suspicious Activity Reports for Casinos

A law enforcement tool to monitor illegal activity at casinos is the filing of Suspicious Activity Reports for Casinos ("SAR-Cs") with the US Department of Treasury.

The federal law requiring the filing of such reports is largely designed to prevent money-laundering. There are a number of situations that can trigger a SARC filing. One of them involves a patron who may be using stolen money to gamble. Very few such reports have been filed in Connecticut.

The law applied to casinos outside of Nevada as of March 25, 2003, but prior to that date, the non-Nevada casinos were urged to voluntarily comply.²⁵⁰

Casinos were included in the law because regulators recognized "casino employees who monitor customer gaming activity or conduct transactions with customers are in a unique position to recognize transactions and activities that appear to have no legitimate purpose."²⁵¹

Treasury officials noted that casinos "routinely obtain a great deal of information about their customers through deposit, credit, check cashing, player rating and slot club accounts.

²⁴⁶ Interview with First Selectman Nick Mullane.

²⁴⁷ Hartford Courant, December 18, 2008.

²⁴⁸ Interview with Judge Mark Farrell of Erie County, New York, December 29, 2008.

²⁴⁹ Ibid.

²⁵⁰ Financial Crimes Enforcement Network, Guidance FIN-2008-G007.

²⁵¹ Financial Crimes Enforcement Network, Section 3, Form 102, Exhibit 1.

These accounts generally require casinos to obtain basic identification information about the accountholders and to inquire about the kinds of wagering activities in which the customer is likely to engage.”

The Financial Crimes Enforcement Network (“FinCEN”) administers the program. From 1996 through June 30, 2008, Connecticut casinos filed two embezzlement-related reports. Both were in 2005, which means that not one report was filed for the other 11 years. Nationwide, during that time period, a total of 191 such SAR-Cs were filed. The following are totals for other major casino states:

- Nevada, 60
- California, 16
- Missouri, 13
- New Jersey, 12
- Indiana, 11
- Iowa, 10
- Oklahoma, 10
- Michigan, 9
- Mississippi, 9²⁵²

In meeting with families of pathological gamblers, one theme was apparent: The two Connecticut casinos should have known, based on personal information players supplied, that some gamblers were gambling way over their means.

Former PGS Director Chris Armentano said Foxwoods and Mohegan Sun have always been reluctant to suggest to a problem gambler that he or she should stop and seek counseling. “In all my years as director, I never recall it happening,” he said.

One of the cases that could have presumably resulted in a SAR-C report involved the former Ledyard tax collector, Yvonne Bell. She had an annual salary of less than \$60,000. She took cash payments from taxpayers, and then adjusted payment records to conceal the thefts. She stole more than \$300,000 but “all told, including her own money, the town’s and her substantial winnings, she lost more than \$2 million at the two Indian casinos” from 1997 to 2000.²⁵³

During the period when reporting was voluntary (October 1, 1997-March 25, 2003), the two Indian casinos filed few SAR-Cs involving anything. From 1997 to 2002, the casinos filed just 42 reports. Nationwide, casinos filed a total of nearly 5,000.

Once the law became mandatory, reports spiked. In 2003, filings increased to 129. In 2007, an all-time high of 624 were filed. Only Louisiana, Nevada and New Jersey filed more.

Casinos that fail to file SAR-Cs or develop a detailed reporting program run the risk of steep fines. Light House Point Casino in Mississippi, for example, was fined \$350,000 for failing to file SAR-Cs in 2003.

Case Study: New Jersey Division of Gaming Enforcement

²⁵² Financial Crimes Enforcement Network, SAR-Cs by type of suspicious activity, Section 3, Exhibit 8.

²⁵³ “From the Slots to Jail,” *theday.com*, <http://archive.theday.com/re.aspx?re=1253e8f0-7345-4e32-b441-25caed76517a>, June 10, 2001.

New Jersey required its casinos to file SAR-Cs in 2000, three years before the federal law took effect. The reports went to the state Division of Gaming Enforcement (“DGE”). The practice continues today even though the reports are also filed with FinCEN.

New Jersey casinos consistently lead the country in filings. From August 1, 1996, to June 30, 1998, the casinos filed more than 13,000 SAR-Cs, accounting for nearly a third of all the filings in the country.²⁵⁴ The DGE, if appropriate, refers reports to the State Police for investigation. During a four-year period ending September 2004, about 10 percent of the filings were referred out for investigation.²⁵⁵ Some resulted in criminal prosecutions. Others cut off the embezzlement amount from getting higher than it might have been had the report never been filed.²⁵⁶ Most casino gambling states, including Connecticut, do not provide state agencies with SAR-C reports.

DGE spokesman Peter Aseltine called the reports valuable law enforcement tools. They have generated or assisted in approximately 30 active or resolved cases involving crimes of money laundering, tax evasion, drug dealing, theft and financial fraud.

“Additional cases may have been generated on the federal level as a result of our referral of reports to the White Collar Crime Task Force, which includes the FBI and the Joint Terrorism Task Force (which includes the IRS),” he said. According to Aseltine, state auditors constantly review casino activity to determine if a SAR-C should have been filed. In 2007, Atlantic City, New Jersey casinos filed nearly 2,300 SAR-Cs, an all-time high for any state. Through June 2008, nearly 1,400 were filed.

Figure 75: Most SAR-C Filings, by State, August 1, 1996 to June 30, 2008

Rank	State/Territory	Filings (Overall)	Percent (of total filings)
1	New Jersey	13,461	30.37%
2	Nevada	7,343	16.57%
3	Mississippi	2,606	5.88%
4	Louisiana	2,553	5.76%
5	Connecticut	2,260	5.10%
6	California	2,235	5.04%
7	Indiana	2,123	4.79%
8	Illinois	1,922	4.34%
9	Oklahoma	1,747	3.94%
10	Michigan	1,525	3.44%

Source: US Financial Crimes Enforcement Network

²⁵⁴ Suspicious Activity Reports For Casinos, Financial Crime Enforcement Network or FinCEN June 30, 2008.

²⁵⁵ 2005 DGE Annual Report, DGE interview November 14, 2008.

²⁵⁶ Interviews with New Jersey Division of Gaming Enforcement.

Focus Groups

In addition to the survey of more than 3,000 Connecticut residents, Spectrum also retained JM Leahy & Associates to conduct four separate focus-group sessions in June and August of 2008 to gauge gambling impacts.

The focus groups assisted Spectrum Gaming in structuring its study to address certain topics such as the impact of gambling on the lives of problem gamblers and whether casino gambling has been beneficial for Connecticut. Questions from our telephone survey were based, in part, on answers from focus group participants.

Sessions were held:

- June 3, 2008, Norwich: Non-casino gamblers living within a 10-mile radius of the casinos
- June 3, 2008, Norwich: Casino gamblers living within a 10-mile radius of the casinos who frequented the casinos three or more times within the past 12 months
- June 4, 2008, Farmington/Hartford: Gamblers who frequented casinos and participated in other forms of gambling as well
- August 7, 2008, Farmington/Hartford: Problem gamblers recruited by Problem Gambling Services.

The goal set for the first two groups was to detect differences in perception between those who went to the casinos and those who did not. The goal set for the third group in the Hartford area was to gain insight on the impacts of legalized gambling on residents farther away from the casinos. Questions for the fourth focus group, the problem gamblers, were designed to elicit their perceptions regarding the impact of legalized gambling on their gambling addiction.

The Norwich casino gamblers group indicated it was very much aware of the prevalence of problem gambling. Participants said help is available and readily offered through GA, Gam-A-Non and the 2-1-1 Helpline. The proximity of the casinos was viewed as making it easier to gamble, and, therefore, adding to chronic-gambling problems. The group believed that the elderly and young people are most at-risk of becoming problem gamblers. There were two participants in the group who acknowledged they self-excluded themselves from the casinos, but both said they returned to gamble anyway.

The Norwich non-casino gambling group was concerned about the overall strain on the area's infrastructure, especially schools where the number of non-English speaking students was seen as a serious problem for school administrators. And, although they recognized that casinos created jobs, the strong feeling was that the jobs are low paying. They also believed the low-wage jobs caused a housing problem in the region that resulted in multiple families living in single-family homes.

Most participants felt that southeastern Connecticut was not getting its fair share of casino revenue. The majority said they knew a problem gambler.

The Hartford gambling group had two participants that regularly received casino complimentarys from the Connecticut casinos. One said he had a roommate who was a problem gambler. This group had more positive views than the groups from Norwich. They cited increased state revenue and job creation as favorable impacts. Others claimed that the presence

of the casinos increased property values in southeastern Connecticut. But at least half of the participants said the casinos have increased problem gambling.

Participants in the Hartford problem-gamblers group made the following comments:

- Their families have gambling problems.
- Casinos are not to blame for their gambling addictions, but lottery/casino advertising is a concern.
- Problem gambling is widespread.
- Help is available, but it is not enough.
- There is a need for more GA meetings.
- Problem gamblers are seen as “second-class citizens” compared to substance abusers.

When asked to assess the extent of problem gambling on a scale of 1 to 10 (with 10 the worst), the majority ranked the problem a 10. The proximity of the casinos was seen as a major contributor. Four filed for bankruptcy, nine either embezzled or stole money and two were prosecuted for the thefts.

Several members suggested there should be more money spent on awareness of problem and pathological gambling as a real illness. Even their families, for the most part, did not see problem gambling as an illness but as a “money management issue” that could be easily be overcome through self-control.

There was general agreement that each problem gambling respondent would be a problem gambler today even if the casinos had never come to Connecticut.

When asked what the state should be doing to help, they said:

- Limit hours of casinos
- Designate more money from the state budget for Problem Gambling Services
- Hold casinos more responsible

Lottery Marketing, Strategies

As in other states, the Connecticut Lottery Corporation (“CLC”) has been impacted by trends in player preferences for instant games over traditional games, such as Classic Lotto and Powerball. The CLC – like its counterparts in other states – recognize that a growing number of adults prefer the relatively quick gratification that comes from instant games.

The trend toward instant games is reflected in the declining percentage of revenue transferred to the General Fund, as noted earlier. By definition, instant games have a different prize pool, and their pay tables require the CLC to give more money back to players than most other games. Nonetheless, as our tables show, the Lottery continues to increase sales as well as the overall dollar amount returned to the General Fund. In FY 2008, the increase was 1.4 percent.

Management reports that it is focusing on providing fewer instant games – about 49, down from a high of 65 – with larger print runs. At the same time, the CLC is introducing games at higher denominations, with prices ranging from \$1 up to \$30 per ticket.

According to CLC officials, two of the most recent instant games are the “\$50 Million Payout Spectacular” (a \$10 ticket, with a total print run of 7.5 million tickets) and the “\$70 Million Blockbuster” (a \$10 ticket with a total print run of 9 million tickets). The former offers

five \$1 million annuities as top prizes while the latter offers seven. Both games – like other instant games – have a wide variety of lesser prizes. In both games, the odds of winning any prize is less than one in four.

The popularity of instant games means the CLC has to balance competing interests in fulfilling its mission. It must balance the need to meet a change in public taste with the need to maximize General Fund contributions. This is similar to its other set of competing interests: balancing the need to grow revenue with the need to maintain responsible gaming practices.

CLC officials have a variety of means at their disposal to balance these interests, but one of the most important – particularly in terms of having an economic impact – is in the selection of retailers who are authorized to sell tickets.

CLC executives told Spectrum that they weigh a variety of factors in selecting retailers, from the level of traffic and type of store – gas stations and convenience stores, for example, are much more likely than car dealerships to generate sales – to whether or not they are far enough away from schools and churches. Retailers must demonstrate a requisite level of financial integrity and stability and pass a strict licensing review by the Division of Special Revenue.

The CLC has a serious mission, with components that might appear to be contradictory in nature:

- The CLC seeks to maximize revenue for the benefit of the Connecticut Treasury.
- The CLC is concerned about relevant social issues, from preventing sales to minors to minimizing sales to problem gamblers.

While these concerns are hardly unique to Connecticut, CLC management has made it clear that it takes both seriously.

While the CLC devotes \$10 million annually toward marketing its products, it also places a premium on public service announcements that are designed to address related social needs. For example, one advertisement widely viewed throughout Connecticut focuses on the problems of sports wagering by teens.

Advertising in 2008 was handled by Cashman + Katz Integrated Communications, which won a five-year contract in 2005 through a competitive bidding process. The firm, based in Glastonbury, has put together a series of 30-second spots for the CLC.

The company targets new players and people with discretionary income. The ad at the top of the page is a sample of a



print advertisement the firm developed that seeks to promote sales during the holiday season by marketing lottery tickets as gifts.

Similarly, another ad, at the bottom of the previous page, was designed to promote sales at a distinctly different time of year, in this case, for Father's Day.

In the survey we commissioned for this study, surveyors asked nearly 2,300 participants about the influence that advertisements have on their selection of gambling activities. About one in five reported advertisements as being very or somewhat influential.

Those who reported advertisements as being very or somewhat influential were asked which games they played or facilities they attended based on the advertising they saw in the past month.

Twenty-two percent responded they played Powerball; 13 percent played scratch tickets. Those figures are roughly twice the size of figures cited in the 1997 study commissioned by the state of Connecticut, an indication that the marketing campaign is increasing lottery play.

About one-in-four (27 percent) believe there is a problem in the way legalized gambling is advertised in Connecticut. Of these, one-third said both Mohegan Sun and Foxwoods advertise inappropriately, and about 20 percent feel lottery games do.

Lottery games are the most frequent gambling activity played either monthly (29 percent) or weekly (8 percent) based on the results of our survey.

CLC President Anne M. Noble, in discussing the ad campaigns, described the situation as a necessary "tension of opposites" in trying to grow the Lottery with an eye toward responsible gaming. She said the Lottery develops, out of its advertising budget, public-service announcements that run at a ratio of one spot for every two spots that promote the Lottery.

Growth, according to Noble, is tied to keeping the product "fresh and new." This is accomplished through the development of new games, program design and advertising. She mentioned the success of the Yankees-vs.-Red Sox instant lottery game that capitalizes on Connecticut's unique position between the respective cities of New York and Boston.

Some of the challenges noted were:

- Jackpot fatigue, specifically in the case of Powerball where sales do not spike until jackpots exceed \$200 million.
- Preventing fraud and ensuring the integrity of the games.

As Noble put it, if people lose faith in the integrity of the Lottery, sales will collapse. In dealing with this, licensing is an in-depth process that examines both criminal history and financial background. Retailer training is also provided by the CLC.

As previously noted, DOSR also performs a rigorous background check of anyone who seeks to become a retailer. In our experience of working with various regulatory agencies, such a process is a critical safeguard to minimize fraud.

In determining an applicant's qualification for licensure, the agency considers "financial responsibility;" the veracity and completeness of the information submitted with the license application; the background of the individual; and a certification of municipal tax compliance.²⁵⁷

To understand and analyze lottery sales, Spectrum examined the relationship between lottery revenues and the income of those who purchase tickets. That question is hardly unique to Connecticut, and is one that many states grapple with. For example, the North American Association of State and Provincial Lotteries, an industry trade group, maintains on its web site the text of a 1999 statement by Duane V. Burke, chairman and CEO of the Public Gaming Research Institute, that addresses the issue from the standpoint of state lotteries:²⁵⁸

"Lottery products are marketed in qualifying retail outlets. These sites are predominantly convenience stores, gas stations and supermarkets. If zoning regulations in high-income neighborhoods prohibit convenience stores, gas stations and supermarkets, you won't see many lottery retail sites in those areas. If there is a concentration of qualifying retail outlets in less affluent areas of a community, you will see many more lottery retail sites in those areas. This makes it appear that lottery sales sites are chosen by income level when in fact this is just not true.

"Also keep in mind that players buy tickets in areas where they work and shop, not necessarily where they live. A Minnesota survey found that more than half the players bought tickets in zip codes outside their own home zip code.

"Even if lottery organizations wanted to bow to this common myth and restrict the sale of products in low-income neighborhoods, they would face discriminatory charges from the qualifying retailers who are being denied a government contract. Also, citizens being denied access to lottery products based on their income would probably have as strong a case against the state as disabled people who are denied access to lottery products in retail outlets that are not ADA compliant."

The *New York Times* noted in a September 12, 2008, article that lottery purchases can sometimes move inversely to economic problems, and lottery players have been seen – at least anecdotally – as shifting dollars from other non-gaming spending, including restaurant meals, to such wagers:

"Many state lotteries across the country are experiencing record sales, driven in part by intense marketing but also by people ... who are trying to turn a lottery ticket into a ticket out of hard times.

"'When people view themselves as doing worse financially, then that motivates them to purchase lottery tickets,' said Emily Haisley, a postdoctoral associate at the Yale School of Management who in July published a research paper on lotteries in *The Journal of Behavioral Decision Making*. 'People look to the lottery to get back to where they were financially.'

²⁵⁷ Connecticut Statutes, Section 12-568a-6, (b) *Qualifications for licensure*.

²⁵⁸ <http://www.naspl.org/index.cfm?fuseaction=content&PageID=32&PageCategory=45> (accessed on May 13, 2009).

"Of the 42 states with lotteries, at least 29 reported increased sales in their most recent fiscal year. And of those 29, at least 22, including New York, New Jersey and Connecticut, set sales records. Further, sales in some states are on a pace to finish higher still in the current year.

"I was surprised, because I thought with gas prices up and people not leaving the pump to go into the stores, we'd see a greater impact' on the downside, said Jodie Winnett, acting superintendent of the Illinois Lottery, whose sales increased 3 percent in the last fiscal year and are doing even better this year.

"Others are not at all surprised. Rebecca Hargrove, president of the Tennessee Lottery, said that in her 25 years working in lotteries, 'I've noticed that if there's a recession or a downturn in the economy, people cut back: it might be on the new car, the new house or the new fridge.'

"But the average player spends \$3 to \$5 a week on lottery tickets,' Ms. Hargrove said, 'and it's a pretty benign purchase.'

"John Mikesell, a professor of public finance and policy analysis at Indiana University, published a study in 1994 showing that from 1983 to 1991, lottery sales tended to rise with unemployment rates.

"The findings were that in slump periods, lotteries historically have gotten a little bump upward,' said Professor Mikesell, who has not analyzed recent lottery data. 'It's taking a shot at getting some relief in hard times. It's usually not a good gamble, but it's a dollar, and if they happen to accidentally hit it, it may well change their lives.'

"To be sure, other factors as well are pushing lottery sales. Lottery directors have spent the last few years heavily marketing their products through greater presence in stores, new games and partnerships with sports teams and television shows.

"Among their new offerings are \$20 and \$50 scratch-off tickets that provide higher payouts, as well as additional fast-paced electronic games, part of the goal being to draw players who might otherwise head to a casino. Indeed, New York State's 10 percent increase in lottery sales in the last fiscal year was due largely to the introduction of more video lottery terminals.

"We're going after discretionary entertainment dollars,' said Anne M. Noble, president of the CLC, which registered a sales increase in 2007 of 4.3 percent. 'Let's keep it fresh, keep it fun, encourage people to play in moderation and use the money they do have²⁵⁹.'

Spectrum also examined the sale of lottery tickets in Connecticut by contrasting the location of the highest-performing retailers with the economics of their local communities. The first table lists the top 50 retailers²⁶⁰ by sales during the first quarter of 2008:

²⁵⁹ "Sweet Dreams in Hard Times Add to Lottery Sales," *New York Times*, By Katie Zezima, Sept. 12, 2008.

²⁶⁰ We did not identify the retailers by name or precise location for purposes of this analysis.

Figure 76: Lottery Sales by Community: Top 50 Retailers

City/Town in which retailer is located	Online	Scratch	Total
Norwalk	\$1,645,645	\$1,985,900	\$3,631,545
Greenwich	\$2,162,739	\$1,334,200	\$3,496,939
Wethersfield	\$702,090	\$2,125,137	\$2,827,227
Stamford	\$1,620,827	\$1,030,455	\$2,651,282
West Haven	\$1,064,283	\$1,341,213	\$2,405,496
Norwalk	\$913,712	\$1,456,736	\$2,370,448
Bridgeport	\$698,464	\$1,485,008	\$2,183,472
Stamford	\$838,983	\$1,303,910	\$2,142,893
Hartford	\$1,466,000	\$667,654	\$2,133,654
Milford	\$653,397	\$1,474,442	\$2,127,839
Stamford	\$892,556	\$1,216,930	\$2,109,486
Meriden	\$528,536	\$1,475,430	\$2,003,966
Stamford	\$1,031,163	\$940,821	\$1,971,984
Old Greenwich	\$1,006,398	\$937,799	\$1,944,197
West Haven	\$387,521	\$1,508,118	\$1,895,639
Stratford	\$629,811	\$1,264,848	\$1,894,659
Hamden	\$989,065	\$879,016	\$1,868,081
Derby	\$429,562	\$1,432,800	\$1,862,362
Derby	\$702,485	\$1,111,671	\$1,814,156
Fairfield	\$645,908	\$1,161,875	\$1,807,783
New Britain	\$548,061	\$1,238,008	\$1,786,069
Newhaven	\$673,322	\$1,062,382	\$1,735,704
Fairfield	\$605,227	\$1,108,266	\$1,713,493
Danbury	\$521,909	\$1,182,887	\$1,704,796
Bloomfield	\$990,185	\$703,952	\$1,694,137
Monroe	\$496,960	\$1,126,654	\$1,623,614
Woodbury	\$392,073	\$1,211,285	\$1,603,358
Bristol	\$341,099	\$1,255,059	\$1,596,158
Enfield	\$486,791	\$1,098,711	\$1,585,502
North Haven	\$296,004	\$1,255,743	\$1,551,747
Monroe	\$436,301	\$1,104,203	\$1,540,504
Stamford	\$526,504	\$1,008,710	\$1,535,214
Stamford	\$723,839	\$794,583	\$1,518,422
Norwalk	\$615,330	\$883,398	\$1,498,728
Stamford	\$653,824	\$834,961	\$1,488,785
Stratford	\$689,161	\$797,360	\$1,486,521
Bloomfield	\$1,091,414	\$369,072	\$1,460,486
Naugatuck	\$293,542	\$1,159,080	\$1,452,622
West Haven	\$484,836	\$932,454	\$1,417,290
New Britain	\$421,135	\$988,147	\$1,409,282
Wolcott	\$298,077	\$1,082,562	\$1,380,639
Stamford	\$680,999	\$688,964	\$1,369,963
West Haven	\$729,135	\$638,425	\$1,367,560
Milford	\$464,599	\$884,342	\$1,348,941
Stamford	\$558,747	\$788,785	\$1,347,532
Bloomfield	\$870,671	\$475,114	\$1,345,785
Trumbull	\$631,501	\$692,390	\$1,323,891

City/Town in which retailer is located	Online	Scratch	Total
Milford	\$408,374	\$911,965	\$1,320,339
Norwalk	\$470,512	\$847,111	\$1,317,623
Bridgeport	\$597,605	\$719,975	\$1,317,580
Stamford	\$758,505	\$555,040	\$1,313,545

Source: Connecticut Lottery Corporation

We then analyzed the same 50 retailers in light of both their sales and the poverty rates in their communities (as determined by the US Census):

Figure 77: Poverty Rate, Lottery Sales by Community: Top 50 Retailers

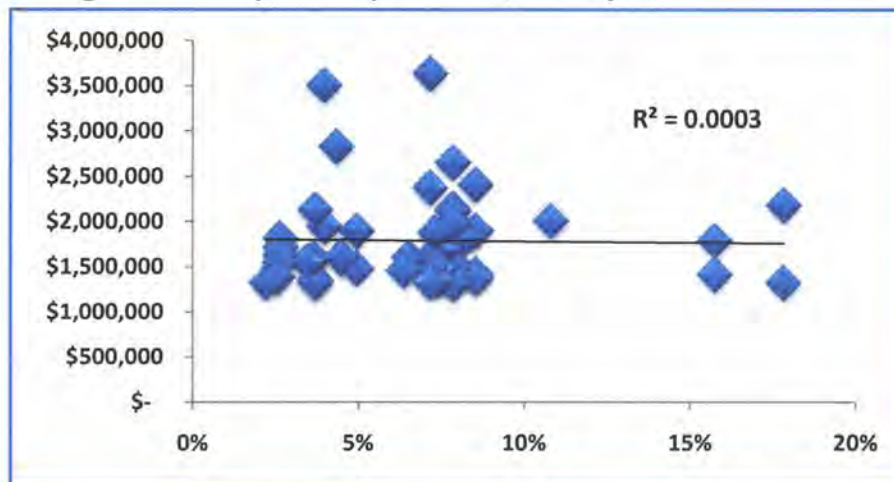
City/Town in which retailer is located	Poverty Rate	Total Lottery Sales
Hartford	29.4%	\$2,133,654
Newhaven	22.3%	\$1,735,704
Bridgeport	17.9%	\$2,183,472
Bridgeport	17.9%	\$1,317,580
New Britain	15.8%	\$1,786,069
New Britain	15.8%	\$1,409,282
Meriden	10.8%	\$2,003,966
West Haven	8.5%	\$2,405,496
West Haven	8.5%	\$1,895,639
West Haven	8.5%	\$1,417,290
West Haven	8.5%	\$1,367,560
Derby	8.2%	\$1,862,362
Derby	8.2%	\$1,814,156
Stamford	7.9%	\$2,651,282
Stamford	7.9%	\$2,142,893
Stamford	7.9%	\$2,109,486
Stamford	7.9%	\$1,971,984
Stamford	7.9%	\$1,535,214
Stamford	7.9%	\$1,518,422
Stamford	7.9%	\$1,488,785
Stamford	7.9%	\$1,369,963
Stamford	7.9%	\$1,347,532
Stamford	7.9%	\$1,313,545
Danbury	7.6%	\$1,704,796
Bloomfield	7.4%	\$1,694,137
Bloomfield	7.4%	\$1,460,486
Bloomfield	7.4%	\$1,345,785
Hamden	7.3%	\$1,868,081
Norwalk	7.2%	\$3,631,545
Norwalk	7.2%	\$2,370,448
Norwalk	7.2%	\$1,498,728
Norwalk	7.2%	\$1,317,623
Bristol	6.5%	\$1,596,158
Naugatuck	6.4%	\$1,452,622
Stratford	4.9%	\$1,894,659
Stratford	4.9%	\$1,486,521
Woodbury	4.5%	\$1,603,358

City/Town in which retailer is located	Poverty Rate	Total Lottery Sales
Wethersfield	4.4%	\$2,827,227
Greenwich	4.0%	\$3,496,939
Old Greenwich	4.0%	\$1,944,197
Milford	3.7%	\$2,127,839
Milford	3.7%	\$1,348,941
Milford	3.7%	\$1,320,339
Enfield	3.6%	\$1,585,502
North Haven	3.5%	\$1,551,747
Fairfield	2.7%	\$1,807,783
Fairfield	2.7%	\$1,713,493
Monroe	2.6%	\$1,623,614
Monroe	2.6%	\$1,540,504
Wolcott	2.6%	\$1,380,639
Trumbull	2.2%	\$1,323,891
Average	7.8%	\$1,790,175
Median	7.4%	\$1,658,875

Source: Connecticut Lottery Corporation

The next step was to determine, through a regression analysis, whether there is any correlation between the highest-grossing retailers and the poverty rates in those communities:

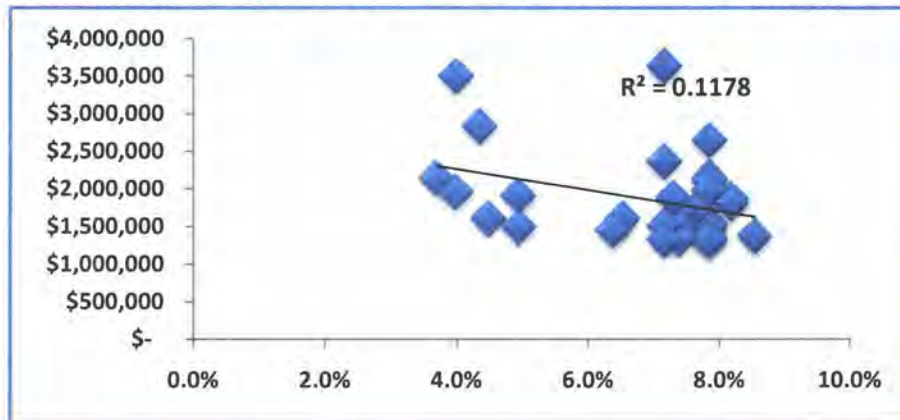
Figure 78: Regression Analysis of Top Retailers, Poverty Rates



The r-square, which measures correlation on a scale of 0 (no correlation) to 1 (perfect correlation) shows virtually no correlation.

We then removed the top 10 and bottom 10 from the list (the outlying retailers) to minimize any anomalies:

Figure 79: Regression Analysis of Top Retailers (Minus Outliers), Poverty Rates



Here, the r-square value improved slightly, but not to the point of any genuine correlation. Interestingly, however, the slight correlation that does exist shows inverse relationships, i.e., the communities with the highest poverty rates tend to have lower sales per retailer.

And in both tests, the relationship tended to cluster near the mean and median for both measures.

Our research determined that there is no correlation between lottery sales and poverty in which anyone can reasonably conclude that poorer residents of Connecticut are more inclined to play the lottery.

Lottery Impact

Spectrum Gaming Group sent a questionnaire to all of the more than 2,800 Lottery retail outlets in Connecticut. We received 315 completed surveys. The surveys asked a number of questions that we analyzed.

Retailers were asked if they hired additional staff to meet the demands of selling lottery tickets. About 20 percent of the respondents – a total of 67 retailers – indicated they had. If we extrapolate the results of that sub-set to Connecticut retailers at large, it would indicate that about 974 individuals, working about 15 hours per week each, are employed to handle lottery sales. Their average hourly rate is \$9, according to the survey.

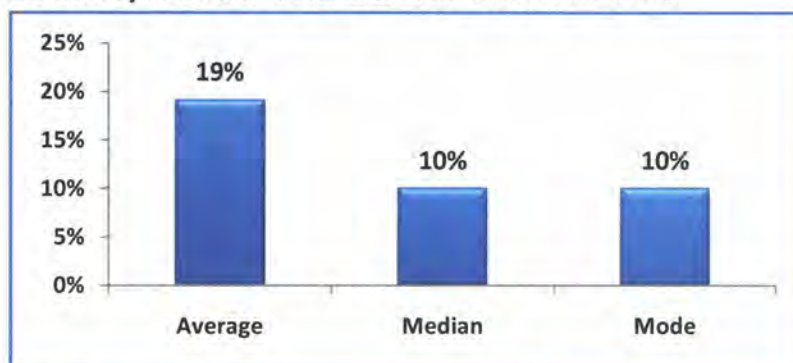
Commissions paid to retailers in FY 2007 totaled nearly \$54 million. That breaks out to an average yearly commission of \$19,285. Of course, some retailers made much more, others less. Commissions paid in FY 2007 represented a slight decrease of \$454,000, or 0.8 percent, from those paid in FY 2006. Commissions are paid as a percentage of ticket sales, plus a percentage of tickets cashed. Retailers can earn additional compensation through CLC product promotions.²⁶¹

²⁶¹ The Connecticut Lottery 2007 Comprehensive Annual Financial Report.

The CLC also made payments to suppliers of nearly \$24 million in 2007. The CLC had a payroll of more than \$12 million.²⁶²

More important than employment and income generated for suppliers, however, is the incremental sales that the CLC generates for retailers. The following charts reflect available data from the questionnaire responses.²⁶³

Figure 80: Lottery Sales as Pct. of Retailers' Overall Revenue

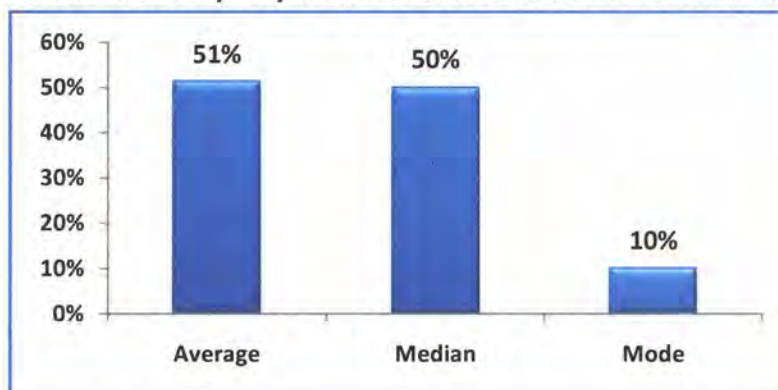


Source: Spectrum Gaming Group survey

The chart above reflects the estimate from responding retailers of their perceived ratio of lottery ticket sales to their stores' overall sales. The average is significantly higher because a few retailers indicated that the Lottery encompasses a much larger percentage of sales, in a few cases as high as 80 percent.

The next chart indicates that about half of all lottery players purchase other products.

Figure 81: Pct. of Lottery Players Who Purchase Other Products at Retail Locations



Source: Spectrum Gaming Group survey

²⁶² Ibid.

²⁶³ The "Mean" is the mathematical average of a series or range of quantitative responses. The "Median" is the frequency midpoint of a set of responses: half the values are below the median and half are above it. The "Mode" is the most frequent response in a group, or the most common answer.

Figure 82: Est. Amount Spent per Trip by Lottery Players on Other Products



Source: Spectrum Gaming Group survey

To better understand the role that the CLC plays in the state's economy, we have compared it in various ways to its counterparts in other successful lottery states, using the most available data as of the summer of 2008:

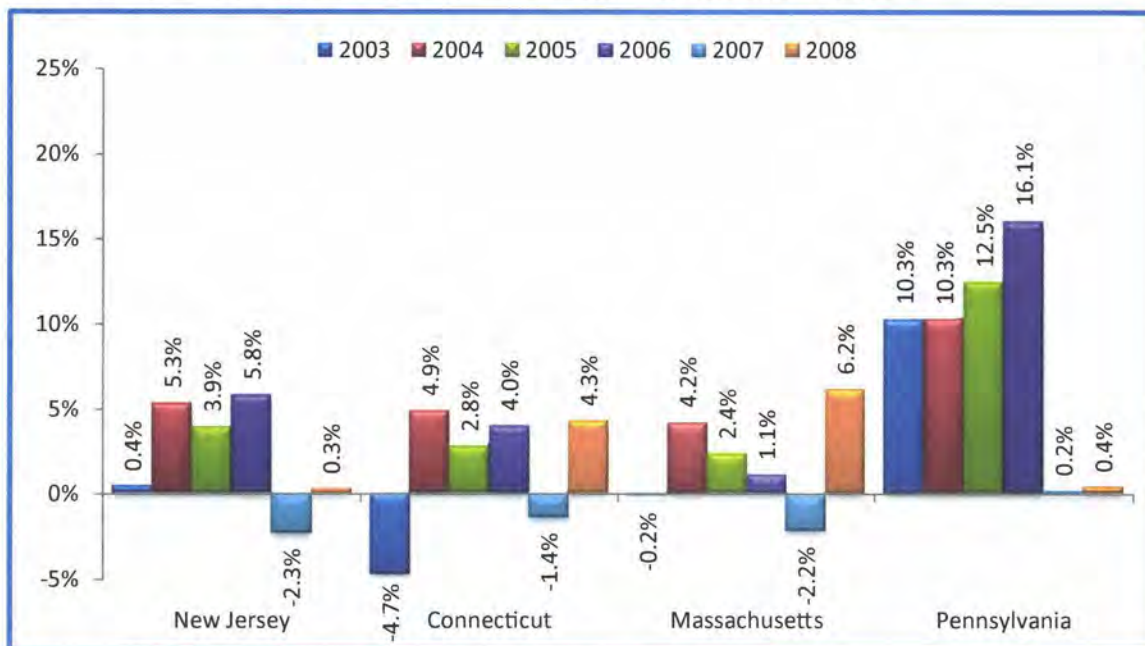
Figure 83: Lottery Sales by State, Population

	Population (millions)	Lottery sales (billions)	Sales per capita
Massachusetts	6.3	\$ 4.71	\$698
New York	19.2	\$ 7.55	\$374
Georgia	8.9	\$ 3.52	\$384
Connecticut	3.5	\$ 0.99	\$273
New Jersey	8.4	\$ 2.54	\$279
Pennsylvania	12.4	\$ 3.09	\$248
Michigan	9.9	\$ 2.33	\$231
Ohio	11.3	\$ 2.32	\$199

Source: Lottery Insider

We also examined the Lottery's track record in light of its performance against the peer group of select states in the Northeast. Note that the Pennsylvania Lottery Commission attributes its significant growth in recent years to a significant expansion of its retailer network, which has since leveled off.

Figure 84: Year-Over-Year Changes, 2002-2008, for Northeast Lotteries

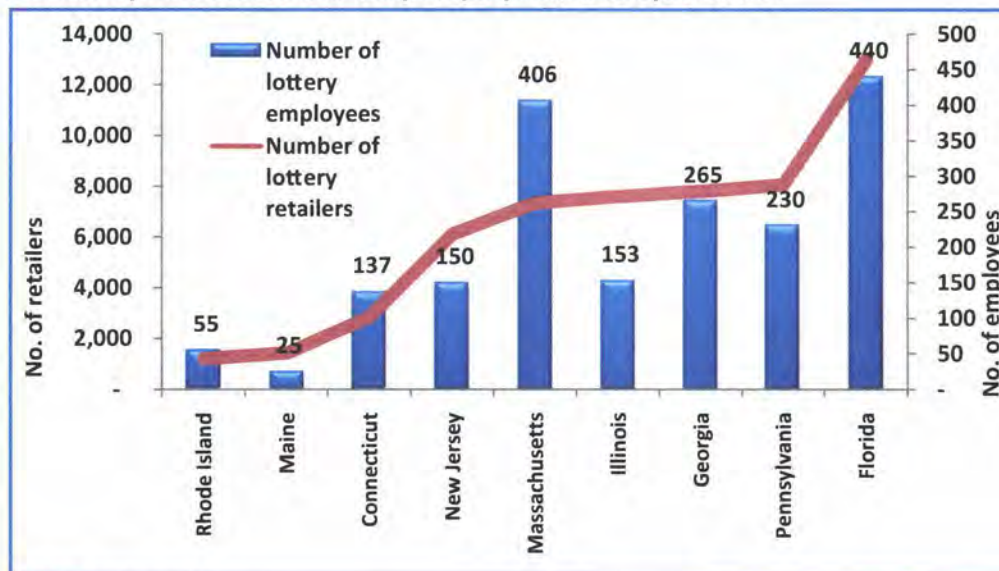


Source: Lottery Insider

Lotteries depend on having an effective network of agents in place who are in the right locations with the right the customer base. They must also possess the requisite level of integrity.

The following chart compares Connecticut to a sampling of states large and small that put its network of agents in context with its population base:

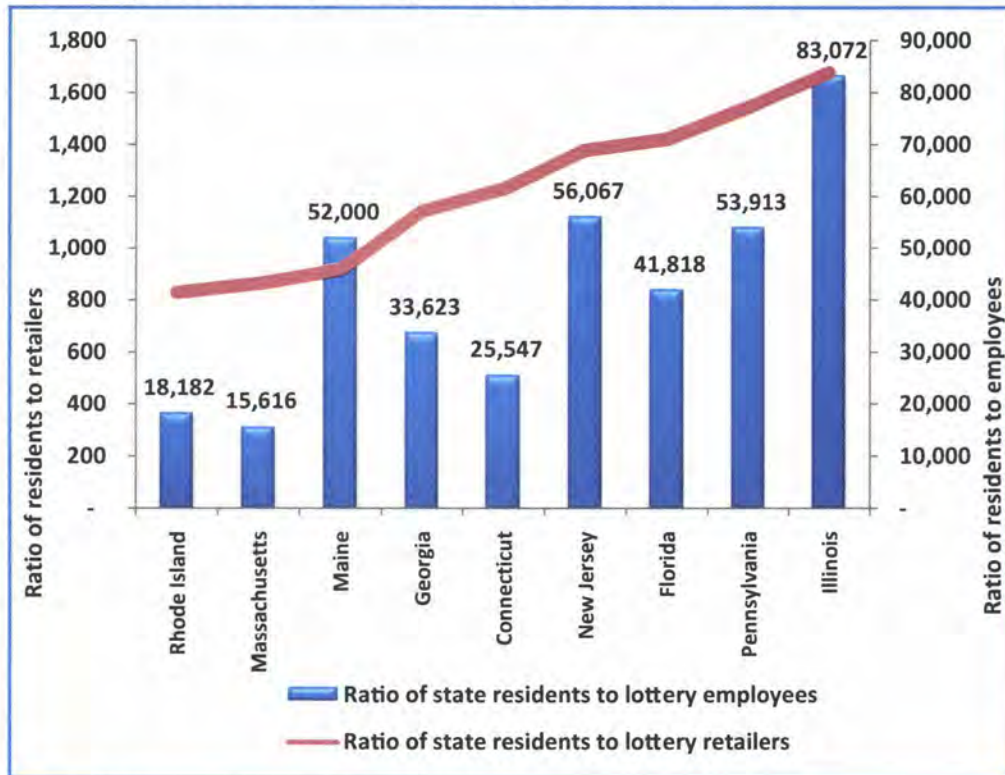
Figure 85: Lottery Benchmark I: Lottery Employees, Lottery Retailers



Source: Lottery Insider

The next chart examines the data in the form of ratios, which allows for population differences and offers a more reasonable state-to-state comparison.

Figure 86: Lottery Benchmark II: Lottery Employees, Lottery Retailers



Source: Lottery Insider

Lottery transfers

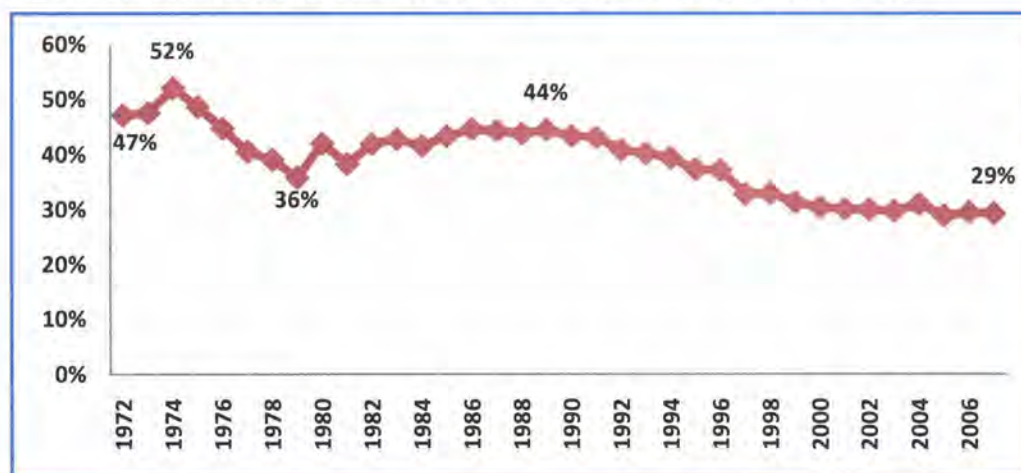
The next table lists three decades of amounts transferred from the Connecticut Lottery to the General Fund:

Figure 87: Lottery Contributions to Connecticut General Fund

Fiscal Year	Amount transferred to General Fund	Fiscal Year	Amount transferred to General Fund
1972	\$8,150,000	1991	\$228,600,000
1973	\$16,500,000	1992	\$221,300,000
1974	\$16,000,000	1993	\$221,700,000
1975	\$15,000,000	1994	\$217,250,000
1976	\$31,900,000	1995	\$249,650,000
1977	\$25,341,822	1996	\$262,050,000
1978	\$41,790,050	1997	\$251,520,868
1979	\$43,117,000	1998	\$264,274,830
1980	\$54,535,048	1999	\$271,308,022
1981	\$57,653,000	2000	\$253,598,047
1982	\$71,000,000	2001	\$252,002,987
1983	\$80,500,000	2002	\$271,509,680
1984	\$105,425,000	2003	\$256,814,859
1985	\$148,800,000	2004	\$280,763,074
1986	\$190,850,000	2005	\$268,515,000
1987	\$214,100,000	2006	\$284,864,998
1988	\$225,000,000	2007	\$279,000,000
1989	\$219,650,000	2008	\$283,000,000
1990	\$227,650,000		

Source: Connecticut Division of Special Revenue

Figure 88: Pct. of Lottery Sales Transferred to Connecticut General Fund



Source: Connecticut Division of Special Revenue

The trend toward a declining contribution, as we previously pointed out, is largely reflective of the trend toward instant games, which resulted in a higher percentage of sales being given back to players. Despite the trend, the amount transferred to the General Fund increased \$4 million in FY 2008 to \$283 million.

The Chronic Gamblers' Fund received \$1.5 million. In FY 2009, the figure is \$1.9 million. The money is used to fund counseling sessions for problem gamblers. The state Department of Mental Health Services and Addiction administers the program.

Unlike the Mashantucket Pequot And Mohegan Fund, lottery money is not directly given to municipalities. Lottery revenue goes to the General Fund to pay for overall state operations.

DOSR is responsible for monitoring compliance with the state's gambling laws. It made 30 arrests from January 2007 through November 2008 for improper conduct. One arrest involved a lottery agent who illegally operated a slot machine. Other arrests involved agents who committed retailer fraud; one charged a fee to cash a lottery ticket. There were also instances of citizens who tried to cash stolen or altered tickets.²⁶⁴

Underage gambling

The CLC operates under a mandate to discourage and minimize illegal purchases, particularly by minors. Its mandate includes a prohibition against cartoon images.

Other states that do not operate under such self-imposed mandates have reported significant sales in games that would not be allowed in Connecticut. For example, the Massachusetts Lottery had a run of 20 million \$2 tickets in 2007 with an instant game titled "Frosty the Doughman," a game that would have run afoul of CLC's internal rules. A "Monopoly" instant game – which would also violate Connecticut rules – is available in Rhode Island and New York.

About 10 percent of retailers that responded to a survey we conducted said the CLC could do more to discourage ticket sales to minors. Suggestions to reduce sales to minors and problem gamblers included:

- Discouraging parents from letting children scratch tickets.
- Raising the minimum age for purchase of tickets to 21.
- Increasing the penalties on both retailers and individuals who make such purchases.
- Requiring mandatory ID checks.
- Enhancing efforts to educate parents and others, including additional broadcast and in-store advertising.

The CLC has put forth a comprehensive Voluntary Code of Good Practice that crystallizes its views on such issues as underage and problem gambling. Some of the tenets in this Voluntary Code of Good Practice are:

- "Lottery products should not be advertised or marketed in any manner specifically directed or primarily intended to appeal to persons below the legal purchase age."

²⁶⁴ Division of Special Revenue, Security Unit.

- “Lottery advertising and marketing materials should not depict a child or portray objects, or images that are popular predominantly with children.”
- “Lottery advertising and marketing materials should portray players in a responsible manner. These materials should not show a Lottery product being consumed abusively or irresponsibly.”
- “Lottery advertising will not sell the dream of a way out or be promoted as an alternative to work, but rather as a form of entertainment.”

Charitable Gaming

Charity gaming is the practice in which states permit non-profit organizations to raise funds through games of chance such as bingo, raffles, pull-tabs and “Las Vegas nights.” Profits go to the organization, rather than to a municipality or a private entity.

In Connecticut, permitted activities include bingo, bazaars, raffles and the sales of sealed tickets. Before any such activities can be conducted, a permit must first be obtained from DOSR.²⁶⁵ All charitable gaming revenue goes into the General Fund, with the exception of 0.25 percent of the total money wagered less prizes for bingo games. This money is given back to the municipality where the bingo game originated.

The only states that do not allow charitable gaming are Hawaii and Utah, which ban all forms of gambling. Connecticut ranked 18th in the nation in 2006 in total fees and taxes collected for charitable gaming.²⁶⁶

At one time, Connecticut allowed charitable organizations to stage “Las Vegas nights.” The Mashantucket Pequot Tribal Nation seized upon the practice to persuade the courts that it should be able to open a full-blown casino that eventually became among the largest and most successful in the world. To prevent other Indian casinos from opening, the General Assembly repealed the “Las Vegas nights” law in 2003.²⁶⁷

In Connecticut, a local referendum on bingo must be held if a petition with 5 percent or more of the electors is presented to the governing body asking for the game. A favorable vote allows charitable organizations to run bingo games. The governing body itself could authorize it as well.²⁶⁸ The procedure is similar for the adoption of a bazaar and raffle law.²⁶⁹

Once bingo, raffles or bazaars are approved, the operation of sealed tickets/pull tabs is permitted as well. Hampton is the only city that does not allow charitable gaming.²⁷⁰

The chart below shows a steady decline in gross receipts for charitable games as well as net profits to charitable institutions. Nonetheless, charitable gaming generated more than \$15

²⁶⁵ Connecticut Division of Special Revenue, “*Frequently Asked Questions, Bingo*,” <http://www.ct.gov/dosr/cwp/view.asp?a=3&q=290876#Bingo> (accessed on May 13, 2009).

²⁶⁶ National Association of Fundraising Ticket Manufacturers (NAFTM) 2006 Annual Report.

²⁶⁷ Connecticut General Statutes Section. 7-186a to 7-186l.

²⁶⁸ Chapter 98 Municipal Powers, Section 7-169, *Bingo*.

²⁶⁹ Chapter 98 Municipal Powers, Section 7-171, *Adoption of bazaar and raffle law*.

²⁷⁰ Connecticut’s Division of Special Revenue.

million for the state's charities in FY 2008. And since 1988, the charitable organizations have received more than \$365 million as a result of charitable gaming.

Figure 89: Charitable Gaming Gross Receipts, Profits to Charity

Fiscal Year	Gross Receipts	Net Profit to Organization
1988*	\$23,173,936	\$6,561,717
1989	\$46,686,918	\$16,518,512
1990	\$51,608,125	\$18,544,934
1991	\$52,344,120	\$17,432,858
1992	\$58,036,056	\$19,955,064
1993	\$60,488,194	\$20,047,318
1994	\$60,185,762	\$19,616,740
1995	\$61,515,502	\$19,372,438
1996	\$59,333,490	\$18,274,798
1997	\$58,613,885	\$18,328,621
1998	\$57,082,164	\$18,483,071
1999	\$55,871,657	\$18,816,718
2000	\$53,551,342	\$17,898,406
2001	\$51,119,585	\$17,574,504
2002	\$51,432,005	\$17,279,230
2003	\$51,839,582	\$18,250,797
2004	\$51,329,856	\$17,026,414
2005	\$50,913,760	\$17,351,664
2006	\$48,646,502	\$16,797,556
2007	\$46,424,638	\$16,147,838
2008	\$43,993,192	\$15,306,910
Totals	\$1,094,190,271	\$365,586,108

Source: Connecticut Division of Special Revenue

*First year was for the nine-month period ending June 30, 1998

The nonprofit sector is a major economic force in Connecticut, accounting for nearly 1 out of every 10 paid workers, which is more than what state government employs.²⁷¹

All of the people who operate charitable games are volunteers. As a result, charitable gaming is not a big generator of jobs, but it does help to provide charities with an infusion of capital to fund day-to-day operations.

Paul Bernstein, Charitable Games Unit Chief for DOSR, estimates that seven in-state charitable game vendors employ about 25 people. The vendors provide various supplies.

Charitable gaming contributed \$1.3 million in FY 2007 to the state's General Fund. That figure is about 30 percent less than 1994, when the contribution was \$1.8 million, an all-time high. The profit to charitable organizations has also dropped by a similar percentage.²⁷²

The decline is perhaps best illustrated by its most popular game – bingo, a tremendous source of funds for many charitable and non-profit organizations, including sports leagues,

²⁷¹ Connecticut Nonprofit Employment, 2002 report, Sarah Dewees and Lester Salamon.

²⁷² Division of Special Revenue.

churches and synagogues, veterans' organizations and schools. There are approximately 147 bingo halls in Connecticut.²⁷³

Attendance at bingo games has been on the decline in recent years due to many factors, including the proliferation of casinos and the aging of bingo patrons and volunteers.

In the at-random telephone survey we commissioned for this report, 26 percent of respondents who played bingo said they did so at Foxwoods in the past year, an indication that Foxwoods bingo has hurt charitable bingo.

Bingo was the first game offered at Foxwoods. The Bingo Hall accommodates 3,600 patrons. It is played twice a day. The Bonanza Game is played at the end of each session and carries a cumulative jackpot amount that often exceeds \$10,000. In May 2009, the jackpot reached more than \$21,000.²⁷⁴

Bernstein believes that the many bus trips to Foxwoods draw bingo players away from local bingo games. Bernstein said the number of weekly bingo games has declined from 390 in 1987 to 185 in 2007. Bingo generated nearly \$500,000 in General Fund contributions in 1995, an all-time high. In FY 2007, the figure dropped to about half that amount.²⁷⁵

Sealed tickets contribution to the General Fund fell from \$1.3 million in 1994 to \$1 million in 2007.

"Slot machines, craps and blackjack, on a relative scale, are very exciting and are going to draw people away from bingo," said Dartmouth College economics professor Bruce Sacerdote, who co-wrote a 2005 report examining the economic impact of legalized gambling in Massachusetts.

Raffles and bazaars do not contribute to the General Fund. Their gross receipts and net profit for charitable organizations have remained constant for the past 10 years. Since raffles involve the purchase of a ticket for a specified price to win a prize, it least resembles casino gaming. It therefore may explain why raffles have been relatively unfazed by Indian gaming.

According to the National Council of Legislators from Gaming States ("NCLGS"), discussions were held at a January 2008 meeting about enhancing bingo and other charitable games to offset increased competition. Topics included making existing games more interesting to younger players and linking bingo games to create higher jackpots.

Charitable gaming revenue declined so much in recent years that the amount transferred to the General Fund was not enough in the 2007 fiscal year to cover the cost of regulating the games. The charitable game unit expense was \$1.3 million; the contribution to the General Fund was about \$40,000 less than the expense.²⁷⁶ It represented the first time that taxpayers were, in effect, called on to subsidize charitable games. It should be noted, however, that the state's intent was never for charitable gaming to generate money for the state of Connecticut.

²⁷³ <http://www.nationwidebingo.com>.

²⁷⁴ Foxwoods.

²⁷⁵ Division of Special Revenue.

²⁷⁶ Interview with Charitable Games officials.

Figure 90: Charitable Gaming Payments to Municipalities

1998 – 1999	\$22,164
1999 – 2000	\$21,644
2000 – 2001	\$20,156
2001 – 2002	\$21,077
2002 – 2003	\$19,570
2003 – 2004	\$18,676
2004 - 2005	\$4,533
2005 – 2006	\$16,709
2006 – 2007	\$16,155

Source: Connecticut Division of Special Revenue

Figure 91: Charitable Games Revenues, Profit to Organizations, 1997 – 2007



Source: Division of Special Revenue

Figure 92: General Fund Transfers from Charitable Games



Source: Division of Special Revenue

The Charitable Games Unit oversees charitable gaming operations.

Figure 93: Charitable Games Expenses and General Fund Contributions

	Total Expenses – CT Charitable Games Unit (only)	Charitable Games Contribution to General Fund
1999	\$1,093,369	\$1,258,380
2000	\$1,097,762	\$1,205,865
2001	\$1,087,444	\$1,162,360
2002	\$1,242,116	\$1,284,454
2003	\$1,141,407	\$1,230,391
2004	\$1,122,820	\$1,398,295
2005	\$1,120,195	\$1,431,054
2006	\$1,234,599	\$1,305,163
2007	\$1,339,417	\$1,297,756

Source: Connecticut Division of Special Revenue

Off-Track Betting

Connecticut state gambling revenue from off-track betting (“OTB”) fell 20 percent from FY 1993 through FY 2008. On July 1, 1993, the state sold its interest in OTB to Autotote Systems Inc. (“AEI”). It changed its name to Scientific Games Corporation in 2000,²⁷⁷ although its Connecticut OTB web site reports that AEI is a subsidiary of Scientific Games.

Prior to July 1, 1993, General Fund transfers were significantly higher (see table below); the state was the OTB operator so the state retained all the profit.

In FY 2000, total sales were \$272 million. In FY 2008, the figure fell to \$225 million.

The decline in OTB is reflective of the overall decline in racing. In the 31-year history of OTB in Connecticut, the 2008 contributions to the General Fund, for example, are 39 percent less than the 31-year average and 78 percent less than the high-water mark of 1982.

The problems are nationwide in scope. Connecticut is just one of several distribution networks. The OTB system in Connecticut is suffering like the rest of the racing industry in the US, and it will be difficult to grow the business under the current model.

However, Scientific Games believes that with its new model, in which OTB venues are imbedded into existing bars and restaurants, interest in pari-mutuel racing could start to grow once again, however modestly.

To implement the new business model, Scientific Games believes that it needs the right to bring video signals to bars and restaurants: “With the right tools we would make this [OTB]

²⁷⁷ Hoover’s Profile, “Scientific Games Corporation,” <http://www.answers.com/topic/scientific-games-corporation>, (accessed on May 15, 2009).

grow again” said Brooks Pierce, Scientific Games President of Racing, in an interview with Spectrum.

Scientific Games has only developed 11 of the 18 available OTB venues in Connecticut. This is because the statute authorizes the televising of races in 11 properties. Scientific Games argues that if it had the rights to televise races at the other seven sites, it could develop them profitably. It is understandable that customers who bet on a race would like to watch the race. So it is also understandable that Scientific Games would be reluctant to develop the properties until it has the rights to show the races.

OTB venues are in Windsor Locks, Bristol, East Haven, Hartford, Milford, New Britain, Norwalk, Bridgeport, New Haven, Torrington and Waterbury.

Another factor holding down revenue is the inability of in-state residents to make bets over the Internet, as is done in New Jersey. Internet betting and simulcasting to other undeveloped locations could grow the amount wagered and result in tax revenue for the state.

Gamblers in Connecticut can place bets on thoroughbred, harness and greyhound racing as well as jai-alai at the different OTB facilities. Telephone betting is also permitted. Connecticut has no live racing.

As Scientific Games works with local communities to place OTB venues, it is often confronted with “a not in my backyard” attitude. There is a significant stigma attached to betting venues that for the most part is undeserved. Officials said that attitude has often blocked the company from opening an OTB facility.

Connecticut’s failure to address planning and zoning on a regional basis makes it difficult to locate OTB facilities. This process is not only time-consuming, it is also expensive. Lawyers and civil engineers must be retained. Sometimes, traffic or environmental impact studies need to be done.

Since the year 2000, a number of racetracks and dog tracks across the country have become racinos, a process that results in a section of the track becoming a casino. In most cases, the operator is required by state law to set aside a portion of casino revenue to increase purses. As of May 2009, there were 11 racino states. The result has been an infusion across the country of more than \$1 billion in increased purses, which in turn has led to better breeding programs, better horses, better opportunity for owners to race and a better product for the customer.

If OTB in Connecticut can show better races as a result of purse supplements from racino states, the product improvement should improve handle throughout all distribution networks. The fact that many of the racinos are in the East should further improve the situation for Connecticut.

Figure 94: OTB General Fund Transfers, Gross Sales and Payments to Municipalities

	Transfers to the General Fund (In Dollars)	Gross Sales (In Dollars)	Payments to host municipalities (In Dollars)
1979	7,800,000	118,028,104	3,163,144
1980	13,100,000	166,294,918	3,061,722
1981	13,500,000	180,179,203	3,061,648
1982	20,200,000	190,403,568	3,250,535
1983	19,000,000	183,548,291	3,324,683
1984	18,800,000	187,064,643	3,654,678
1985	18,700,000	185,589,642	3,741,155
1986	18,900,000	188,782,000	3,755,049
1987	18,700,000	193,260,000	4,810,302
1988	18,800,000	200,340,000	5,024,774
1989	19,600,000	202,121,000	4,845,735
1990	18,300,000	193,428,000	4,453,576
1991	10,900,000	199,924,000	4,384,209
1992	14,400,000	175,313,888	3,981,783
1993**	16,200,000	163,831,210	3,473,879
1994	5,788,175	178,247,181	3,428,151
1995	6,129,150	224,862,846	3,687,400
1996	6,610,554	244,007,115	3,529,603
1997	6,874,079	254,946,925	2,549,469
1998	5,441,570	262,213,261	4,260,559
1999	5,472,648	265,481,548	4,337,167
2000	5,616,495	272,013,961	4,445,525
2001	5,674,281	274,510,529	4,484,936
2002	5,736,901	276,349,625	4,503,743
2003	5,783,231	279,614,045	4,437,840
2004	5,783,041	279,250,542	4,589,212
2005	5,275,182	255,047,341	4,193,829
2006	5,055,057	244,444,205	4,014,890
2007	4,808,425	233,492,621	3,840,718
2008*	4,603,607	224,797,249	1,469,695

*Thru November 2008

**State sold the OTB system on July 1, 1993 to Autotote Enterprises for \$20 million

Source: DOSR

As part of this study, we visited the Hartford Raceview Center, the New Britain Raceview Center and the Bradley Teletheater on October 21, 2008, in the late afternoon and early evening. We discussed the properties with customers at each venue. Our findings conform to industry data on racing and OTB customers that has been published for years.

OTB customers were older, working-class males betting within a budget and enjoying the skills element of handicapping. Our on-site interviews indicated that most customers lived within a 25-mile radius of the properties.

Players can participate in a frequent-bettors program called the Trophy Club, where they earn points each time they bet. The points can be redeemed for merchandise. Collecting player

information enables the operators to enhance their marketing program. The most successful OTB locations in Connecticut are the ones that offer the best amenities and comfort. For example, the New Britain facility provides betting windows and betting machines for its guests. At the time of our visit, no food or beverage was offered, but we learned subsequently that it does normally operate a concession service. Space to sit down and spread out handicapping materials was limited to table tops and seating areas.

At the Bradley Teletheater, the space was designed with private betting booths, individual TVs and sound systems. The lighting was understated, however purposeful. Bradley does almost three times the business of New Britain.

Sports Haven in New Haven combines OTB action with a first-class sports bar. The combination is a very powerful draw. It is one of the reasons why Sports Haven continually records the top handle of all OTB facilities. In calendar year 2008, its handle was \$40.1 million; Bradley was the next highest at \$38.4 million. Sports Haven has had the top handle every year since 1999. The multi-level facility is the prototype for off-track betting simulcast venues, and it is considered the marquis OTB betting parlor in Connecticut.²⁷⁸

Since 1977, OTB properties in Connecticut have contributed \$348 million to the General Fund. From 1999 to 2008, the contribution was \$58 million. However, the impact is still a measurable one. The figures were naturally much higher before July 1, 1993, when the state sold OTB to AEI.

Payments from OTB to host municipalities in 2007 were \$3,840,718, which is a decline of 7.5 percent from the 10-year average of \$4,150,717.

We studied the records of selected municipalities that host OTB operations and can find no record or evidence to support an increase in crime as a result of a municipality hosting an OTB property. In our meetings with Joseph P. Tontini, Unit Chief, Gambling Regulation Unit, Division of Special Revenue, we specifically asked about increased crime, and he indicated that there was no significant increase. (Tontini was responding to a question, not citing a study or report). We also queried police departments in towns where OTB facilities were located in an effort to determine the impact of OTB. They said they could not provide such information.

Over the course of the last 10 years, employment has been adversely affected with the closure of Hartford Jai Alai in 1997, Milford Jai Alai in 2002, Plainfield Greyhound in 2005 and Bridgeport Shoreline Star Dog track in 2006. Newspapers reported the Plainfield Greyhound closure resulted in 150 jobs lost; however, those losses may have been offset by increases at the OTB venues coming on line.

Full-time and part-time employees working at OTB venues in Connecticut in 2008 are:

²⁷⁸ Dan Novak, New Haven Register, http://www.nhregister.com/articles/2008/01/25/past_stories/19925603.txt, January 25, 2008.

Figure 95: OTB Employee Numbers by Location

OTB Venue	Full Time Employees	Part-Time Employees
East Haven	1	6
Norwalk	5	4
Waterbury	6	6
Torrington	2	5
Bristol	5	4
New Britain	4	12
Hartford	9	9
Windsor Locks	24	46
New Haven	31	51
Bridgeport	36	24
Telephone Wagering	10	40
Operations, Sales & Administration	18	-
Total	151	207

Source: Scientific Games, as of November 28, 2008

Cannibalization of Gambling Revenue

A critical question that needs to be asked in any study of the impacts of gambling is: Are the various forms of gambling cannibalizing each other? A related question is: Do they compete against each other?

We note that there are some very strongly held assumptions regarding the competitive aspects among various forms of gambling. Executives at the CLC indicated, for example, that they view the two casinos as clear competitors.

On a macro level, we note two essential points:

- Studies are inconclusive as to the migration of gamblers from one form of wagering to another, with some potential causal relationships being clear and others rather tenuous.
- The assumption that gambling competes with gambling has indirectly affected policy decisions in Connecticut, which may have led to lost opportunities. For example, as explained in a previous section of this report, the CLC views the Connecticut casinos as competitors for wagering dollars, rather than as potential marketing partners.

Figure 96: Lottery and Population Growth Rates, Selected Casino States, 1985-2005

State / First year of data	Lottery growth, 1 st yr.- 2000	Population growth 1990-2000	Year Casinos Opened	Lottery growth before casinos	Lottery growth after casinos opened (through 2000)	Lottery growth 2000-05	Population growth 2000-05
Colorado / 1985	7.2%	3.1%	1992***	9.5%	5.7%	2.0%	1.6%
Connecticut / 1985	3.1%	0.3%	1992*	3.1%	3.1%	0.3%	0.5%
Illinois / 1985	-1.6%	0.8%	1991**	1.0%	-2.8%	3.2%	0.5%
Indiana / 1990	1.2%	1.0%	1995**	8.7%	1.3%	4.2%	0.6%
Iowa / 1986	3.2%	0.5%	1992***	8.7%	-1.3%	10.8%	0.3%
Louisiana / 1992	-5.1%	0.6%	1988***			1.0%	0.2%
Minnesota / 1990	-0.1%	1.2%	pre-1985*			-0.2%	0.8%
Missouri / 1986	6.0%	0.9%	1994**	3.6%	8.1%	9.5%	0.7%
New Jersey / 1985	1.6%	0.9%	pre- 1985**			2.7%	0.6%
New York / 1985	4.3%	0.5%	pre-1985*			9.4%	0.3%
Averages	2.2%	1.0%		5.8%	1.2%	4.3%	0.6%

* Indian casinos only, as of 2000; ** Commercial casinos only, as of 2000; *** Commercial and Indian casinos

Source: State lottery commissions

Comparing the last two columns from the table above, we see that on average, adjusted for population, the lottery growth rates in casino states exceed those in non-casino states. As cautioned earlier, any particular state may see results substantially different from the average experiences of other states. This may suggest that, after an initial negative casino effect on the lottery, the lottery recovers and sees even higher growth rates than before casinos.²⁷⁹

Indeed, while we caution that experience in other states is limited because so many factors can differ, the experience in Connecticut shows that the destination-business model can successfully co-exist with a lottery.

The lottery has impacted racing's declining popularity – both in Connecticut as well as throughout the rest of the nation.

²⁷⁹ In his paper, Jeff Dense argues that there “continues to be minimal substitution between state lotteries and commercial casinos.” His analysis shows that state government receipts from lotteries and casinos are both positive over time. However, it is unclear whether he adjusted his data for inflation. See Jeff Dense, “State lotteries, commercial casinos, and public finance: An uneasy relationship revisited.” *Gaming Law Review*, vol. 11, pp. 34-50.

Nationwide, there is evidence that lotteries have had a negative impact on racing's popularity. The impact of lotteries was noted in detail in a 2000 report produced by the investment firm, Bear Stearns²⁸⁰, now part of JP Morgan:

"Clearly, pari-mutuel horse race wagering is a good deal more complex than other forms of wagering. There are many different types of pari-mutuel wagers, and some are more difficult than others to execute. In our opinion, most wagers often cannot be won without some degree of handicapping, which requires at least some knowledge of the industry, the horses, the tracks, and other random factors. This intense, time-consuming process can just as easily be a winning prospect as it can be a losing one, as a handicapper could end up losing his or her wager just because a particular factor was misjudged.

"When handicapping as an activity in and of itself is put to the test against other forms of recreation and leisure, particularly against other forms of gaming, it has a difficult time competing. In comparison to other forms of gaming, in particular those that are games of chance, handicapping doesn't generate as much consumer demand. Lotteries, for example, have low stakes and provide outstanding returns. The only work the consumer has to do is purchase a ticket. Bettors don't have to show up on race day, they don't have to rigorously study tapes of past races, and they don't have to spend countless hours handicapping a single race. However, even though the pari-mutuel wager requires more work, players are betting against other people, rather than the house, and therefore their chances of winning are naturally increased.

"It is important to note when discussing handicapping versus other forms of wagering that many different economic factors have an effect on bettors' wagering patterns. The gaming industry often finds that times of economic prosperity lead to freer betting habits. Taxation, which varies among jurisdictions, also plays into bettors' wagering habits. As a result, it is difficult to determine how different forms of wagering affect each other when analyzing consumer betting preferences. It is important, therefore, to isolate the different forms of gaming and treat them as separate factors when studying the impact that one form of wagering has on another.

"A case study that we believe presents an accurate analysis of this sort comes from the University of Louisville's Equine Industry Program, which looked at the effects of isolated gaming activities on each other. The analysis revealed that the institution of the Ohio State Lottery in 1974 had a negative effect on the two most significant factors contributing to track profitability, attendance and handle in southern Ohio and northern Kentucky.

²⁸⁰ "The Sport of Kings, A Guide to the Pari-Mutuel Horseracing Industry," Bear Stearns, Dec. 2000.

Figure 97: Impact of Lotteries on Racing

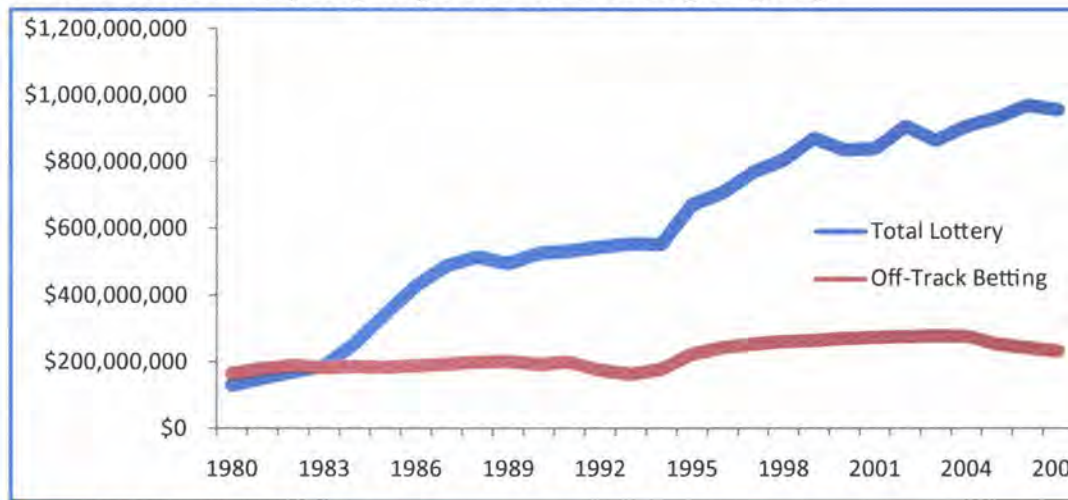
		1974	1987
Attendance	Turfway Park, River Downs	-13.80%	-16.70%
Handle	Turfway Park, River Downs, Lebanon Raceway	-20.60%	-24.60%

Note: Numbers reflect change in attendance and handle since introduction of the lottery.

Source: University of Louisville, Department of Equine Administration

The following compares the Lottery with Off-Track Betting wagering in Connecticut over the past 28 years:

Figure 98: Connecticut Lottery Wagering vs. Off-Track Betting Wagering



Source: Connecticut Division of Special Revenue

A number of macro factors would account for those profound differences in growth rates, from changing consumer tastes to improved lottery technologies.

From 1992 through 1996, CLC sales grew by 30 percent, from \$544 million in FY 1992 to \$707 million in FY 1996.²⁸¹ Foxwoods in Connecticut opened in 1992 and had been expanding throughout that period of study. Mohegan Sun opened in October 1996 and thus overlapped that study by less than a year. Still, the data indicates that casino destinations did not hurt lottery sales, despite the opening of two of the world's most successful gaming properties. The WEFA Group, in its study, attributed that growth, in large measure, to the introduction of instant games priced at \$2 or more.

The next question then is: Did the view that lotteries and casinos compete against each other have an impact on state policy? The answer is: Yes. The CLC's view that casinos are competition, and not opportunities, has likely resulted in lost opportunities for lottery sales to out-of-state residents, who – from a public-policy perspective – represent the ideal customers. Their lottery purchases are more likely to displace discretionary purchases in their own states, rather than in Connecticut.

²⁸¹ The WEFA GROUP June 1997, "A Study Concerning the Effects of Legalized Gambling on the Citizens of the State of Connecticut."

A 2006 survey by the Center for Policy Analysis at the University of Massachusetts Dartmouth, referred to as the New England Gaming Behavior Survey, offers a window into the potential lost opportunity. The center conducted a telephone poll of 2,806 residents of Massachusetts, Rhode Island, Maine and New Hampshire.

The following table was gleaned from the published results of that survey.²⁸²

Figure 99: New England Gaming Behavior Survey

Annual visitors (in thousands)	MA	RI	ME	NH	Total
Foxwoods	977	231	80	155	1,442
Mohegan Sun	568	129	43	67	807
Combined	1,544	360	123	222	2,250
Avg. visits/year	MA	RI	ME	NH	Total
Foxwoods	4.92	5.38	2.06	2.29	4.55
Mohegan Sun	3.64	3.56	2.45	1.67	3.40
Combined	4.45	4.73	2.20	2.10	4.14
Annual visits/year (in thousands)	MA	RI	ME	NH	Total
Foxwoods	4,805	1,242	165	355	6,567
Mohegan Sun	2,067	460	106	112	2,744
Combined	6,871	1,702	271	466	9,311

Source: Center for Policy Analysis, University of Massachusetts-Dartmouth

These estimates only project visitation from other New England states and do not include visits from New York and other regions that also patronize the two casinos. Even if only a small portion of these visits resulted in purchases of lottery tickets, the results would have a material impact on overall lottery sales in Connecticut.

Spectrum also knows from experience that casinos are often willing lottery agents and do not necessarily subscribe to the notion that lottery purchases – even on-site at a casino – would displace gaming revenue. Most casinos in Atlantic City, for example, sell lottery tickets, often at locations such as gift shops and parking garages. Indeed, casinos have been found to have been among the most productive of such agents.²⁸³

In researching available New Jersey data, we found that the 1,200 top-performing lottery agents in 1998 generated average weekly sales per agent of \$15,613. Trump Taj Mahal, the largest casino in Atlantic City at the time, averaged \$30,379 in weekly sales that year – or about five times the current average for all agents in Connecticut.

²⁸² “Who Gambles at Connecticut Casinos?” University of Massachusetts Dartmouth, February 2007.

²⁸³ “Top 1,200 Agents,” New Jersey Lottery, May 11, 2000. This data was considered public at the time. The New Jersey Lottery has subsequently determined that sales by individual lottery agents is confidential and has not publicly released data since that time.

That Atlantic City data is nearly a decade old and relates to a casino that is significantly smaller than either Foxwoods or Mohegan Sun.

In 2005, the New Jersey Lottery generated a controversy when it promoted its “Viva Las Vegas” game, in which players could be entered in a second round to win free trips to Las Vegas. Atlantic City casinos objected because the Lottery was promoting visits to another state, rather to its own casinos.²⁸⁴

Our overall analysis makes it clear that Connecticut’s long-held assumption that lotteries and casinos are pure competitors, rather than potential partners, has resulted in missed opportunities to capture more out-of-state dollars.

²⁸⁴ “Atlantic City upset by lottery’s prize,” Associated Press, May 08, 2005.

Section V: Demographic Characteristics and Lifestyle Identifiers of Citizens Who Legally Gamble

All of the tables in this section were derived from the telephone survey commissioned by Spectrum.

Figure 100: Demographic Information of Connecticut Gamblers

	Census		
	Achieved	Weighted	2007
	(2,298)	(2,298)	
Gender			
Male	40.0	45.9	47.7
Female	60.0	54.1	52.3
Education			
Less than High School	2.8	8.7	11.9
High School	19.5	29.8	29.6
Some College	26.7	26.7	25.5
Bachelor's Degree	28.0	20.5	19.4
Post Graduate Degree	23.0	14.3	13.6
Age			
18-34	13.4	26.2	27.4
35-44	17.9	21.2	21.5
45-64	46.3	37.9	37.1
65+	24.4	19.3	18.5
Ethnicity			
Hispanic	4.1	6.4	10.1
African-American	5.2	7.0	8.7
Caucasian	88.4	84.2	78.1
Other	2.3	2.4	3.1

The table below presents characteristics for two categories: past-year and monthly gamblers. Non- and infrequent gamblers were excluded from this analysis due to small sample panel sizes.

Figure 101: Demographics of Connecticut Gamblers (Total Adult Population: 2.7 million)

		Past-Year (1,624) %	Monthly (838) %
Gender	Male	42.2	59.7
	Female	57.8	40.3
Age	18 – 34	27.5	21.9
	35 – 44	20.4	20.6
	45 – 64	37.6	39.0
	65 and older	14.5	18.6
Ethnicity	Black/African American	5.7	7.9
	White/Caucasian	87.2	84.9
	Hispanic/Latino	4.6	6.0
	Other	2.5	1.3
County	Fairfield County	20.3	24.5
	Hartford County	30.9	26.0
	Litchfield County	5.8	5.2
	Middlesex County	4.0	4.2
	New Haven County	22.7	25.8
	New London County	7.8	6.8
	Tolland County	3.9	4.2
	Windham County	4.6	3.3
Marital Status	Single	23.0	22.6
	Married	61.2	57.7
	Divorced	9.7	10.9
	Widowed	6.2	8.9
Education	High school or GED	32.8	37.2
	Some college	26.4	32.9
	Bachelor's degree	23.4	19.4
	Postgraduate degree	17.5	10.5
Income	Under \$25,000	10.0	11.1
	\$25,000 to less \$50,000		
	\$50,000 to less \$75,000	18.1	18.4
	\$75,000 to less \$100,000	16.7	17.0
	\$100,000 to less \$125,000	11.4	10.7
	\$125,000 or more	21.9	20.2
Religion	Protestant	31.2	27.7
	Catholic	40.3	47.9
	Other	5.7	5.5
	None	22.8	18.8
Armed Services	Yes	12.3	17.4
	No	87.7	82.6

Past-year casino gamblers

The following table offers a demographic breakdown of past-year casino gamblers. Thirty-one percent of respondents were from Hartford County, which accounts for about one-quarter of the state's population.

Figure 102: Demographics of Past-Year Casino Gamblers (Total Adult Population: 2.7 million)

		(818) %
Gender	Male	50.2
	Female	49.8
Age	18 – 34	26.1
	35 – 44	20.5
	45 – 64	36.9
	65+	16.4
Ethnicity	Black/African American	8.5
	White/Caucasian	83.7
	Hispanic/Latino	5.8
	Other	1.9
County	Fairfield County	20.5
	Hartford County	30.9
	Litchfield County	4.5
	Middlesex County	4.9
	New Haven County	23.8
	New London County	8.3
	Tolland County	4.5
Income	Windham County	2.5
	Under \$25,000	11.3
	\$25,000 to less \$50,000	22.2
	\$50,000 to less \$75,000	16.0
	\$75,000 to less \$100,000	17.2
	\$100,000 to less \$125,000	11.5
Religion	\$125,000 or more	21.8
	Protestant	26.8
	Catholic	49.1
	Other	6.0
	None	18.1

Past-Year Lottery Demographic

Figure 103: Demographics of Past-Year Lottery Gamblers

		(1,234) %
Gender	Male	50.7
	Female	49.3
Age	18 – 34	22.3
	35 – 44	22.1
	45 – 64	40.0
	65+	15.7
Ethnicity	Black/African American	7.6
	White/Caucasian	84.1
	Hispanic/Latino	6.7
	Other	1.5
County	Fairfield County	22.7
	Hartford County	28.1
	Litchfield County	5.2
	Middlesex County	4.5
	New Haven County	25.6
	New London County	6.3
	Tolland County	3.7
	Windham County	3.8
Income	Under \$25,000	10.4
	\$25,000 to less \$50,000	22.6
	\$50,000 to less \$75,000	18.5
	\$75,000 to less \$100,000	17.4
	\$100,000 to less \$125,000	12.2
	\$125,000 or more	18.9
Religion	Protestant	28.3
	Catholic	45.4
	Other	5.0
	None	21.3

Past-Year Demographics for Horse Race Players

The table below provides demographic information for gambling on horse racing in the past year. Due to the small sub-sample size of 170, caution must be used in interpreting the results.

Figure 104: Demographics of Past-Year Horse Race Gamblers

		(170) %
Gender	Male	48.8
	Female	51.2
Age	18 – 34	28.5
	35 – 44	22.8
	45 – 64	30.7
	65+	18.0
Ethnicity	Black/African American	7.0
	White/Caucasian	90.8
	Hispanic/Latino	1.3
	Other	1.0
County	Fairfield County	19.8
	Hartford County	29.0
	Litchfield County	10.0
	Middlesex County	2.9
	New Haven County	26.4
	New London County	10.8
	Tolland County	0.4
	Windham County	0.7
Income	Under \$25,000	6.4
	\$25,000 to less \$50,000	18.0
	\$50,000 to less \$75,000	21.2
	\$75,000 to less \$100,000	13.2
	\$100,000 to less \$125,000	11.5
	\$125,000 or more	29.7
Religion	Protestant	16.6
	Catholic	51.2
	Other	4.7
	None	27.5

Past-Year Bingo Player Demographics

Figure 105: Demographics of Past-Year Bingo Players

		(206) %
Gender	Male	50.0
	Female	50.0
Age	18 – 34	33.9
	35 – 44	15.5
	45 – 64	30.1
	65+	20.4
Ethnicity	Black/African American	7.6
	White/Caucasian	86.0
	Hispanic/Latino	5.6
	Other	0.8
County	Fairfield County	21.6
	Hartford County	36.4
	Litchfield County	2.2
	Middlesex County	4.0
	New Haven County	18.3
	New London County	7.9
	Tolland County	5.6
	Windham County	4.0
Income	Under \$25,000	14.7
	\$25,000 to less \$50,000	19.8
	\$50,000 to less \$75,000	14.6
	\$75,000 to less \$100,000	14.2
	\$100,000 to less \$125,000	18.0
	\$125,000 or more	18.8
Religion	Protestant	21.4
	Catholic	54.2
	Other	2.2
	None	22.2

Demographics Based on Frequency of Play

We now analyze demographic characteristics based on frequency of play. Non-gamblers and infrequent gamblers and monthly and weekly gamblers have been collapsed for analysis purposes. There are important differences between the different categories of gamblers. Men are more likely to be monthly gamblers than past-year gamblers.

Those who are past-year gamblers or monthly gamblers are more likely than non-gamblers to be:

- White
- 45-64 years of age
- Living in Hartford County
- Have a household income of more than \$125,000

Figure 106: Demographics Based on Frequency

		Non- & Infrequent Gamblers (2,210) %	Past-year Gamblers (1,624) %	Monthly and Weekly Gamblers (1,065) %
Gender	Male	35.7	40.2	59.2
	Female	63.3	59.8	40.8
Age	18 – 34	25.6	27.5	25.0
	35 – 44	19.7	20.4	20.2
	45 – 64	31.5	37.6	36.3
	65 and older	23.2	14.5	18.5
Ethnicity	Black/African American	7.5	5.7	7.9
	White/Caucasian	79.7	87.2	84.9
	Hispanic/Latino	8.9	4.6	6.0
	Other	3.8	2.5	1.3
County	Fairfield County	26.3	20.3	24.5
	Hartford County	21.1	30.9	26.0
	Litchfield County	4.6	5.8	5.2
	Middlesex County	4.6	4.0	4.2
	New Haven County	22.8	22.7	25.8
	New London County	11.9	7.8	6.8
	Tolland County	4.8	3.9	4.2
	Windham County	3.8	4.6	3.3
Income	\$25,000 to less than \$50,000	18.6	23.2	22.4
	\$50,000 to less than \$75,000	19.2	17.5	18.3
	\$75,000 to less \$100,000	13.0	15.7	16.8
	\$100,000 to less \$125,000	9.8	12.1	10.6
	\$125,000 or more	15.8	20.7	20.0

Demographics of Non-Problem, At-Risk, and Problem Gamblers

The table below shows the differences between non-gambler/infrequent gamblers, at-risk gamblers and problem and probable pathological gamblers as identified in the lifetime NODS screen based on demographics as found in the phone survey. Generally, at-risk gamblers fit between non-problem and problem gamblers.

Problem and probable pathological gamblers are significantly more likely to be male, (82 percent); single, (40 percent) and have some college education, (48 percent) than at-risk gamblers.

Conversely, at-risk gamblers are significantly more likely to be female, (36 percent); married (54 percent); have a post-graduate degree (14 percent); and be Protestant (32 percent) than problem gamblers.

We analyzed demographics of non-problem gamblers, at-risk gamblers and problem gamblers. We found that non-problem gamblers are significantly more likely to be female, (55 percent); white, (88 percent): and married, (63 percent).

Figure 107: Demographics Based on Category of Gambler

		Non-Problem Gamblers (2,011) %	At-Risk Gamblers (165) %	Problem Gamblers (76)* %
Gender	Male	45.4	63.8	81.8
	Female	54.6	36.2	18.2
Age	18 – 34	22.3	38.1	33.6
	35 – 44	20.5	20.0	23.8
	45 – 64	38.1	30.5	28.0
	65 and older	19.1	11.5	14.5
Ethnicity	Black/African American	5.7	15.0	9.2
	White/Caucasian	88.0	76.3	81.6
	Hispanic/Latino	4.5	5.6	9.2
	Other	1.8	3.1	0.0
Marital Status	Single	19.3	30.9	39.5
	Married	62.5	53.7	44.7
	Divorced	9.2	9.9	15.8
	Widowed	9.0	5.6	0.0
Education	High school or less	37.3	32.3	28.6
	Some college	26.3	31.7	48.1
	Bachelor's degree	21.1	22.4	18.2
	Postgraduate degree	15.3	13.7	5.2
Employment	Employed	58.9	60.2	63.2
	Part-time	11.4	14.3	19.7
	Retired	16.9	9.9	6.6
	Unemployed/Disabled	4.3	8.7	10.5
	Student/Homemaker	8.5	6.8	0.0
Religion	Protestant	32.7	31.8	17.1
	Catholic	41.7	40.3	41.4
	Other	6.3	3.2	5.7
	None	19.4	24.7	35.7
Income	Under \$25,000	7.2	9.2	7.3
	\$25,000 to \$50,000	21.0	25.0	21.7
	\$50,000 to \$75,000	21.0	23.7	21.0
	\$75,000 to \$100,000	16.8	22.4	17.6
	\$100,000 to \$125,000	12.3	5.3	11.3
	Over \$125,000	21.7	14.5	21.0
County	Fairfield County	27.2	26.0	26.9
	Hartford County	25.0	26.0	24.7
	Litchfield County	5.7	3.9	5.4
	Middlesex County	4.8	2.6	4.8
	New Haven County	23.1	29.9	24.1
	New London County	7.9	3.9	7.5
	Tolland County	4.3	5.2	4.4
	Windham County	1.9	2.6	2.1

* Note that due to the small subsample size, caution must be used when interpreting the results.

Early and Late Onset Gamblers

Additional analysis was conducted to compare early onset gamblers (those respondents who indicated that they started to gamble in their childhood or adolescence) and late onset gamblers (those who started to gamble in their thirties or older). Early-onset gamblers under the age of 30 were excluded from this analysis to improve comparability of these groups in terms of life experience.

The table below compares demographic characteristics of early and late-onset gamblers. The following are significantly more likely to be early onset gamblers:

- Male
- Have at least some college education
- Married
- 30-44 years of age
- Have a household income of \$75,000 or more
- Have military experience

In contrast, late onset gamblers are significantly more likely to be:

- Female
- Have a high school education or less
- 65 years of age or older
- Retired
- Have a household income of less than \$75,000
- Do not have military experience

Figure 108: Early and Late-Onset Gambler Demographics

		Early Onset (247) %	Late Onset (278) %
Gender	Male	78.1	32.4
	Female	21.9	67.6
Age	30 – 34	12.1	2.0
	35 – 44	30.6	11.2
	45 – 64	40.3	46.2
	65+	16.9	40.6
Marital Status	Single	15.8	12.0
	Married	68.0	54.0
	Divorced	10.9	11.6
	Widowed	5.3	22.4
Education	High school or less	27.4	53.4
	Some college	34.7	25.5
	Bachelor's degree	22.2	10.0
	Postgraduate degree	15.7	11.2
Income	Under \$25,000	8.6	16.8
	\$25,000 to less than \$50,000	20.0	29.8
	\$50,000 to less than \$75,000	11.9	21.2
	\$75,000 to less than \$100,000	17.6	11.1
	\$100,000 to less than \$125,000	11.9	5.8
	\$125,000 or more	30.0	15.4
Religion	Protestant	30.0	37.3
	Catholic	44.2	45.9
	Other	8.3	2.9
	None	17.5	13.9
Armed Services	Yes	24.2	11.2
	No	75.8	88.8

Both gambling screens showed that early onset gamblers were more likely in their lifetime to become problem gamblers and/or pathological gamblers than were late onset gamblers.

Motives for Gambling

In this section of the report, we use the survey to identify why Connecticut residents gamble and assess their attitudes toward gambling. The majority of respondents reported the following reasons for gambling: for entertainment or fun (85 percent), to win money (74 percent) and for the excitement or challenge (62 percent). These reasons generally increase in importance when comparing types of gamblers, from infrequent gamblers to weekly gamblers. When asked to compare the importance of gambling with other activities, only one-in-ten respondents reported it as very or somewhat important. This significantly increases with the frequency of gambling (i.e., from infrequent gamblers to weekly gamblers.)

Figure 109: Why Connecticut Gamblers Gamble

	Total (1,427)	Infrequent Gamblers (140)	Past-year gamblers (527)	Monthly Gamblers (557)	Weekly Gamblers (193)
Somewhat or very important	%	%	%	%	%
To be with people	45.2	39.0	43.6	49.1	42.6
To win money	73.7	62.0	70.2	76.9	80.7
Entertainment or fun	85.2	81.2	82.4	88.5	83.8
Support good causes	50.7	52.3	47.5	53.7	50.4
Excitement or challenge	62.2	55.0	54.9	66.7	72.2
Inexpensive entertainment	52.6	48.0	47.6	56.4	52.9
As a distraction	17.0	11.7	11.7	21.3	21.7

We asked a similar question based on the category of the gambler. At-risk gamblers are detected through the NODS screen. They are defined as gamblers who during their lifetime can be classified as at risk of becoming problem gamblers. These are people who scored at a level on the gambling screen that was below that of a problem gambler but fell into a category described as at risk of becoming a problem gambler.

Figure 110: Why Gamblers Gamble, by Type

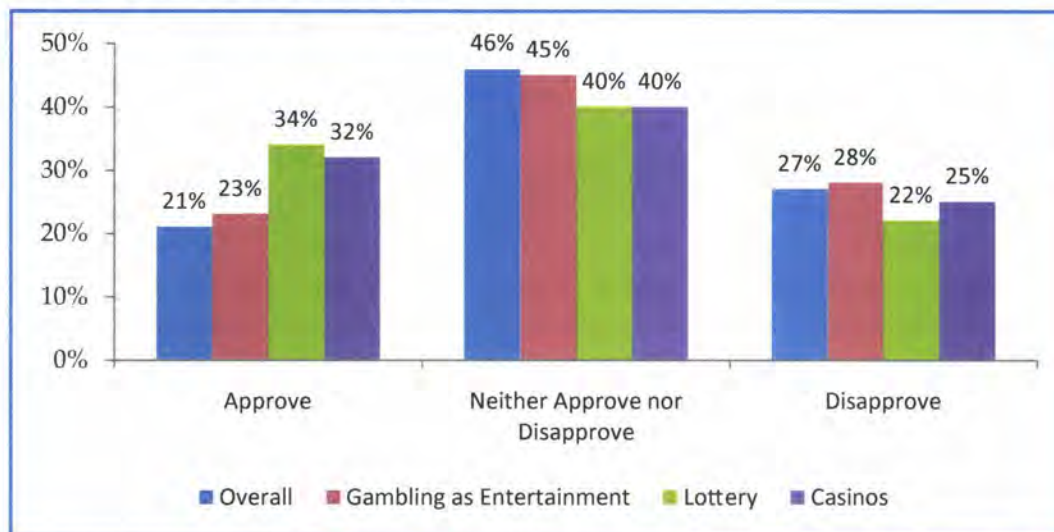
	Non-Problem Gamblers (2,011)	At-Risk Gamblers (165)	Problem Gamblers (76)
Somewhat or very important	%	%	%
Excitement or challenge	54.1	79.6	93.4
To win money	70.3	76.8	93.0
As a distraction	13.4	31.0	42.1

Approval of Gambling

Respondents were asked on a scale from 1 to 10, where 1 is “Strongly disapprove” and 10 is “Strongly approve,” about different types of legalized gambling activities. For analysis purposes, the responses of 1 to 3 are grouped as disapprove, 4 to 7 as neither approve nor disapprove, and 8 to 10 as approve.

Overall, respondents are split in their approval of legalized gambling in Connecticut. Forty-six percent of the 1,444 respondents who answered our question neither approve nor disapprove of gambling in Connecticut. More than one-quarter (27 percent) disapprove and one-in-five (21 percent) approve of overall gambling in Connecticut. A total of 1,444 respondents addressed the question.

Figure 111: Reaction to Lottery, Casinos



Respondents view OTB, dog racing, and the legalization of sports betting differently. Respondents disapprove of these activities more than overall gambling. The majority of respondents (58 percent) disapprove of dog racing, while 39 percent disapprove of OTB betting, and 42 percent disapprove of the legalization of sports betting.

Overall, more than one-half (55 percent) of respondents think there are about the right number of gambling sites in the state while one-third (31 percent) report there are too many. Forty-one percent report there are too many lottery locations. Sixty-five percent report having the right number of casinos in the state.

Section VI: Southeastern Connecticut Impacts

State's Attorney, New London County

State's Attorneys prosecute criminal cases in Connecticut. The New London area is one of 13 jurisdictions with a State's Attorney. The office has been struggling to process casino-related cases. It is difficult, though, to quantify the impact because the state has yet to develop a case management system that would help the office better track the types of cases it prosecutes, a shortcoming that prosecutors are hopeful will one day be overcome. Nonetheless, the New London office spends much of its time prosecuting casino-related cases, from simple trespass cases to armed robberies.²⁸⁵

The agreements with the two Indian tribes stipulate that the casinos pay for all regulatory costs, including law enforcement. And while the tribes pay for the cost of a State Police presence, they are not required to pay for the cost of prosecuting those crimes. The State's Attorney absorbs all those expenses.

The state's 2005 Uniform Crime Report, the most recent report available, shows that Foxwoods had 335 larcenies; 29 of them resulted in convictions. At Mohegan Sun, there were 115 larcenies; 28 of them resulted in convictions. New London State's Attorney Michael Regan explained that there is a considerable cost involved in prosecuting those cases.

At our request, Regan's office kept track of so-called Part B cases in New London for the month of August 2008 that involved casinos. Such cases involve trespassing, breach of peace, disorderly conduct, underage gambling and low-level larcenies. Part A cases involve more serious criminal cases that often result in lengthy jail sentences upon conviction.²⁸⁶

Regan noted that there is a considerable amount of paperwork involved in pursuing the Part B cases. In August 2008, there were 27 such casino-related cases. And officials noted that the figure is probably much higher as the 27 cases were only the ones they could identify.

The State's Attorney also prosecutes the more serious casino-related cases. In the first four months of 2008, the State Police Casino unit made 171 arrests at Foxwoods and 143 at Mohegan Sun. All of those cases had to be prosecuted by Regan's office.²⁸⁷

Driving Under the Influence ("DUI") Arrests

With the tremendous increase in traffic in southeastern Connecticut, so too has come an increase in DUI arrests. This is particularly true for many of the municipalities near the two Indian casinos.²⁸⁸

Norwich, for example, a municipality just north of the two casinos, had 129 DUI arrests in 1992; 252 in 2008. DUI arrests in Montville totaled 37 in 1992; 87 in 1997 and 116 in 2007.

²⁸⁵ Interview August 2008 New London State's Attorney's office.

²⁸⁶ Connecticut Division of Criminal Justice, "Frequently Asked Questions," <http://www.ct.gov/csao/cwp/view.asp?a=1795&q=285526&pp=12&n=>, (accessed on April 16, 2009).

²⁸⁷ Connecticut State Police.

²⁸⁸ Research, State Police accident reports.

The increases come at a time when DUI arrests statewide have fallen. In 1992, they totaled 12,088. In 2005, they declined to 9,874, a decrease of 18 percent.²⁸⁹

To give the DUI issue more context, we gathered information from local police departments, the State Police and the Department of Transportation to compare some of the towns close to the casinos with those of similar population that are much farther away from the casinos.

Figure 112: DUI Arrests in Towns with Casinos Compared with Similar Size Towns

	2004	2005	2006	2004-2007 2007 Totals	2007 Population*	Comments**
Montville	193	177	148	116	634	19,744 Site of Mohegan Sun
Mansfield	59	71	79	64	273	24,884 52 miles from Mohegan Sun
Ledyard	89	78	86	119	372	15,100 Site of Foxwoods
Ellington	61	50	44	45	200	14,370 66 miles from Foxwoods

* US Census Bureau estimates, July 1, 2007

**Mapquest

Source for DUI Arrests: Connecticut Division of State Police, Public Information Office, April 18, 2008

Note: All four towns use a resident state trooper to oversee their police departments.

The chart below compares Norwich with Trumbull and Shelton for DUI arrests from 2004 to 2006. Both Trumbull and Shelton have a land mass and population similar to that of Norwich. Norwich registered significantly more arrests. We ended with 2006 because not all of the municipalities could provide data for 2007 and 2008. Norwich, however, did. Police there made 158 arrests in 2007 and 252 in 2008, the highest number of arrests made during the 16-year span that records were made available to us.

Figure 113: DUI Arrests in Norwich Compared with Similar Size Towns Farther Away From Casinos

	Square Miles	2004	2005	2006	Total 2004- 2006	2007 Population*	Distance from Mohegan Sun**
Norwich	28	147	147	153	447	36,432	8.4 miles
Shelton	31	53	50	55	158	40,011	64.5 miles
Trumbull	23	82	36	75	193	34,465	70.9 miles

* US Census Bureau

**Mapquest

²⁸⁹ Connecticut State Police, Crime in Connecticut Annual Reports, Local police departments

Figure 114: DUI Investigations Conducted by Connecticut State Police

	2003	2004	2005	2006	2007	Total
Troop A	425	330	311	291	272	1,629
Troop B	154	122	100	96	122	594
Troop C	343	351	380	305	389	1,768
Troop D	388	314	285	279	229	1,495
Troop E	555	599	564	505	490	2,713
Troop F	536	389	340	381	388	2,034
Troop G	373	321	376	347	320	1,737
Troop H	377	305	322	416	340	1,760
Troop I	555	208	197	199	210	1,369
Troop K	267	251	291	211	244	1,264
Troop L	276	273	188	227	138	1,102

Source: Connecticut State Police

Troop A-Southbury, Fairfield County

Troop B-Canaan, Litchfield County

Troop C-Stafford, Tolland County

Troop D-Danielson, Windham County

Troop E-Montville, New London County

Troop F-Westbrook, Middlesex County

Troop G-Bridgeport, Fairfield County

Troop HQ-Middletown, Middlesex County

Troop I-Bethany, New Haven County

Troop K-Colchester, New London County

Troop L-Litchfield, Litchfield County

The Troop E Barracks consistently leads the state in DUI investigations. The barracks is located within two miles of Mohegan Sun, and about 10 miles from Foxwoods. Troop E conducted nearly one out of every six State Police DUI investigations. It registered one-third more investigations than Troop F in 2007, the barracks with the next-highest number of DUI investigations. Troop F is located in Westbrook, 24 miles from Mohegan Sun. The totals reflect only State Police DUI investigations.

Local and state police in the region have become increasingly concerned with the rising number of DUI arrests involving drivers who last consumed alcohol at a casino.²⁹⁰

We asked police in Ledyard, Montville and North Stonington to determine how many DUI arrests had a casino nexus. Police in those municipalities reviewed arrest reports to see where motorists had their last drink during the 12-month period ending June 30, 2008.

In Ledyard, nearly one out of four arrests involved casino patrons. In North Stonington, the figure was nearly one out of three. And in Montville, it was one of five. The figures only reflect those patrons who told police where they had their last drink. Roughly 20 percent of suspects refused to provide the information.

²⁹⁰ Interviews with law enforcement officials in Norwich, North Stonington, Ledyard, Montville and New London.

Two motorists charged with DUI were involved in separate accidents that killed two Connecticut people in southeastern Connecticut in March and April of 2009. Both acknowledged to police that they had been drinking at Mohegan Sun, according to police.

On March 7, 2009, police reported that a sailor at the Naval Submarine Base in Groton drove a car into a van on Interstate 395, killing a Connecticut College student and injuring seven others. He allegedly was driving the wrong way on I-395.²⁹¹

Michael Collins, Montville's resident state trooper, reported that the barracks received three emergency calls about the sailor's driving but troopers were 10 miles away at Foxwoods Resort casino investigating a report of a stolen vehicle. Dispatchers redirected the troopers to I-395 but they could not get there before the accident occurred.²⁹²

Meanwhile, Collins told us in an interview that he is concerned about a legislative proposal to extend drinking hours at the casinos, noting that his troopers "are already stretched too thin."

On April 5, 2009, a Lisbon construction worker allegedly caused a crash on I-395 in Norwich that claimed the life of a 59-year-old woman from Willimantic, Connecticut. He, too, was arrested for DUI.²⁹³ Police charged both motorists with manslaughter.

In response to the fatalities and other DUI-related fatal crashes in southeastern Connecticut, State Police and local police patrolled sections of I-395, Route 2 and Route 2A between 7 p.m. Saturday, April 11, 2009, and 3 a.m. Sunday, April 12, 2009. They made seven DUI arrests.

The Associated Press reported on April 30, 2009, that Mohegan Sun increased its efforts to spot gamblers who may be drunk in response to the two fatal accidents. Employees are receiving more training, and servers are limiting the number of drinks to two.

Norwich Police Chief Louis Fusaro said his department has not done a study of where motorists had their last drink but added he is convinced that for many of them, it was at a casino.

In a 1998 report, Fusaro said that two DUI-related fatal accidents that year claimed three lives. In both instances, motor vehicle operators admitted they had their last drink at one of the two casinos.²⁹⁴

In 2000, State Police were so concerned over the increase in DUIs that troopers began referring arrest investigations to the state Liquor Control Division in the hope that the division would cite the casinos.²⁹⁵

From 2002 to 2008, Mohegan Sun paid nearly \$1 million to settle charges that it violated state liquor control laws involving nearly 300 casino patrons who were allegedly intoxicated or under age. Mohegan Sun spokesman Gary Crowder blamed overzealous enforcement for many of the offenses. The result is that many bartenders refuse to serve patrons who are perfectly

²⁹¹ Megan Bard, "Driver in Fatal Was Drinking At Casino," *New London Day*, March 9, 2009.

²⁹² Ibid.

²⁹³ Interview, Montville Resident State Trooper Michael Collins, April 27, 2009.

²⁹⁴ Norwich Police Chief Louis Fusaro, "Impact of Neighboring Resort Casino," October 9, 1998, Page 1.

²⁹⁵ Georgina Gustin, "Drunken Driving Arrests Soar Near The Region's Casinos," *New London Day*, December 10, 2000.

sober, according to Crowder, who noted many angry patrons have filed complaints with the casino.

The casinos are the only entity in the state where full-time Liquor Control agents are stationed. Each casino has five agents.²⁹⁶ Crowder accused the state of using the fines as a way to generate additional revenue for the state. John Suchy, Liquor Control Division Director, denied the charge. He said his agents simply enforce the letter of the law.

Liquor Control agents also cited Foxwoods for more than 30 violations of state liquor laws from 2005 to 2008. The casino paid fines of more than \$80,000 to settle the charges.²⁹⁷

Neither casino has ever administratively challenged a Liquor Control agent's citation, according to Suchy. The offenses are almost always settled with a \$3,000 fine.

His agents, Suchy noted, must visibly observe an intoxicated patron. And then a patron must agree to identify himself or herself before a case is brought.

Case Study: The Southeastern Connecticut Regional Traffic Unit

The Southeastern Connecticut Regional Traffic Unit was created after Foxwoods opened in 1992. Public safety officials banded together to confront the issue of increased traffic accidents, drunk-driving incidents and low safety-belt usage. Affected communities, along with the Connecticut State Police, entered into a Mutual Police Assistance Compact that authorized area police departments to pool their resources to jointly conduct patrols and make arrests on a regional basis.²⁹⁸ The action was taken after officials noticed a substantial traffic flow increase after Foxwoods opened in 1992.

The traffic unit became a non-profit entity to receive court-ordered contributions to purchase equipment and training materials. Enforcement efforts were rotated to a different community every month.²⁹⁹

In an assessment of the unit in 1996, Waterford Police Chief Murray Pendleton said the regional approach resulted in increased enforcement and media attention and allowed officers to sharpen their skills in impaired driving apprehensions.

But despite the advantages, funding cutbacks among police departments throughout New London County resulted in the unit becoming inactive by 2001 at a time when the need for it was and is greater than ever as casino expansions have put more traffic on the highways, according to Pendleton.

Housing

Earlier in this report, we discussed the economic shift in southeastern Connecticut from high-wage manufacturing jobs to lower-paying service jobs. The shift exacerbated Connecticut's statewide affordable housing crisis. The Office of Policy and Management warned the General

²⁹⁶ Interview with State Liquor Control staff.

²⁹⁷ State Liquor Control Division.

²⁹⁸ Southeastern Connecticut Regional Traffic Unit Press Release.

²⁹⁹ Ibid

Assembly in December 2007 that young people were leaving in alarming numbers because they could not afford to live in the state.

Connecticut lost 25 percent of its 25-to 34-year-olds since 1990, higher than any other state. The loss is “likely pegged in part to the cost of living and housing, and puts Connecticut in a poor competitive position in attracting business and jobs.”³⁰⁰

Another study arrived at a similar conclusion: “Connecticut’s capacity for economic growth is directly linked to its ability to attract and retain a quality workforce. The rapidly increasing cost of housing, however, threatens the ability of vital skilled employees to live in Connecticut.”³⁰¹

The biggest problem has been a lack of supply. Connecticut was 49th in 2007, and 46th since 2000, in homes built per capita. And the homes that were built were overwhelmingly of the single-family variety.³⁰²

Even with plummeting real estate prices, the gap between what families make and the median sales price of a home continues to be steep. The median house price in Connecticut rose 70 percent from 2000 to 2007 while personal income rose 34 percent.³⁰³

Eighty-four percent of the municipalities in Connecticut have median sale prices that are unaffordable for most households.³⁰⁴ Housing experts say a household should spend no more than 30 percent of its income on housing. The number of Connecticut households spending more than that increased from 331,000 in 2000 to nearly 513,000 in 2006, a 55 percent increase, according to the US Census.

The housing wage — the hourly wage required to afford a two-bedroom apartment at fair market rent in Connecticut — remained high at \$21.11 in 2007, making it difficult for renters as well to live in Connecticut.³⁰⁵ More than one-third of the homes in New London County are occupied by renters, and one-third of those renters are spending more than 35 percent of their household income on rent. In Norwich, nearly half of the homes are occupied by renters.³⁰⁶

Jane Dauphinais, executive director of the Southeastern Connecticut Housing Alliance, noted there has always been an affordable-housing problem in the state as well as the region. The addition of so many low-paying jobs has made the problem that much worse in southeastern Connecticut.

HOMEConnecticut, an initiative of the Partnership for Strong Communities, examined median sale prices and compared them with median income to determine the percent of households that qualify for a mortgage. The group noted that even the affordable municipalities may not be affordable to many households because the criteria used to buy a home involved a 10 percent down payment, a borrower with no debt and a 1 percent property tax rate, which HOMEConnecticut acknowledged “is a rare, if not fictitious, commodity.”

³⁰⁰ HOMEConnecticut.

³⁰¹ DataCore Partners, *The Need for Affordable Housing in Connecticut*.

³⁰² HOMEConnecticut.

³⁰³ *Affordability in Connecticut, 2007*, HOMEConnecticut.

³⁰⁴ *Ibid.*

³⁰⁵ *Ibid.*

³⁰⁶ American Community Survey, US Census Bureau, December 9, 2008.

The gap between income and qualifying income exceeded \$10,000 in 97 municipalities. Despite a 9 percent decline in housing sales in 2007, median sales price actually increased by 1.5 percent.³⁰⁷

The high housing costs force employees to live farther away from work, taxing state and local highways. It also leads to sprawl. The problem is especially acute for employees at the lower end of the wage scale.³⁰⁸

More than 1,200 casino employees have a commute of 30 minutes or more and 110 drive 50 minutes or more. More than 3,000 employees commute from Rhode Island. More than 1,000 live in New York.³⁰⁹

HOMEConnecticut Policy Director David Fink argues that the state must aggressively address the housing affordability problem. He said Connecticut's economy and fiscal future are tied to population and job growth, noting: "We can't have either unless we have homes people can afford. Either we create the homes and welcome the workers and tax revenues we need, or we let our workers and the Connecticut we love disappear."

IRS Migration Database

A review of the IRS migration database shows that in 2007, the state suffered a net loss of nearly 13,000 people who took annual income with them of \$770 million. New London County, even with all the new jobs created, sustained a loss of 2,000 people and \$62 million worth of income that year.³¹⁰

The database tracks the movement of taxpayers into and out of counties along with the amount of income flowing in and out. The database is a joint project of the IRS and the Census Bureau. Returns are matched from one year to the next to determine if a taxpayer moved to another county. For example, when a taxpayer files a return in 2007 for the 2006 year, the return is compared to the one filed in 2006 for the 2005 year to see if there was an address change.

The database shows returns or households along with exemptions, which more closely resembles population. The database can be used to compute the net migration into a county along with the net aggregate income change. Population and income estimates are usually on the low side because the database only includes taxpayers who file returns.³¹¹

So where are Connecticut citizens moving to? Some have moved to metropolitan areas such as New York and Boston, where housing affordability is just as bad if not worse than in southeastern Connecticut.

³⁰⁷ CT SMART GROWTH, "Housing and Sprawl," <http://www.ctsmartgrowth.com/diary/250/> (accessed on April 16, 2009).

³⁰⁸ A Crisis in the Making: The Need for Affordable Housing in Connecticut.

³⁰⁹ Ibid, Foxwoods, Mohegan Sun .

³¹⁰ IRS Migration Database, 2007.

³¹¹ Ibid.

But some 10,000 moved to a low-cost housing state such as Florida in 2007, taking with them an annual reported income of a half-billion dollars. North Carolina, Virginia, Texas and Georgia were also high on the list of places they migrated to.³¹²

More than 4,300 Connecticut residents moved to North Carolina in 2007. They took with them income of \$148 million. Those figures were somewhat offset by North Carolinians moving to Connecticut, but the figures pale in comparison. Only 1,500 moved to Connecticut taking with them income of \$48 million. The net losses are even greater for Florida; 5,000 people and income of \$400 million.

Figure 115: Where Connecticut Residents Move and the Income They Take With Them

State	People filing tax returns	Exemptions claimed on tax returns	Aggregate adj. gross income in 1000's
FL	5,770	10,425	\$539,790
MA	4,807	7,246	\$344,921
CA	2,325	3,750	\$173,154
NJ	1,723	3,030	\$142,446
VA	1,695	3,183	\$108,578
PA	1,627	3,007	\$111,550
FR*	1,417	2,546	\$106,124
TX	1,409	2,865	\$134,888
GA	1,332	2,848	\$74,030
RI	1,172	1,862	\$64,493
IL	895	1,660	\$77,982
NH	775	1,357	\$63,221

Source: IRS Migration Database *Foreign

The loss of taxpayers and income has been a problem for some time in Connecticut. From 2004 to 2007, as the table below shows, the net income loss was more than \$1.6 billion while the net loss of people was nearly 40,000. While other factors may have been behind the net migration losses, the high cost of housing was one of them.³¹³

Figure 116: Migration of People, Income from Connecticut

2004-2007	2004-2007	Net loss/gain	2004-2007	2004-2007	Net loss/gain
Number of exemptions claimed on tax returns who moved out of Connecticut	Number of exemptions claimed on tax returns who moved into Connecticut		Amount of income taxpayers took with them when they moved out of Connecticut	Amount of income taxpayers brought with them when they moved into Connecticut	Of taxpayers who moved into or left Connecticut
385,711	348,091	(37,620)	\$14,104,553	\$12,503,214	(\$1,601,339)

Source: Internal Revenue Service. Income figures are in thousands.

The statewide affordability issue has been very much felt in New London County, where the price of a home is unreachable for the more than 80 percent of casino employees who earn less than the required \$79,900 a year needed to qualify for a mortgage to purchase a home at the

³¹² IRS Migration Database, 2007.

³¹³ Interviews with state housing officials.

2007 median sales price of \$255,500.³¹⁴ The only groups of casino employees who meet or exceed the threshold are senior management and directors.

The affordability problem has hampered the ability of casinos to fill positions. They sometimes recruit workers from overseas – students from Eastern Europe in the summer and from South America in the winter who often rent rooms in homes near the casinos.³¹⁵

Housing affordability affects more than the casinos. In 2007, Pfizer wanted to transfer as many as 1,000 employees from its Ann Arbor, Michigan facility to its Groton-New London sites. But as many as 30 percent of the Michigan employees opted not to come, and most cited “the sticker shock” of housing prices in southeastern Connecticut as the primary reason.³¹⁶

A 2007 Connecticut Business and Industry Association survey found that employers were increasingly concerned about their ability to recruit entry-level workers in light of housing costs.

Additionally, municipal social service agencies are experiencing an increased demand for their services, noting a rising trend in the number of two-income families struggling to maintain housing. A lack of affordable housing in the region has resulted in children becoming the fastest-growing sector of the homeless population.³¹⁷

Of the 21 municipalities in New London County, 10 have a gap of more than \$10,000 between income and qualifying income for a mortgage. The biggest gap, \$57,505, is in Lyme, followed by Old Lyme at \$39,893, Stonington at \$36,898, Groton at \$26,971 and Preston at \$24,290. Only two municipalities, Franklin and Sprague, are considered to be affordable.³¹⁸

Roughly 70 percent of the current housing stock in New London County consists of single-family homes. Nearly all of the multiple-dwellings of five or more units are concentrated in just three New London County municipalities – Groton, New London and Norwich.³¹⁹

The housing shortage continues to intensify. While nearly 7,000 housing permits were approved in New London County from 2000 to 2006, not enough of the increase consists of multi-family rental or affordable owner-occupied units.³²⁰ In 2007, only 14 percent of the permits issued were for multi-family projects of five units or more. That trend exacerbates the imbalance between single-family homes and multiple-dwelling units. And many of the multi-family units built were age-restricted or high-end condos, neither of which meets the needs of working families.³²¹

The fragmentation of local government has played a major role in limiting the region’s ability to address the issue of affordable housing. Residential development is perceived to generate local taxpayer costs; therefore making municipalities reluctant to contribute to a regional solution.

³¹⁴ HOMEConnecticut, Research, Foxwoods, Mohegan reports.

³¹⁵ Interviews with housing officials in Norwich, Montville as well as students.

³¹⁶ Southeastern Connecticut Housing Alliance.

³¹⁷ Ibid.

³¹⁸ Affordability in Connecticut, 2007, HOMEConnecticut.

³¹⁹ Ibid.

³²⁰ Southeastern Connecticut Housing Alliance, FY 2007 Annual Report.

³²¹ Connecticut Department of Community and Economic Development.

The result is that municipalities, in order to reduce tax burdens, have adopted zoning plans that encourage bigger single-family homes on larger lots. This disconnect only continues to accelerate the housing crisis.³²²

The Southeastern Connecticut Housing Alliance (“SECHA”) noted that “regional planning is advisory in nature.” The council said that regional planning is superseded by local boards and commissions. As with other statewide and regional challenges, “our local governments are therefore uninvolved at best and at worst regularly at odds with state and regional public policy needs.”³²³

North Stonington, a town with few affordable-housing units, rejected a 408-unit rental project in 2007. The developer challenged the decision with a lawsuit. Another project was killed in East Lyme.

At a minimum, a regional structure needs to be put in place with the authority to influence the local regulatory process, according to SECHA. A number of affordable housing projects in New London County have been put on hold due to difficult economic conditions. As many as 1,700 units had made it to the drawing boards, but only 200 to 300 are expected to be built over the next few years.³²⁴

A review of the IRS Migration database shows that more and more New London County residents are moving to other Connecticut counties, such as Windham and Tolland, where housing costs are lower. And residents of counties with higher housing costs than New London County are relocating to New London County.

From 2004 to 2007, net income loss sustained for New London County due to residents moving to Windham County, where housing costs are considerably less expensive, was more than \$9 million. Conversely, the net gain for New London County from Fairfield County residents was nearly \$21 million. Housing costs in Fairfield County are more than double that of New London County.

SECHA is optimistic about a targeted housing-assistance program it is developing for Mohegan Sun. The program will involve the casino providing financial incentives for workers to purchase homes. Classes are expected to be offered to employees that will focus on home ownership. SECHA is hopeful that other area employers will participate in similar programs.³²⁵

Another positive development is a state program that offers grants to municipalities for technical assistance and planning to determine if there is a need for mixed-income housing. Under the program, municipalities create incentive housing zones. As of September 11, 2008, the state Office of Policy and Management approved the plans of 11 municipalities for planning grants. One of them is Ledyard, home to Foxwoods. New London also submitted an application.³²⁶

³²² Southeastern Connecticut Housing Alliance, FY 2007 Annual Report.

³²³ Ibid.

³²⁴ Southeastern Connecticut Housing Alliance.

³²⁵ Ibid.

³²⁶ HOMEConnecticut.

More than 70 percent of residents surveyed in the region would support a requirement that new housing projects set aside a percentage of their units for affordable housing. And nearly 60 percent recognize the need for more affordable owner-occupied housing and/or rental units in the region.³²⁷

Figure 117: Home Affordability by Town, 2007

	Median Sales Price	Median Income	Gap between median income and qualifying income to purchase a home*
New London County	\$255,500	\$61,008	-\$17,047
Bozrah	\$229,000	\$68,240	-\$1,986
Colchester	\$269,700	\$80,501	-\$1,749
East Lyme	\$318,000	\$81,177	-\$15,343
Franklin	\$220,950	\$75,283	\$7,435
Griswold	\$214,000	\$61,074	-\$4,721
Groton	\$270,000	\$55,368	-\$26,971
Lebanon	\$227,500	\$74,948	\$5,165
Ledyard	\$272,500	\$76,340	-\$6,738
Lisbon	\$245,000	\$66,412	-\$8,541
Lyme	\$488,500	\$89,387	-\$57,505
Montville	\$248,500	\$66,723	-\$9,264
New London	\$209,500	\$41,456	-\$23,009
North Stonington	\$277,500	\$70,812	-\$13,743
Norwich	\$209,000	\$46,907	-\$17,411
Old Lyme	\$410,000	\$83,807	-\$39,893
Preston	\$302,000	\$67,503	-\$24,290
Salem	\$335,000	\$81,975	-\$19,567
Sprague	\$162,000	\$52,148	\$1,716
Stonington	\$334,500	\$64,497	-\$36,898
Voluntown	\$213,500	\$69,867	\$4,220
Waterford	\$265,000	\$67,472	-\$13,390

*Based on an applicant having no debt, a 10 percent down payment and a 1 percent property tax rate
Source: Affordability in Connecticut, 2007, HOMEConnecticut

Housing Code Violations

The lack of affordable housing has created, in large part, a substandard housing problem in southeastern Connecticut. Area housing officials such as Vernon Vessey of Montville acknowledge they have been waging an unsuccessful battle to curb illegal conversions of single-family homes into rooming houses.³²⁸

³²⁷ Regional Plan of Conservation and Development 2007, Southeastern Connecticut Council of Governments.

³²⁷ Ibid.

³²⁸ Interviews housing officials in Norwich, New London and Montville.

Sharing of beds in shifts known as “hotbedding” is a common practice among casino workers who earn low wages.³²⁹ One shift of workers returns to a home, only to be replaced by another. The term “hotbedding” denotes that the bed, occupied on a constant basis, is always warm.

Building inspectors say the illegal conversions first started after 9/11 when, according to the Asian American Federation of New York, nearly a quarter of Chinatown’s 246 garment factories closed, putting nearly 8,000 Chinese Americans out of work. Many of them obtained jobs at the two Connecticut casinos, both of which were expanding.

Some continue to commute back and forth from New York, but many others stay three-to-five nights a week in the region, renting out rooms. According to Foxwoods’ Human Resources Department, more than 600 workers list a city in New York State as their residence; about two-thirds of them live in either Brooklyn or Manhattan.

The first brush with illegal conversions was in November 2001 when firefighters, responding to a small house fire, discovered 20 beds in a single-family house in Norwich. Makeshift screens separated mattresses lying on bare wood floors.³³⁰

State building codes require a means of egress that “provides a continuous, unobstructed and undiminished path of exit travel from any occupied point in a building or structure” to allow for an emergency escape and rescue. Windows are supposed to be in each bedroom. Inspectors routinely discover code violations in homes illegally converted into boarding facilities.

Vessey, the Montville housing official, relies mostly on complaints to investigate code violations. The complaints have lessened as more and more of a neighborhood becomes saturated with illegal conversions, according to Vessey. But on December 9, 2008, Vessey received a complaint from a longtime Uncasville resident, Vincent Radzwilowicz, who suspected that no permits were taken out for renovation work on a nearby single-family home. He was right. Vessey and the town’s zoning officer inspected the home. Nothing could have prepared them for what they saw.

Workers were converting a detached two-car garage into living units. They were building two floors. Each floor had two bedrooms and a kitchen. Workers installed electrical outlets without permits; none of the bedrooms had required smoke detectors and the ceiling heights were less than those required by state law.

Any doubts as to whether this home on Ridge Road was a rooming house were dashed by a sign attached to wall that read: “Tenants do not touch the thermostat.”³³¹

Vessey then went from the garage to the house itself. He found six more bedrooms, all with locks on the doors, indicating that the bedrooms were being rent out as rooms to boarders. Another three or four bedrooms were in the basement. Like the rooms in the garage, none had smoke or carbon-monoxide detectors or proper emergency exits.

³²⁹ Norwich Fourth Program Year Action Plan, US Department of Housing and Urban Development Consolidated Plan for 2009, Page 3.

³³⁰ Penelope Overton and Kimberly Moy, “From New York to Norwich: A Migration Spurred By Casino Growth and 9/11,” Hartford Courant, March 16, 2003.

³³¹ Interview December 9, Montville Building Official Vernon Vessey.

Public officials such as Vessey fear that it is just a matter of time before a loss of life occurs. “Here is a 1,800-square-foot home with as many as 10 bedrooms, and another two that were on the way,” he noted. “If a fire broke out, it would be difficult for people to get out alive.”

Radzwilowicz, a 45-year resident of Uncasville, said his neighborhood has undergone a significant change. “You see people going in and out of homes all day and night. It is just not right. People are being warehoused.”

Two days after the inspection, the landlord was ordered by Vessey to develop “a plan of compliance to abate” the violations.

A day earlier, Norwich housing officials inspected a single-family home on West Thames Street after a health inspector relayed his concerns to city officials as he reviewed an application for a new septic system, which is affected by the number of bedrooms. The inspector noticed that the landlord carved up the house to add a number of bedrooms.³³²

Building officials found six bedrooms on the first floor and an attempt to add another two in the basement. Dining and living rooms were divided into several small bedrooms. All of the renovation work, including electrical, was done without permits. A heating technician told city housing officials that with the new rooms constructed, he believed there would not be enough airflow in the basement to allow the furnace to function properly. Carbon monoxide could build up. Inspectors report that the tenants were all casino workers.³³³

Inspectors found another illegal conversion at home near the one they had just cited. The same landlord owned this home as well.

As the inspectors left, the owner of the dwelling complained that she wasn’t the only landlord operating rooming houses. She noted that the neighborhood is full of them.³³⁴

Landlords in Montville and Norwich, cited by housing officials in the two cases we reported, restored their properties to single-family homes, taking down walls and removing beds, according to building officials in both communities. But the issue, public officials acknowledge, is how long will it be before the homeowners illegally convert the homes again?

Holly Hill Drive in Montville is an area riddled with illegal conversions.³³⁵ Six years ago, a fire destroyed a home on the 100 block of the street. The owner had already installed several cubicles in the basement and was ripping up old carpeting when a torch ignited glue from the old carpeting. The one-story home was quickly enveloped in flames. Two occupants were slightly injured.

Other cases include:

- A home on Holly Hill Drive that was damaged by a stove fire. The fire marshal found four bedrooms and a bathroom that were built in a basement without permits.³³⁶
- A three-bedroom home on Leffingwell Road in Montville that experienced a furnace backfire. Officials discovered four bedrooms in a basement without permits. A

³³² Norwich housing officials.

³³³ Ibid.

³³⁴ Ibid.

³³⁵ Montville housing officials.

³³⁶ Montville building officials.

breezeway was converted to a sleeping room, and the living room was divided into two rooms for sleeping as well. Some of the sleeping rooms had three or more beds in them without any smoke detectors or rescue openings.³³⁷ Twenty tenants were in the house; most of them were casino workers. Only one spoke English. She explained that the tenants rented sleeping space from the owner, who lived out of state.³³⁸

- A one-bedroom apartment in Norwich was discovered in June 2008 to have five students from the Ukraine living in it. It was condemned for electrical code violations. The students, casino workers, were brought here on visas. They were relocated at city expense into a new apartment.

One of the more bizarre cases of hotbedding occurred in late 2001, when a tenant complained to Montville Fire Marshal Ray Occhialini that he could not get enough bathroom time and, when he did, there was no running water. Occhialini found 15 people sleeping on towels sprawled across a hardwood floor. Through an interpreter, Occhialini discovered that the tenants worked at the casino, paid rent and sent back most of their wages to relatives living in New York City. Coincidentally, it turned out to be the same house that Vessey cited in December 2008. The owner was different; the problem the same.

The Norwich Department of Planning and Development has resorted to putting staff on overtime to investigate code violations. Building officials work roughly 60 hours a week. In FY 2006, the year the blight officer was hired, the number of code violations more than doubled to 1,170. Zoning complaints increased from 137 to 503 from 2002 to 2006.³³⁹ City officials attribute most of those increases to illegal rooming-house conversions.³⁴⁰

John Wong, president of New London County's Chinese American Cultural Association, said the unsafe housing problem is much worse than officials think. Wong believes that at least three-quarters of the homes in the Holly Hill Drive area in Montville are rooming houses. "They have no idea how serious a problem this is," Wong said. "What we need to do is provide affordable housing for these casino workers."

There has also been some evidence of hotbedding and illegal conversions in New London. The Fire Marshal's office reported that a casino dealer illegally converted a number of apartment buildings into rooming houses. He then recruited casino workers as tenants. The city had to ask the state's Housing Prosecutor to file charges against the landlord.

Housing inspectors and fire marshals acknowledge that their record-keeping is not as meticulous as it should be. Inspectors say they do not inquire as to the employment status of the tenants. Often, they will simply demand that code violations be corrected. And if the landlord quickly does so, there sometimes is little, if any, description kept of the violations. For everyone they document, 10 go undocumented.³⁴¹

³³⁷ Ibid.

³³⁸ Interview with Montville housing officials.

³³⁹ Norwich city budget.

³⁴⁰ Ibid.

³⁴¹ Interview with area housing officials.

Norwich housing inspectors say they come across at least a half-dozen homes per month that have been improperly converted into illegal rooming houses. Montville inspectors put the figure there at least one a month. They often see tenants in casino uniforms.

Housing officials say landlords are getting smarter at beating the system. An increasing number disguise their renovations as storage rooms, music rooms or sewing rooms when, in fact, they are bedrooms. That way, they get around the requirement that smoke and carbon monoxide detectors be installed along with windows.³⁴²

Building official Vessey noted that the building code does not contain any regulations for determining the use of a room. He may have no choice but to approve plans for a Holly Hill home in which basement renovations call for four rooms and two bathrooms. "I think it is a pretty solid bet that some of those rooms will become bedrooms, but that is not what the plans say right now," Vessey said.

Under current law, building officials such as Vessey must receive a complaint or have first-hand knowledge of a violation before inspecting a single-family home.³⁴³ Judith Decine, the state's housing prosecutor, said she looks forward to the day when the state's Housing Code is amended to allow housing inspectors to investigate suspicions of overcrowding without a formal complaint.

A housing task force recently completed a study that recommends the change when an absentee landlord owns the home. "This is something that is really needed to address the problem of overcrowding in these homes," Decine said. "Now there is lack of authority that prevents an official from trying to avert a tragedy."

With so many people living in single-family dwellings, local officials fear a significant census undercount, which will affect the receipt of federal and state aid.³⁴⁴

Norwich officials pointed out, "Many of the new residents have limited English language proficiency and engage in living practices that violate local zoning ordinances, making it likely that households would underreport the number of residents."³⁴⁵

The Census Bureau's American Community survey, released on December 9, 2008, reflects a near tripling of the number of Asians living in Norwich, but the estimate of 2,038 is still very low, according to city officials.

New London County Migration Patterns

The two Indian casinos have ignited an unprecedented movement into New London County from nearby Washington County, RI, as well as from Brooklyn, Manhattan and the Bronx in New York City.³⁴⁶

³⁴² Interview with area housing inspectors.

³⁴³ Ibid.

³⁴⁴ Norwich planning officials.

³⁴⁵ Norwich Fourth Program Year Action Plan, US Department of Housing and Urban Development Consolidated Plan for 2009, Page 3.

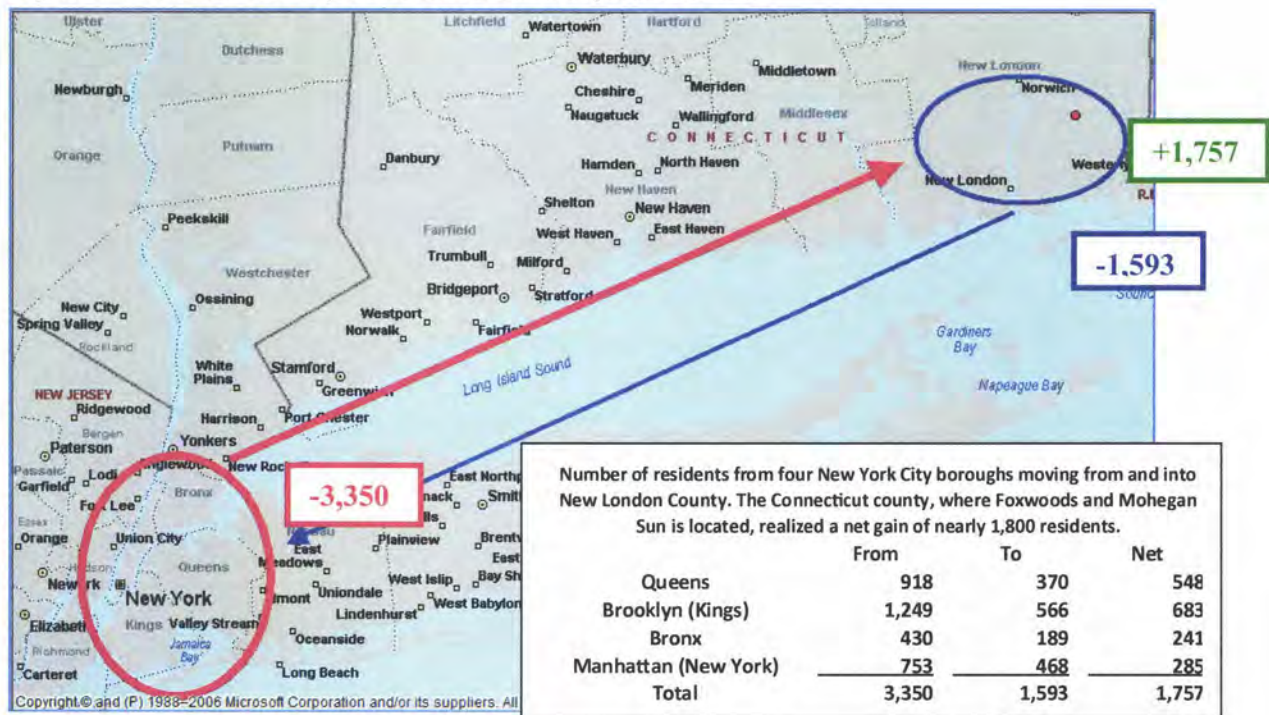
³⁴⁶ Internal Revenue Service Migration Database.

As explained in a previous section of the report, the Internal Revenue Service migration database tracks income tax returns of taxpayers who move from one county into another. It shows that as Foxwoods and Mohegan Sun continued to expand, more and more taxpayers from Washington County, New York City, Atlantic County, NJ, and Clark County, NV (where Las Vegas is located), moved into New London County. The database does not indicate into which cities within New London County taxpayers moved to or whether they came to seek casino employment. But with the two casinos creating more than 20,000 jobs, it would seem likely that many of them came to work there. Prior to casinos, there was only a trickle of New York City natives moving into New London County. In fact, in the seven years prior to the opening of Foxwoods, more New London County residents moved to New York City than did New York City residents move to New London County.

That all changed once the casinos opened, and the migration accelerated in recent years as Manhattan's Chinatown sustained massive job losses in tourism and the garment industry after 9/11. In 2003, for example, 130 Manhattan residents moved into New London County; only 19 New London County taxpayers moved into Manhattan. The net gain in migration of 111 resulted in a net gain in income for New London County of \$2.5 million. The net gain in income for all New York City residents moving into New London County in 2003 was nearly \$7 million. And two years later, the net income gain was up five-fold to \$35 million.

The map below gives a clear picture of the New York City-New London connection from 2003 through 2007. During that period of time, the net gain in income for New London County was roughly \$40 million.

Figure 118: New York City-New London County Connection



According to the Census Bureau, more than 9,000 people of Asian descent now live in New London County, an increase of nearly 100 percent in just five years. About a third of the Asians are of Chinese descent.³⁴⁷ In March 2003, the *Hartford Courant* called Norwich, New London County's largest city, Connecticut's "new Chinatown." Nearly 3,000 Chinese reside in Norwich, a city within easy commuting distance of both casinos.

The migration database figures do not include those casino employees who commute from New York City to work at the casinos or those who stay during the work week in New London County and return home to New York on their days off.

Many of the employees of Chinese descent at Mohegan Sun were hired through an employee-referral program, which paid a \$500 bonus for each new hire. According to Mohegan Sun officials, one employee earned \$25,000 in bonuses.³⁴⁸

The migration from nearby Washington County, RI, is even more striking. The Rhode Island County has become the largest exporter of taxpayers into New London County. In 2004, 300 more taxpayers moved in than moved out. As would be expected, there has always been a lot of movement back and forth between the two neighboring counties; Washington County is just to the east of the two casinos.

In the case of Washington County, it wasn't until 2001 that it became a net exporter of taxpayers.³⁴⁹ In that year, 568 people moved in; only 137 moved out of New London County into

³⁴⁷ American Community Survey, US Census Bureau, December 9, 2008.

³⁴⁸ New London Day, February 10, 2002.

Washington County. The net annual gain in income to New London County was nearly \$2 million. The trend has continued year after year.

In 2006, 563 Washington County residents moved into New London, bringing with them annual income of nearly \$16 million. In 2007, 551 Washington County residents moved in, bringing with them annual income of nearly \$19 million.³⁵⁰

Our analysis of the database shows that most of the movement into New London County was from within Connecticut itself. The average yearly migration of households into New London County during the past 12 years has been roughly 6,500, or 13,000 people. The top three origin counties were Hartford, Windham and Middlesex, all in Connecticut and all bordering New London County.

The data also shows a link to Atlantic County, NJ, home to Atlantic City and its 11 casinos. From 1995 to 2007, 256 households, or 490 people, moved from Atlantic County into New London County. It is likely that many of those people worked in the casino industry in Atlantic City. The IRS database shows that there was little, if any movement, from Atlantic County to southeastern Connecticut prior to the opening of Foxwoods and Mohegan Sun.

The number of Atlantic County residents moving into New London County represents a small percentage of the overall casino workforce at Foxwoods and Mohegan Sun. But executives at both casinos acknowledged that many high-level employees were hired from Atlantic City casinos. Indeed, both CEOs of the Connecticut casinos worked at one time in Atlantic City. So, too, did the former chief financial officer for Foxwoods.

The following table shows the top five net exporters of taxpayers (tax returns with exemptions) into New London County in 2006.

Figure 119: Top Five County Exporters of Taxpayers into New London County, 2006

State	County	Number of taxpayers moving in	Number of taxpayers moving out	Aggregate gross income of those moving in	Aggregate gross income of those moving out*	Net change in number of taxpayers	Net change in aggregate income*
RI	Washington	563	402	\$16.00	\$10.00	161	\$6.00
CT	Hartford	722	603	\$26.00	\$20.00	119	\$6.00
NY	Queens	168	104	\$3.70	\$1.90	64	\$1.80
NY	Brooklyn	211	148	\$9.60	\$6.90	63	\$2.70
CT	Middlesex	551	505	\$18.80	\$39.60	46	(\$20.80)

Source: IRS Migration database; * in \$ millions

Public School Districts

Norwich

Norwich Public Schools, a district with 3,992 students, experienced a 1.3 percent enrollment decline from 2003 to 2008.³⁵¹ Despite the decrease, a dramatic shift in demographics

³⁴⁹ IRS Migration database.

³⁵⁰ Ibid.

related to casino development created severe problems for the district, according to Schools Superintendent Pamela Aubin.

It spends close to \$2 million each year to operate an English for Speakers of Other Language program ("ESOL"), that became necessary after the casinos opened. There have been a number of one-time capital expenditures over the years, such as a \$330,000 purchase in 2005 of a special software program for bilingual education, an expense that is not included in the impacts identified in the chart below.

Figure 120: Norwich 2008-09 Financial Impact of English for Speakers of Other Languages

Positions	Annual Salaries
Bilingual/ESOL Director	\$88,745
Certified ESOL/Bilingual Staff (5)	\$269,079
ESOL/Bilingual Para-Educators (11)	\$326,419
Transportation to 5 ESOL/Bilingual Centers	\$230,000
Title I TIP Remedial Teachers (8)*	\$207,585
Para Educators (10)*	\$140,423
Literacy coaches (5)**	\$37,679
Translations and printing	\$28,000
Preschool liaison/teachers/para-Educators***	\$94,459
Transportation costs	\$500,000
Translations and printing	\$28,000
Instructional materials	\$50,000
TOTAL	\$1,781,092

Source: Norwich Board of Education

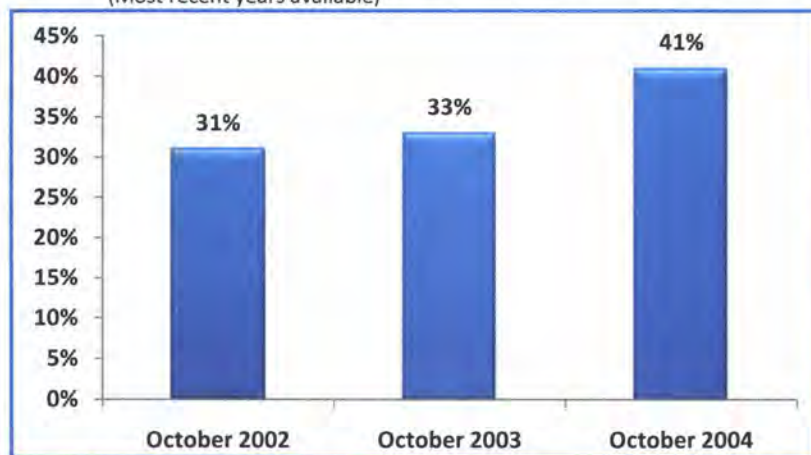
*Represents 50 percent of the cost. TIP teachers work with students with reading issues due to weak vocabulary.

**Represents 10 percent of the cost.

***Represents 20 percent of the cost

Figure 121: Norwich Percentage of Preschool ESOL Students

(Most recent years available)



Source: Norwich Board of Education

³⁵¹ Connecticut State Department of Education, "Strategic School Profiles District Data Table 2007-08," http://www.csde.state.ct.us/public/cedar/profiles/ssp_data.htm, (accessed on May 16, 2009).

The dramatic increases in ESOL students occurred after casinos were unable to fill positions with area residents. They recruited non-English speaking workers from New York City and Boston as well as from other countries in late 2001.³⁵²

ESOL students are sometimes referred to as English Language Learner (“ELL”) students. Such students are not proficient enough in English language to be educated in English-language classrooms. The students come from Haiti, Peru, the Dominican Republic and Eastern Europe. In addition, many students speak only Chinese.³⁵³

In the 2007-2008 school year, 289 students, or more than 7 percent of the enrollment, were Asian-Americans. That is four times the figure from the 1993-1994 school year.³⁵⁴ In 1999, the district had just 40 ESOL students and one teacher. In the 2007-2008, it had 380 such students who spoke at least 26 different languages. As of October 1, 2008, the four largest language groups were Spanish, Chinese (including Mandarin and Cantonese), Haitian Creole and Cape Verdean Creole.³⁵⁵

In the 2004-2005 school year, Norwich was one of 16 districts with more than 250 ESOL students. Three years later, the number increased by 35 percent. Only two other districts, Meriden at 41 percent and Windham at 36 percent, had higher increases during that three-year period. Statewide, the increase was 7 percent.³⁵⁶

It is possible, according to School Board President Charles Jasckiewicz, that the demographics of Norwich would have changed, but never to the extent that it did had the Indian casinos not come to the region. “The immigrants and non-speaking English workers would have had no reason to come here,” he said.

State law requires a district to operate a bilingual program when 20 students or more in a school speak the same non-English language. The Norwich district offers two such programs – one in Spanish and one in Haitian Creole. It may soon have to offer one in Chinese as well.

The district succeeds in making a number of students proficient in English, only to have them replaced by a set of new non-English speaking students, according to Aubin.

Only 54 percent of the district’s ESOL students in grades three through eight were proficient in math; 36 percent in reading for the 2007-2008 school year.³⁵⁷ Overall, the percent of eighth-grade students scoring above the state goal for reading fell from 58 to 48 percent and in writing from 47 to 42 percent (2005-2006 to 2007-2008).

The large number of ESOL students has put a “strain” on the resources of teachers, according to Superintendent Aubin.

³⁵² Interview with casino executives, April 2008.

³⁵³ Ibid.

³⁵⁴ Connecticut Department of Education.

³⁵⁵ Interview with Norwich school officials, June 2008.

³⁵⁶ Connecticut State Department of Education, “*Connecticut’s English Language Learners*,” <http://www.esde.state.ct.us/public/cedar/cedar/ell/index.htm>, (accessed on May 16, 2009).

³⁵⁷ Connecticut Department of Education, No Child Left Behind Report, 2007-2008.

Figure 122: Languages Spoken by Norwich Students (2007-2008 School Year)

Language	Total No. students w/ dominant language	Number of ESOL students	Language	Total No. students w/ dominant language	Number of ESOL students
Albanian	6	1	Hindi	2	2
Arabic	2	1	Japanese	1	1
Bangla	9	6	Khmer (Cambodian)	4	0
Bengali	4	2	Korean	1	1
Bulgarian	2	0	Lao	5	3
Cantonese	10	3	Pilipino (Fillpino)	6	3
Cebuano	1	1	Polish	4	1
Chinese	79	30	Panapean	2	2
Creole-Cape Verdean	14	7	Portuguese	19	7
Creole-Haitian	143	76	Russian	1	1
Creole-Jaotoam	2	0	Spanish	358	154
English	3,366	0	Tagalog	3	1
French	14	7	Telugu	1	0
German	1	0	Thai	2	2
Greek	1	0	Urdu	6	3
Gujarati	14	11	Vietnamese	17	5

Source: Norwich Board of Education

As of August 2008, nearly 6,000 part-time and full-time casino workers lived in Norwich, three times more than the city, Montville, with the next highest number of workers.³⁵⁸ The reason, according to Norwich officials, is because the town's zoning results in it accommodating much of the housing demand in New London County. It is also located near Foxwoods and even closer to Mohegan Sun as some neighborhoods are within walking distance.

The state is required to determine annually if districts are making adequate yearly progress ("AYP") toward reaching the goal of having 100 percent of its student population scoring at or above state-mandated goals by 2014.

Norwich has failed to do so, prompting the state Department of Education to label it as one of 15 "priority school" districts. That means Norwich is a district with the "greatest academic need" to improve student performance.³⁵⁹

Sixty-three Norwich students, or 1.6 percent, were homeless in the 2007-2008 school year. The figure for schools within its "H" District Reference Group ("DRG") is just 0.2 percent. Fifty-five percent of Norwich students were eligible for free or reduced-price meals, compared to 42 percent for the "H" DRG group and 29 percent for the state.³⁶⁰

³⁵⁸ Mohegan Sun, Foxwoods officials.

³⁵⁹ Connecticut State Department of Education, "Priority School Program," <http://www.sde.ct.gov/sde/cwp/view.asp?a=2618&q=321612&sdePNavCtr=#45478>, (accessed on May 16, 2009).

³⁶⁰ Connecticut State Department of Education, "Strategic School Profile, 2007-2008, Norwich School District," Page 1.

The following two tables illustrate the performance of Norwich students before and well after the introduction of casino gambling. Note that the percentage of students exceeding the state average was high in 1993-94, when Foxwoods was beginning casino operations while it was much below state averages after both casinos were established.

Figure 123: Norwich 1993-94 Student Performances for Grades 4, 6 and 8

	Norwich	State
GRADE 4		
Reading	51%	45%
Writing	43%	32%
Math	66%	53%
GRADE 6		
Reading	63%	58%
Writing	47%	38%
Math	47%	45%
GRADE 8		
Reading	61%	59%
Writing	43%	32%
Math	46%	46%

Source: Connecticut Department of Education, State Mastery Test, Percent Meeting State Goal, Second Generation Test, School Profile, 1993-1994

The following table includes Ansonia, a district that is also a “priority district” and is in the same District Factor Group, H, as Norwich.

Figure 124: Norwich, Ansonia 2007-2008 Student Performance for Grades 4, 6 and 8

	Norwich	State	Ansonia
GRADE 4			
Reading	42%	57%	42%
Writing	40%	63%	61%
Math	38%	56%	54%
GRADE 6			
Reading	48%	66%	50%
Writing	47%	62%	53%
Math	44%	67%	54%
GRADE 8			
Reading	48%	65%	50%
Writing	42%	63%	45%
Math	49%	61%	49%

Source: Connecticut Department of Education, State Mastery Test, Percent Meeting State Goal, Fourth Generation Test, School Profile, 2006-2007

The Norwich Board of Education has had to expend enormous resources to operate programs for non-English speaking students, according to Aubin, and some of that effort comes at the expense of other programs. The City Manager’s office trimmed the district’s proposed

school budgets from 1999-2000 to 2008-2009 by more than \$10 million. Despite the cuts, the budget increased by nearly 40 percent during that time period to \$64.2 million.³⁶¹

The district closed an elementary school, eliminated a full-day kindergarten program and shut down after-school activities. Nurses, a guidance counselor and several custodians were laid off. Central office hours have been reduced by nearly eight hours a week. Twenty-year old textbooks go unreplaced. Yet the education budget consumes 63 percent of the tax dollars in Norwich, compared to 53 percent the year before casinos opened.³⁶² Aubin is concerned that needs will continue to go unmet unless the district receives additional state aid.

The district desperately needs to reinstate a full-day kindergarten program and initiate a pre-school program. To do so would cost several hundred thousand dollars, according to Aubin.

We looked at even more key state indicators, and analyzed how Norwich stacked up against the 31 districts in Connecticut with 3,000 or more students. Norwich has just fewer than 4,000 students. We discovered the following:³⁶³

- The graduation rate for the class of 2007 was just 33 percent. The second worst district was Windham with a rate of 81 percent.
- The annual 2006-2007 dropout rate for Norwich was 16 percent. Windham had the second highest rate at 5 percent.
- The percent pursuing higher education was 38 percent. The statewide average was 83 percent.
- Only 38 percent of graduates from the Class of 2007 were employed as of June 30, 2008. Naugatuck had the second lowest rate at 77 percent.

Norwich proximity to the casinos

The map below shows how close Norwich, New London County's most populated municipality, is to the two casinos. It is less than three miles from Mohegan Sun and 7.5 miles from Foxwoods. The proximity is one reason why nearly 6,000 casino workers reside in Norwich. The workers account for nearly one of five Norwich residents.³⁶⁴

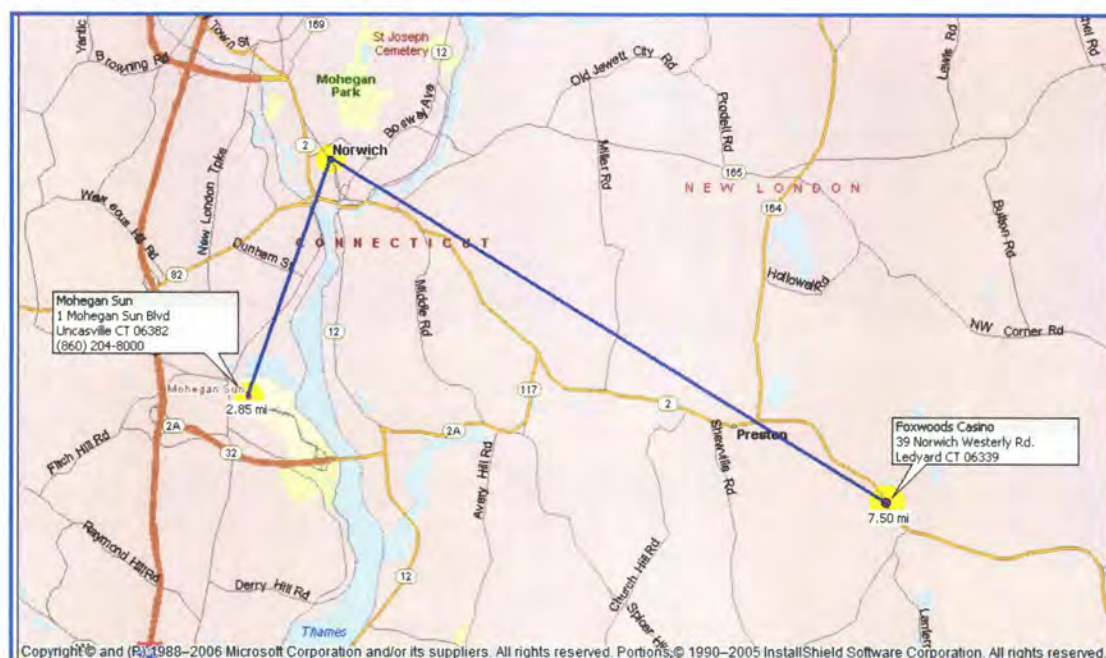
³⁶¹ Norwich Public Schools Budget, 2009.

³⁶² Norwich school budgets.

³⁶³ Connecticut State Department of Education, "Strategic School Profile Data Tables," http://www.csde.state.ct.us/public/cedar/profiles/ssp_data.htm, (accessed May 16, 2009).

³⁶⁴ Mohegan Sun, Foxwoods, Census Bureau.

Figure 125: Norwich to Foxwoods, Mohegan Sun



Norwich Free Academy (Norwich's Public High School)

The privately endowed Norwich Free Academy (“NFA”) accepts public school students from Norwich, Canterbury, Bozrah, Voluntown, Sprague, Lisbon, Franklin and Preston. The districts pay tuition to NFA. The academy is recognized by the state as a public school. The US Department of Education named it a National Blue Ribbon School of Excellence in 2001.³⁶⁵

The high school has sustained its own set of casino impacts.

James Landherr, the school’s director of curriculum and development, has been with the district for 15 years. He estimates the cost of casino-related impacts at nearly \$600,000 a year.

Like Norwich, the NFA has had to cope with a significant increase in ESOL students. There were nearly 200 such students in the 2008-2009 school year, compared to just 30 in 1993-1994, when students spoke three languages. Today, they speak 30 languages. The academy spends \$100,000 for an ESOL director, \$350,000 for five full-time teachers and \$120,000 for four tutors. In addition, it spends money for translation and extra training.³⁶⁶

Landherr said most, but not all, of the Spanish-, Haitian Creole- and Chinese-speaking students are children of casino workers. The experience at NFA is similar to that of the Norwich School District: ESOL students become proficient in English and then new learners replace those that have become proficient. “It is like a revolving door,” Landherr said.

³⁶⁵ Interview with Norwich Free Academy officials, August 22, 2008.

³⁶⁶ Ibid.

Landherr said that there's a great deal of stress involved on staff in dealing with the large number of ESOL students.

Montville

School Superintendent David Erwin said the district has experienced a significant influx of Chinese-speaking students, forcing it to hire two full-time employees to develop an ESOL program. The district had just 54 Asian-American students in the 1993-1994 school year. In the 2006-2007 school year, it had 183.

Erwin said that the district spends \$3,000 to \$5,000 a year to translate documents into Chinese. Recently, he noted the state sent a letter for distribution explaining the Husky Insurance program for children of indigent parents. "It came in English and Spanish," he noted. "I sent it back asking them to pay for the brochures to be translated into Chinese."

Erwin said the cost of the ESOL program is more than \$300,000. The only aid the district receives is an \$18,000 state grant.

The number of students eligible for free or reduced price meals has increased from less than 1 percent in the 1993-1994 school year to nearly 6 percent in the 2006-2007 school year.

Test scores in Montville have dropped in recent years. In 2006, the percentage of students that tested at or above the goal for eighth grade mathematics was 68 percent. In 2008, it dropped to just 50 percent. Reading dropped from 75 to 55 percent, and writing from 68 percent to 55 percent.³⁶⁷

Ledyard

The school district has also experienced a significant increase in the number of ESOL students, particularly Chinese students. The number of Asian-American students nearly tripled since 1993, to 149.³⁶⁸

In addition, the number of Native American students living on the reservation of the Mashantuckets since 1993 has increased by more than one-third. The district is obligated to provide an education to these students without the benefit of property-tax revenue because Foxwoods is on an Indian reservation in Ledyard that is on sovereign land.³⁶⁹

While Schools Superintendent Michael Graner said it is not clear just how many American-Indian students would be enrolled in the district if Foxwoods had never been built, he noted that some of the increase is due to the presence of the casino.

Ledyard receives some federal and state aid for both ESOL teachers and for the Native American students living on the reservation, but Superintendent Graner estimated the shortfall to be nearly \$200,000 a year. In addition to a full-time coordinator, Graner said that the district hired two para-professionals.

³⁶⁷ Montville School Officials.

³⁶⁸ Ibid.

³⁶⁹ Interview with Ledyard Schools Superintendent Michael Graner, July 2008.

Graner noted that the impact is not as severe as in other area districts, largely because Ledyard is a single-family housing community with few rental units.

New London

New London Public Schools operates a 3,000-student school district. The two Indian casinos have impacted the district, but not to the extent of other districts such as Montville and Norwich. School officials said the district is far enough away (12 to 15 miles) from the casinos that many workers elect not to reside in New London as it is difficult to get to the casinos from New London using public transit.³⁷⁰ Yet about 10 percent of the students have parents who work at one of the two casinos.

The district has had to hire additional ESOL teachers and para-professionals, but administrators say it would be unfair to attribute all of those hires to the casinos. Some of the demographic changes in New London would probably have occurred without the presence of the casinos, administrators said.³⁷¹

Like Montville and Norwich, New London has experienced a significant decline in test scores. Two years ago, 34 percent of students met the state goal for reading. The figure dropped to just 21 percent in the latest report. Writing fell from 40 percent to 26 percent.³⁷²

Adult Education, English for Speakers of Other Languages

The presence of the casinos has directly affected adult education programs in southeastern Connecticut. In Norwich, for example, the adult education budget is \$1.2 million. Half of it is dedicated to ESOL courses.³⁷³

In 2007, more than 600 adults from Norwich and surrounding communities attended ESOL classes. Nearly 500 of the 600 were casino workers. And the figure would have been much higher if spouses were included.³⁷⁴ Most of the ESOL students speak little, if any, English. Some of the immigrant students have never been inside a classroom.

On August 26, 2008, it took five hours for program administrators to enroll 240 adults in the ESOL program that ran from September to December 2008. Scores of non-English speaking adults attempted to enroll after that date. They were told to come back in December when the next registration took place.³⁷⁵

"The good news is that a lot of folks are trying to get help," said Mary Berry, director of Adult Education for Norwich. "The bad news is that we can't help all of them."

Fifty-five percent of the adults are of Asian descent (predominantly Chinese), 30 percent of Haitian descent and 10 percent of Hispanic descent.

³⁷⁰ Interview with New London school officials, August 11, 2008.

³⁷¹ Ibid.

³⁷² Connecticut State Mastery Test.

³⁷³ Mary Berry, Norwich Adult Education Director.

³⁷⁴ Connecticut Department of Education.

³⁷⁵ Mary Berry, Norwich Adult Education Director.

The 2007-2008 ESOL adult enrollment represents a fourfold increase in just 10 years. In fact, demand is so high that some students resorted to allowing friends or family members to split classes with them, Director Berry acknowledged. Controls have been imposed to prevent that from happening, she said. "It's pretty pathetic that they want in so bad that they are willing to pretend to be someone else," she said.

Casinos took special steps of their own to help their non-English speaking employees learn English. Foxwoods, for example, held classes in 2006 after it found that 400 non-native janitors hardly knew enough English to give their name and what department they worked in.³⁷⁶

Both Mohegan Sun and Foxwoods use the Norwich Adult Education program to tailor classes for their employees to learn enough English to communicate with other workers and casino patrons. The 10-week classes are not designed to make workers fluent in that period of time. But some students go on to take the full six-month ESOL program.

The Board of Education dedicated the Buckingham School for adult education. Adult students come four days a week, four hours a day for six months, hoping eventually to move up to the advanced level. For some, it can take years before they are proficient in English.³⁷⁷ It is a slow process, but these ESOL students acknowledged to us that they recognize they must master the English language if they are to function well in the US. We sat in on a class in August 2008.

Jean Lagueue, a lifelong Haitian resident whose native language is Creole, works as a slot attendant. He is pleased with his progress. It's a matter of repetition, he said through an interpreter. The more you come to classes, the quicker you pick up the language, he said. He knows enough now to at least communicate with customers and colleagues.

Norwich Adult Education accepts students from Bozrah, East Lyme, Franklin, Griswold, Groton, Ledyard, Lisbon, North Stonington, Preston, Salem, Sprague, Stonington and Voluntown. Classes are held seven times a week during the day and four times a week at night. In 1996, the program offered one daytime class.³⁷⁸

The New London school district's regional adult education program has also been impacted by the presence of casinos.³⁷⁹ The district serves Montville, Lyme, Old Lyme and Waterford.

More than 60 percent of its ESOL classes are filled with casino workers. The largest segment of adult students is Hispanic, followed by Haitians and then Asians. In the 2007-2008 school year, enrollment was 491. The following year, the figure is nearly 600.³⁸⁰

³⁷⁶ Ibid.

³⁷⁷ Observation of a class in Norwich, Aug. 16, 2008.

³⁷⁸ Interview with Norwich Adult Education officials.

³⁷⁹ Interview with New London Adult Education officials.

³⁸⁰ Ibid.

Municipalities

Groton Town

Groton Town officials said it is difficult to quantify casino impacts.³⁸¹ Town Manager Mark Oefinger said there have been occasional casino-related burglaries and robberies. There has been a noticeable increase in traffic along Route 117 and Route 184, but state government maintains those roads, not the Town of Groton, he noted.

There also has been a noticeable increase in traffic accidents and calls for service, but no one can say with certainty that the presence of the casinos is the reason why.³⁸²

Oefinger explained that Groton may be better suited than others to deal with casino impacts because it is the home to Pfizer and Electric Boat, companies that together employed more than 30,000 workers at one time. “We are used to dealing with a transient population,” he said.

Ledyard

Foxwoods is located in Ledyard. After the Mashantucket Pequot Tribal Nation won federal recognition, the Tribe began purchasing land within the boundary of its reservation. Its massive casino complex and parking garages were built within those boundaries.

The problem for Ledyard is that as the land was placed onto the reservation, it fell off the local property tax rolls. The town estimated that its loss of property tax revenue in 2008 was more than \$2 million. The figure was arrived at by computing land values. No value was assigned for the casino buildings themselves.³⁸³

According to Ledyard Tax Assessor Paul Hopkins, the Tribe goes through a process called “annexation.” It files an application with the US Department of the Interior to place the land into trust once it purchases the property. Hopkins said the town is not even made aware of the application. It finds out if, and when, the application is approved.

As of May 2009, the US Department of the Interior had placed 1,662 acres into trust for the Mashantucket Pequot Tribal Nation, land that was all within the reservation boundaries. The last annexation was in 2005. It involved 181 acres. The state, recognizing the loss of local tax revenue, compensates Ledyard for any land annexed after June 8, 1999. Much of the annexation, however, occurred prior to that date.³⁸⁴

Meanwhile, the US Supreme Court ruled on February 24, 2009, that that the Department of the Interior cannot put lands into trust for Indian tribes that were federally recognized after 1934.³⁸⁵

³⁸¹ Interview with Town Manager Mark Oefinger, July 22, 2008.

³⁸² Ibid.

³⁸³ Interview with Ledyard Tax Assessor Paul Hopkins, June 25, 2008.

³⁸⁴ Ibid.

³⁸⁵ US Supreme Court, *Governor of Rhode Island v Secretary of the Interior*, No. 07-526, Decided February 24, 2009.

Connecticut Attorney General Richard Blumenthal said in a press release that the ruling will prevent tribes such as the Mashantucket Pequots, recognized in 1983, and the Mohegans, recognized in 1994, from annexing more land “outside their settlement areas” in the future. Blumenthal noted that the decision “leaves intact the existing reservations, because both were created by acts of Congress.”³⁸⁶

Blumenthal’s press release was referring to the lengthy legal battle waged by Ledyard, North Stonington and Preston to stop the Mashantuckets from annexing land outside its reservation boundary for a golf course.

It is unclear whether the decision would prevent the Mashantucket Pequot Tribal Nation from continuing to annex land within its reservation boundaries. Congress is under pressure to pass a new law that would, in effect, nullify the court ruling. Hopkins said in an interview on May 8, 2009, that Ledyard’s lawyers are reviewing the decision to determine its impact.

Officials in Ledyard, North Stonington and Montville spent \$1 million each in legal fees to challenge the Mashantuckets’ attempt to annex land for a golf course.³⁸⁷ After nine years of legal wrangling, the Tribe in February 2002 withdrew its application to the US Department of the Interior to take 165 acres of land on Route 2 into trust, but it noted then that it would not rule out another future effort to annex lands outside the reservation.

Ledyard is also involved in costly litigation over its ability to collect the business property tax on private vendors that operate at Foxwoods, such as restaurants and slot machine companies that lease space.

The town acknowledges that it has no right to tax the personal business property of the Mashantucket Pequots at Foxwoods. The issue concerns the private entities that lease space from Foxwoods. Most of them pay the tax under protest. At stake is another \$250,000 dollars a year.³⁸⁸

In 2009, the town expects to spend nearly \$200,000 in legal fees to argue before the court that it is entitled to collect the personal business property tax.³⁸⁹ State Attorney General Richard Blumenthal has joined the lawsuit in support of Ledyard. Mayor Fred Allyn Jr. noted that should the Tribe prevail, other taxpayers in Ledyard will have to make up the revenue loss just as other taxpayers have had to make up the loss in revenue from tribal-annexed land.

Atlantic City Coin & Slot Service Company, which leases slot machines at Foxwoods and the Mashantucket Pequot Tribal Nation, forced Ledyard to defend the assessments when they filed suit in federal court, claiming that the taxation “infringes on the tribe’s sovereignty.”

Blumenthal noted that vital state tax rights are at stake in this case - and a profoundly destructive precedent could be set.³⁹⁰

³⁸⁶ Connecticut Attorney General Press Release, February 25, 2009, <http://www.ct.gov/ag/cwp/view.asp?A=2341&Q=434588>.

³⁸⁷ New London Day, February 26, 2002.

³⁸⁸ Interview with Ledyard Tax Assessor Paul Hopkins, June 25, 2008.

³⁸⁹ Interview with Ledyard Mayor Fred Allyn, June 25, 2008.

³⁹⁰ Connecticut Attorney General, Press Release, October 12, 2006.

There is no issue in Montville as of now, as the Mohegan Tribe requires its vendors to pay the personal property tax, but Montville Tax Assessor Lucy Beit is concerned that those payments might stop if the Mashantuckets prevail in their lawsuit. At risk in Montville is more than \$300,000 a year.³⁹¹

While the Mashantucket Tribe pays no property taxes in Ledyard on land within its reservation, it makes payments on tribal land outside the reservation. In 2007, it paid more than \$1 million to Ledyard in property taxes and another \$28,000 in personal property taxes, according to Ledyard Assessor Paul Hopkins.

In April 1997, Ledyard released a report documenting Foxwoods-related financial impacts. While the Tribe contributed nearly \$20 million for improvements to state highways, Ledyard officials noted that casino-generated traffic often uses municipal roadways to avoid congestion on Routes 2 and Routes 2-A. That increased traffic has resulted in additional wear and tear on Ledyard bridges, drainage culverts and road pavements. It has also increased demands on traffic enforcement, which takes away from time local police can spend on criminal investigations.³⁹²

The 1997 Ledyard report identified \$1.3 million worth of “quantifiable” costs that included the following breakdown:

- \$180,096 for public safety and traffic
- \$191,000 for local roads and bridge improvements
- \$527,000 for anticipated future improvements
- \$81,500 for zoning enforcement and litigation
- \$36,636 for general assistance and social services
- \$27,534 for uncollected local taxes

Public Works Director Steven Masalin noted that the town expects to spend \$750,000 in 2009 to reconstruct and repave a three-mile stretch of Shewville Road. Another \$1 million dollars is expected to be spent in the next few years to improve the remainder of the road.

Close to \$400,000 will be expended to resurface Lantern Hill Road, which is often flooded as a result of a defective dam on Foxwoods property. Masalin said that the Tribe has agreed to fix the dam as well as build a new bridge on Shewville Road as long as the town turns over any state or federal grant money it receives. Masalin said the pledge from the Mashantucket Pequot Tribe is a recognition that the Tribe is willing to help the town pay for needed improvements.

In 2007, the Tribe and the town agreed to a land swap, another indication of growing cooperation. The town took over a 102-acre farm owned by the Tribe in exchange for the Tribe taking control of Indiantown Park, a 77-acre parcel. The town wants to use the farmland for a new school, business development or conservation.³⁹³

³⁹¹ Interview with Montville Tax Assessor Lucy Beit, June 25, 2008.

³⁹² Fiscal Impacts of Foxwoods Casino on the Town of Ledyard, April 1997.

³⁹³ New London Day, “Land Swap is No-Brainer,” May 18, 2007.

Ledyard uses a state trooper to oversee its police department. During an April 2008 interview, Resident State Trooper John Rich said the demands on his 23-person department are such that police can only be reactive as opposed to proactive.

Since 2000, the town hired four additional police officers.³⁹⁴ The police budget has nearly tripled to \$2 million since 1992, when Foxwoods opened. At that time, the town used part-time constables for police.³⁹⁵ Rich noted that many of the officers have to work overtime. Budget documents show that overtime in the FY 1992 budget totaled \$41,960. This year, the figure is expected to total more than \$220,000.

Calls for service have increased tenfold since 1992.³⁹⁶ Police say the sheer volume of people coming to the region has increased so much that the result is an increase in problems ranging from traffic accidents to drunk driving to larcenies.³⁹⁷ The force should have at least 30 officers, he maintains. Traffic accidents and DUI arrests continue to increase year after year, he explained.

Montville

Montville is home to Mohegan Sun.

One of the troubling casino-related impacts is that too many casino employees walk along congested highways without shoulders to get to work, according to Mayor Joseph Jasckiewicz. There have been three pedestrian fatalities during the 16-month period ending April 2009, and a number of injuries, according to Jasckiewicz, who wants Mohegan Sun to require its workers to put reflector-type material on their uniforms. Mohegan Sun officials say they have offered the reflective material to their workers, but many refuse to wear it. The uniforms, sometimes black, make it difficult for motorists to see the casino workers, especially at night. Often, only their feet are visible, according to Jasckiewicz.

Sergeant Michael Collins, the resident state trooper for Montville, said the biggest impact of Mohegan Sun has been a significant increase in traffic, so much so that it has been difficult for his 21-person police department to cope with the problem. Congestion is prevalent along Route 32, he said.

Collins said his department has just about doubled in size since Mohegan Sun opened in 1996, but even with the additional officers, it is still seriously understaffed.³⁹⁸ “We just can’t do the things we would like to do,” he said.

The Connecticut Police Chiefs Association, which reviewed police operations in 2008, suggested that the town evaluate “staffing levels.” It noted that the US Department of Justice recommends two police officers per 1,000 residents, which would result in 38 officers, an almost doubling of the size of the force.

³⁹⁴ Ibid.

³⁹⁵ Ledyard municipal budgets, 1991-1992, 2008-2009.

³⁹⁶ Interview with Seargent John Rich, Resident State Trooper for Ledyard.

³⁹⁷ Ibid.

³⁹⁸ Interview April 17, 2008 with Montville officials.

The department operates out of a converted state of Connecticut Toll Operations facility adjacent to Route 2A. The chiefs association called the building “significantly undersized.”³⁹⁹

In 1997, town officials estimated a yearly financial casino-related impact of nearly \$1 million as result of increased costs for police, fire protection and school spending. Much of the increased spending, according to town officials, could be attributed to the construction of the Mohegan Sun.⁴⁰⁰

On the positive side, Mayor Jackiewicz noted that the Mohegan Tribe is receptive to helping the town. It signed a compact with Montville, agreeing to pay \$500,000 a year for “additional public safety needs.”⁴⁰¹ The contribution was increased to \$750,000 in 2008.⁴⁰² Ledyard, the site of Foxwoods, receives no such contribution from the Mashantucket Pequot Tribal Nation.

The town also worked with the Mohegan Tribal Authority to develop a regional water supply program that became operational a year ago. The Tribe provided \$4 million for the project, which is expected to supply the town’s water needs for the next 20 years.⁴⁰³

North Stonington

In a 2001 study,⁴⁰⁴ local officials called casino-related impacts “overwhelming.” First Selectman Nicholas Mullane said the impacts continue to affect the town’s nearly 5,000 residents.

Extra police protection alone costs more than \$100,000, according to Mullane.⁴⁰⁵ The town’s 9-1-1 dispatching fees increased from \$10,000 in 1992 to more than \$50,000 in 2008. More than a third of the calls are casino related.

North Stonington used to have a resident state trooper and several part-time constables. The cost in 1992 was less than \$100,000. The current budget allocates nearly \$400,000 for two additional officers and a significant amount of overtime.⁴⁰⁶ More than one-third of police time is spent on patrol of access roads to the casinos, taking time away that could be directed toward resolving crime issues.

Spectrum compared accidents in North Stonington with accidents in Canterbury, a town with a population almost identical to that of North Stonington that is 23 miles away from Foxwoods. Canterbury employs part-time constables to provide for traffic control. It relies on State Police Troop D for its police protection.

³⁹⁹ Connecticut Police Chiefs Association, *Police Services Report to The Town of Montville*, 2008.

⁴⁰⁰ Casino impact on the town of Montville, March 17, 1997 (Prepared by the town).

⁴⁰¹ The Mohegan Way, March 2003, Page 2.

⁴⁰² Interview with Mohegan Sun officials, Montville Mayor Jackiewicz.

⁴⁰³ Montville annual 2007 fiscal audit.

⁴⁰⁴ Town of North Stonington, “*Casino Impacts on North Stonington*,” Amended December 2001.

⁴⁰⁵ Ibid.

⁴⁰⁶ Ibid.

In 2006, Canterbury recorded 21 injury accidents; North Stonington, 43. Canterbury had 50 total accidents that year; North Stonington, 153.⁴⁰⁷ From 2005 through 2007, State Police in Canterbury made 20 DUI arrests; North Stonington, 80.

The 50 percent increase in volunteer fire activity in North Stonington has worn out the volunteers, forcing the town to institute a financial incentive and longevity program. It hired two paid firefighters in 2003. The cost: \$140,000. Before 1992, the figure was less than \$15,000.⁴⁰⁸

The town has been forced into a partially paid ambulance service. The financial impact to the town is more than \$200,000 a year. The town also had to institute a financial incentive for the ambulance volunteers.⁴⁰⁹

The wear and tear on local roads was so great that the town adopted an ordinance banning buses from seven local roads. Public Works additional costs total more than \$80,000. While commercial property has increased as a result of the presence of Foxwoods, residential property values have been adversely affected along Route 2 due to increased traffic. During the revaluation in 2000, the value of residential homes along the highway was reduced by more than 10 percent.⁴¹⁰

Norwich

Norwich, with a population of 36,000, is the largest city in New London County. The 27.1-square-mile town is located 40 miles southeast of Hartford. It is adjacent to Montville, Preston, Lisbon, Sprague, Franklin and Bozrah. Its location puts it just north of the two Indian casinos. It is one of the few municipalities in the region where public transit is readily available to transport casino employees to work.

City officials reported in 2005 that they are spending close to \$1 million a year to deal with impacts related to the presence of the two Indian casinos. And the figure would be more than \$2.5 million if the city counted the dollars and time not allocated to other important services because there is no money to fund them.⁴¹¹

Former City Manager Robert Zarnetske, now a city councilman, told the General Assembly in April 2005:

"We have the makings of a perfect public policy storm: Inexpensive, old-stock housing and a massive influx of low and moderate wage earners who need local services such as schools, social services, police and fire protection."⁴¹²

State law requires the city to provide financial assistance to tenants displaced as a result of code-enforcement actions.⁴¹³ To comply, the city adopted its own ordinance. Officials in the Department of Human Services say they try to inform tenants of their rights under the relocation

⁴⁰⁷ Connecticut Department of Transportation, "Response to Data Request," May 8, 2008.

⁴⁰⁸ Casino Impacts on North Stonington, 2001 Report, interview with Mayor Nicholas Mullane, June 25, 2008

⁴⁰⁹ Ibid.

⁴¹⁰ Interview with First Selectman Nicholas Mullane, June 25, 2008

⁴¹¹ Testimony before the General Assembly's Joint Appropriations Committee, April 16, 2005.

⁴¹² Ibid.

⁴¹³ Chapter 135, Section 8-267, "Uniform Relocation Assistance Act," Page 2.

law, but the language barrier often is a problem, and many of the tenants opt not to receive benefits. Norwich, however, did pay \$41,020 in relocation costs in FY 2008. The city files liens on the properties in an attempt to recover its costs.

In FY 2007 and FY 2008, 431 code citations were issued. Another 200 are expected to be issued in FY 2009.⁴¹⁴ On August 27, 2008, inspectors condemned a 12-unit rooming house full of casino workers who were almost all of Chinese descent. Most of them spoke little English. Officials discovered that some of the workers shared rooms, sleeping in shifts: as one worker would go to work; another would return. Inspectors found serious electrical code and general maintenance violations. The city could have been hit with a \$52,000 relocation bill, but only one of the tenants (the one who spoke English) bothered to seek assistance.⁴¹⁵

A month earlier, housing inspectors condemned a Broadway Street apartment that had five students on visas from the Ukraine living in it. Inspectors found serious electrical code violations. The students all worked at casinos.⁴¹⁶

Norwich's Human Services Department reports that it has been impacted by the presence of the casinos as well. A spokeswoman cited a 2008 case involving a casino worker from Egypt who is scheduled to be deported. She has two children who could remain in the country. She lost her casino job. The city is helping her pay rent and utilities and is providing her with immigration assistance. The agency is not sure what its future burden will be if she is deported and her children remain.⁴¹⁷

In 2005, the agency had to spend resources to assist a worker who was ordered to leave the country. The casino worker was homeless, had no food or medical insurance and was ineligible to receive any state or federal benefits because she was undocumented.⁴¹⁸

Casino-related impacts have also affected the police department. Norwich police reported a 27 percent increase in motor vehicle accidents from 1991 to 2004.⁴¹⁹ The city could not say how many of those accidents were related to casino traffic, but officials noted that traffic on local roads leading to the casinos has more than doubled.

The city's road resurfacing program is drastically underfunded. Local roads were on a cycle to be repaved every 25 years. But the city will be lucky if it can pursue an 80-year repaving cycle based on current revenues.⁴²⁰

Police Chief Louis Fusaro noted in a 1998 report that "a significant portion" of traffic headed to both casinos uses city streets to get there. As a result, the wear and tear on local roads can be expected to rise. Aggravating traffic congestion is the existence of a 2,000-vehicle parking lot for Foxwoods employees on Route 2 in Norwich.⁴²¹

⁴¹⁴ *Norwich 2009 Budget*, Adopted June 2, 2008, Page 175.

⁴¹⁵ *Ibid.*

⁴¹⁶ *Ibid.*

⁴¹⁷ *Ibid.*

⁴¹⁸ *Ibid.*

⁴¹⁹ Testimony before the General Assembly's Joint Appropriations Committee, April 16, 2005.

⁴²⁰ Norwich casino impact study.

⁴²¹ Norwich Police Chief Louis Fusaro, "Impact of Neighboring Resort Casinos, October 9, 1998, Page 1 .

Police sometimes rely on unofficial translators to assist them. It's not uncommon for police working a crime scene to hand a cell phone to a third party to translate what is said.⁴²²

Since the casinos opened, the city hired 15 additional police officers. Much of that hiring was initially done with state and federal grants in 1996, but that funding expired years ago, forcing Norwich to pick up the \$861,000 tab itself.⁴²³ Even with the additional police officers, the city has had to pay its officers significant amounts of overtime to respond to increased calls for service. In 1991, police overtime cost the city \$85,000. In 2007, the figure was more than \$280,000.⁴²⁴

From 1992 to 1997, Fusaro reported that motor vehicle accidents increased 31 percent. From 1992 to 2004, calls for service increased 76 percent. Norwich estimates that it costs an extra \$200,000 to respond to those additional calls for service.⁴²⁵

The number of motor-vehicle violations has also increased over the years; from 2,002 violations in the year 1992 to 5,310 in the year 2004, an increase of 165 percent. And in 2007, motor vehicle violations totaled 6,274.⁴²⁶

Spectrum compared traffic data in Norwich with Shelton and Trumbull, two cities with similar populations and land mass that are farther away from the two Indian casinos. In 2005 and 2006, 1,383 traffic accidents occurred in Shelton; 1,800 in Trumbull. Norwich recorded 2,174 accidents.⁴²⁷ In 2006, 158 injury accidents occurred in Shelton; 296 in Trumbull. Norwich recorded 322.⁴²⁸

We also looked at the number of law enforcement employees. In 2006, Norwich employed 97; Trumbull, 83 and Shelton, 64.⁴²⁹

The city's municipal library, the Otis Library, has sustained its share of casino impacts as well. Its 20 computers are in constant use. In the summer, students from Eastern Europe, hired by the casinos, pack the library. In the winter, it is students from South America. The Mashantucket Pequots, recognizing employee use of the library, contributed \$1 million toward the construction of the new Otis library.⁴³⁰

The Planning and Neighborhood Services Department has been struggling to cope with increased housing inspections and reviews of proposed projects. City officials contend that Norwich accounts for about one-half of the region's affordable housing need.

The following table tracks changes in a number of areas that have caused Norwich officials to struggle with increasing caseloads.

Figure 126: Increasing Demands on Norwich

⁴²² Interview with Norwich Police, April 16, 2008.

⁴²³ February 14, 2001 Impact of Neighboring Gambling Casinos, Norwich Police Chief Louis Fusaro.

⁴²⁴ Norwich FY 2009 budget.

⁴²⁵ Testimony before the General Assembly's Joint Appropriations Committee, April 16, 2005.

⁴²⁶ Norwich Police Department.

⁴²⁷ Connecticut Department of Transportation, "Response to Data Request," May 8, 2008.

⁴²⁸ Ibid.

⁴²⁹ US Department of Justice, "2006 Connecticut Full-time Law Enforcement Employees," Table 78.

⁴³⁰ Interview with Norwich Library Executive Director Robert Farwell, August 14, 2008.

	2007	2003	2002
Site development plans	27	8	N/A
Zoning permit applications	482	137	N/A
Zoning complaints	170	57	N/A
Code violations	250	169	N/A
Citations issued	229	94	N/A
Central Fire Department Service Calls	2,629	2,571	2,214
East Great Plain VFD Service Calls	864	688	700
Laurel Hill VFD Service Calls	75	102	84
Occum VFD Service Calls	202	207	238
Taftville VFD Service Calls	631	495	496
Yantic VFD Service Calls	593	530	537

Source: 2007 Norwich Comprehensive Annual Financial Report

To provide context, we included data for Glastonbury, a city similar in size to Norwich but much farther away from the two casinos.

Figure 127: Norwich-Glastonbury Comparison

Fiscal Years 2007-2008		
	Norwich	Glastonbury
Residential Building Permits	2,915	185
Automobile Accidents	3,972	1,713
Police Calls*	115,132	40,263
Full-Time Uniformed Police Officers As of July 1, 2007	83	59
Structure Fires	433	262
Full-Time Firefighters As of July 1, 2007	60	2
Rescue/Emergency Calls**	5,626	1,867

*Includes Non-Emergency Calls

**Responded to by the Fire Department

Source: Norwich, Glastonbury budgets, annual audits, FY Years 2007, 2008

As the table below demonstrates, grants to Norwich rose sharply between 1997 and 1998 but have remained relatively flat since then, despite the significant increase in casino-related impacts. City officials maintain the funding formula needs to be adjusted to reflect the impacts faced by municipalities close to the casino.

Figure 128: Norwich Mashantucket Pequot And Mohegan Fund Grants

Fiscal year	
1996	\$1,620,706
1997	\$1,629,647
1998	\$2,551,510
1999	\$2,532,258
2000	\$2,278,803
2001	\$2,498,114
2002	\$2,508,897

2003	\$2,522,219
2004	\$2,036,779
2005	\$2,058,540
2006	\$2,239,474
2007	\$2,523,760

Source: Norwich City Finance Department

Even the city-owned public utility has been impacted. Norwich Public Utility (“NPU”) has had to hire two additional bilingual employees to accommodate the town’s more diverse population. The cost: nearly \$140,000 a year.⁴³¹ Hundreds of foreign students work for short periods of time on temporary visas at the two Indian casinos. Many of them live in Norwich. NPU has had to hire more staff to deal with a significant increase in turn-on and turn-offs, which results in more meter readings.⁴³² In the past five years, the utility has spent more than \$7,000 for translation services involving Chinese, Creole, Korean, Spanish and Portuguese. NPU reports that its staff in 2007 had to communicate in 32 different languages.⁴³³

The population itself has remained constant over the years, according to the census, but the amount of customer interactions since 2002 has increased by nearly 40 percent. Customers coming into the NPU’s office to make payment arrangements and sign up for new service tripled to nearly 19,000 customers in 2007 from 2002. Management said that the increased traffic has forced it to hire additional employees. It believes that the added expense is the result of the presence of the two Indian casinos.

Preston

First Selectman Robert Congdon said his community continues to struggle with the impacts generated from the two casinos. Preston formerly was able to provide police protection with just one resident state trooper and several part-time constables. The cost in 1992 was less than \$100,000. The police budget for the current fiscal year is more than \$200,000. The fire department budget has more than tripled to \$143,000. Congdon attributes much of the increase to casino development and increased casino traffic.

While commercial property has increased as a result of the presence of Foxwoods, residential property values have been adversely affected along Route 2. During the 2000 revaluation, the value of residential homes along the highway was reduced by more than 10 percent.⁴³⁴

Congdon said the local roads have undergone significantly more wear and tear since casinos opened. It is difficult, he said, to measure the dollar cost of such road wear due to the casino traffic.

The Mashantucket Pequot Tribal Nation sought to annex land outside of the reservation boundary for a golf course. Some of the land was in Preston. The issue was before the courts for nearly 10 years when the Tribe withdrew to take 165 acres on Route 2 into trust.

⁴³¹ Norwich Public Utility officials.

⁴³² Ibid.

⁴³³ Ibid.

⁴³⁴ Interview with First Selectman Robert Congdon, August 6, 2008.

Officials in the three towns say they each spent \$1 million in legal fees to challenge the Tribe, which announced when it withdrew its application on February 25, 2002, that it might in the future seek to annex lands outside its reservation boundary.

Transportation

The combined large number of visitor and employee trips to and from the two casinos has had a significant impact on the region's highway network. Mohegan Sun and Foxwoods each attract up to 40,000 visitors a day.⁴³⁵ About 22,000 people were employed at the two casinos as of the summer of 2008.⁴³⁶

The following table shows significant traffic-volume changes at highway locations near Foxwoods in 1992 (when the casino opened), in 1996 (when Mohegan Sun opened) and in 2005 (when both casinos were well established).

Traffic significantly increased from 1992 to 1996 on Route 2 when Foxwoods was the only casino open in the region. By 2005, when Mohegan Sun was firmly entrenched, the traffic counts decreased significantly, accounting for motorists headed for Mohegan Sun.

For example, on Route 2 between the Preston town line and the Route 164 intersection, average daily traffic ("ADT") increased 50 percent to 27,200 from 1992 to 1996. Other Route 2 locations in North Stonington experienced similar increases. However, a different methodology was used that may have inflated the data, although traffic experts believe the increases were still significant.⁴³⁷

⁴³⁵ Mohegan Sun, Foxwoods.

⁴³⁶ *State's Casinos Aren't Recession-Proof After All*, Hartford Courant, October 5, 2008.

⁴³⁷ Southeastern Connecticut Council of Governments Regional Transportation Plan FY 2007-2035.

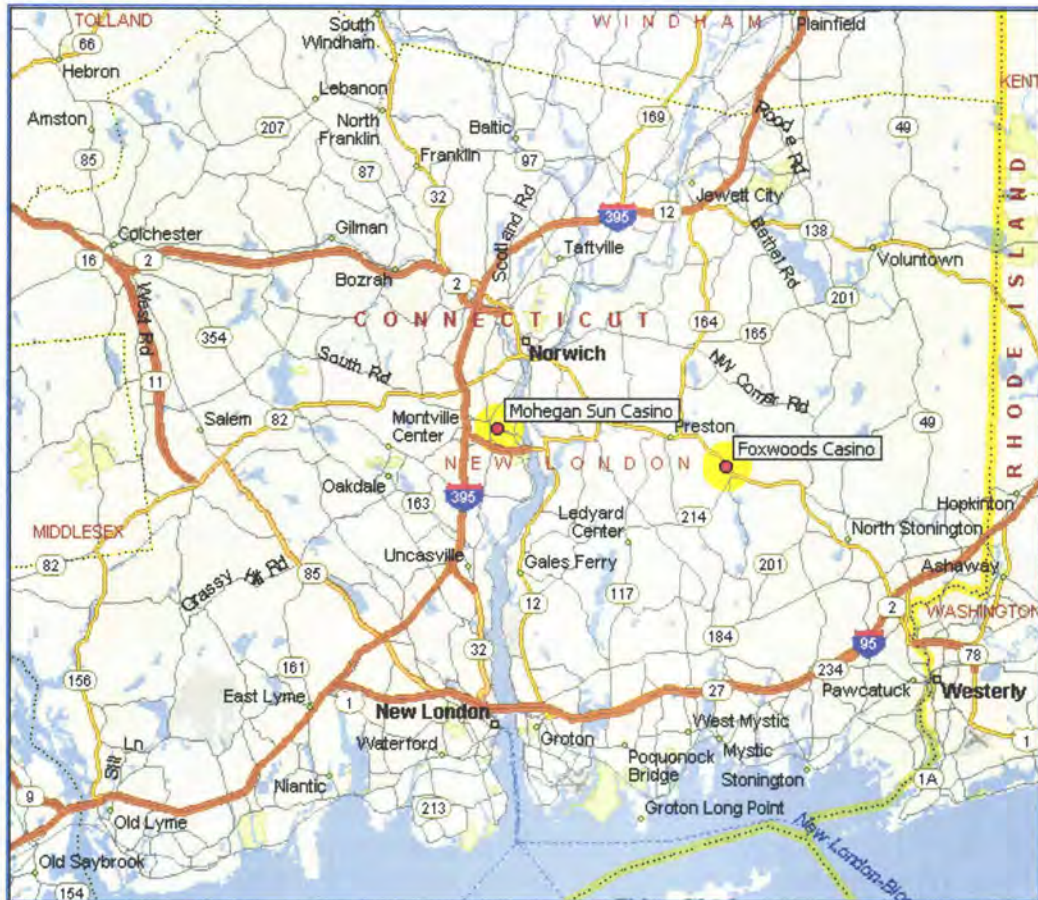
Figure 129: Trends in Average Daily Traffic Counts on Highways near Casinos

HIGHWAY	CASINO	TOWN	LOCATION	1992 ADT	1996 ADT	2005 ADT
I-95	Foxwoods	North Stonington	Interch. 93 South to Interch. 92 (Rt. 2)	25,400	28,600	35,000
I-95	Foxwoods	Stonington	Interch. 92 (Rt. 2) South to Interch. 91	36,200	40,800	44,100
Rt. 2	Foxwoods	North Stonington	Interch. 92 of I-95 to Rt. 184	13,300	21,500	14,300
Rt. 2	Foxwoods	North Stonington	Rt. 184 to Rocky Hollow Road	15,700	25,800	20,000
Rt. 2	Foxwoods	North Stonington	Rt. 201 to Ledyard Town Line	14,200	26,200	17,300
Rt. 2	Foxwoods	Preston	Preston Town Line to Rt. 164	16,400	27,200	26,000
Rt. 2	Foxwoods	Preston	Rt. 164 to Rt. 117	16,000	23,500	18,100
Rt. 2	Foxwoods	Preston	Rt. 117 to Preston/Norwich Town Line	11,200	14,600	9,000
Rt. 2A	Between Both	Preston	Rt. 117 to Middle Road	6,800	9,900	12,700
Rt. 2A	Mohegan Sun	Montville	Preston Town Line to Mohegan Sun Bl.	15,500	18,800	27,100
Rt. 2A	Mohegan Sun	Montville	Rt. 32 to Interch. 79A of I-395	16,800	20,900	41,400
I-395	Mohegan Sun	Montville	Interch. 79A South to Interch. 78	37,400	44,000	59,200
I-395	Mohegan Sun	Montville	Interch. 79A North to Interch. 80	38,300	47,200	65,900

Source: Southeastern Connecticut Council of Governments Regional Transportation Plan FY 2007-2035

The following map shows the two casino locations and major highways that funnel traffic to them.

Figure 130: Casinos, Highway Access



In 2005, nine years after the opening of Mohegan Sun, some locations had lower ADTs, indicating a shift toward Mohegan Sun. This conclusion is underscored by the ADTs shown in the above table on the last four rows. Along Route 2A and on I-395 near the Mohegan Sun, traffic volumes were up by 60 percent in 2005 compared to 1996, the year that Mohegan Sun opened.

Many officials of southeastern Connecticut municipalities maintain traffic congestion on their highways as well as on major state roads resulted from the presence of the casinos. Congestion has many sources, but the substantial volume of daily casino-visitor trips and the journey-to-work trips of casino employees are two fundamental causes.

Traffic engineers compare ADTs against the theoretical and observable physical constraints of highway segments and intersections. A common statistic used is “Level of Service” (“LOS”); another is “Vehicle Capacity Ratios” (“V/C ratio”). V/C ratios measure the capacity of a roadway segment or intersection to allow a particular volume of traffic to pass through efficiently. LOS is a measure of how well the roadway segment or intersection performs as volume increases.

The Regional Transportation Plan FY 2007-2035 of the Southeastern Connecticut Council of Governments (“SCCOG”) discusses both measures. It noted there were 37 sites with V/C ratios in excess of 1, indicating that the capacity of the roadway to move traffic efficiently is often exceeded. The report noted that 108 additional locations in the region were “only marginally adequate to manage the traffic at all times.”⁴³⁸

There has been a movement from urban to rural and suburban areas, resulting in new housing, new schools and new roads. The dichotomy between external tourist-generated traffic and new locally-generated traffic has formed the basis of all discussions related to future highway infrastructure investments in southeastern Connecticut.⁴³⁹

The 2007 SCCOG report, based on 2005 data supplied by the ConnDOT, identified the highway sections that were approaching, or had already reached, theoretical maximums of traffic congestion. The areas closest to the two casinos most severely affected by congestion included:⁴⁴⁰

- The intersection of Route 164 and Route 2 near Foxwoods in Preston
- Exit 92 off I-95 and Route 2 near Foxwoods in North Stonington
- I-395 Exit 79A at Route 2A near Mohegan Sun in Montville
- Route 2A and Route 32 near Mohegan Sun in Montville
- Route 2, Route 2A, Route 32/Mohegan-Pequot Bridge corridor between the casinos

Many municipalities in the region have experienced an increase in fatal accidents. For example, the number of fatal accidents in the 16 municipalities within 10 miles of the two casinos rose from 19 in 1992 to 33 in 2006, a 74 percent increase. Statewide, the number of fatal accidents fell by 10 percent during the same period.⁴⁴¹

The number of injury accidents in those same 16 municipalities increased by 7 percent while the statewide figure declined 15 percent. The perimeter municipalities with the most significant increases were: Preston, 55 percent; Groton, 21 percent; Stonington, 19 percent; and Montville, 13 percent.⁴⁴²

No one can say with any certainty that the increases in New London County are due to the presence of the casinos, but police chiefs such as Norwich’s Louis Fusaro noted that with the sheer increase in volume, one would expect a corresponding increase in traffic accidents.

The increase in accidents has resulted in an increase in emergency rescue responses. For example, from 2002 to 2007, Ledyard EMS responses nearly doubled to 257; Montville’s increased more than tenfold to 1,622; Groton’s increase was 77 percent; and the increase in Norwich was nearly 64 percent. The small community of Voluntown went from 47 responses in 2002 to 167 in 2007.⁴⁴³ It is not possible to definitively attribute those increases to the presence of casinos other than their existence has drawn more traffic to the region.

⁴³⁸ Ibid. p. 48.

⁴³⁹ Regional Plan of Conservation and Development 2007, SCCOG.

⁴⁴⁰ Southeastern Connecticut Council of Governments Regional Transportation Plan FY 2007-2035, p.52.

⁴⁴¹ Connecticut Department of Public Safety.

⁴⁴² Connecticut Department of Transportation, Special Report, Accident Totals By Town.

⁴⁴³ Ibid.

The SCCOG report also discussed high-frequency accident locations (“HFALs”). It identified the following high-frequency accident locations:⁴⁴⁴

Near Foxwoods:

- Three different intersections on Route 2 with local roads in North Stonington
- I-95 at Exit 92 and Route 2 in North Stonington
- Three different locations on Route 214 in Ledyard
- The intersection of Route 2 and Route 164 in Preston near the Ledyard town line

Between Foxwoods and Mohegan Sun:

- The intersection of Route 12 and Route 2A in Preston

Near Mohegan Sun:

- Route 2A at Mohegan Sun Boulevard in Montville
- Various roadway segments along Route 32 near Route 2A in Montville

We highlight these particular roadway segments or intersections because of their close proximity to a casino. There are many other locations throughout the region where casino-destined traffic contributes to accident volumes.

In addition to the generic-accident factors mentioned above, the mix of casino employees driving to work, casino patrons adjusting to lower speeds on local roads after many miles of high-speed driving on an interstate, and slow-moving local traffic all contribute to higher-accident frequency. Both casinos increased highway capacity near their properties to accommodate higher traffic volume.

The following map shows connecting highways to Mohegan Sun.

⁴⁴⁴ Ibid., p.47.

Figure 131: Mohegan Sun Connections



Mohegan Sun is about one mile from the I-395 Exit at 79A. Motorists use Route 2A to get to the casino. According to Mitchell Etes, president and CEO of Mohegan Sun, the casino spent nearly \$38 million to widen Route 2A. It added an interchange that connects Mohegan Sun Boulevard, allowing for near-seamless movement from the interstate to the property's parking garages.⁴⁴⁵

"It was the smartest \$38 million they ever spent," Etes said. Mohegan Sun estimates that about 95 percent of its drive-in patrons arrive via I-395, thus avoiding local roads.⁴⁴⁶ The casino expects to complete the work sometime in 2009. Mohegan Sun executives acknowledge that easy access from Interstate 395 provides their facility with a sustainable competitive advantage over Foxwoods.⁴⁴⁷

Most Mohegan Sun employees also arrive via I-395, although some access the property via the intersection of Route 32 (Norwich/New London Turnpike) and Sandy Desert Road, which leads to the west side of the casino property. Some employees even walk to work along Route 32 from homes near the casino. Recognizing the safety problems caused by pedestrian movements on Route 32, Mohegan Sun spent \$2 million to erect sidewalks along the eastern side of Route 32 from the Norwich line south to Fort Shantok Road. The work is expected to be finished by July 1, 2009.⁴⁴⁸

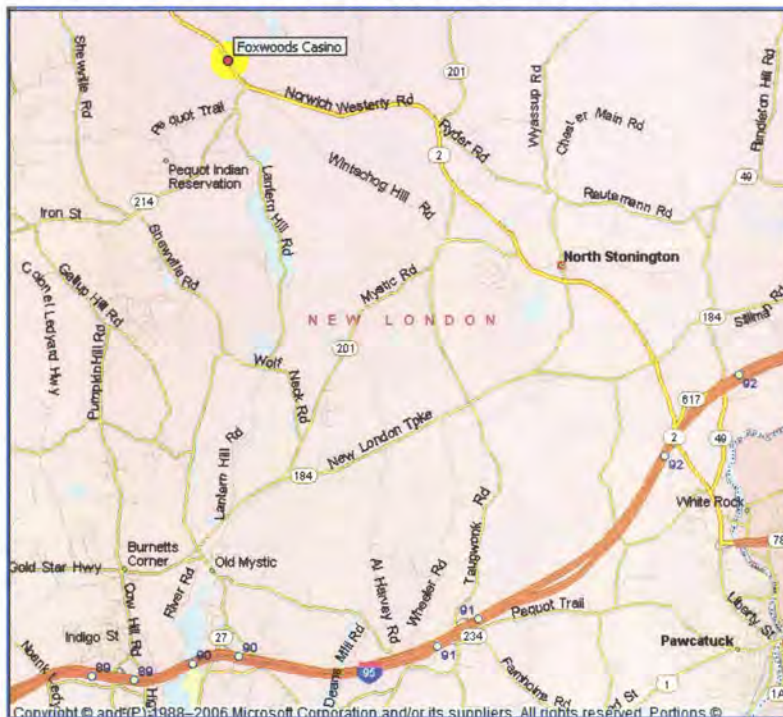
⁴⁴⁵ Interview with Mitchell Etes, president and CEO of Mohegan April 21, 2008.

⁴⁴⁶ Interview with Jeffrey Hartmann, Executive Vice President and Chief Operating Officer, Mohegan Sun, June 19, 2008.

⁴⁴⁷ Interviews with Mohegan Sun staff, April 16, 2008.

⁴⁴⁸ Interview with Mohegan Sun officials, December, 2008.

Figure 132: Patron Route to Foxwoods from Interstate 95



Foxwoods is located almost midway along the 14-mile segment of Route 2 between Norwich and Exit 92 off I-95 in Stonington. Since Foxwoods opened, this segment of Route 2 has been a persistent challenge in traffic management.

As of January 2009, a Foxwoods-funded project to build a \$60 million flyway along Route 2 was nearly complete. It will allow casino-destined traffic to go over the highway directly to Foxwoods property. It will facilitate direct access for visitors, employees and casino buses. It will also enhance safety by reducing left turns across oncoming traffic lanes.

But the project, which extends from North Stonington near the Ledyard town line to the Preston town line, improves only two miles of the 14-mile section of Route 2. The rest of the highway will remain a winding two-lane road crossing many signalized intersections that ConnDOT and SCCOG call “only marginally adequate” to handle traffic flow.⁴⁴⁹

North Stonington First Selectman Nick Mullane said more and more casino patrons divert off Route 2 to use local roads to get to Foxwoods. “Before Foxwoods, we had one traffic light. Now we have nine,” he said.

Mullane argues the flyway will make things worse, not better. He fears that motorists using the flyway will fail to slow down once they get into North Stonington, causing more accidents to occur.

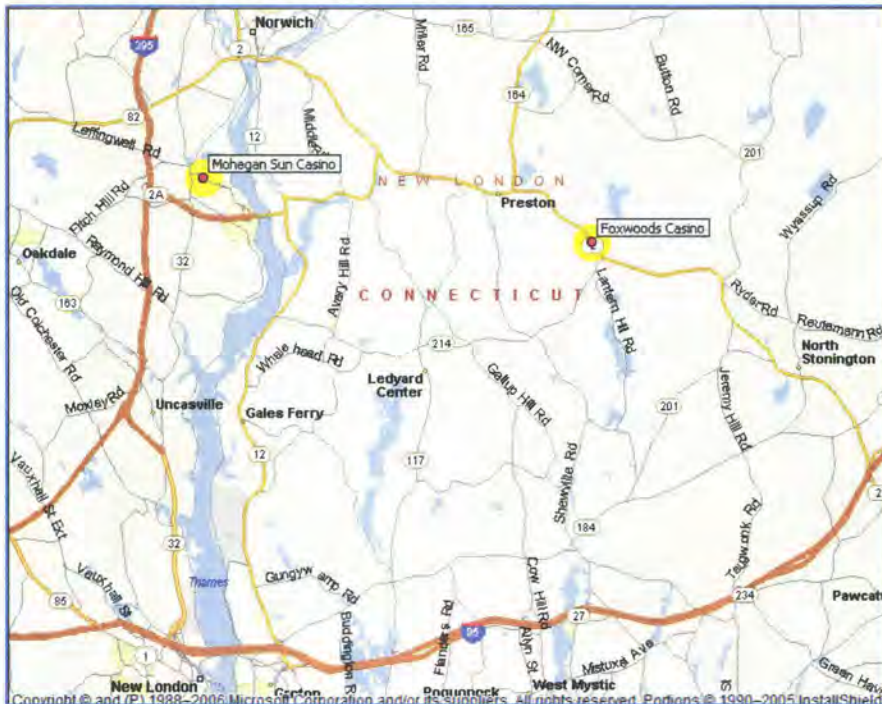
⁴⁴⁹ Southeastern Connecticut Council of Governments Regional Plan of Conservation and Development 2007.

Other improvements in the Route 2 corridor, if they are ever undertaken, are years away, according to James Butler, executive director of the SCCOG. Even if shoulder and intersection improvements occur, Butler noted, there are no plans at this time to widen Route 2.

In the random telephone survey Spectrum commissioned, 12 percent of the respondents reported they travel 51 to 75 miles to gamble, almost all to the two Indian casinos. This travel strains the highway infrastructure of southeastern Connecticut.

The next map shows the segment along the Route 2, Route 2A and Route 32 corridor that patrons use to go back and forth between Foxwoods and Mohegan Sun. Many casino employees also use the route.

Figure 133: Cross-Casino Traffic Route



The distance between Foxwoods in Ledyard and Mohegan Sun in the Uncasville section of Montville is about 10 miles. But the travel route may seem much longer to motorists because of the narrow, winding and often congested roads that connect the two casinos.

Leaving Foxwoods, a driver would travel northwest into Preston on Route 2 in the direction of Norwich. After traveling nearly five miles, the traveler makes a left turn to the west onto Route 117 and after a very short distance, links up with Route 2A. This part of the journey is less than three miles but it is on a winding two-lane road often lacking shoulders through the villages of Hallville and Poquetanuck in Preston.

Emerging at a signalized intersection with Route 12 near the 400-plus acre property of the former Norwich State Hospital, which is located mostly in Preston, the traveler turns south onto the now joined Route 12/2A for a very short distance. Another turn to the west at a signalized intersection, takes the traveler off Route 12 onto Route 2A to cross the Thames River on the two-lane Mohegan-Pequot Bridge. Once on the west side of the Thames River, the

traveler continues a short distance on Route 2A before exiting on a ramp to the signalized intersection with Mohegan Sun Boulevard to enter the casino property.

ConnDOT has been studying this travel route between the two casinos since the early 1990s. In August 2004, the agency recommended the following steps to reduce traffic congestion and improve safety:⁴⁵⁰

- Increase capacity on Route 2A across the Thames River by adding a second, parallel, two-lane bridge adjacent to the existing Mohegan-Pequot Bridge;
- Relocate Route 2A in Preston between Route 12 and Route 2 to a new four-lane alignment north of Poquetanuck Village;
- Widen Route 2 in Preston to 4 lanes from the new Route 2A intersection to Route 164, and;
- Improve Route 2 in North Stonington from Route 214 to I-95;

The projected costs: \$113 million.⁴⁵¹ SCCOG favors this proposed solution, noting that existing traffic and safety problems would be greatly exacerbated should development of the former Norwich Hospital property along Route 12 occur.⁴⁵² But SCCOG officials that we interviewed for this report noted that there was much opposition to this project in Preston and North Stonington.⁴⁵³ Thus, given the environmental permits that would be required, the probable escalating cost of this project and resistance in the affected municipalities, it is difficult to predict when, or even if, this project will ever be completed.

One of the themes that appear over and over in this report is the fragmentation of government and the lack of regional approaches toward solving problems in southeastern Connecticut. As the SCCOG points out, the differing views among citizen groups, municipalities and tribal nations have sometimes created barriers to consensus. Yet the need for several significant highway improvements is well documented.⁴⁵⁴

Ideally, any transportation infrastructure improvements in New London County would include linking the various mass transit modes in the area. The 2007 Regional Transportation Plan of SCCOG placed high priority on an intermodal connections plan for a high-quality, dependable, seamless, business-based transportation system, linking rail, ferry and buses to the region's major tourist centers.⁴⁵⁵

It is possible to go from New London to Foxwoods or from New London to Mohegan Sun on existing Southeast Area Transit ("SEAT") buses. But there is no loop, outlined in red, that takes bus passengers back and forth from Foxwoods to Mohegan Sun. SCCOG is recommending that the following loop in red be established so that patrons can easily get to both casinos on public transit.

⁴⁵⁰ Final Environmental Impact Statement, Route 2/2A/32, Volume 1, ConnDOT and FHWA, August, 2004, p. S-2.

⁴⁵¹ Ibid., p. 2-46.

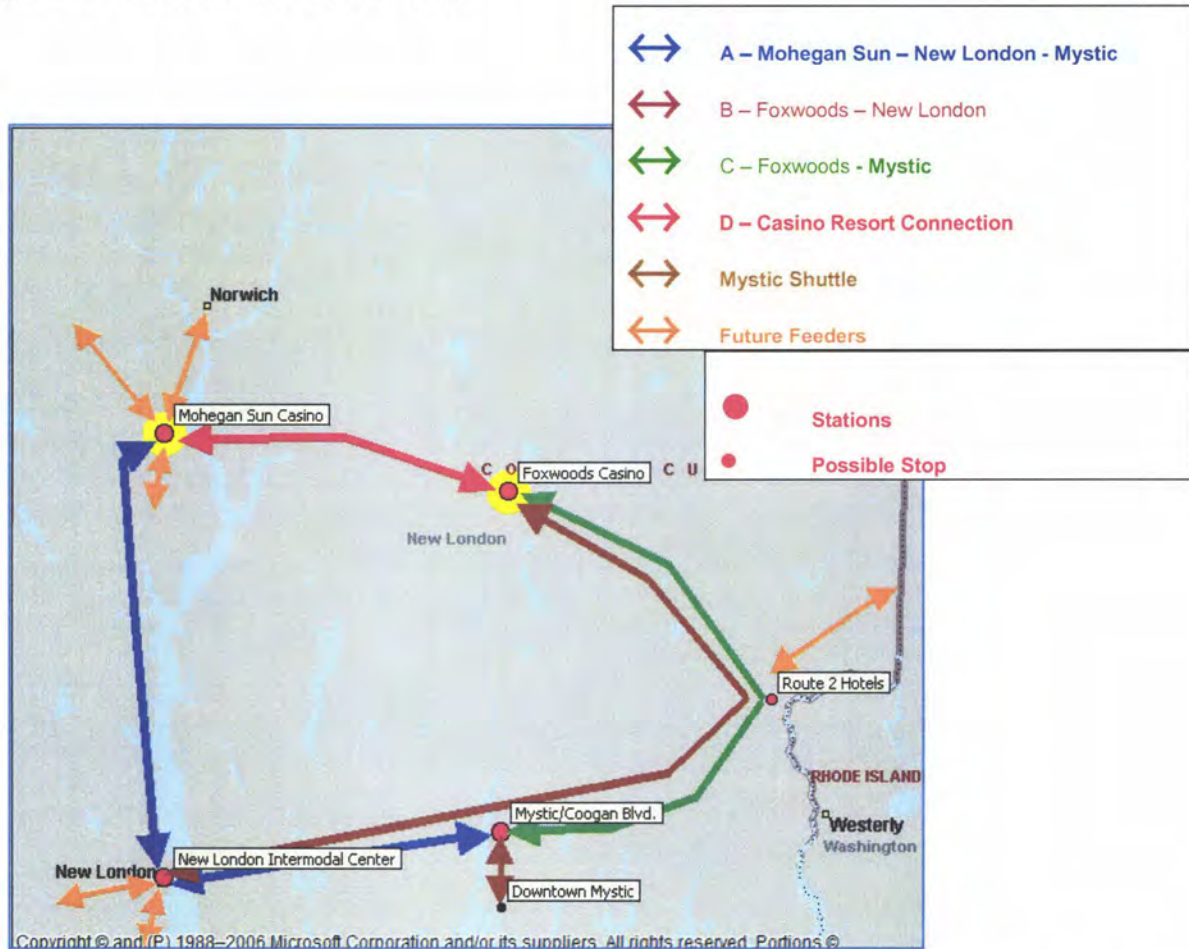
⁴⁵² Southeastern Connecticut Council of Governments Regional Transportation Plan FY 2007-2035, p. 35.

⁴⁵³ Interview of August 8, 2008.

⁴⁵⁴ Regional Plan of Conservation and Development 2007, SCCOG.

⁴⁵⁵ Southeastern Connecticut Council of Governments Regional Transportation Plan FY 2007-2035, p. 80.

Figure 134: Potential Intermodal Loop



SCCOG estimates \$12 million is needed for capital and operating support to start a two-year pilot project to demonstrate the feasibility of this multimodal project.⁴⁵⁶ Foxwoods states that it attracts an average of 36,000 patrons per day, and Mohegan Sun states that it attracts an average of 40,000 guests per day. However, since many visitors stay overnight, the actual number of daily ingress and egress trips is lower than the overall number of visitors.

⁴⁵⁶ Ibid., p.81.

Figure 135: Foxwoods, Mohegan Sun Origins of Visitation

Visitor State of Origin	Foxwoods ⁴⁵⁷	Mohegan Sun ⁴⁵⁸
Massachusetts	36.0%	17.8%
Connecticut	33.0 %	53.1%
Rhode Island	13.0%	3.4%
New Hampshire	3.1%	1.7%
Maine	1.4%	0.6%
Vermont	0.5%	0.3%
New York	9.2%	19.0%
New Jersey	1.9%	1.1%
Other	2.0%	3.0%

Source: Foxwoods, Mohegan Sun

The travel route is strongly influenced by the state of origin of visitors. For example, more in-state patrons are attracted to Mohegan Sun. That's because the bulk of Connecticut's population residing southwest and northwest of New London County can more easily reach Mohegan Sun via feeder routes to I-395.

Conversely, the concentration of Massachusetts's population in the eastern portion of that state near the I-95 corridor allows a large segment of visitors to go directly south on I-95 to Foxwoods.

This summary of long-distance travel routes underscores the more convenient access Mohegan Sun offers in comparison to Foxwoods. The Mohegan Sun patron leaves I-395 at Exit 79A to an improved four-lane Route 2A for a very short distance, drives down a ramp and encounters just one traffic light, which is located at the entrance boulevard to the property.

Foxwoods' patrons, after exiting I-95, I-395 or the limited-access portion of Route 2 west of Norwich, must complete their journey on a two-lane highway with signalized intersections for a distance of up to 10 miles.

About 10 percent of all visitors arrive at both casinos by shuttle, line buses or tour buses. Ferry passengers from Long Island disembark in New London, where they can board shuttle buses to either casino and receive bonus incentives. Similarly, travelers on Amtrak's main line between New York and Boston can leave the train in New London, and board shuttle buses for either the Mohegan Sun or Foxwoods. Shuttle buses also run to both properties from Mystic and Norwich area hotels and motels.

There is bus service from Boston, New York and other northeastern locations. Patrons receive food vouchers and free bets to help subsidize the cost of the trip.

Both casinos have increased in size; Foxwoods opened the MGM Grand on May 18, 2008, an 825-room casino hotel with 115,000 square feet of meeting space, and Mohegan Sun opened the 64,000 square-foot Casino of the Wind on August 29, 2008. However, because of

⁴⁵⁷ Data for Foxwoods are estimates based on visitor surveys for 2007 from New England Casino Gaming Update 2008, Center for Policy Analysis, University of Massachusetts-Dartmouth, March 2008, p. 16.

⁴⁵⁸ Mohegan Sun data is for 2007 and was submitted to Spectrum for this report by Mohegan Sun in November 2008.

declining revenues, both Connecticut casinos reduced their workforce through attrition or layoffs. During the summer of 2008, including both full and part-time workers, the two properties employed 22,000 employees.

Figure 136: Full-Time Casino Employment by State Residence

	Foxwoods		Mohegan Sun	
	No. employees	Pct. of total	No. employees	Pct. of total
Connecticut	7,582	73.8%	9,157	89.5%
Rhode Island	1,971	19.2%	355	3.5%
New York	508	4.9%	601	5.9%
Massachusetts	106	1%	74	0.7%
All other states	100	1%	43	0.4%
Total	10,267	100.0%	10,230	100.0%

Source: Foxwoods, Mohegan Sun

These communities had at least 100 residents on the casinos' payroll as of the fall 2008:

Figure 137: Communities with 100 or More Full-Time Casino Employees

Community	Mohegan Sun	Foxwoods
Norwich	2,556	1,841
Uncasville	1,020	225
New London	624	481
Griswold	536	256
Groton	387	563
Oakdale	279	102
Preston	249	174
Plainfield	223	215
Ledyard	173	654
Willimantic	170	123
Colchester	151	102
Gales Ferry	144	133
Taftville	143	113
Westerly, RI	136	655
Moosup	103	123
Mystic	103	204

Source: Foxwoods, Mohegan Sun

The 15 communities account for nearly 70 percent of Mohegan Sun employees and nearly 60 percent of Foxwoods employees. More than 19 percent of Foxwoods workers live in Rhode Island, compared to less than 4 percent of Mohegan Sun employees.

Foxwoods draws its employees from Norwich and communities east of the Thames River in Connecticut and Rhode Island that are adjacent to the Route 2 and I-95 corridors. They use I-95, state highways or local roads that ultimately take them to Route 2 and the casino or to satellite parking lots located on or near Route 2.

Mohegan Sun's employees are also concentrated in Norwich, but then fan out to municipalities north and west of the Thames River along I-395, Route 32, and Route 2 (west of Norwich) corridors. Nearly 6 percent of Mohegan Sun employees live in New York state. Employees are permitted to park their cars in a garage located at the casino.

Many employees commute long distances to and from work because of the difficulty in finding affordable housing near the casinos. The trips exacerbate traffic congestion, increase accidents as well as general highway maintenance. The wide dispersal of employee residences also makes it difficult and expensive to establish mass transit routes for journey-to-work trips.

Most Foxwoods employees park at satellite lots. A satellite lot in Norwich, just west of the Preston town line, has nearly 2,000 spaces. Southeast of Foxwoods, near Exit 92 off I-95, there are park-and-ride lots in North Stonington, Stonington and Westerly with about 525 total spaces that are used by casino employees. There is also a satellite lot in Groton with 350 spaces. The casino operates a shuttle system for employees.⁴⁵⁹ The off-site site parking lots reduces vehicular volume along Route 2.

South East Area Transit ("SEAT") is a multi-municipal public agency created by local municipalities. The nine founding towns were East Lyme, Griswold, Groton, Ledyard, Montville, New London, Norwich, Stonington and Waterford. All SEAT fixed assets and land are owned by the state of Connecticut and are leased to SEAT.⁴⁶⁰

SEAT operates two regularly scheduled bus routes for Mohegan Sun and one for Foxwoods.⁴⁶¹ Casino officials and elected representatives noted the scheduling of the routes often does not coordinate with work shifts. The result, they noted, is that it is not practical for casino employees to use mass transit.

SEAT management did not make data available to us that would reflect ridership on specific routes.⁴⁶² They only provided total ridership for all routes, which increased 35 percent from FY 2005 to FY 2008.

SEAT staff cited rising gasoline prices and increases in workforce numbers at the casinos as two factors driving increased passenger counts. They said the agency would like to expand service by adding new routes and increasing the number of buses and frequency of service on some existing routes, particularly to casinos, but lamented that budget constraints make it difficult to do so.

⁴⁵⁹ Information provided by Foxwoods, November 2008.

⁴⁶⁰ SEAT Home Page, <http://www.seatbus.com>, (accessed on May 12, 2009).

⁴⁶¹ Interview with SEAT chairman James Martin, general manager Ella Bowman and other staff members on August 5, 2008.

⁴⁶² Ibid.

Section VII: Legal Gaming Participation Levels

This section examines gambling participation. The majority of Americans have gambled in one form or another at least once in their lives. Nationally, the proportion of the population that has gambled ranges from 81 percent in the southern states to more than 89 percent in the North.⁴⁶³ Our own Connecticut survey showed that within the past year, 70 percent of respondents participated in at least one gambling activity.

In Connecticut, our survey was designed to capture the participation of gambling on a full range of activities as well as provide an estimate of how much money respondents spend per month on each activity. We included the following gambling activities:

- Casino
- Lottery games
- Horse racing
- Dog racing
- Bingo
- Jai-alai

It should be noted that Connecticut has no racetracks, dog tracks or Jai-Alai facilities, but respondents, nonetheless, indicated they were betting on such venues. They could legally make such bets at OTB facilities in the state.

The following table shows the frequency of gambling participation. Playing a lottery game (54 percent) and gambling at a casino (36 percent) are the most frequent gambling activities in the past year. This section of the report does not include participation in illegal gambling, which will be discussed in a subsequent section.

Figure 138: Gambling Participation, by Frequency and by Game

	Lifetime Participation	Past Year Participation	Monthly Participation	Weekly Participation
	%	%	%	%
Casino	71.9	35.6	7.1	1.1
Lottery	71.5	53.7	29.0	8.2
Bingo	30.1	9.0	1.3	0.2
Horse race	29.7	7.4	1.2	0.2
Jai-alai	19.0	0.4	0.2	0.2
Dog Race	13.8	1.3	0.0	0.0

Overall, more than 90 percent of respondents have participated in a gambling activity in the past year.

⁴⁶³ Marianna Toce-Gerstein and Dean Gerstein (Toce-Gerstein, Gerstein & Volberg, 2003a, 2003b).

Favorite Gambling Activity

One-in-four respondents identify slot machines as their favorite gambling activity, the most popular of all gambling activities. Seventeen percent say playing the lottery is their favorite activity, and 12 percent say casino card games.

Most respondents usually participate in their favorite type of gambling with another person. One-third of respondents (33.4 percent) gamble with friends or co-workers, 24 percent with their spouse or significant other and 13 percent with a family member. Twenty-three percent usually gamble alone.

The majority of respondents (87 percent) gamble for no more than 5 hours. One-third (34 percent) gamble for less than an hour; 27 percent for one to two hours; 28 percent for three to five hours and 5 percent for between six and 12 hours.

Respondents generally travel 75 miles or less to participate in their favorite gambling activity. This largely can be attributed to the fact that Connecticut is relatively small state, offering a wide variety of gambling activities that are easily accessible. Twenty-one percent do not travel at all to participate. For example, a person who shops at a food market and picks up a lottery ticket might take the position that he or she did not travel at all. An additional 21 percent of the respondents travel 5 miles or less. Twelve percent travel 6 to 25 miles, 20 percent travel 26 to 50 miles, and 12 percent travel 51 to 75 miles.

The effect on these figures by type of favorite activity should be noted. As expected, most of these respondents play lottery games by themselves, do not play for a long period of time and travel very little to play.. The opposite is true for those whose favorite games are based in a casino. Most of these respondents go with other people, travel more and gamble for longer.

Figure 139: Favorite Gambling Activities among Connecticut Gamblers In %

Gambler frequency:	Total (1,427)	Infrequent (140)	Past- year's (527)	Monthly (557)	Weekly (193)
Slot machines in a casino	24.6	19.8	30.7	24.6	19.2
Lottery	19.2	12.7	16.5	19.5	27.7
Card games at a casino	12.0	16.7	7.8	13.7	11.6
Table games at a casino	5.8	4.8	4.9	6.3	8.0
Bingo	4.7	6.3	4.1	4.3	3.1
Horse race	3.5	3.2	3.3	2.8	6.7
Raffles	2.8	1.6	4.1	1.5	0.4
Dog race	0.4	0.0	0.2	0.0	1.8
Jai alai	0.3	1.6	0.2	0.2	0.0

The following statistically significant difference was found between non-problem and problem/pathological gamblers.

- Problem and pathological gamblers in Connecticut were significantly more likely to prefer skill games such as card games and other table games than non-problem gamblers, who preferred games of chance such as the lottery.
- Our survey found there were significant differences among reasons to gamble between non-problem and problem gamblers.

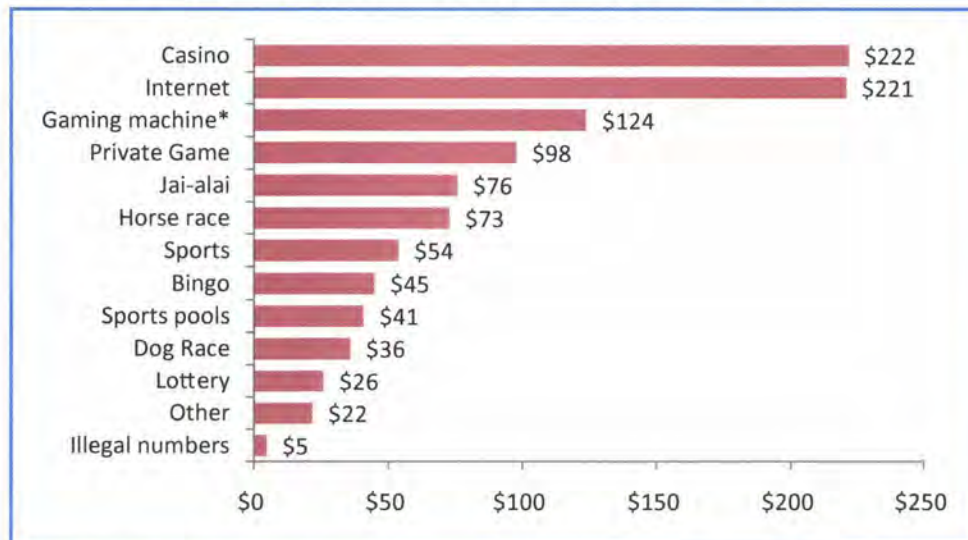
Figure 140: Why Problem and Non-Problem Gamblers Gamble

Somewhat or very important	Non-Problem Gamblers (2016) %	Problem & Pathological Gamblers (95) %
Excitement or challenge	59.9	89.4
To win money	72.4	89.4
As a distraction	16.3	35.3
Support good causes	50.8	39.6

Spending

We asked respondents how much they spent on a monthly basis on various gambling activities. They responded with a specific number. We then computed an average figure. The table below provides a summary of the responses.

Figure 141: Total Monthly Spending on Gambling Activities

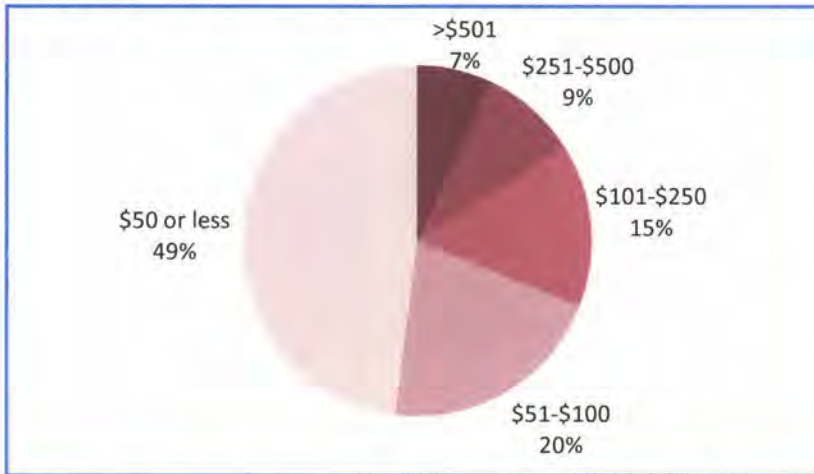


*Defined as a slot machine or keno offered at a bar, convenience store, race track or other location. The question asked respondents to not include gaming machines at casinos. Note that in Connecticut, the only place where one can gamble on a gaming machine would be at one of the two Indian casinos.

Casino Gaming Participation

The chart offers another look at how our respondents answered the question. In this case, the figures were put into ranges of spending, and we then developed the percent ranges that the respondents fell into.

Figure 142: Total Monthly Spending at a Casino



Respondents were also asked what casino games they play. Almost two-thirds play slot machines, and almost one-quarter play card games. Again, in terms of spending, we determined the ranges of spending in which respondents fell, and then developed percentages for spending ranges. Due to rounding, percentages may not add up to 100 percent.

Figure 143: Monthly Spending By Game Type

	Total	<\$50	\$51-\$100	\$101-\$250	\$251-\$500	>\$500
	%	%	%	%	%	%
Slot machines	67.1	79.5	61	59.3	65.2	38.2
Card games	23.3	15.2	23.3	32.7	23.2	50.9
Other table games*	7.7	3.1	11.3	8.0	11.6	10.9
Bingo	1.2	1.3	2.5	0.0	0.0	0.0

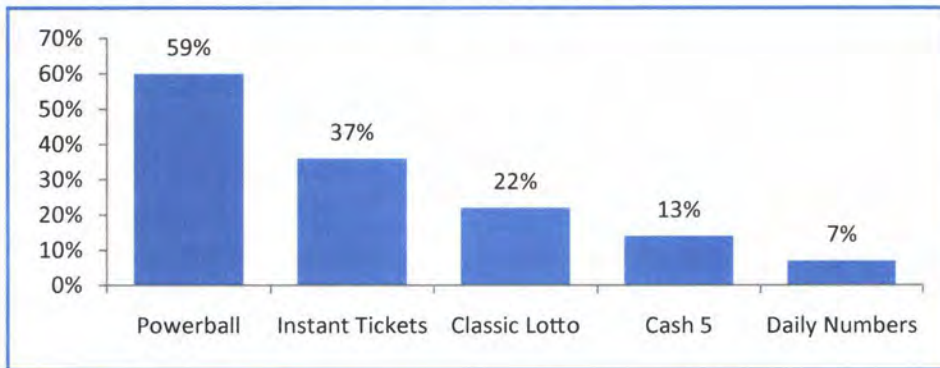
*Refers to games such as roulette and craps

A majority (89 percent) of respondents visit a casino somewhere in Connecticut. Other locations include Las Vegas and Atlantic City; however, neither was cited by more than 5 percent of respondents.

Lottery Participation

When asked about the types of lottery games they play, three-in-five lottery gamblers buy Powerball tickets; more than one-third (36 percent) of lottery gamblers buy instant tickets. Respondents were allowed to give multiple responses.

Figure 144: Participation in Lottery Games by Game



Minimum Jackpot Amounts

Those who played a lottery game in the past year were asked what the minimum jackpot in both Classic Lotto and Powerball games would have to be for them to buy tickets.

Figure 145: Minimum Jackpot to Play Classic Lotto (in millions)

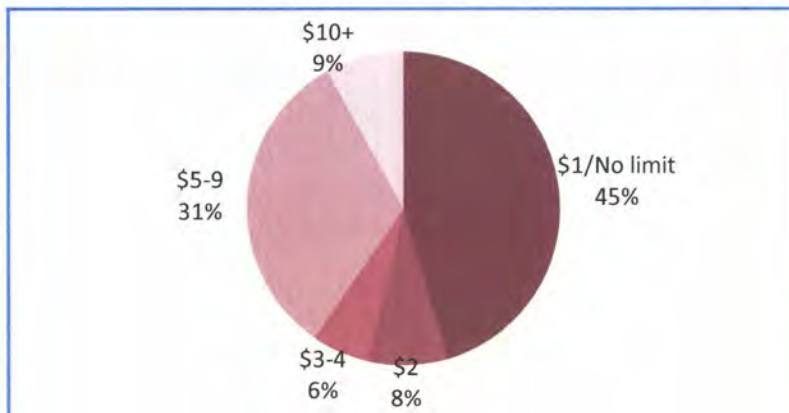
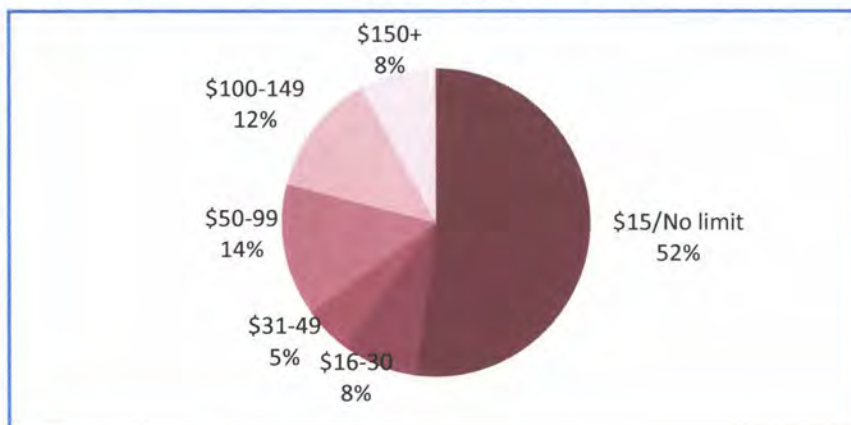


Figure 146: Minimum Jackpot to Play Powerball (in millions)

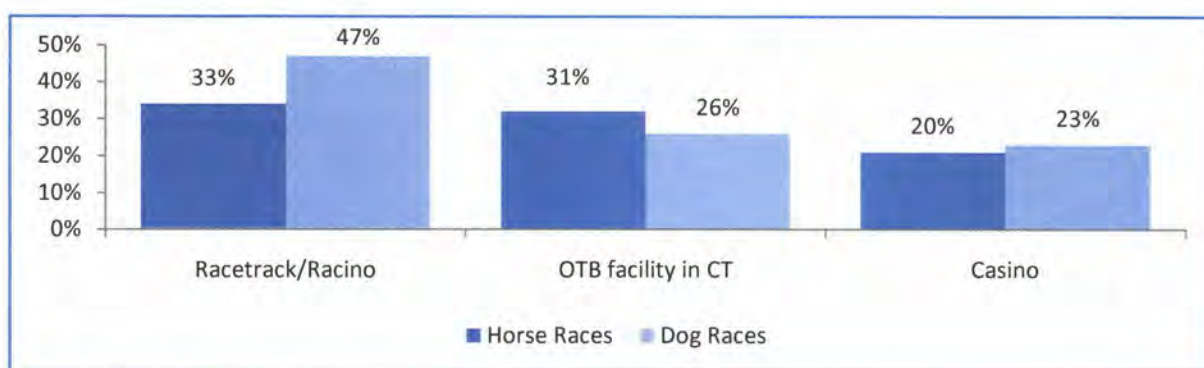


Pari-Mutuel Participation

Respondents who gambled on horse or dog races in the past year were asked where they placed their bets. The most common location was at a racetrack or racino. Respondents use OTB facilities in Connecticut 32 percent of the time for horse races and 26 percent for dog races. One-in-five respondents go to a casino to place their wagers for both horse and dog races. Connecticut does not have live racing.

Note that given the small sub-sample sizes, caution should be used in interpreting the results. There were 170 respondents in the phone survey who have gambled on horse racing in the past year; only 23 had wagered on dog races.

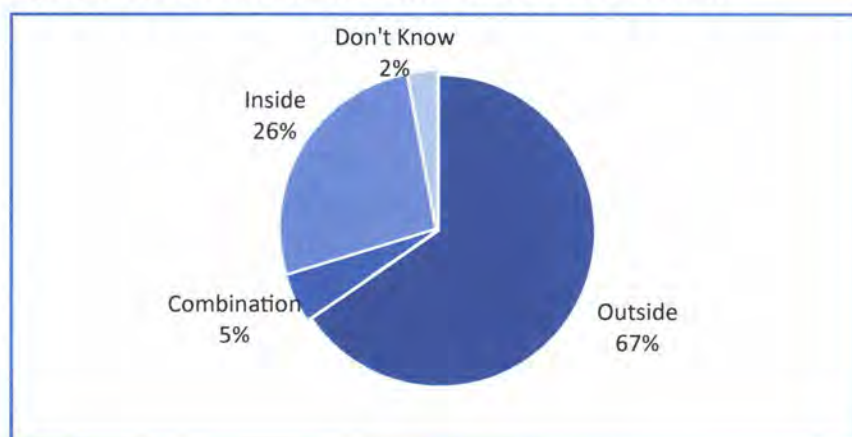
Figure 147: Participation Locations for Horse and Dog Races



Bingo Participation

Respondents who played bingo in the past year were asked what percentage of their play was outside of a casino.

Figure 148: Participation of Bingo Games inside a Casino



Section VIII: Extent of Illegal Gambling

This section of the report attempts to look into the scope, size and impact of illegal gambling. Gambling can only legally occur in Connecticut if a state law has been passed authorizing it. The tables below were all derived from our telephone survey.

Figure 149: Lifetime and Past-Year Illegal Gambling Participation

	Lifetime Participation (2298) %	Past-Year Participation (2298) %
Sports pools*	42.2	24.1
Private Game**	30.9	15.6
Sports	17.8	8.4
Internet	2.5	2.0
Illegal numbers	1.2	0.2
Total	55.3	33.2

* Refers to a pool in which participants choose a sporting event outcome. An example would be pools in which participants pick winners in the NCAA championship basketball tournament or weekly bets on the outcome of NFL football games.

**Refers to private games, most often in one's house, that could include card games such as poker, dice and dominoes. A private game could also include wagers placed between participants on games like golf or bowling.

The following table shows the incidence of illegal gambling activities. More than half of respondents (55 percent) in our telephone survey have participated in an illegal gambling activity in their lifetime. One-third (32 percent) did so in the past year; 9 percent participate monthly. It should be noted that the figures may be higher because survey participants might have been reluctant to admit they gambled illegally.

Figure 150: Average Monthly Spending on Illegal Gambling Activities



*Refers to private games, most often in one's house, that could include card games such as poker, dice and dominoes. A private game could also include wagers placed between participants on games like golf or bowling.

**Refers to a pool in which participants choose a sporting event outcome. An example would be pools in which participants pick winners in the NCAA championship basketball tournament or weekly bets on the outcome of NFL football games.

On average, respondents who participated in illegal gambling activities in the past year spent nearly \$100 per month. Respondents were asked to indicate how much money they spent on a monthly basis on certain gambling activities. We then developed averages for each category.

The following table shows the breakdown of illegal gambling in the past year by select demographic groups.

Figure 151: Past-Year Illegal Gambling Demographics

		Have Participated %	Have Not Participated %
Gender	Male	60.5	38.7
	Female	39.5	61.3
Age	18 – 34	29.4	17.7
	35 – 44	24.5	19.5
	45 – 64	36.5	38.6
	65+	9.6	24.3
Ethnicity	Black/African American	7.5	6.9
	White/Caucasian	86.7	81.8
	Hispanic/Latino	4.4	8.4
	Other	1.5	2.9
County			
	Hartford County	21.1	30.9
	Litchfield County	4.6	5.8
	Middlesex County	4.6	4.0
	New Haven County	22.8	22.7
	New London County	11.9	7.8
	Tolland County	4.8	3.9
	Windham County	3.8	4.6
	Bachelor's degree	25.5	18.8
	Postgraduate degree	16.3	12.5
Income	Under \$25,000	8.6	18.2
	\$25,000 to less \$50,000	15.7	24.8
	\$50,000 to less \$75,000	18.3	18.3
	\$75,000 to less \$100,000	16.6	14.6
	\$100,000 to less \$125,000	13.9	9.2
	\$125,000 or more	27.0	14.9
Religion	Protestant	27.2	34.6
	Catholic	42.6	40.3
	Other	5.4	6.1
	None	24.7	19.1

Past-Year Demographic Breakdown for Sports Pools

Sports Pools are pools in which participants choose a sporting event outcome. Such activity may or may not be illegal. An example would be pools in which participants pick winners in the NCAA championship basketball tournament.

Figure 152: Past-Year Sports Pool Demographics

Gender	Male	52.0
	Female	48.0
Age	18 – 34	28.7
	35 – 44	25.5
	45 – 64	38.0
	65+	7.8
Ethnicity	Black/African American	6.3
	White/Caucasian	87.1
	Hispanic/Latino	5.0
	Other	1.6
County	Fairfield County	26.3
	Hartford County	30.8
	Litchfield County	4.4
	Middlesex County	3.4
	New Haven County	25.1
	New London County	4.8
	Tolland County	2.5
	Windham County	2.7
Income	Under \$25,000	5.6
	\$25,000 to less \$50,000	14.6
	\$50,000 to less \$75,000	17.6
	\$75,000 to less \$100,000	18.4
	\$100,000 to less \$125,000	15.5
	\$125,000 or more	28.4
Religion	Protestant	28.3
	Catholic	45.9
	Other	3.4
	None	22.4

Past-Year Demographic Breakdown for Private Games

Private Games are pools in which participants choose sporting event outcomes. An example would be pools in which participants pick winners of football games. .

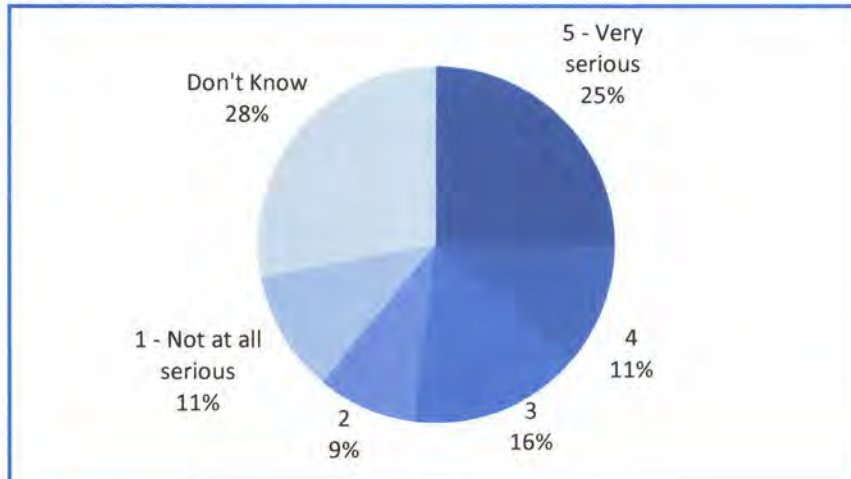
Figure 153: Past-Year Private Games Demographics

Gender	Male	53.3
	Female	46.7
Age	18 – 34	42.9
	35 – 44	22.6
	45 – 64	25.4
	65+	9.1
Ethnicity	Black/African American	8.6
	White/Caucasian	87.4
	Hispanic/Latino	2.2
	Other	1.9
County	Fairfield County	22.3
	Hartford County	31.0
	Litchfield County	8.0
	Middlesex County	3.9
	New Haven County	24.4
	New London County	5.1
	Tolland County	4.2
	Windham County	1.2
Income	Under \$25,000	14.3
	\$25,000 to less \$50,000	13.5
	\$50,000 to less \$75,000	14.7
	\$75,000 to less \$100,000	14.0
	\$100,000 to less \$125,000	12.9
	\$125,000 or more	30.5
Religion	Protestant	23.8
	Catholic	37.5
	Other	7.1
	None	31.5

Underage Gambling

Underage gambling is always a concern because it promotes gambling at a vulnerable age. Respondents in our survey were asked how serious underage gambling is in Connecticut. The rating was on a scale from 1 to 5, with 5 “very serious” and 1 “not at all serious.”

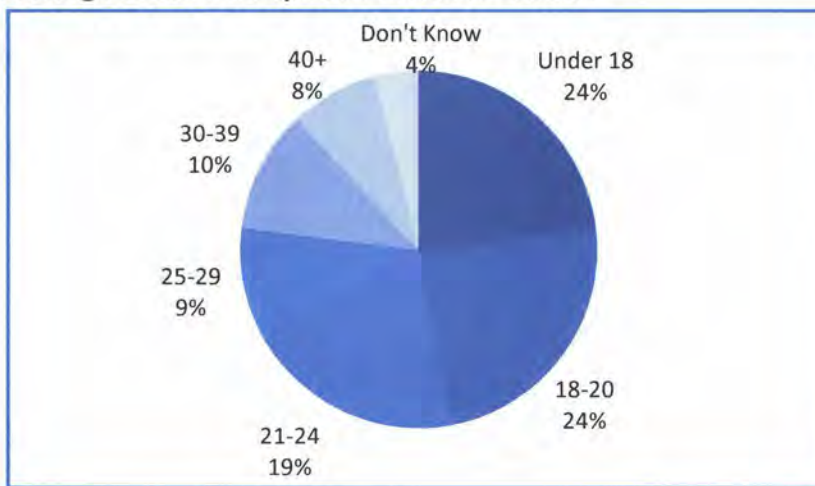
Figure 154: Attitudes Toward Seriousness of Underage Gambling



Gamblers were asked at what age they first started to gamble. The categories were designed to represent gambling ages in the state – under 18 for those who cannot legally gamble, 18-20 for those who can legally gamble on the lottery, and 21-24 for those who can legally gamble at the casino. Other categories were grouped by age differentials.

Twenty-four percent of respondents started to gamble when they were under 18 years of age. An additional 24 percent started to gamble between 18 and 20 years of age. Despite the relatively high incidence of gambling at young ages, only 4 percent of respondents have placed bets for someone who is under 18.

Figure 155: Age When Participants Started to Gamble



Illegal gambling and the law

In addition to the survey, we interviewed members of the Connecticut State Police Statewide Organized Crime Investigative Task Force (“SOCITF”) to assess illegal gambling activity in the state. The consensus was that while it does occur, it is difficult to say just how extensive it is and how much money is involved.

With Connecticut’s population of people 18 or older at approximately 2.7 million, roughly 9 percent or 235,000 residents may be illegally gambling on a monthly basis based on the results of our telephone survey. With the monthly figure of roughly \$100 a month by each person, that would equate to monthly spending of \$23.5 million.

The Connecticut General Assembly established SOCITF in 1973. One of its targets is illegal gambling. SOCTIF representatives emphasized that illegal gambling revenue is vital to the activities of organized crime. One of them told us of a conversation that he had with Frank Selemme, the convicted boss of the New England/Patriarca crime family, who is in jail for perjury.

Selemme said: “Gambling keeps the lights on for us.”

As for the extent of illegal gambling, the SOCITF leaders noted that one could find someone taking bets at almost any sports bar on any Saturday or Sunday, but not all of the betting is linked to organized crime, they noted.

Problem Gambling Services in Middletown reported that nearly one-third of its referrals involve sports betting during the football season.

SOCITF leaders stated that to develop a case against a bookmaker, a wiretap is needed, and each wiretap costs more than \$50,000. Because of the cost involved, investigations are often limited to bookmaking that involves other criminal activities.

Below is a list of gambling cases involving Connecticut investigations that were brought forward in recent years by the US Attorney’s Office and the Connecticut State Police :

US Attorney’s Office

- December 2004: An illegal bookmaking operation involving 25 individuals. Members of various organized crime families ran the operation. During a four-month period, more than \$2.3 million in bets were placed on different sporting events. In addition, the operation also involved a street-numbers enterprise.
- March 2005: Investigation led to the conviction of an organized crime figure for collecting “tribute” payments of \$500 a week from organizations that operated illegal gambling machines such as video poker.
- April 2005: Investigation resulted in the conviction of an organized crime figure for operating an illegal gambling operation from 1997 to 2000 that included sports bookmaking and illegal numbers.
- August 2005: Investigation resulted in the conviction of a bookmaker for the operation of illegal street numbers in Norwalk.
- April 2006: Gambino crime family underboss sentenced to 86 months imprisonment for operation of various illegal gambling operations, racketeering and extortion.

Connecticut State Police

- April 2007: Investigation into illegal gambling resulted in the arrests of five individuals for possession of gambling records and the use of a telephone to transmit and receive gambling information.

Law enforcement officials acknowledged to us that one should not conclude that these arrests reflected the total amount of illegal gambling activity in Connecticut.

The task force leaders said budget cuts have affected their ability to investigate illegal gambling. In the fall of 2007, the height of the sports-betting season, SOCITF did not conduct investigations into sports betting and bookmaking due to its involvement in a home-invasion investigation. The current staff lacks the resources to conduct multiple investigations at the same time, they noted.

Despite legal casinos in southeastern Connecticut, the task force has come across illegal casino operations. A 2006 investigation and raid of an illegal casino operation in Derby resulted in multiple arrests and the seizure of various card tables and gambling devices.

SECTION IX: CONNECTICUT COUNCIL ON PROBLEM GAMBLING

The Connecticut Council on Problem Gambling (“CCPG”), based in Guilford, is a private, not-for-profit organization affiliated with the National Council on Problem Gambling. The CCPG’s mission is “to reduce the prevalence and impact of problem gambling on individuals, families and society through education and prevention programs.”

Both the Mohegan Tribe and the Mashantucket Pequot Tribal Nation voluntarily provide funds to the organization. In 2006, the Mashantucket Pequot Tribe provided \$183,337; the Mohegan Tribe, \$216,000, according to the CCPG IRS tax return. That year, the CCPG reported total revenue of \$569,568. State law requires that at least 5 percent of the Chronic Gamblers Treatment and Rehabilitation Fund be given to the CCPG to fund its programs.⁴⁶⁴ It received \$95,000 in FY 2008.⁴⁶⁵

The council was founded in 1980. One of its primary responsibilities is overseeing a 24-hour gambling “Helpline” (1-800-346-6238). The CCPG collects information each year from callers to develop demographic information on problem gamblers. The CCPG also collects information from significant others, who are defined as people concerned enough about one’s gambling to call the Helpline. The data is published each year in a Helpline annual report.

The state funds the Helpline, which is staffed by United Way of Connecticut operators. Callers can access it by dialing the CCPG’s 800 number or the United Way’s 2-1-1 Helpline. Either way, United Way operators respond to the call, in addition to answering calls from others seeking crisis-intervention assistance.

An efficiently run helpline is critical to a state’s effort to combat problem gambling. The CCPG was one of the first problem-gambling organizations in the country to initiate one. The significant increase in calls (235 in 1993 to 1,162 in 2007) is an indication that Connecticut residents are increasingly aware of the Helpline, and are turning to it for assistance.

Up until 2005, other problem gamblers responded to Helpline calls through mobile phones. The problem gamblers were able to engage callers and identify with them. But they sometimes were unavailable to answer calls immediately, and record keeping was substandard, according to PGS. As a result, a change was made to use United Way operators.

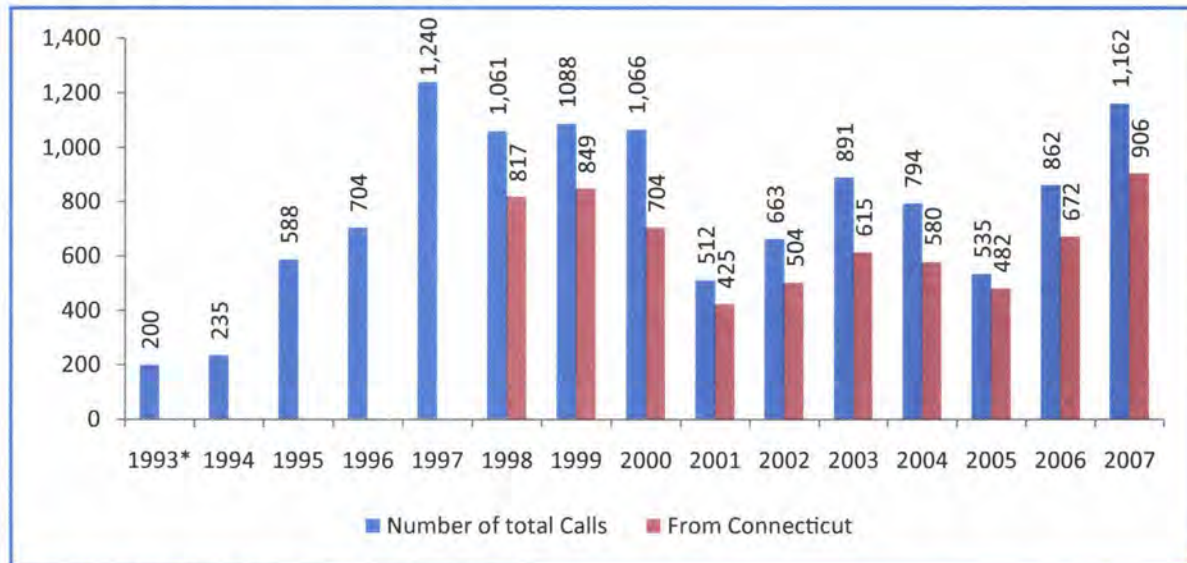
At least one United Way operator per shift has training in the area of problem gambling, but both PGS and CCPG would prefer that all operators were trained in gambling-related issues. Both agencies say they are working to provide additional training to the operators.

For the 10-year period ending in 2007, 8,477 gambling-related calls were placed to the Helpline. Connecticut residents made 77 percent of those calls. Over the years, the figure has ranged from 69 percent to 90 percent.

⁴⁶⁴ Connecticut General Statutes, Sec. 17a-713.

⁴⁶⁵ Interview with Problem Gambling Services.

Figure 156: CCPG Helpline Calls by Year



*Data is from the WEFA Study; All other years from CCPG

Based on interviews with CCPG staff, we questioned how the Helpline is promoted.

Figure 157: CCPG Activities

Helpline Activity	Offered?
How is the Helpline number promoted?	
TV Ads	Yes
Newspaper	Yes
Billboards	No
Phonebooks	Yes
Brochures	Yes
Posters	Yes
Lottery Ticket	Yes
Other Forms Describe	Radio
What services are offered through the Helpline?	N/A
Information	
Referral To GA/Self Help	Yes
Referral To Professional Counseling	Yes
Crisis Intervention	Yes
Therapy	Yes

The 2007 Helpline Report indicates that of the callers who sought help:

- 39 percent suffered from depression
- 39 percent generated credit card debt to gamble
- 33 percent had problems paying bills
- 26 percent were involved in family or spousal conflict
- 9 percent had suicide thoughts
- 5 percent filed for bankruptcy
- 3 percent were arrested for a crime related to their gambling

Problem gamblers sustained lifetime gambling losses of \$89,616, according to the 2007 Helpline report

More than 6,500 Connecticut residents sought help through the Helpline from 1998 to 2007. Nearly 20 percent contemplated suicide as a result of their gambling problems; 3.5 percent reported they attempted suicide.

CCPG figures show nearly half of the callers from 1998-2007 acknowledged they used tobacco excessively.

Figure 158: Top Five CCPG Cities

City	% of Callers to Helpline	% of State's Population
Hartford	5.4%	3.0%
New Haven	4.9%	3.5%
Norwich	3.8%	1.0%
Waterbury	3.0%	3.0%
Waterford	2.8%	0.5%

Source: 2007 CCPG Annual Helpline report

A review of the racial/ethnic make-up of 2007 callers showed the following:

- African-Americans accounted for 16 percent of the CCPG calls but 9.6 percent of the state's population.
- Asian-Americans accounted for 5 percent of the calls but 3.3 percent of the state's population.

The Helpline in 2007 referred most callers to state-sponsored treatment programs or to GA.⁴⁶⁶ CCPG also offers professional training for clinicians, casino employees and employee-assistance programs. It provides consultations and conducts research. CCPG, for example, offered grants of up to \$1,500 to colleges across Connecticut in 2009 to facilitate the creation of a plan for problem gambling awareness and prevention activities. The program is designed to give problem gambling the attention it needs at a time when interest in and access to gambling is growing.

CCPG also provides brochures and fact sheets focusing on youth gambling, senior gambling and coping as a family member of a gambler.

Nearly one-quarter of the calls to the Helpline were from significant others during the 10-year period ending in 2007. The CCPG defines significant others as those concerned enough about a problem gambler to call the Helpline. It is often a family member, but sometimes it is a friend or co-worker. About half of the significant others also sought help for themselves. The following was collected from calls placed to the Helpline from 2004-2007 for 664 significant others:

- 36 percent used their savings to pay off their own gambling debts
- 32 percent had problems paying their bills

⁴⁶⁶ CCPG.

- 26 percent borrowed money from others to pay off gambling debts of a significant other
- 7 percent either declared bankruptcy or had a bankruptcy pending
- 2 percent were evicted because of loss of rent money due to gambling
- 31 percent suffered from depression
- 33 percent suffered from anxiety
- 10 percent admitted to drug or alcohol abuse
- 3 percent admitted to developing a gambling problem themselves
- 3 percent admitted to considering suicide

Section X: Internet Panel Results

This research project also included a parallel study conducted online to estimate the prevalence of pathological gambling among Connecticut adults. This study was performed to complement the RDD telephone study and evaluate whether an online panel for prevalence research could be used in place of an RDD methodology. The sample size for the Internet online panel survey was 801, approximately one-third of the RDD telephone survey.

As evidenced in the tables below, the estimates for prevalence rates derived from the online panel survey were much higher than that of the RDD telephone survey.

Online panel participants were screened for inclusion using the same criteria as those who participated in the telephone interviews. Panel participants typically opt in to participate in online consumer research and receive nominal compensation for their time. The same questionnaire was used in both the telephone and online surveys. The 801 online panel interviews were conducted during the months of September to December 2008.

The online panel database is considered to be representative of the state of Connecticut adult population, and quotas for this project were set by county, gender and age to ensure the sample was as representative as possible to the demographic characteristics of Connecticut residents.

In addition to attempting to capture insights from Connecticut adults who may not have a home telephone and would be left out of the telephone interviewing, a primary objective of implementing the panel survey was to compare the results derived from both methods and investigate whether using an online panel survey was an appropriate substitute for an RDD telephone survey.

The use of an Internet-based online panel can provide a more cost-effective method compared to telephone interviews for gathering consumer insights in areas such as gaming participation levels and prevalence rates. Yet, it is subject to scrutiny because of a perceived weakness in whether the subjects who opt to participate provide a representative sample of the demographics sought.

Arguments are made between the cost and time benefit of using an online survey and the inherent weakness of excluding subjects without Internet access and the possible lack of representativeness of the general adult population. Moreover, there are similar arguments made on the use of a telephone survey due to its inherent weaknesses in terms of cost, time and, importantly, exclusion of persons or groups not having a home phone. To our researcher's knowledge, this study is the first to use both RDD telephone and online panel survey methodologies to estimate prevalence of pathological gambling in the same study.

The margin of sampling error for the 801 panel interviews is ± 3.6 percentage points at the 95 percent confidence level. This means that there is less than a one in twenty chance that the findings will deviate more than ± 3.6 percentage points from the actual population. The sampling error for subgroups could be larger.

Surveyors sent out 12,108 e-mails seeking adults to participate in the online survey; 2,369 clicked on the link to participate and 801 completed the survey, resulting in a 33.8 percent completion rate and a 6% response rate.

Connecticut's adult population of 2,666,750 from the 2007 American Community Survey census data was used for weighting purposes. Caution should be used in interpreting the results. The online panel survey was not completely random because the participants were all Internet users who opted to participate in consumer research conducted by the fielding company.

As we noted in an earlier section of this report, the SOGS results for those who participated in the telephone survey who had Internet access showed a prevalence rate of 4.1 percent, nearly double the rate for those who did not have Internet access.

These tables provide prevalence rates based on the panel survey.

Figure 159: Past-Year SOGS

2008 Connecticut Online Panel Survey (801)	
Problem Gamblers	3.5%
Probable Pathological Gamblers	3.8%
Total	7.3%

Figure 160: Lifetime SOGS

2008 Connecticut Online Panel Survey (801)	
Problem Gamblers	4.5%
Probable Pathological Gamblers	4.5%
Total	9.0%

Figure 161: Past-Year NODS

2008 Connecticut Online Panel Survey (801)	
At-Risk Gamblers*	11.3%
Problem Gamblers	3.4%
Probable Pathological Gamblers	2.1%
Probable Pathological and Problem Gamblers	5.5%

Figure 162: Lifetime NODS

2008 Connecticut Online Panel Survey (801)	
At-Risk Gamblers*	17.5%
Problem Gamblers	5.0%
Probable Pathological Gamblers	2.9%
Probable Pathological and Problem Gamblers	7.9%

* People who score at a level on a gambling screen that is below a problem gambler but fall into a category described as at risk of becoming a problem gambler at some point in their lives.

When applying our Internet panel survey percentages to the Connecticut adult population of 2,666,750, the resulting prevalence numbers are:

- Past-year SOGS problem and probable pathological gamblers, 194,672
- Lifetime SOGS problem and probable pathological gamblers, 240,008
- Past-year NODS problem and probable pathological gamblers, 146,671

- Lifetime NODS problem and probable pathological gamblers, 210,673
- Past-year NODS classified as at-risk gamblers, 301,342
- Lifetime NODS classified as at-risk gamblers, 466,681

Our Internet panel study also compared the lifetime gambling habits for problem and pathological gamblers with the gambling habits of non-problem gamblers. We found:

- 77 percent gambled until their last dollar was gone compared to 32 percent for non-problem gamblers
- 32 percent gambled to pay off debts compared to 5 percent for non-problem gamblers
- 7 percent sold possessions to finance gambling compared to 0 percent for non-gamblers
- 7 percent borrowed to finance gambling compared to 0 percent for non-gamblers

Conclusion

The core purpose of this report was to outline the impacts of all forms of legalized gambling on the citizens of Connecticut, to help enlighten legislators and other public officials and to guide them as they establish and refine a gaming policy. As DOSR Executive Director Paul A. Young noted in a press release announcing that this report would be developed:

“We are hoping to realize a very respectable product that will be helpful to officials in the executive, legislative and municipal branches of government in addressing gaming-related policy issues⁴⁶⁷.”

That goal has guided us throughout the research and writing of this report. Through the research, which included meetings with state and local officials, business leaders and residents, we sensed some widely held hopes and frustrations. As noted in our introduction, elected officials, as well as agencies such as the DOSR, recognize the need for comprehensive policies and are developing and implementing such policies to the best of their abilities.

Connecticut, however, is limited in what it can do because of factors beyond its control. Such factors include:

- Tribal agreements that cannot be renegotiated unless both parties agree to do so.
- Policies, such as the decision to eliminate county governments, that limit the ability to address issues on a regional basis.

As a result, Connecticut’s gaming industries – and the impacts they generate – are allowed to evolve, based largely on market forces.

Many of those we interviewed, as well as state and regional reports that we reviewed, reiterate the theme that the absence of regional planning has hamstrung officials in their efforts to address these impacts.

We harken back to – and reiterate – other themes that underlie this study:

- Gaming in its various forms is not fully woven into the state’s tourism policies, which has resulted in lost opportunities to enhance gaming’s value – as well as state revenues – by not fully leveraging spending from out-of-state residents. Hotel officials complained to us that marketing programs are much too fragmented.
- The state has not, from the standpoint of optimizing the benefits of gaming, sufficiently invested in such areas as transportation or job training that could make it easier to capture out-of-state visits, or to marry job opportunities at casinos with existing pockets of unemployment or under-employment. The result has been a failure to diversify the workforce.

Connecticut is not the only state to recognize that the impacts of gaming do not stop at municipal boundaries. Still, because Connecticut made an affirmative decision to reduce regional planning by eliminating county government, and because Connecticut casinos are among the most successful in the world, the state offers some of the most vivid examples as to what can occur in the absence of regional planning.

⁴⁶⁷ Division of Special Revenue press release, Feb. 28, 2008.

Connecticut was one of the first states to have Indian gaming, as it was forced on it by the federal courts. Being one of the first has one significant drawback: You are not in a position to learn from the mistakes of others.

We do not suggest that Connecticut officials cannot work with the private sector to develop gaming policies. They can, and they should.

Those who view this report as a potential blueprint for future gaming policy must recognize that Connecticut has a combination of assets and drawbacks that would affect the ability to develop and implement new policy.

The assets include a highly successful gaming industry, as well as a sizable contingent of public and private officials who appear ready and willing to work together toward common goals. From the CLC to executives at the two Indian casinos to elected officials at the local and state levels, there is no shortage of able leadership.

The drawbacks include a political and legal landscape in which it would be difficult – but not impossible – to reach consensus, as well as an inability to influence those factors that are outside the control of Connecticut policymakers. This includes everything from global economic policies to decisions by other states to legalize or expand their own gaming industries.

The economic and social impacts listed in this report result from a variety of policies made, and those that were not made. These policies – whether developed in recent months, or 50 years ago – have consequences.

Spectrum suggests that, if this report is to have value going forward, policymakers should heed that cautionary note. Gaming policies may require a great effort to reach a consensus. For example, tribal agreements cannot be renegotiated unless all parties are willing to do so, and such a consensus would not be achievable unless all parties see benefits.

The General Assembly and the executive branch should review whether Connecticut taxpayers are picking up the tab for a portion of the regulatory costs involved in overseeing Indian gaming. The agreements called on the Indian casinos to pay for all regulatory costs, but as this report has demonstrated, that has not happened.

In addition, Connecticut's Problem Gambling Services division has experienced a more than six-fold increase in its caseload from 2001 to 2008 while state funding has increased 123 percent during that same time period. It is difficult for PGS to fulfill its mission without adequate funding. Almost all of PGS funds come from the Connecticut Lottery Corporation. None of it comes directly from the 25 percent contribution on slot machine gross win from Foxwoods and Mohegan Sun.

A gambler's addiction affects many more people than just the individual gambler. As we have pointed out in this report, there is the cost of prosecuting and incarcerating those who commit crimes to gamble. And Connecticut has certainly seen its fair share of gambling-related crimes.

Another impact that needs to be addressed is the negative effects sustained by the towns close to the casinos. By any measure, those impacts are significant and include a dramatic increase in highway traffic, a rise in driving-while-intoxicated arrests, increased costs related to ESOL programs and a myriad of social problems as well. A housing shortage has resulted in the conversion of single-family homes into illegal boarding facilities.

As this report has noted, though, the positive impacts of the casinos should not and cannot be overlooked. They include tens of thousands of new jobs, nearly \$4.7 billion in contributions to the General Fund as of the end of FY 2008 as well as significant and lasting contributions to charitable causes in southeastern Connecticut.

Gaming policies require significant investments, such as improved roadways, employment training and mass transit that would improve access between pockets of unemployment and job opportunities.

It is incumbent on policymakers to identify and develop a statewide policy that maximizes the benefits of gambling in Connecticut and minimizes as much as possible the negative impacts.

Glossary of Terms

- Agreement:** Refers to the agreement between the Mashantucket Pequot Tribal Nation and the state of Connecticut that outlined conditions under which slot machines could operate at the Foxwoods Resort Casino. The Mashantucket Pequot Tribe Gaming Procedures law resulted in the agreement through a Memorandum of Understanding that was signed on January 13, 1993.
- Annexation:** A process by which Indian tribes annex land within the boundaries of their reservation. The tribes purchase land and make it a part of their reservation. The result is that the land and improvements are taken off the local property tax roll.
- At-Risk Gamblers:** People who score at a level on a gambling screen that is below that of a problem gambler but fall into a category described as at risk of becoming a problem gambler at some point in their lives.
- Cannibalization:** Within the context of this report, refers to the process by which one form of gambling takes revenue from another form of gambling.
- Connecticut Chronic Gamblers Treatment and Rehabilitation Fund:** A fund to provide treatment for problem gamblers through the Department of Mental Health and Addiction Services. It is funded largely through the Connecticut Lottery Corporation (“CLC.”) In fiscal 2009, the CLC contributed \$1.9 million. Pari-mutuel facilities also made a contribution of roughly \$100,000. State law requires that at least 5 percent of the fund be given to the Connecticut Council on Problem Gambling.
- County:** The largest geographic division within a state.
- Diagnostic and Statistical Manual of Mental Disorders (“DSM”):** Published by the American Psychiatric Association, it provides diagnostic criteria for mental disorders, including pathological gambling. There have been five revisions since it was first published in 1952. The last revision, DSM-IV, occurred in 1994.
- Direct, Indirect and Induced Jobs:** Terms used to describe the total impact of casinos on the job market. Direct represents employees on the casino payroll; indirect include those working for a non-casino employer at the casino; and induced are the jobs generated as a result of spending by those who work at the casino.
- District Reference Group (“DRG”):** A classification of school districts in which students’ families are similar in education, income, and need. In addition, the districts have roughly similar enrollment.
- English for Speakers of Other Languages (“ESOL”):** A program designed to help non-English speaking people learn the English language. Students as well adults enroll in the program. Children enrolled in such programs have also been referred to as “English Language Learner” students.
- Focus Groups:** A way to facilitate research. A group of people are asked specific questions toward a subject such as gambling. Questions are asked in an interactive group setting

where participants talk with one another about their experiences and how they deal with issues.

Gamblers Anonymous: A 12-step program that relies on peer support to overcome gambling problems. It is often used by gamblers to cope with day-to-day problems. Membership is free.

Gam-Anon: A self-help organization designed to help family members and friends of compulsive gamblers. Like GA, Gam-Anon relies on peer support.

Hotbedding: The practice in which shifts of workers share a bed in the same house, “keeping the bed warm,” since it is always has someone in it. It also is used to describe single family homes illegally converted into boarding homes.

IRS Migration Database: Tracks the movement of taxpayers into and out of counties by matching tax returns from one year to the next. The database is a joint project of the IRS and the Census Bureau. The database also shows the amount of income coming in and out of a county as well.

Helpline: A phone line accessible 24-hours a day for Connecticut problem gamblers who can seek help by dialing either 2-1-1 or 1-800-346-6238. Crisis intervention counselors direct the person to someone who can assist the caller. The helpline is funded by the state.

Las Vegas Nights: A law enacted in 1972 to enable Connecticut non-profit organizations to stage Las Vegas-style gaming nights. The law was repealed on January 6, 2003 to prevent a further expansion of Indian gaming in Connecticut.

Mashantucket Pequot Tribal Nation: A Native American tribal nation with a reservation in Ledyard, Connecticut. It received federal recognition through an act of Congress in 1983. It operates Foxwoods Resort Casino.

Mashantucket Pequot And Mohegan Fund: Established as a result of a January 12, 1993 joint Memorandum of Understanding between the state of Connecticut and the Mashantucket Tribal Nation. In fiscal 2008, the state’s 169 municipalities received \$93 million through fund grants.

Memorandum of Understanding-Foxwoods: A document signed on January 13, 1993 by the state of Connecticut and the Mashantucket Pequot Tribal Nation that outlined the conditions under which slot machines could be operated at Foxwoods Resort Casino in Ledyard.

Memorandum of Understanding-Mohegan Tribe: A document signed on May 17, 1994, by the state of Connecticut and the Mohegan Tribe that outlined the conditions under which slot machines could be operated at Mohegan Sun in Uncasville.

Metropolitan Statistical Area (“MSA”): A federally designated geographical unit consisting of an urbanized area with a central city of at least 50,000 residents and a regional population of 100,000.

National Opinion Research Center DSM Screen for Gambling Problems (“NODS”): A population-based screening tool used to identify gambling problems in individuals. It is composed of 17 lifetime criteria and 17 corresponding past-year criteria. Respondents are asked a series of questions related to gambling. It indicates whether one is a

probable/pathological gambler. Only trained clinicians can diagnosis a pathological gambler.

Pathological Gambling: An impulse-control disorder or compulsion characterized by an inability to resist overwhelming and irrational drives to gamble.

Perimeter Towns: Municipalities within a 10-mile radius of either Foxwoods or Mohegan Sun.

Personal Business Property Tax: A tax paid on personal tangible property owned as of October 1 of a calendar year. The tax applies, for the most part, to business property.

Prevalence: A measurement of all individuals affected by a disease within a particular period of time. In gambling studies, the term is used to include people who are classified as either a problem or pathological gambler based on answers to questions in a gambling screen.

Priority School District: Public school districts classified by the state Department of Education as being in “the greatest academic need” of programs to improve student performance.

Problem Gambling: Gambling behavior that causes disruptions in any major area of life: psychological, physical, social or vocational. It includes the condition known as “pathological” or “compulsive” gambling, a progressive addiction characterized by increasing preoccupation with gambling; a need to bet more money more frequently; restlessness or irritability when attempting to stop; “chasing” losses; and loss of control manifested by a continuation of the gambling behavior in spite of mounting, serious negative consequences.

Problem Gambling Services (“PGS”): An agency within the Connecticut Department of Mental Health and Addiction Services (“DHMAS”) to oversee state-funded programs designed to address problem gambling.

Probable Pathological Gambler: A classification given to a gambler based on the response to a series of questions asked in a gambling screen. The word “probable” must be used because only a clinician can make a diagnosis.

Racino: A term used to describe a combined race track or a dog track that also functions as a casino, which routinely offers slot machines, although more and more locations are beginning to offer table games as well.

Regression Analysis: An analysis that examines the relationship between an independent variable and a dependent variable. For example, we performed a regression analysis to determine if there is a relationship between the locations of top-selling lottery agents (dependent variable) with poverty rates (independent variable) and found that there was none.

Regulatory levy: Used to describe the amount paid by the two Indian casinos to reimburse the state for the regulatory cost of overseeing the casino. The levy includes a payment for State Police, liquor inspectors and the licensing of employees.

Resident State Trooper: A state police trooper assigned full time to oversee police operations of a municipality in Connecticut.

Self-Exclusion Program: A program that allows problem gamblers to request that a casino ban them from gambling. In some jurisdictions, such as Connecticut, a self-excluded gambler who returns can be arrested for trespassing.

Significant Other: Someone concerned enough about a problem gambler that he or she seeks help for the problem gambler. In some cases, the significant other seeks help for himself or herself.

South Oaks Gambling Screen (“SOGS”): The most common instrument for assessing the prevalence of pathological gambling. The screen is a 20-item questionnaire. Respondents are asked a series of questions related to gambling. The answers can indicate whether one has a gambling problem. Only a trained clinician can make a diagnosis. It may be self-administered or administered by nonprofessional or professional interviewers.

Suspicious Activity Reports for Casinos (“SAR-Cs”): A federal law requiring the filing of reports by casinos of patrons who are suspected of engaging in money-laundering. Reports also need to be filed for other financial crimes such as embezzlement.

Tribal Gaming Commission: An agency created by an Indian tribal nation to regulate and oversee the operation of an Indian casino.

Uniform Crime Report (“UCR”): A yearly document generated by law enforcement agencies in each state detailing certain offenses and arrests. The data is released by each state and is also sent to the FBI, which publishes a report each year titled, “Crime in the United States.”

Appendix A: Slot Machine Data

Figure 163: Foxwoods Slot Machine Data, January 1, 1993 to December 31, 2008

FOXWOODS						
Fiscal Year/Month	Handle	Win	Hold %	Weighted Average Number of Machines	Contributions to State of Connecticut (1)	Free Play Coupons Redeemed at Slot Machines (3)
FY 1992/93(2)(4)						
January 1993	\$23,748,958	\$2,030,560	8.55%	624	\$507,640	
February	108,926,787	9,313,217	8.55%	1,384	2,328,304	
March	156,880,105	13,587,213	8.66%	1,384	7,164,056	
April	192,458,826	16,846,569	8.75%	1,384	10,000,000	
May	230,787,106	19,306,455	8.37%	1,394	10,000,000	
June	240,739,137	20,442,781	8.49%	1,509	0	
Total FY 1992/93	\$953,540,919	\$81,526,795	8.55%	1,192	\$30,000,000	
FY 1993/94:						
July 1993	\$320,700,954	\$26,229,037	8.18%	1,454	\$6,557,259	
August	319,938,295	26,192,175	8.19%	1,442	6,548,044	
September	329,732,386	29,682,823	9.00%	3,126	7,420,706	
October	378,605,448	32,014,477	8.46%	3,127	9,473,991	
November	362,806,213	31,080,156	8.57%	3,109	10,000,000	
December	320,765,007	26,382,975	8.23%	3,109	10,000,000	
January 1994	320,247,745	26,433,634	8.25%	3,045	10,000,000	
February	347,152,593	29,209,266	8.41%	3,051	10,000,000	
March	438,289,805	35,709,246	8.15%	3,034	10,000,000	
April	447,518,631	36,954,856	8.26%	2,648	10,000,000	
May	457,872,020	37,632,331	8.22%	3,871	23,000,000	
June	456,765,185	37,961,381	8.31%	3,876	0	
Total FY 1993/94	\$4,500,394,282	\$375,482,357	8.34%	2,826	\$113,000,000	
FY 1994/95:						
July 1994	\$593,798,615	\$49,863,002	8.40%	3,854	\$12,465,751	
August	581,082,265	48,747,246	8.39%	3,854	12,186,812	
September	514,049,767	44,585,110	8.67%	3,854	11,146,278	
October	556,042,420	45,908,493	8.26%	3,854	11,477,123	
November	518,385,923	41,584,459	8.02%	3,864	10,396,115	
December	461,187,385	36,320,610	7.88%	3,864	9,080,153	
January 1995	520,171,031	42,663,321	8.20%	3,864	10,665,830	
February	480,044,363	39,776,972	8.29%	3,864	9,944,243	
March	586,197,026	47,913,019	8.17%	3,864	11,978,255	
April	597,874,298	47,784,814	7.99%	3,864	11,946,204	
May	600,422,550	49,750,041	8.29%	3,874	12,437,510	
June	599,905,044	47,998,981	8.00%	3,874	11,999,745	
Total FY 1994/95	\$6,609,160,687	\$542,896,068	8.21%	3,861	\$135,724,017	

FOXWOODS				Weighted Average Number of Machines	Contributions to State of Connecticut (1)	Free Play Coupons Redeemed at Slot Machines (3)
Fiscal Year/Month	Handle	Win	Hold %			
FY 1995/96:						
July 1995	\$728,243,171	\$56,652,650	7.78%	3,874	\$14,163,163	
August	709,641,264	58,061,611	8.18%	3,874	14,515,403	
September	661,399,417	53,210,502	8.05%	3,875	13,302,626	
October	668,078,766	50,181,986	7.51%	3,887	12,545,497	
November	601,893,035	47,839,417	7.95%	3,887	11,959,854	
December	524,350,339	35,014,402	6.68%	3,920	8,753,601	
January 1996	532,860,233	43,674,082	8.20%	3,920	10,918,521	
February	611,877,076	48,085,494	7.86%	3,897	12,021,374	
March	672,922,194	46,111,385	6.85%	3,927	11,527,846	
April	667,622,303	52,288,842	7.83%	4,372	13,072,211	
May	701,976,603	54,147,903	7.71%	4,377	13,536,976	
June	723,310,443	49,542,786	6.85%	4,390	12,385,697	
Total FY 1995/96	\$7,804,174,844	\$594,811,060	7.62%	4,010	\$148,702,765	
FY 1996/97:						
July 1996	\$846,098,446	\$64,404,559	7.61%	4,428	\$16,101,140	
August	849,636,690	63,501,669	7.47%	4,428	15,875,417	
September	781,468,771	50,487,421	6.46%	4,420	12,621,855	
October	674,128,341	53,235,666	7.90%	4,384	13,308,916	
November	659,588,026	38,532,422	5.84%	4,528	9,633,106	
December	543,444,454	36,617,490	6.74%	4,585	9,154,373	
January 1997	577,023,457	45,764,005	7.93%	4,585	11,441,001	
February	601,727,161	42,633,137	7.09%	4,585	10,658,285	
March	641,399,881	48,016,265	7.49%	4,582	12,004,066	
April	660,774,669	46,716,581	7.07%	4,586	11,679,145	
May	686,415,282	45,274,818	6.60%	4,586	11,318,704	
June	624,669,737	48,647,698	7.79%	4,586	12,161,924	
Total FY 1996/97	\$8,146,374,915	\$583,831,731	7.17%	4,523	\$145,957,933	
FY 1997/98:						
July 1997	\$790,180,696	\$63,213,016	8.00%	5,484	\$15,803,254	
August	795,536,305	61,974,785	7.79%	5,558	15,493,696	
September	647,705,033	54,841,031	8.47%	5,567	13,710,258	
October	699,411,851	51,683,360	7.39%	5,567	12,920,840	
November	656,673,103	50,309,208	7.66%	5,567	12,577,302	
December	581,419,025	43,460,748	7.47%	5,566	10,865,187	
January 1998	686,623,468	52,666,208	7.67%	5,566	13,166,552	
February	664,123,529	51,977,980	7.83%	5,565	12,994,495	
March	731,631,711	57,988,917	7.93%	5,565	14,497,229	
April	708,760,547	56,334,585	7.95%	5,553	14,083,646	

FOXWOODS						
Fiscal Year/Month	Handle	Win	Hold %	Weighted Average Number of Machines	Contributions to State of Connecticut (1)	Free Play Coupons Redeemed at Slot Machines (3)
May	769,291,598	59,963,311	7.79%	5,503	14,990,828	
June	713,859,521	55,858,826	7.82%	5,495	13,964,706	
Total FY 1997/98	\$8,445,216,386	\$660,271,975	7.82%	5,545	\$165,067,994	
FY 1998/99:						
July 1998	\$807,060,814	\$65,298,822	8.09%	5,571	\$16,324,706	
August	799,251,131	63,063,833	7.89%	5,698	15,765,958	
September	692,920,237	56,673,451	8.18%	5,698	14,168,363	
October	740,059,457	58,711,668	7.93%	5,698	14,677,917	
November	689,775,137	55,546,039	8.05%	5,698	13,886,510	
December	615,172,062	46,051,743	7.49%	5,694	11,512,936	
January 1999	652,536,443	53,841,179	8.25%	5,690	13,460,295	
February	682,425,141	53,477,903	7.84%	5,649	13,369,476	
March	709,109,803	58,050,201	8.19%	5,643	14,512,550	
April	752,667,847	60,611,932	8.05%	5,750	15,152,983	
May	780,804,128	63,802,696	8.17%	5,861	15,950,674	
June	735,187,679	59,194,948	8.05%	5,863	14,798,737	
Total FY 1998/99	\$8,656,969,881	\$694,324,415	8.02%	5,709	\$173,581,104	
FY 1999/2000:						
July 1999	\$868,589,607	\$70,455,527	8.11%	5,883	\$17,613,882	
August	852,214,626	70,411,640	8.26%	5,882	17,602,910	
September	769,405,548	63,624,461	8.27%	5,882	15,906,115	
October	791,337,441	65,729,136	8.31%	5,886	16,432,284	
November	731,668,285	58,820,185	8.04%	5,866	14,705,046	
December	660,372,482	53,026,923	8.03%	5,888	13,256,731	
January 2000	700,143,720	57,675,344	8.24%	5,871	14,418,836	
February	746,410,225	62,946,569	8.43%	5,831	15,736,642	
March	781,539,295	65,079,328	8.33%	5,739	16,269,832	
April	782,112,782	65,725,256	8.40%	5,786	16,431,314	
May	791,271,863	64,313,549	8.13%	5,820	16,078,387	
June	738,206,379	59,132,239	8.01%	5,786	14,783,060	
Total FY 1999/2000	\$9,213,272,252	\$756,940,157	8.22%	5,842	\$189,235,039	
FY 2000/2001:						
July 2000	\$895,385,306	\$72,172,246	8.06%	5,861	\$18,043,061	
August	842,082,192	68,708,228	8.16%	5,868	17,177,057	
September	808,527,094	66,079,965	8.17%	5,845	16,519,991	
October	796,401,104	65,383,832	8.21%	5,839	16,345,958	
November	739,499,327	60,322,096	8.16%	5,839	15,080,524	
December	669,777,877	51,940,425	7.75%	5,849	12,985,106	
January 2001	711,029,281	59,007,197	8.30%	5,886	14,751,799	

FOXWOODS				Weighted Average Number of Machines	Contributions to State of Connecticut (1)	Free Play Coupons Redeemed at Slot Machines (3)
Fiscal Year/Month	Handle	Win	Hold %			
February	758,221,423	62,212,778	8.21%	5,886	15,553,195	
March	766,224,311	60,733,281	7.93%	5,825	15,183,320	
April	796,663,532	65,243,311	8.19%	5,641	16,310,828	
May	804,019,861	66,464,849	8.27%	5,944	16,616,212	
June	814,478,829	64,466,885	7.92%	6,317	16,116,721	
Total FY 2000/2001	\$9,402,310,138	\$762,735,093	8.11%	5,883	\$190,683,773	
FY 2001/2002:						
July 2001	\$923,856,715	\$73,835,158	7.99%	6,420	\$18,458,789	
August	935,275,253	76,804,529	8.21%	6,467	19,201,132	
September	844,397,206	68,186,752	8.08%	6,450	17,046,688	
October	779,196,970	63,286,174	8.12%	6,413	15,821,543	
November	786,672,202	63,103,127	8.02%	6,426	15,775,782	
December	761,434,382	60,000,983	7.88%	6,564	15,000,246	
January 2002	715,989,024	59,185,819	8.27%	6,517	14,796,455	
February	791,179,423	65,239,520	8.25%	6,562	16,309,880	
March	857,513,132	70,488,798	8.22%	6,514	17,622,200	
April	843,522,039	64,973,638	7.70%	6,807	16,243,410	
May	844,397,962	69,418,248	8.22%	6,610	17,354,562	
Bally WAP(6)		-4,477,546			-1,119,387	
June	834,402,432	66,107,639	7.92%	6,762	16,526,910	
Total FY 2001/2002	\$9,917,836,740	\$796,152,838	8.03%	6,541	\$199,038,210	
FY 2002/2003:						
July 2002	\$890,206,595	\$72,087,851	8.10%	6,713	\$18,021,963	
August	920,811,259	73,357,779	7.97%	6,722	18,339,445	
September	823,040,508	66,364,885	8.06%	6,646	16,591,221	
October	783,622,167	64,917,568	8.28%	6,571	16,229,392	
November	747,301,513	62,691,489	8.39%	6,545	15,672,872	
December	654,423,275	54,485,892	8.33%	5,753	13,621,473	
January 2003	711,118,582	59,583,835	8.38%	6,597	14,895,959	
February	723,181,428	59,390,428	8.21%	6,601	14,847,607	
March	810,652,859	67,583,219	8.34%	6,598	16,895,805	
April	781,554,171	63,134,149	8.08%	6,595	15,783,537	
May	910,874,592	74,664,352	8.20%	6,587	18,666,088	
June	822,744,685	66,940,664	8.14%	6,587	16,735,166	
Total FY 2002/2003	\$9,579,531,632	\$785,202,112	8.20%	6,542	\$196,300,528	
FY 2003/2004:						
July 2003	\$874,881,404	\$72,177,167	8.25%	6,674	\$18,044,292	
August	940,847,823	77,312,590	8.22%	6,670	19,328,148	
September	778,282,242	64,998,482	8.35%	6,652	16,249,620	

FOXWOODS			Hold %	Weighted Average Number of Machines	Contributions to State of Connecticut (1)	Free Play Coupons Redeemed at Slot Machines (3)
Fiscal Year/Month	Handle	Win				
October	830,587,563	66,609,220	8.02%	6,653	16,652,305	
November	801,679,120	64,626,160	8.06%	6,653	16,156,540	
December	671,215,558	54,773,361	8.16%	6,648	13,693,340	
January 2004	723,637,350	56,984,159	7.87%	6,648	14,246,040	
February	842,430,658	68,529,710	8.13%	6,649	17,132,428	
March	776,918,271	64,984,500	8.36%	6,647	16,246,125	
April	776,740,791	63,863,925	8.22%	6,642	15,965,981	
May	844,058,716	69,477,005	8.23%	6,621	17,369,251	
June	775,163,627	63,196,103	8.15%	6,617	15,799,026	
Total FY 2003/2004	\$9,636,443,123	\$787,532,382	8.17%	6,647	\$196,883,096	
FY 2004/2005:						
July 2004	\$955,525,300	\$77,596,431	8.12%	6,609	\$19,399,108	
August	908,637,202	74,668,217	8.22%	7,273	18,667,054	
September	870,197,234	73,432,250	8.44%	7,322	18,358,063	
October	817,104,920	68,402,504	8.37%	7,344	17,100,626	
November	748,571,141	62,366,095	8.33%	7,386	15,591,524	
December	744,756,498	62,063,381	8.33%	7,451	15,515,845	
January 2005	687,041,109	56,080,358	8.16%	7,465	14,020,090	
February	801,650,124	67,054,647	8.36%	7,463	16,763,662	
March	795,039,978	68,395,040	8.60%	7,459	17,098,760	
April	824,911,557	70,298,442	8.52%	7,363	17,574,611	
May	864,019,892	74,576,486	8.63%	7,312	18,644,121	
June	751,974,151	64,878,349	8.63%	7,278	16,219,587	
Total FY 2004/2005	\$9,769,429,104	\$819,812,200	8.39%	7,309	\$204,953,050	
FY 2005/2006:						
July 2005	\$926,909,202	\$80,075,723	8.64%	7,417	\$20,018,931	
August	853,029,617	74,147,250	8.69%	7,439	18,536,813	
September	804,029,443	68,851,087	8.56%	7,439	17,212,772	
October	783,268,750	66,811,066	8.53%	7,438	16,702,767	
November	737,692,599	61,895,163	8.39%	7,337	15,473,791	
December	714,536,072	62,238,978	8.71%	6,798	15,559,745	
January 2006	689,740,781	61,145,837	8.87%	6,744	15,286,459	
February	761,329,442	67,479,263	8.86%	6,765	16,869,816	
March	762,424,068	67,745,088	8.89%	6,740	16,936,272	
April	781,764,149	67,489,211	8.63%	6,564	16,872,303	
May	829,795,786	72,591,994	8.75%	7,118	18,147,999	
June	757,625,713	67,552,479	8.92%	7,217	16,888,120	
Total FY 2005/2006	\$9,402,145,621	\$818,023,141	8.70%	7,089	\$204,505,785	

FOXWOODS						
Fiscal Year/Month	Handle	Win	Hold %	Weighted Average Number of Machines	Contributions to State of Connecticut (1)	Free Play Coupons Redeemed at Slot Machines (3)
FY 2006/2007:						
July 2006	\$846,407,070	\$76,190,774	9.00%	7,217	\$19,047,693	
August	800,197,114	71,285,291	8.91%	7,217	17,821,323	
September (3)	790,098,389	68,940,897	8.73%	7,217	17,235,224	\$1,424,210
October (3)	807,773,010	69,657,061	8.62%	7,216	17,414,265	3,026,190
November (3)	687,934,340	59,607,702	8.66%	7,200	14,901,925	1,567,730
December (3)	793,986,832	67,124,997	8.45%	7,202	16,781,249	3,752,320
January 2007 (3)	673,319,274	59,411,321	8.82%	7,202	14,852,830	1,868,010
February (3)	693,597,993	61,810,251	8.91%	7,202	15,452,563	1,256,355
March(3)	788,986,935	69,131,247	8.76%	7,202	17,282,812	2,391,015
April (3)	747,748,292	65,232,922	8.72%	7,202	16,308,231	1,964,870
May (3)	787,294,719	67,340,271	8.55%	7,202	16,835,068	4,418,635
June (3)	815,376,381	69,788,293	8.56%	7,236	17,447,073	4,883,410
Total FY 2006/2007	\$9,232,720,350	\$805,521,026	8.72%	7,208	\$201,380,257	\$26,552,745
FY 2007/2008:						
July 2007 (3)	\$895,027,778	\$75,230,945	8.41%	7,263	\$18,807,736	\$5,177,080
August (3)	843,799,184	71,971,502	8.53%	7,267	17,992,875	5,471,399
September (3)	794,879,292	67,159,158	8.45%	7,271	16,789,790	2,486,008
October (3)	727,846,210	61,650,861	8.47%	7,271	15,412,715	3,337,445
November (3)	734,447,696	58,994,034	8.03%	7,279	14,748,509	4,981,055
December (3)	857,310,415	55,636,896	6.49%	7,277	13,909,224	23,151,857
January 2008 (3)	687,980,463	57,053,553	8.29%	7,131	14,263,388	5,662,724
February (3)	662,448,189	57,479,964	8.68%	6,808	14,369,991	2,412,415
March(3)	693,999,998	60,833,980	8.77%	6,934	15,208,495	2,690,475
April (3)	664,564,044	57,953,939	8.72%	6,776	14,488,485	2,702,210
May (3)	823,433,618	72,537,916	8.81%	7,449	18,134,479	2,928,355
June (3)	745,359,584	63,647,951	8.54%	8,147	15,911,988	3,186,755
Total FY 2007/2008	\$9,131,096,473	\$760,150,699	8.32%	7,243	\$190,037,675	\$64,187,778
FY 2008/2009:						
July 2008 (3)	\$851,147,029	\$72,761,126	8.55%	8,232	\$18,190,281	\$4,607,559
August (3)	865,943,484	72,814,217	8.41%	8,259	18,203,554	5,246,374
September (3)	729,460,139	56,472,086	7.74%	8,268	14,118,022	8,944,895
October (3)	720,513,124	57,091,243	7.92%	8,268	14,272,811	9,069,645
November (3)	642,292,044	54,489,809	8.48%	8,268	13,622,452	3,961,857
December (3)	543,271,359	44,889,143	8.26%	8,263	11,222,286	3,002,227
Total FY 2008/2009	\$4,352,627,179	\$358,517,625	8.24%	8,261	\$89,629,406	\$34,832,557

Notes:

1 – Monthly contributions are due to the State by the 15th of the following month.

2 – The operation of slot machines began at Foxwoods on January 16, 1993

- 3 – Foxwoods did not include the value of Free Play coupons redeemed by patrons at slot machines in its win amounts; however, the value of Free Play coupons wagered was included in the reported Handle. In addition, please be advised that the Casino Hold % column amounts may be understated and the Payout % column may be overstated as a result
- 4 – The slot handle for FY1992 has been estimated. The Mashantucket Pequot Tribe did not report slot handle for January and February, 1993.

Source: Connecticut Division of Special Revenue

Figure 164: Mohegan Sun Slot Machine Data from October 12, 1996 to December 31, 2008

MOHEGAN SUN							
Fiscal Year/Month	Handle	Win	Hold %	Payout %	Weighted Avg No Machines	Electronic Table Rake Amt (3)	Contributions to State of Connecticut (1)
FY 1996/97:							
October 1996	\$317,058,674	\$22,114,728	6.97%	93.03%	2,500		\$5,528,682
November	373,342,454	25,826,382	6.92%	93.08%	2,510		6,456,595
December	265,667,600	18,908,680	7.12%	92.88%	2,649		4,727,170
January 1997	321,125,204	23,487,813	7.31%	92.69%	2,663		7,287,553
February	315,683,974	24,941,606	7.90%	92.10%	2,672		8,000,000
March	327,230,493	26,645,217	8.14%	91.86%	2,685		8,000,000
April	329,132,796	26,717,497	8.12%	91.88%	2,686		8,000,000
May	382,257,142	30,779,264	8.05%	91.95%	2,856		1,855,297
June	343,387,318	28,211,367	8.22%	91.78%	2,962		7,788,539
Total FY	\$2,974,885,654	\$227,632,554	7.65%	92.35%	2,692		\$57,643,836
FY 1997/98:							
July 1997	\$372,003,918	\$30,113,644	8.09%	91.91%	2,963		\$2,528,411
August	414,123,372	34,196,717	8.26%	91.74%	2,965		8,549,179
September	351,655,972	28,067,335	7.98%	92.02%	2,962		7,016,834
October	386,424,116	30,932,336	8.00%	92.00%	2,966		7,733,084
November	369,812,126	29,856,444	8.07%	91.93%	2,976		7,464,111
December	335,319,958	27,274,655	8.13%	91.87%	2,998		6,818,664
January 1998	381,973,735	31,700,367	8.30%	91.70%	3,009		7,925,092
February	376,843,394	31,403,117	8.33%	91.67%	3,013		7,850,779
March	410,531,434	34,085,817	8.30%	91.70%	3,016		8,521,454
April	412,992,849	34,262,221	8.30%	91.70%	3,017		8,565,555
May	444,256,238	36,678,977	8.26%	91.74%	3,017		9,169,744
June	431,411,565	35,459,799	8.22%	91.78%	3,018		8,864,950
Total FY	\$4,687,348,678	\$384,031,430	8.19%	91.81%	2,993		\$91,007,858
FY 1998/99:							
July 1998	\$493,915,659	\$40,908,018	8.28%	91.72%	3,016		\$7,727,004
August	489,383,128	39,589,273	8.09%	91.91%	3,016		9,897,318
September	447,434,733	36,969,743	8.26%	91.74%	3,028		9,242,436
October	519,106,049	42,658,252	8.22%	91.78%	3,019		10,664,563
November	435,427,445	35,816,532	8.23%	91.77%	2,995		8,954,133
December	444,630,238	35,086,826	7.89%	92.11%	3,026		8,771,707
January 1999	419,356,937	33,233,742	7.92%	92.08%	3,026		8,308,435
February	474,438,974	38,913,032	8.20%	91.80%	3,030		9,728,258
March	492,240,464	39,335,426	7.99%	92.01%	3,026		9,833,857
April	522,066,875	42,307,588	8.10%	91.90%	3,026		10,576,897
May	525,126,786	40,659,505	7.74%	92.26%	3,026		10,164,876
June	500,451,086	38,323,238	7.66%	92.34%	3,024		9,580,810
Total FY	\$5,763,578,372	\$463,801,176	8.05%	91.95%	3,022		\$113,450,294

MOHEGAN SUN							Electronic Table Rake Amt (3)	Contributions to State of Connecticut (1)
Fiscal Year/Month	Handle	Win	Hold %	Payout %	Weighted Avg No Machines			
FY 1999/2000:								
July 1999	\$612,430,873	\$49,183,520	8.03%	91.97%	3,024			\$9,795,880
August	586,420,539	47,151,395	8.04%	91.96%	3,026			11,787,849
September	511,127,324	41,576,528	8.13%	91.87%	3,026			10,394,132
October	544,659,310	43,175,276	7.93%	92.07%	3,026			10,793,819
November	507,833,541	39,708,826	7.82%	92.18%	3,026			9,927,207
December	505,175,349	40,602,504	8.04%	91.96%	3,026			10,150,626
January 2000	486,431,662	38,951,621	8.01%	91.99%	3,026			9,737,905
February	539,849,615	43,373,458	8.03%	91.97%	3,029			10,843,364
March	584,611,081	48,404,612	8.28%	91.72%	3,027			12,101,153
April	573,412,669	45,523,688	7.94%	92.06%	3,027			11,380,922
May	559,967,776	45,338,191	8.10%	91.90%	3,028			11,334,548
June	573,299,167	46,010,500	8.03%	91.97%	3,028			11,502,625
Total FY	\$6,585,218,904	\$529,000,120	8.03%	91.97%	3,027			\$129,750,030
FY 2000/2001:								
July 2000	\$661,729,134	\$52,157,816	7.88%	92.12%	3,031			\$13,039,454
August	606,400,719	49,673,653	8.19%	91.81%	3,031			12,418,413
September	574,866,210	47,366,494	8.24%	91.76%	3,031			11,841,623
October	569,411,720	45,768,235	8.04%	91.96%	3,032			11,442,059
November	528,806,587	43,284,502	8.19%	91.81%	3,035			10,821,126
December	528,374,747	42,924,323	8.12%	91.88%	3,035			10,731,081
January 2001	515,515,809	39,726,218	7.71%	92.29%	3,035			9,931,555
February	548,246,845	44,859,061	8.18%	91.82%	3,031			11,214,765
March	600,610,963	50,636,013	8.43%	91.57%	3,028			12,659,003
April	601,928,922	48,424,461	8.04%	91.96%	3,304			12,106,115
May	610,342,002	49,536,588	8.12%	91.88%	3,665			12,384,147
June	613,226,736	52,580,801	8.57%	91.43%	3,665			13,145,200
Total FY	\$6,959,460,393	\$566,938,166	8.15%	91.85%	3,159			\$141,734,541
FY 2001/2002:								
July 2001	\$651,965,462	\$52,246,521	8.01%	91.99%	3,665			\$13,061,630
August	642,478,594	54,352,765	8.46%	91.54%	3,665			13,588,191
September	634,051,342	54,017,880	8.52%	91.48%	4,175			13,504,470
October	688,566,467	56,062,409	8.14%	91.86%	6,219			14,015,602
November	668,083,874	57,257,291	8.57%	91.43%	6,219			14,314,323
December	702,595,215	58,571,813	8.34%	91.66%	6,219			14,642,953
January 2002	613,811,779	48,048,464	7.83%	92.17%	6,217			12,012,116
February	681,991,294	55,122,363	8.08%	91.92%	6,204			13,780,591
March	737,206,612	61,583,105	8.35%	91.65%	6,198			15,395,776
April	712,162,354	58,334,023	8.19%	91.81%	6,198			14,583,506
May	770,959,518	62,423,709	8.10%	91.90%	6,198			15,605,927

MOHEGAN SUN							Electronic Table Rake Amt (3)	Contributions to State of Connecticut (1)
Fiscal Year/Month	Handle	Win	Hold %	Payout %	Weighted Avg No Machines			
June	760,295,625	61,643,480	8.11%	91.89%	6,199			15,410,870
Total FY	\$8,264,168,135	\$679,663,824	8.22%	91.78%	5,609			\$169,915,956
FY 2002/2003:								
July 2002	\$843,500,742	\$66,729,657	7.91%	92.09%	6,200			\$16,682,414
August	879,393,472	72,495,992	8.24%	91.76%	6,201			18,123,998
September	781,613,551	60,601,601	7.75%	92.25%	6,201			15,150,400
October	755,336,012	59,917,595	7.93%	92.07%	6,201			14,979,399
November	790,469,893	61,769,045	7.81%	92.19%	6,201			15,442,261
December	799,064,535	62,112,276	7.77%	92.23%	6,201			15,528,069
January 2003	755,983,685	56,914,049	7.53%	92.47%	6,201			14,228,512
February	704,911,367	56,260,649	7.98%	92.02%	6,201			14,065,162
March	820,155,889	67,485,001	8.23%	91.77%	6,164			16,871,250
April	768,893,246	63,787,752	8.30%	91.70%	6,125			15,946,938
May	845,057,812	70,125,219	8.30%	91.70%	6,117			17,531,305
June	823,576,764	65,616,941	7.97%	92.03%	6,073			16,404,235
Total FY	\$9,567,956,966	\$763,815,776	7.98%	92.02%	6,173			\$190,953,944
FY 2003/2004:								
July 2003	\$863,751,158	\$72,768,856	8.42%	91.58%	6,039			\$18,192,214
August	925,318,977	75,807,891	8.19%	91.81%	6,039			18,951,973
September	801,846,779	64,076,444	7.99%	92.01%	6,039			16,019,111
October	812,478,659	68,301,160	8.41%	91.59%	6,039			17,075,290
November	831,655,142	66,729,665	8.02%	91.98%	6,182			16,682,416
December	817,805,454	66,080,831	8.08%	91.92%	6,220			16,520,208
January 2004	809,211,488	64,532,845	7.97%	92.03%	6,245			16,133,211
February	841,224,710	68,822,940	8.18%	91.82%	6,248			17,205,735
March	828,223,119	67,539,794	8.15%	91.85%	6,252			16,884,949
April	852,949,553	70,540,039	8.27%	91.73%	6,252			17,635,010
May	887,773,437	71,643,079	8.07%	91.93%	6,252			17,910,770
June	837,643,964	66,559,993	7.95%	92.05%	6,252			16,639,998
Total FY	\$10,109,882,439	\$823,403,536	8.14%	91.86%	6,171			\$205,850,884
FY 2004/2005:								
July 2004	\$971,316,420	\$78,469,540	8.08%	91.92%	6,252			\$19,617,385
August	930,183,853	72,423,414	7.79%	92.21%	6,250			18,105,854
September	873,953,919	71,169,073	8.14%	91.86%	6,252			17,792,268
October	878,861,644	71,609,274	8.15%	91.85%	6,237			17,902,319
November	809,819,887	64,760,579	8.00%	92.00%	6,235			16,190,145
December	875,041,469	71,955,038	8.22%	91.78%	6,254			17,988,759
January 2005	760,953,164	62,493,014	8.21%	91.79%	6,272			15,623,253
February	768,367,988	68,057,330	8.86%	91.14%	6,272			17,014,333
March	805,056,431	70,307,786	8.73%	91.27%	6,273			17,576,946

MOHEGAN SUN							Electronic Table Rake Amt (3)	Contributions to State of Connecticut (1)
Fiscal Year/Month	Handle	Win	Hold %	Payout %	Weighted Avg No Machines			
April	861,961,655	76,561,999	8.88%	91.12%	6,228			19,140,500
May	851,004,033	73,346,085	8.62%	91.38%	6,205			18,336,521
June	822,677,686	70,384,644	8.56%	91.44%	6,205			17,596,161
Total FY	\$10,209,198,149	\$851,537,777	8.34%	91.66%	6,243			\$212,884,444
FY 2005/2006:								
July 2005	\$951,283,400	\$80,142,688	8.42%	91.58%	6,205			\$20,035,672
August	914,580,175	76,336,412	8.35%	91.65%	6,204			19,084,103
September	882,406,944	74,951,747	8.49%	91.51%	6,204			18,737,937
October	891,557,275	74,785,571	8.39%	91.61%	6,204			18,696,393
November	816,438,537	67,218,392	8.23%	91.77%	6,204			16,804,598
December	873,362,735	74,188,635	8.49%	91.51%	6,203			18,547,159
January 2006	815,047,460	70,525,912	8.65%	91.35%	6,202			17,631,478
February	786,234,400	68,919,596	8.77%	91.23%	6,202			17,229,899
March	869,571,635	77,272,007	8.89%	91.11%	6,202			19,318,002
April	879,670,507	76,085,657	8.65%	91.35%	6,202			19,021,414
May	911,411,366	78,050,843	8.56%	91.44%	6,202			19,512,711
June	857,828,884	73,605,844	8.58%	91.42%	6,200			18,401,461
Total FY	\$10,449,393,318	\$892,083,304	8.54%	91.46%	6,203			\$223,020,826
FY 2006/2007:								
July 2006	\$989,421,364	\$84,144,663	8.50%	91.50%	6,199			\$21,036,166
August	950,685,348	82,053,842	8.63%	91.37%	6,199			20,513,461
September	898,757,420	78,186,609	8.70%	91.30%	6,199			19,546,652
October	885,885,380	74,348,429	8.39%	91.61%	6,197			18,587,107
November	842,706,491	73,284,092	8.70%	91.30%	6,179			18,321,023
December	946,605,535	81,188,236	8.58%	91.42%	6,178			20,297,059
January 2007	817,142,742	70,542,431	8.63%	91.37%	6,179			17,635,608
February	807,197,116	71,335,213	8.84%	91.16%	6,157			17,833,803
March	893,294,110	77,887,435	8.72%	91.28%	5,984			19,471,859
April	855,254,558	73,865,149	8.64%	91.36%	5,969			18,466,287
May	868,563,684	75,012,966	8.64%	91.36%	5,923			18,753,242
June	860,814,708	74,532,754	8.66%	91.34%	5,925			18,633,188
Total FY	\$10,616,328,457	\$916,381,818	8.63%	91.37%	6,107			\$229,095,455
FY 2007/2008:								
July 2007	\$1,012,605,785	\$88,861,114	8.78%	91.22%	5,902			\$22,215,278
August	937,808,080	83,527,206	8.91%	91.09%	5,955			20,881,802
September	873,314,549	77,266,290	8.85%	91.15%	6,181			19,316,572
October	821,521,436	71,918,236	8.75%	91.25%	6,183			17,979,559
November (2)	814,349,379	70,474,067	8.65%	91.35%	6,183	\$48,319		17,630,596
December (2) (3)	788,633,148	65,928,704	8.36%	91.64%	6,188	57,861		16,496,641
January 2008 (2)	834,387,539	68,256,267	8.18%	91.82%	6,192	67,306		17,080,893

MOHEGAN SUN						Electronic	Contributions
Fiscal				Payout	Weighted	Table	to State of
Year/Month	Handle	Win	Hold %	%	Avg No	Rake Amt	Connecticut
					Machines	(3)	(1)
February (2) (3)	815,848,744	68,970,384	8.45%	91.55%	6,172	53,739	17,256,031
March (2) (3)	915,520,205	76,771,503	8.39%	91.61%	6,119	61,098	19,208,150
April (2) (3)	831,401,845	70,146,469	8.44%	91.56%	5,970	49,715	17,549,046
May (2) (3)	862,203,279	75,142,645	8.72%	91.28%	5,954	38,965	18,795,402
June (2) (3)	804,717,941	67,828,998	8.43%	91.57%	5,998	24,307	16,963,326
Total FY	\$10,312,311,929	\$885,091,882	8.58%	91.42%	6,084	\$401,309	\$221,373,298
FY 2008/2009:							
July 2008 (2) (3)	\$893,675,669	\$75,876,607	8.49%	91.51%	6,078	\$22,320	\$18,974,732
August (2) (3)	948,185,318	77,540,393	8.18%	91.82%	6,143	19,868	19,390,065
September (2)	780,520,738	67,004,290	8.58%	91.42%	6,739	0	16,751,073
October (2)	760,939,428	65,406,905	8.60%	91.40%	6,743	0	16,351,726
November (2)	808,521,714	66,786,875	8.26%	91.74%	6,743	0	16,696,719
December (2)	734,750,207	63,141,690	8.59%	91.41%	6,744	0	15,785,422
Total FY	\$4,926,593,075	\$415,756,760	8.44%	91.56%	6,529	\$42,188	\$103,949,737

Source: Connecticut Division of Special Revenue

Notes:

- (1) Monthly contributions are due to the State by the 15th of the following month.
- (2) Mohegan Sun did not include the value of E-Bonus credits redeemed by patrons at slot machines in its video facsimile devices Win amounts; however, the value of E-Bonus credits wagered was included in the reported Handle. In addition, please be advised that the Casino Hold % column amounts may be understated and the Payout % column amounts may be overstated as a result of this.
- (3) The Mohegan Sun Casino officially opened on Saturday, October 12, 1996. On October 8-10, video facsimile / slot machines were available for actual play during pre-opening charitable gaming nights.
- (4) Beginning with the month of May 2001, Mohegan Sun Casino reports video facsimile/slot machine win on an accrual basis, reflecting data captured and reported by an on-line slot accounting system. Reports were previously prepared on a cash basis, based on the coin and currency removed from the machines on each gaming day.

Appendix B: Distribution of Gaming Proceeds

Figure 165: Fiscal 2007 Mashantucket Pequot & Mohegan fund Distribution

<u>Town</u>	<u>Amount</u>	<u>Percent of total</u>	<u>Per capita payment</u>	<u>Population</u>
Andover	\$32,356	0.04%	\$10.17	3,181
Ansonia	\$254,781	0.28%	\$13.73	18,550
Ashford	\$51,131	0.06%	\$11.48	4,453
Avon	\$34,718	0.04%	\$2.00	17,333
Barkhamsted	\$35,440	0.04%	\$9.67	3,665
Beacon Falls	\$46,863	0.05%	\$8.12	5,770
Berlin	\$92,289	0.10%	\$4.56	20,254
Bethany	\$39,194	0.04%	\$7.04	5,566
Bethel	\$83,125	0.09%	\$4.49	18,514
Bethlehem	\$31,381	0.03%	\$8.84	3,549
Bloomfield	\$243,603	0.27%	\$11.77	20,693
Bolton	\$43,064	0.05%	\$8.42	5,116
Bozrah	\$30,977	0.03%	\$12.67	2,444
Branford	\$102,827	0.11%	\$3.55	28,984
Bridgeport	\$9,567,311	10.52%	\$69.99	136,695
Bridgewater	\$20,736	0.02%	\$11.01	1,884
Bristol	\$914,392	1.01%	\$15.01	60,911
Brookfield	\$43,283	0.05%	\$2.64	16,413
Brooklyn	\$286,382	0.31%	\$36.32	7,886
Burlington	\$44,093	0.05%	\$4.82	9,143
Canaan	\$20,888	0.02%	\$19.09	1,094
Canterbury	\$63,079	0.07%	\$12.37	5,100
Canton	\$50,794	0.06%	\$5.04	10,086
Chaplin	\$128,069	0.14%	\$50.66	2,528
Cheshire	\$2,742,895	3.02%	\$95.13	28,833
Chester	\$29,134	0.03%	\$7.60	3,834
Clinton	\$72,410	0.08%	\$5.33	13,578
Colchester	\$117,495	0.13%	\$7.58	15,495
Colebrook	\$23,468	0.03%	\$15.35	1,529
Columbia	\$39,714	0.04%	\$7.45	5,331
Cornwall	\$19,957	0.02%	\$13.48	1,480
Coventry	\$88,183	0.10%	\$7.23	12,192
Cromwell	\$90,372	0.10%	\$6.67	13,552
Danbury	\$1,468,568	1.62%	\$18.54	79,226
Darien	\$22,140	0.02%	\$1.09	20,246

<u>Town</u>	<u>Amount</u>	<u>Percent of total</u>	<u>Per capita payment</u>	<u>Population</u>
Deep River	\$30,833	0.03%	\$6.60	4,673
Derby	\$393,571	0.43%	\$31.65	12,434
Durham	\$40,183	0.04%	\$5.43	7,397
Eastford	\$29,993	0.03%	\$16.77	1,789
East Granby	\$35,141	0.04%	\$6.86	5,122
East Haddam	\$49,906	0.05%	\$5.64	8,852
East Hampton	\$102,921	0.11%	\$8.20	12,548
East Hartford	\$475,771	0.52%	\$9.77	48,697
East Haven	\$265,505	0.29%	\$9.27	28,632
East Lyme	\$494,116	0.54%	\$26.44	18,690
Easton	\$22,702	0.02%	\$3.08	7,366
East Windsor	\$78,968	0.09%	\$7.44	10,617
Ellington	\$92,045	0.10%	\$6.38	14,426
Enfield	\$2,180,266	2.40%	\$48.44	45,011
Essex	\$28,437	0.03%	\$4.21	6,753
Fairfield	\$504,759	0.56%	\$8.77	57,548
Farmington	\$140,290	0.15%	\$5.59	25,084
Franklin	\$31,474	0.03%	\$16.64	1,891
Glastonbury	\$71,599	0.08%	\$2.16	33,169
Goshen	\$23,689	0.03%	\$7.48	3,168
Granby	\$49,844	0.05%	\$4.44	11,215
Greenwich	\$159,262	0.18%	\$2.57	61,871
Griswold	\$155,402	0.17%	\$13.64	11,390
Groton	\$2,070,289	2.28%	\$48.92	42,324
Guilford	\$58,215	0.06%	\$2.60	22,373
Haddam	\$41,983	0.05%	\$5.38	7,800
Hamden	\$1,446,086	1.59%	\$25.06	57,698
Hampton	\$34,173	0.04%	\$16.13	2,118
Hartford	\$9,900,322	10.89%	\$79.48	124,563
Hartland	\$25,300	0.03%	\$12.18	2,077
Harwinton	\$37,328	0.04%	\$6.71	5,564
Hebron	\$51,267	0.06%	\$5.55	9,232
Kent	\$22,647	0.02%	\$7.67	2,952
Killingly	\$247,817	0.27%	\$13.99	17,710
Killingworth	\$31,374	0.03%	\$4.87	6,443
Lebanon	\$69,086	0.08%	\$9.39	7,354
Ledyard	\$1,020,922	1.12%	\$67.62	15,097
Lisbon	\$54,320	0.06%	\$12.92	4,205
Litchfield	\$47,185	0.05%	\$5.44	8,671

<u>Town</u>	<u>Amount</u>	<u>Percent of total</u>	<u>Per capita payment</u>	<u>Population</u>
Lyme	\$20,314	0.02%	\$9.79	2,076
Madison	\$40,661	0.04%	\$2.16	18,793
Manchester	\$923,675	1.02%	\$16.54	55,857
Mansfield	\$612,032	0.67%	\$24.60	24,884
Marlborough	\$36,090	0.04%	\$5.68	6,351
Meriden	\$1,399,571	1.54%	\$23.63	59,225
Middlebury	\$34,723	0.04%	\$4.79	7,252
Middlefield	\$38,472	0.04%	\$9.06	4,248
Middletown	\$1,935,208	2.13%	\$40.50	47,778
Milford	\$616,123	0.68%	\$11.11	55,445
Monroe	\$66,641	0.07%	\$3.43	19,402
Montville	\$2,482,677	2.73%	\$125.74	19,744
Morris	\$24,638	0.03%	\$10.51	2,345
Naugatuck	\$341,189	0.38%	\$10.69	31,931
New Britain	\$3,546,406	3.90%	\$50.19	70,664
New Canaan	\$21,498	0.02%	\$1.08	19,890
New Fairfield	\$46,231	0.05%	\$3.28	14,100
New Hartford	\$44,712	0.05%	\$6.64	6,736
New Haven	\$10,619,837	11.68%	\$85.69	123,932
Newington	\$239,731	0.26%	\$9.25	26,790
New London	\$2,690,543	2.96%	\$103.79	25,923
New Milford	\$146,892	0.16%	\$4.96	28,439
Newtown	\$1,099,294	1.21%	\$41.03	26,790
Norfolk	\$30,006	0.03%	\$18.16	1,652
North Branford	\$74,925	0.08%	\$5.20	14,406
North Canaan	\$49,080	0.05%	\$14.64	3,352
North Haven	\$244,599	0.27%	\$10.19	24,002
North Stonington	\$879,945	0.97%	\$168.83	5,212
Norwalk	\$1,321,765	1.45%	\$15.84	83,456
Norwich	\$2,523,760	2.78%	\$69.27	36,432
Old Lyme	\$32,630	0.04%	\$4.42	7,384
Old Saybrook	\$37,224	0.04%	\$3.53	10,539
Orange	\$35,883	0.04%	\$2.60	13,813
Oxford	\$59,697	0.07%	\$4.77	12,527
Plainfield	\$259,623	0.29%	\$16.80	15,450
Plainville	\$141,327	0.16%	\$8.22	17,193
Plymouth	\$126,905	0.14%	\$10.57	12,011
Pomfret	\$40,535	0.04%	\$9.73	4,165
Portland	\$62,780	0.07%	\$6.58	9,537

<u>Town</u>	<u>Amount</u>	<u>Percent of total</u>	<u>Per capita payment</u>	<u>Population</u>
Preston	\$1,304,991	1.44%	\$266.22	4,902
Prospect	\$63,956	0.07%	\$6.90	9,273
Putnam	\$194,104	0.21%	\$20.89	9,292
Redding	\$23,675	0.03%	\$2.68	8,840
Ridgefield	\$31,399	0.03%	\$1.32	23,872
Rocky Hill	\$431,271	0.47%	\$22.93	18,808
Roxbury	\$18,673	0.02%	\$8.05	2,319
Salem	\$39,323	0.04%	\$9.59	4,102
Salisbury	\$18,474	0.02%	\$4.63	3,987
Scotland	\$35,467	0.04%	\$20.56	1,725
Seymour	\$124,995	0.14%	\$7.70	16,240
Sharon	\$21,378	0.02%	\$7.07	3,022
Shelton	\$124,513	0.14%	\$3.11	40,011
Sherman	\$22,939	0.03%	\$5.58	4,110
Simsbury	\$62,181	0.07%	\$2.63	23,659
Somers	\$1,886,563	2.07%	\$173.88	10,850
Southbury	\$64,075	0.07%	\$3.26	19,678
Southington	\$258,948	0.28%	\$6.14	42,142
South Windsor	\$105,535	0.12%	\$4.07	25,940
Sprague	\$52,823	0.06%	\$17.72	2,981
Stafford	\$187,623	0.21%	\$15.92	11,786
Stamford	\$1,427,503	1.57%	\$12.05	118,475
Sterling	\$56,073	0.06%	\$15.05	3,725
Stonington	\$67,330	0.07%	\$3.67	18,343
Stratford	\$239,737	0.26%	\$4.89	49,015
Suffield	\$2,465,268	2.71%	\$163.22	15,104
Thomaston	\$69,883	0.08%	\$8.94	7,818
Thompson	\$109,250	0.12%	\$11.84	9,231
Tolland	\$78,720	0.09%	\$5.38	14,631
Torrington	\$525,888	0.58%	\$14.83	35,451
Trumbull	\$78,197	0.09%	\$2.25	34,752
Union	\$31,699	0.03%	\$42.21	751
Vernon	\$339,954	0.37%	\$11.48	29,620
Voluntown	\$159,459	0.18%	\$61.05	2,612
Wallingford	\$302,968	0.33%	\$6.78	44,679
Warren	\$20,235	0.02%	\$14.62	1,384
Washington	\$20,014	0.02%	\$5.45	3,671
Waterbury	\$4,713,130	5.18%	\$43.98	107,174
Waterford	\$87,177	0.10%	\$4.64	18,775

<u>Town</u>	<u>Amount</u>	<u>Percent of total</u>	<u>Per capita payment</u>	<u>Population</u>
Watertown	\$151,669	0.17%	\$6.85	22,128
Westbrook	\$31,845	0.04%	\$4.81	6,618
West Hartford	\$411,684	0.45%	\$6.81	60,486
West Haven	\$854,138	0.94%	\$16.21	52,676
Weston	\$18,202	0.02%	\$1.78	10,200
Westport	\$22,985	0.03%	\$0.87	26,508
Wethersfield	\$338,444	0.37%	\$13.13	25,781
Willington	\$59,699	0.07%	\$9.72	6,139
Wilton	\$23,757	0.03%	\$1.34	17,715
Winchester	\$133,670	0.15%	\$12.44	10,748
Windham	\$1,329,175	1.46%	\$56.14	23,678
Windsor	\$210,438	0.23%	\$7.32	28,754
Windsor Locks	\$686,429	0.75%	\$54.95	12,491
Wolcott	\$122,950	0.14%	\$7.49	16,407
Woodbridge	\$25,931	0.03%	\$2.82	9,201
Woodbury	\$37,369	0.04%	\$3.87	9,654
Woodstock	\$60,279	0.07%	\$7.36	8,188
	\$90,922,000	100.00%		

Source: Office of Fiscal Analysis, General Assembly; US Census 2007 Population Estimates

Appendix C: Survey Questionnaire

Following are the questions asked of participants in the Spectrum Gaming Group survey; both English and Spanish versions are provided.

Appendix A – Questionnaire (English)

INT1. Hello, my name is \$I and I am calling from University of Connecticut Center for Survey Research. I want to assure you that we're not selling anything. We are conducting a survey for the State of Connecticut about people's attitudes toward gambling. In order to interview the right person, I need to speak with the MALE IN THE HOUSEHOLD OVER 18 WHO HAS HAD THE MOST RECENT BIRTHDAY. (IF RELUCTANT: The results of this survey are for a very important study and by participating the results will be more accurate. Your number was randomly selected by a computer. All of your answers will be kept strictly confidential and will only be used for reporting purposes. You may refuse to answer any question that makes you uncomfortable.

IQA1. I would like to ask about your experience with various kinds of gambling. By gambling, I mean placing a bet on the outcome of a race, buying a lottery ticket, betting on a sporting event or at a casino, playing the stock market or playing a game - including for charity - in which you might win or lose money. First, I would like to ask you about some popular activities.

Continue 01 D

QAA1. Have you ever gambled?

Yes.....	01	
No.....	02	=> QA1
Don't Know.....	98	=> QA1
Refused.....	99	=> QA1

QAA1A. Have you gambled in the past 12 months?

Yes.....	01
No.....	02
Don't Know.....	98
Refused.....	99

QA1. Have you ever gambled at a casino? (IF NECESSARY: A casino is a large gambling hall with many different kinds of games, for example, in a resort hotel or in a gambling hall on a riverboat or cruise ship.)

Yes.....	01	
No.....	02	=> QA2
Don't Know.....	98	=> QA2
Refused.....	99	=> QA2

QA1A. About how often did you gamble at a casino in the past 12 months? (READ CHOICES 1-6)

Daily (30+ times per month).....	01	
Several times a week (6 - 29 times per month).....	02	
Several times a month (3 - 5 times per month).....	03	
Once a month or less (6 - 12 times per year).....	04	
Only a few days all year (1 - 5 times per year).....	05	
Not at all in the past 12 months (0 times).....	06	=> QA2
Don't Know.....	98	=> QA2
Refused.....	99	=> QA2

QA1B. When you gamble at a casino, what game do you usually play? (ASK OPEN ENDED, CODE INTO CATEGORIES)

Card games such as blackjack or poker.....	01	
Other table games, such as roulette or craps.....	02	
Slot machines.....	03	
Other video games, such as video poker.....	04	
Keno-type games.....	05	
Sports betting.....	06	
Horse or dog race betting.....	07	
Bingo.....	08	
Pull-tabs.....	09	
Other (Specify).....	80	O
Don't Know.....	98	
Refused.....	99	

QA1C. When you visit a casino, what city or geographic location do you visit most often? (ASK OPEN ENDED, CODE INTO CATEGORIES)

Las Vegas, Laughlin or Reno, Nevada.....	01	
Atlantic City, New Jersey.....	02	
Gulf Coast, Mississippi.....	03	
Somewhere in Connecticut.....	04	
Other (Specify).....	80	O
Don't Know.....	98	
Refused.....	99	

QA1D. Approximately how much did you spend per month when you gambled in a casino in the past 12 months? (IF NECESSARY: Your best estimate will do.)

RECORD DOLLAR AMOUNT PER MONTH.....	01	O
Don't Know.....	98	
Refused.....	99	

QA2. Have you ever gambled on a gaming machine outside of a casino, such as a slot machine, or video poker or keno at a bar, convenience store, race track or other location? (NOTE: This includes video lottery terminals and other games where one plays against the machine. These do not include internet gambling, pull tabs or games where only side bets are made on the outcome of a game with an acquaintance)

Yes.....	01	
No.....	02	=> QA3
Don't Know.....	98	=> QA3
Refused.....	99	=> QA3

QA2A. About how often did you gamble on a gaming machine outside of a casino in the past 12 months? (READ CHOICES 1-6)

Daily (30+ times per month).....	01	
Several times a week (6 - 29 times per month).....	02	
Several times a month (3 - 5 times per month).....	03	
Once a month or less (6 - 12 times per year).....	04	
Only a few days all year (1 - 5 times per year).....	05	
Not at all in the past 12 months (0 times).....	06	=> QA3
Don't Know.....	98	=> QA3
Refused.....	99	=> QA3

QA2B. When you gamble on a gaming machine outside of a casino, where do you usually play? (ASK OPEN ENDED, CODE INTO CATEGORIES)

Bar or tavern.....	01	
Race track/ Racino.....	02	
Dog track/ Kennel Club.....	03	
Convenience store.....	04	
Restaurant or lounge.....	05	
Grocery store or laundromat.....	06	
Private club.....	07	
Social/fraternal organization.....	08	
Truck stop.....	09	
Bingo hall.....	10	
Pool hall or billiard parlor.....	11	
Other (Specify).....	80	O
Don't Know.....	98	
Refused.....	99	

QA2C. Approximately how much did you spend per month when you gambled on a gaming machine outside of a casino in the past 12 months? (IF NECESSARY: Your best estimate will do.)

RECORD DOLLAR AMOUNT PER MONTH.....	01	O
Don't Know.....	98	
Refused.....	99	

QA3. Have you ever spent money on lottery games like Powerball (multi-state), Classic Lotto, Instant Lottery (e.g. Cash 5), Daily Numbers (e.g. Play3 Day/Night, Play4 Day/Night), or other daily games or instant tickets like Scratchers?

Yes.....	01	
No.....	02	=> QA4
Don't Know.....	98	=> QA4
Refused.....	99	=> QA4

QA3A. About how often did you play a lottery game in the past 12 months? (READ CHOICES 1-6)

Daily (30+ times per month).....	01	
Several times a week (6 - 29 times per month).....	02	
Several times a month (3 - 5 times per month).....	03	
Once a month or less (6 - 12 times per year).....	04	
Only a few days all year (1 - 5 times per year).....	05	
Not at all in the past 12 months (0 times).....	06	=> QA4
Don't Know.....	98	=> QA4
Refused.....	99	=> QA4

QA3B. When you play the lottery, what kind of lottery tickets do you usually buy? (ASK OPEN ENDED, CODE INTO CATEGORIES) (ACCEPT UP TO 6 RESPONSES)

Instant Lottery (Cash 5).....	01	
Powerball.....	02	
Daily Numbers.....	03	
Classic Lotto.....	04	
Scratchers.....	05	
Other (Specify).....	80	O
Don't Know.....	98	X
Refused.....	99	X

QA3BA. DO NOT ASK: IF RESPONDENT BUYS SCRATCH GAMES, CODE 01. IF NOT, CODE 02

Buys scratch games.....	01
Does not buy scratch games.....	02

QA3E. Approximately how much did you spend per month when you played lottery games in the past 12 months? (IF NECESSARY: Your best estimate will do.)

RECORD DOLLAR AMOUNT PER MONTH.....	01	O
Don't Know.....	98	
Refused.....	99	

QA3G. What is the denomination of Instant lottery tickets that you typically buy? (ASK OPEN ENDED) (ACCEPT UP TO 12 RESPONSES)

One dollar.....	01	
Two dollars.....	02	
Three dollars.....	03	
Five dollars.....	04	
Seven dollars.....	05	
Ten dollars.....	06	
Twenty dollars.....	07	
Thirty dollars.....	08	
Fifty dollars.....	09	
One Hundred dollars.....	10	
Whatever the new game is (non-specific).....	11	
Other (Specify).....	80	O
Don't Know.....	98	X
Refused.....	99	X

QA3H. What is the minimum Classic Lotto jackpot necessary before you would be willing to play? (ASK OPEN ENDED, RECORD DOLLAR AMOUNT) (PROBE: If Don't Know or Refused, read ranges to the respondent and code accordingly)

RECORD AMOUNT	01	O
\$1 million.....	02	
\$1-2 million	03	
\$2-4 million	04	
\$4 million or more	05	
Don't Know.....	98	
Refused.....	99	

QA3I. What is the minimum Powerball jackpot necessary before you would be willing to play? (ASK OPEN ENDED, RECORD DOLLAR AMOUNT) (PROBE: If Don't Know or Refused, read ranges to the respondent and code accordingly)

RECORD AMOUNT	01	O
\$15 million.....	02	
\$16-30 million	03	
\$31-49 million	04	
\$50-99 million	05	
\$100-149 million	06	
\$150 million or more	07	
Don't Know.....	98	
Refused.....	99	

«QA3I »

«O_QA3I »

QA4. Have you ever spent money on illegal numbers games such as Bolita, Policy or other? (NOTE: This refers to any type of non-sanctioned lottery game)

Yes.....	01	
No.....	02	=> QA5
Don't Know.....	98	=> QA5
Refused.....	99	=> QA5

QA4A. About how often did you play Bolita, Policy or an illegal numbers game in the past 12 months? (READ CHOICES 1-6)

Daily (30+ times per month).....	01	
Several times a week (6 - 29 times per month).....	02	
Several times a month (3 - 5 times per month).....	03	
Once a month or less (6 - 12 times per year)	04	
Only a few days all year (1 - 5 times per year).....	05	
Not at all in the past 12 months (0 times).....	06	=> QA5
Don't Know.....	98	=> QA5
Refused.....	99	=> QA5

QA4C. About how much did you spend per month when you played Bolita, Policy, or an illegal numbers game in the past 12 months? (IF NECESSARY: Your best estimate will do.)

RECORD DOLLAR AMOUNT PER MONTH.....	01	O
Don't Know.....	98	
Refused.....	99	

QA5. Have you ever placed a bet on a horse race? (NOTE: This includes betting with a bookie)

Yes.....	01	
No	02	=> QA5F
Don't Know.....	98	=> QA5F
Refused	99	=> QA5F

QA5A. About how often did you bet on a horse in the past 12 months? (READ CHOICES 1-6)

Daily (30+ times per month).....	01	
Several times a week (6 - 29 times per month).....	02	
Several times a month (3 - 5 times per month).....	03	
Once a month or less (6 - 12 times per year)	04	
Only a few days all year (1 - 5 times per year).....	05	
Not at all in the past 12 months (0 times).....	06	=> QA5F
Don't Know.....	98	=> QA5F
Refused	99	=> QA5F

QA5B. When you gamble on horse races, do you usually do so at a... (READ CHOICES 1-5)

Racetrack/ Racino.....	01	
OTB (off-track-betting) facility in Connecticut.....	02	
OTB facility outside Connecticut	03	
Casino	04	
Or somewhere else (Specify).....	80	O
Don't Know.....	98	
Refused	99	

QA5D. About how much did you spend per month when you bet on horse races in the past 12 months? (IF NECESSARY: Your best estimate will do.)

RECORD DOLLAR AMOUNT PER MONTH.....	01	O
Don't Know.....	98	
Refused	99	

QA5F. Have you ever placed a bet on a dog (greyhound) race? (NOTE: This includes betting with a bookie)

Yes.....	01	
No	02	=> QA6
Don't Know.....	98	=> QA6
Refused	99	=> QA6

QA5G. About how often did you bet on a dog (greyhound) race in the past 12 months?
(READ CHOICES 1-6)

Daily (30+ times per month).....	01	
Several times a week (6 - 29 times per month).....	02	
Several times a month (3 - 5 times per month).....	03	
Once a month or less (6 - 12 times per year).....	04	
Only a few days all year (1 - 5 times per year).....	05	
Not at all in the past 12 months (0 times).....	06	=> QA6
Don't Know.....	98	=> QA6
Refused.....	99	=> QA6

QA5H. When you gamble on dog (greyhound) races, do you usually do so at a... (READ CHOICES 1-5)

Racetrack/ Racino.....	01	
OTB (off-track-betting) facility in Connecticut.....	02	
OTB facility outside Connecticut.....	03	
Casino.....	04	
Or somewhere else (Specify).....	80	O
Don't Know.....	98	
Refused.....	99	

QA5J. About how much did you spend per month when you bet on dog races in the past 12 months? (IF NECESSARY: Your best estimate will do.)

RECORD DOLLAR AMOUNT PER MONTH.....	01	O
Don't Know.....	98	
Refused.....	99	

QA6. Have you ever played bingo for money?

Yes.....	01	
No.....	02	=> QA7
Don't Know.....	98	=> QA7
Refused.....	99	=> QA7

QA6A. About how often have you played bingo for money in the past 12 months? (READ CHOICES 1-6)

Daily (30+ times per month).....	01	
Several times a week (6 - 29 times per month).....	02	
Several times a month (3 - 5 times per month).....	03	
Once a month or less (6 - 12 times per year).....	04	
Only a few days all year (1 - 5 times per year).....	05	
Not at all in the past 12 months (0 times).....	06	=> QA7
Don't Know.....	98	=> QA7
Refused.....	99	=> QA7

QA6B. What percent of bingo games you played in the past 12 months were inside of a casino? (ENTER PERCENTAGE 0-100)

\$E 0 100	
Don't Know.....	998
Refused.....	999

QA6C. About how much do you spend per month when you played bingo games in the past 12 months? (IF NECESSARY: Your best estimate will do.)

RECORD DOLLAR AMOUNT PER MONTH..... 01 O
Don't Know..... 98
Refused..... 99

QA7. Have you ever gambled on a private game such as cards, dice or dominoes in someone's home or at a club or organization, or on a game of skill such as golf, pool or bowling? (NOTE: This does not include private games on the internet if a third party is taking a cut or players are playing against "the house".)

Yes..... 01
No..... 02 => QA8
Don't Know..... 98 => QA8
Refused..... 99 => QA8

QA7A. About how often have you gambled on a private game in the past 12 months? (READ CHOICES 1-6)

Daily (30+ times per month)..... 01
Several times a week (6 - 29 times per month)..... 02
Several times a month (3 - 5 times per month)..... 03
Once a month or less (6 - 12 times per year)..... 04
Only a few days all year (1 - 5 times per year)..... 05
Not at all in the past 12 months (0 times)..... 06 => QA8
Don't Know..... 98 => QA8
Refused..... 99 => QA8

QA7C. About how much did you spend per month when you played private games in the past 12 months? (IF NECESSARY: Your best estimate will do.)

RECORD DOLLAR AMOUNT PER MONTH..... 01 O
Don't Know..... 98
Refused..... 99

QA8. Have you ever placed a bet on the Jai-alai (hi-lie) games at a Jai-alai facility?

Yes..... 01
No..... 02 => QA9
Don't Know..... 98 => QA9
Refused..... 99 => QA9

QA8A. About how often have you placed a bet on the games at a Jai-alai facility in the past 12 months? (READ CHOICES 1-6)

Daily (30+ times per month)..... 01
Several times a week (6 - 29 times per month)..... 02
Several times a month (3 - 5 times per month)..... 03
Once a month or less (6 - 12 times per year)..... 04
Only a few days all year (1 - 5 times per year)..... 05
Not at all in the past 12 months (0 times)..... 06 => QA9
Don't Know..... 98 => QA9
Refused..... 99 => QA9

QA8C. About how much did you spend per month when you bet on Jai-alai in the past 12 months? (IF NECESSARY: Your best estimate will do.)

RECORD DOLLAR AMOUNT PER MONTH.....	01	O
Don't Know.....	98	
Refused.....	99	

QA9. Have you ever gambled on sports betting pools at the office or with friends, family members on events such as the NFL Super Bowl, NHL Stanley Cup Playoffs, NCAA Basketball Tournament, etc? (NOTE: This does not include private games on the internet if a third party is taking a cut or players are playing against "the house".)

Yes.....	01	
No.....	02	=> QA9E
Don't Know.....	98	=> QA9E
Refused.....	99	=> QA9E

QA9A. About how often have you gambled on a sports betting pools in the past 12 months? (READ CHOICES 1-6)

Daily (30+ times per month).....	01	
Several times a week (6 - 29 times per month).....	02	
Several times a month (3 - 5 times per month).....	03	
Once a month or less (6 - 12 times per year).....	04	
Only a few days all year (1 - 5 times per year).....	05	
Not at all in the past 12 months (0 times).....	06	=> QA9E
Don't Know.....	98	=> QA9E
Refused.....	99	=> QA9E

QA9C. About how much did you spend per month when you gambled in sports betting pools in the past 12 months? (IF NECESSARY: Your best estimate will do.)

RECORD DOLLAR AMOUNT PER MONTH.....	01	O
Don't Know.....	98	
Refused.....	99	

QA9E. Have you ever bet on the outcome of sports or other events with friends, co-workers, a bookie or some other person? (NOTE: This does not include betting on horse, dog, or jai-alai.)

Yes.....	01	
No.....	02	=> QA10
Don't Know.....	98	=> QA10
Refused.....	99	=> QA10

QA9F. About how often have you gambled on sports or other events in the past 12 months?

(READ CHOICES 1-6)

Daily (30+ times per month).....	01	
Several times a week (6 - 29 times per month).....	02	
Several times a month (3 - 5 times per month).....	03	
Once a month or less (6 - 12 times per year).....	04	
Only a few days all year (1 - 5 times per year).....	05	
Not at all in the past 12 months (0 times).....	06	=> QA10
Don't Know.....	98	=> QA10
Refused.....	99	=> QA10

QA9H. About how much did you spend per month when you bet on sports or other events in the past 12 months? (IF NECESSARY: Your best estimate will do.)

RECORD DOLLAR AMOUNT PER MONTH.....	01	O
Don't Know.....	98	
Refused.....	99	

QA10. Do you have access to a personal computer with access to the Internet?

Yes.....	01	
No.....	02	
Don't Know.....	98	
Refused.....	99	

QA10A. Have you ever used the Internet to chat with other people who gamble, or to find information on gambling activities?

Used to chat with other people.....	01	
Used to obtain information on gambling.....	02	
No, have not used the internet for this.....	03	
Never used the Internet (vol.).....	04	=> QA11
Never heard of the Internet (vol.).....	05	=> QA11
Both.....	97	
Don't Know.....	98	=> QA11
Refused.....	99	=> QA11

QA10B. Are you aware of sites on the Internet where you can gamble?

Yes.....	01	
No.....	02	=> QA11
Don't Know.....	98	=> QA11
Refused.....	99	=> QA11

QA10C. Have you ever gambled on the Internet or World Wide Web? (NOTE: This includes lottery tickets bought over the internet. This does not include games played among people unless a business hosting the game takes a cut.)

Yes.....	01	
No.....	02	=> QA11
Don't Know.....	98	=> QA11
Refused.....	99	=> QA11

QA10D. What type of gambling activities do you like to play on the Internet? (ASK OPEN ENDED) (ACCEPT UP TO 6 RESPONSES)

Sports betting (horse racing, football, etc.).....	01	
Lottery	02	
Poker games with other people on the Internet.....	03	
Video poker	04	
Video Blackjack	05	
Other (Specify)	80	O
Don't Know.....	98	X
Refused.....	99	X

QA10E. About how often have you gambled on the Internet in the past 12 months? (READ CHOICES 1-6)

Daily (30+ times per month).....	01	
Several times a week (6 - 29 times per month).....	02	
Several times a month (3 - 5 times per month).....	03	
Once a month or less (6 - 12 times per year)	04	
Only a few days all year (1 - 5 times per year).....	05	
Not at all in the past 12 months (0 times).....	06	=> QA11
Don't Know.....	98	=> QA11
Refused.....	99	=> QA11

QA10G. About how much did you spend per month when you gambled online in the past 12 months? (IF NECESSARY: Your best estimate will do.)

RECORD DOLLAR AMOUNT PER MONTH.....	01	O
Don't Know.....	98	
Refused.....	99	

QA11. Have you ever gambled on any other kind of game I haven't mentioned? Examples might include raffles, sweepstakes, baby pools, pull-tabs or betting on a dogfight or cockfight.

Yes (Specify).....	01	O	
No	02		=> CHCKA
Don't Know.....	98		=> CHCKA
Refused.....	99		=> CHCKA

QA11A. About how often have you gambled on any other kind of game I haven't mentioned in the past 12 months? (READ CHOICES 1-6)

Daily (30+ times per month).....	01	
Several times a week (6 - 29 times per month).....	02	
Several times a month (3 - 5 times per month).....	03	
Once a month or less (6 - 12 times per year)	04	
Only a few days all year (1 - 5 times per year).....	05	
Not at all in the past 12 months (0 times).....	06	=> CHCKA
Don't Know.....	98	=> CHCKA
Refused.....	99	=> CHCKA

QA11C. About how much did you spend per month when you bet on other gambling activities in the past 12 months? (IF NECESSARY: Your best estimate will do.)

RECORD DOLLAR AMOUNT PER MONTH..... 01 O
Don't Know..... 98
Refused..... 99

QA12. Now I'd like you to think about how many days you have ever gambled. Was it more than 5 days in your life? (NOTE: This includes buying lottery tickets for more than 5 drawings)

Yes..... 01 => CHCKC
No..... 02 => CHCKB
Don't Know..... 98 => CHCKB
Refused..... 99 => CHCKB

IQJ1. You have indicated that you have never OR SELDOM gambled. Now I would like to ask you about some possible reasons why you have never gambled. Please tell me whether each of the following reasons is very important, somewhat important, or not at all important to you as a reason for not gambling.

Continue 01 D

permutation -> QJ3

QJ1. Inconvenient or you live too far away

Very important..... 05
Somewhat important..... 03
Not at all important..... 01
Don't Know..... 98
Refused..... 99

QJ2. Moral or ethical concerns

Very important..... 05
Somewhat important..... 03
Not at all important..... 01
Don't Know..... 98
Refused..... 99

QJ3. The possibility of losing money

Very important..... 05
Somewhat important..... 03
Not at all important..... 01
Don't Know..... 98
Refused..... 99

QA12A. Overall, considering all of the gambling activities you participate in, what percent of your gambling occurs in the State of Connecticut? (ENTER PERCENTAGE 0-100)

\$E 0 100

Don't Know..... 998
Refused..... 999

QB1. Thinking about the sorts of activities we have discussed, what is your favorite gambling activity? (ASK OPEN ENDED, CODE INTO CATEGORIES)

Card games at a casino	01
Table games at a casino	02
Slot machines at a casino	03
Video poker at a casino	04
Gaming machines outside a casino	05
Lottery game	06
Illegal numbers game	07
Horse race	08
Dog race	09
Jai alai	10
Bingo	11
Private game	12
Sports betting	13
Card games on the Internet	14
Slot machines on the Internet	15
Some other type of gambling on the Internet	16
Stock trading	17
Other (Specify)	80 O
Don't Know	98
Refused	99

QB2. When participating in your favorite type of gambling, who do you usually gamble with? (READ CHOICES 1-6)

Alone	01
Spouse or partner or significant other	02
Other family member(s)	03
Friend(s), co-worker(s), neighbor(s), club member(s)	04
Some other individual or group	05
Whoever is around	06
Don't Know	98
Refused	99

QB3. When participating in your favorite type of gambling, can you tell me what distance you usually travel, if any? (ASK OPEN ENDED, CODE INTO CATEGORIES) (READ LIST IF NECESSARY)

Don't travel	01
5 miles or less	02
6 to 25 miles	03
26 to 50 miles	04
51 to 75 miles	05
76 to 100 miles	06
101 to 125 miles	07
126 to 150 miles	08
151 to 175 miles	09
176 to 200 miles	10
201 to 225 miles	11
226 to 250 miles	12
More than 250 miles	13
Don't Know	98
Refused	99

QB4. When participating in your favorite type of gambling, how long do you usually play?
(READ CHOICES 1-7)

Less than one hour	01
1 to 2 hours	02
3 to 5 hours	03
6 to 12 hours	04
13 to 18 hours	05
19 to 24 hours	06
More than 24 hours.....	07
Don't Know.....	98
Refused	99

IQB5. Next, I would like to ask you about reasons you may have for gambling. Please tell me whether each of the following reasons is very important, somewhat important, or not at all important to you as a reason for gambling.

Continue 01 D

permutation -> QB12

QB5. To be around or with other people

Very important.....	05
Somewhat important.....	03
Not at all important.....	01
Don't Know.....	98
Refused	99

QB6. Because it's convenient or easy to do

Very important.....	05
Somewhat important.....	03
Not at all important.....	01
Don't Know.....	98
Refused	99

QB7. To win money

Very important.....	05
Somewhat important.....	03
Not at all important.....	01
Don't Know.....	98
Refused	99

QB8. For entertainment or fun

Very important.....	05
Somewhat important.....	03
Not at all important.....	01
Don't Know.....	98
Refused	99

QB9. To support good causes	
Very important.....	05
Somewhat important.....	03
Not at all important.....	01
Don't Know.....	98
Refused.....	99

QB10. Because it's exciting and challenging	
Very important.....	05
Somewhat important.....	03
Not at all important.....	01
Don't Know.....	98
Refused.....	99

QB11. Because it is inexpensive entertainment	
Very important.....	05
Somewhat important.....	03
Not at all important.....	01
Don't Know.....	98
Refused.....	99

QB12. To distract yourself from everyday problems	
Very important.....	05
Somewhat important.....	03
Not at all important.....	01
Don't Know.....	98
Refused.....	99

QB13. How old were you, the first time you gambled? (ENTER AGE 0-97)	
\$E 0 97	
Don't Know.....	98
Refused.....	99

QB14. Was there any time when the amount you were gambling made you nervous?	
Yes.....	01
No.....	02 => QB16
Don't Know.....	98 => QB16
Refused.....	99 => QB16

QB15. How old were you THE FIRST TIME that happened? (ENTER AGE 0-97)	
\$E 0 97	
Don't Know.....	98
Refused.....	99

QB16. Compared to other recreational or social activities, how important is gambling to you? Would you say it is ... (READ CHOICES 1-3)

Very important.....	05
Somewhat important.....	03
Not at all important.....	01
Don't Know.....	98
Refused.....	99

QB17. Overall, about how much do you spend on gambling in an average month? (IF HESITANT: I am just looking for an approximate amount.) (READ LIST IF NECESSARY)

Less than \$1	01
\$1 to \$10	02
\$11 to \$49	03
\$50 to \$99	04
\$100 to \$199	05
\$200 to \$299	06
\$300 to \$499	07
\$500 to \$999	08
\$1000 to \$1499	09
\$1500 to \$1999	10
\$2000 to \$2499	11
\$2500 to \$2999	12
\$3000 to \$3499	13
\$3500 to \$3999	14
\$4000 to \$4499	15
\$4500 to \$4999	16
More than \$5000.....	17
Don't Know.....	98
Refused.....	99

QB18. What is the largest amount of money you have ever lost gambling in one day? (READ HIGHEST NUMBER IN EACH CATEGORY IF NECESSARY)

Less than \$1	01
\$1 to \$10	02
\$11 to \$99	03
\$100 - \$999.....	04
\$1,000 - \$9,999.....	05
\$10,000 or more.....	06
Don't Know.....	98
Refused.....	99

QB19. In all your years of gambling, what is the largest amount you have lost in a year?
(READ HIGHEST NUMBER IN EACH CATEGORY IF NECESSARY)

Never lost money.....	00
Less than \$1.....	01
\$1 to \$10.....	02
\$11 to \$99.....	03
\$100 - \$999.....	04
\$1,000 - \$9,999.....	05
\$10,000 - \$99,999.....	06
\$100,000 - \$499,000.....	07
Over \$500,000.....	08
Don't Know.....	98
Refused.....	99

QB20. To the best of your recollection, please indicate which of the following types of casinos you visited during the last twelve months? (READ CHOICES 1-7) (ACCEPT UP TO 8 RESPONSES) (NOTE: Foxwoods and Mohegan are land-based resort hotels, CODE 02)

Land based casino that is not part of a hotel or resort.....	01
Land based casino that is part of a hotel or resort.....	02
Day cruise ship.....	03
Overnight cruise ship.....	04
Riverboat casino.....	05
Race track with gaming machines or card room(s) (a Racino).....	06
An online casino (on the Internet).....	07
Other (Specify).....	80 O
Have not visited a casino.....	97 X
Don't Know.....	98 X
Refused.....	99 X

QC1AA. On a scale of 1 to 10, where 1 means "Strongly Disapprove", 10 means "Strongly Approve", what is your overall degree of approval of the gambling industry in Connecticut? (ENTER NUMBER 1-10) (PROBE: On a scale of 1-10, where 1 means "Strongly Disapprove", 10 means "Strongly Approve", what is your degree of approval of the following activities in Connecticut?)

\$E 1 10	
Don't Know.....	98
Refused.....	99

IQC1. On a scale of 1-10, where 1 means "Strongly Disapprove", 10 means "Strongly Approve", what is your degree of approval of the following activities in Connecticut.

Continue 01 D

permutation -> QC1G

QC1A. Overall gaming and gambling as a socially acceptable form of entertainment (ENTER NUMBER 1-10) (PROBE: On a scale of 1-10, where 1 means "Strongly Disapprove", 10 means "Strongly Approve", what is your degree of approval of the following activities in Connecticut?)

\$E 1 10	
Don't Know.....	98
Refused.....	99

QC1C. Lottery games in Connecticut (ENTER NUMBER 1-10) (PROBE: On a scale of 1-10, where 1 means "Strongly Disapprove", 10 means "Strongly Approve", what is your degree of approval of the following activities in Connecticut?)

\$E 1 10

Don't Know..... 98

Refused..... 99

QC1D. Legalized casinos (ENTER NUMBER 1-10) (PROBE: On a scale of 1-10, where 1 means "Strongly Disapprove", 10 means "Strongly Approve", what is your degree of approval of the following activities in Connecticut?)

\$E 1 10

Don't Know..... 98

Refused..... 99

QC1E. Legalized Jai-alai (ENTER NUMBER 1-10) (PROBE: On a scale of 1-10, where 1 means "Strongly Disapprove", 10 means "Strongly Approve", what is your degree of approval of the following activities in Connecticut?)

\$E 1 10

Don't Know..... 98

Refused..... 99

QC1F. Legalized greyhound races (ENTER NUMBER 1-10) (PROBE: On a scale of 1-10, where 1 means "Strongly Disapprove", 10 means "Strongly Approve", what is your degree of approval of the following activities in Connecticut?)

\$E 1 10

Don't Know..... 98

Refused..... 99

QC1G. Legalized off-track betting (ENTER NUMBER 1-10) (PROBE: On a scale of 1-10, where 1 means "Strongly Disapprove", 10 means "Strongly Approve", what is your degree of approval of the following activities in Connecticut?)

\$E 1 10

Don't Know..... 98

Refused..... 99

IQC2. Now I would like to ask you about the number of locations in Connecticut where you can legally gamble, which includes Casinos, Jai-alai, Greyhound races, and Off-Track Betting. Overall, for each of the following, do you think there are too many, too few, or just about the right amount of these facilities where you can gamble in Connecticut?

Continue 01 D

permutation -> QC2H

QC2A. Overall gaming and gambling (PROBE: Overall, do you think there are too many of these facilities in Connecticut, too few, or just about the right amount?)

Too many.....	01
Too few.....	02
About the right amount.....	03
Don't Know.....	98
Refused.....	99

QC2B. Gaming and gambling as entertainment (PROBE: Overall, do you think there are too many of these facilities in Connecticut, too few, or just about the right amount?)

Too many.....	01
Too few.....	02
About the right amount.....	03
Don't Know.....	98
Refused.....	99

QC2C. Lottery games in Connecticut (PROBE: Overall, do you think there are too many of these facilities in Connecticut, too few, or just about the right amount?)

Too many.....	01
Too few.....	02
About the right amount.....	03
Don't Know.....	98
Refused.....	99

QC2D. Legalized casinos (PROBE: Overall, do you think there are too many of these facilities in Connecticut, too few, or just about the right amount?)

Too many.....	01
Too few.....	02
About the right amount.....	03
Don't Know.....	98
Refused.....	99

«QC2D »

QC2E. Legalized Jai-alai (PROBE: Overall, do you think there are too many of these facilities in Connecticut, too few, or just about the right amount?)

Too many.....	01
Too few.....	02
About the right amount.....	03
Don't Know.....	98
Refused.....	99

QC2F. Legalized greyhound races (PROBE: Overall, do you think there are too many of these facilities in Connecticut, too few, or just about the right amount?)

Too many.....	01
Too few.....	02
About the right amount.....	03
Don't Know.....	98
Refused.....	99

QC2G. Legalized off-track betting (PROBE: Overall, do you think there are too many of these facilities in Connecticut, too few, or just about the right amount?)

Too many..... 01
 Too few..... 02
 About the right amount 03
 Don't Know..... 98
 Refused 99

QC2H. Locations where you can buy lottery tickets (PROBE: Overall, do you think there are too many of these facilities in Connecticut, too few, or just about the right amount?)

Too many..... 01
 Too few..... 02
 About the right amount 03
 Don't Know..... 98
 Refused 99

QC2I. On a scale from 1 to 10 where 1 is "Strongly Disapprove" and 10 is "Strongly Approve", how much do you approve of the legalization of sports betting in Connecticut?

\$E 1 10
 Don't Know..... 98
 Refused 99

IQC3. Now I would like to ask you about any advertisements about gaming activities, such as the lottery, including jackpot announcements, greyhound, OTB, jai-alai, and casinos in Connecticut that you may have seen recently.

Continue 01 D

QC3. How influential would you say advertisements are to you in selecting which game you may play or attend? Would you say they were... (READ CHOICES 1-4)

Very influential..... 05
 Somewhat influential..... 04
 Not very influential..... 02 => QC4
 Not at all influential 01 => QC4
 Did not see any advertisements (vol.)..... 97 => QC4
 Don't Know..... 98 => QC4
 Refused 99 => QC4

QC3A. Which games did you play or facilities did you attend based on the advertising you saw in the past month or so? (ASK OPEN ENDED, CODE INTO CATEGORIES) (ACCEPT UP TO 11 RESPONSES) (PROBE FOR SPECIFIC LOTTO GAME)

Powerball.....	01	
Instant Lotto (Cash 5).....	02	
Daily numbers	03	
Classic Lotto.....	04	
Scratchers	05	
Foxwoods Resort.....	06	
Mohegan Sun Resort	07	
Jai-alai	08	
Greyhound races.....	09	
OTB (Off-Track Betting).....	10	
Other (Specify)	80	O
Don't Know.....	98	X
Refused.....	99	X

QC4. Do you believe there is a problem in the way in which any form of legalized gambling is advertised in Connecticut?

Yes.....	01	
No	02	=> QC6
Don't Know.....	98	=> QC6
Refused.....	99	=> QC6

QC5. Which forms of legalized gambling do you think are advertised inappropriately? (ASK OPEN ENDED, CODE INTO CATEGORIES) (ACCEPT UP TO 11 RESPONSES) (PROBE FOR SPECIFIC LOTTO GAME)

Powerball.....	01	
Instant Lotto (Cash 5).....	02	
Daily numbers	03	
Classic Lotto.....	04	
Scratchers	05	
Foxwoods Resort.....	06	
Mohegan Sun Resort	07	
Jai-alai	08	
Greyhound races.....	09	
OTB (Off-Track Betting).....	10	
Other (Specify)	80	O
All of them.....	97	X
Don't Know.....	98	X
Refused.....	99	X

QC6. Which gambling activities or locations, if any, do you think contribute to the increase in the incidence in chronic gambling in Connecticut? (ASK OPEN ENDED, CODE INTO CATEGORIES) (ACCEPT UP TO 11 RESPONSES) (PROBE FOR SPECIFIC LOTTO GAME)

Powerball.....	01	
Instant Lotto (Cash 5).....	02	
Daily numbers	03	
Classic Lotto.....	04	
Scratchers	05	
Foxwoods Resort	06	
Mohegan Sun Resort	07	
Jai-alai	08	
Greyhound races	09	
OTB (Off-Track Betting).....	10	
Other (Specify)	80	O
All of them.....	97	X
Don't Know.....	98	X
Refused	99	X

QC7. Which of the following statement do you agree with the most? (READ CHOICES 1-3)

The age to play the Lottery, Jai-alai, Greyhound tracks, and OTB should be raised to 21 years old, the same as the casinos	01
The age to play at Connecticut casinos should be lowered to 18, the same as the Lottery, Jai-alai, and OTB02	
Things are fine the way they are. Lottery, Jai-alai, Greyhound tracks, and OTB should remain at 18, and the Connecticut casinos should remain at 21	03
Don't Know.....	98
Refused	99

QC8. Have you ever placed bets for people who are under 18, such as brothers, sisters, sons, daughters, cousins, nieces, nephews, or friends on gambling games or activities such as lottery numbers, a pull on a slot machine, a table game bet, on the Super Bowl, or other kinds of bets?

Yes.....	01
No	02
Don't Know.....	98
Refused	99

QC9. On a scale of 1-5, where 5 means Very Serious and 1 means Not at all serious, how serious of a problem, if at all, do you feel that underage or teen gambling is in Connecticut?
\$E 1 5

Don't Know.....	98
Refused	99

IQD1. Next, I would like to ask you some questions about how you feel about your gambling. There are no right or wrong answers. We want to know what your experiences have been. Remember that all the information you share is confidential. We realize that these questions may not apply to everyone, but your answers are very important.

QD1. Have there ever been periods lasting 2 weeks or longer when you spent a lot of time thinking about your gambling experiences or planning out future gambling ventures or bets?

Yes.....	01	
No	02	=> QD2
Don't Know	98	=> QD2
Refused	99	=> QD2

QD1A. Has this happened in the past year?

Yes.....	01
No	02
Don't Know	98
Refused	99

QD2. Have there ever been periods lasting 2 weeks or longer when you spent a lot of time thinking about ways of getting money to gamble with?

Yes.....	01	
No	02	=> QD3
Don't Know	98	=> QD3
Refused	99	=> QD3

QD2A. Has this happened in the past year?

Yes.....	01
No	02
Don't Know	98
Refused	99

QD3. Have there ever been periods when you needed to gamble with increasing amounts, or make larger bets than before, in order to get the same feeling of excitement?

Yes.....	01	
No	02	=> QD4
Don't Know	98	=> QD4
Refused	99	=> QD4

QD3A. Has this happened in the past year?

Yes.....	01
No	02
Don't Know	98
Refused	99

QD4. Have you ever tried to stop, cut down, or control your gambling?

Yes.....	01	
No	02	=> QD7
Don't Know	98	=> QD7
Refused	99	=> QD7

QD5. On one or more of the times when you tried to stop, cut down, or control your gambling, were you restless or irritable?

Yes.....	01	
No	02	=> QD6
Don't Know.....	98	=> QD6
Refused.....	99	=> QD6

QD5A. Has this happened in the past year?

Yes.....	01
No	02
Don't Know.....	98
Refused.....	99

QD6. Have you ever tried but not succeeded in stopping, cutting down, or controlling your gambling?

Yes.....	01	
No	02	=> QD7
Don't Know.....	98	=> QD7
Refused.....	99	=> QD7

QD6A. Has this happened three or more times?

Yes.....	01
No	02
Don't Know.....	98
Refused.....	99

QD6B. Has this happened in the past year?

Yes.....	01
No	02
Don't Know.....	98
Refused.....	99

QD7. Have you ever gambled as a way to escape from personal problems?

Yes.....	01	
No	02	=> QD8
Don't Know.....	98	=> QD8
Refused.....	99	=> QD8

QD7A. Has this happened in the past year?

Yes.....	01
No	02
Don't Know.....	98
Refused.....	99

QD8. Have you ever gambled to relieve uncomfortable feelings such as guilt, anxiety, helplessness or depression?

Yes.....	01	
No.....	02	=> QD9
Don't Know.....	98	=> QD9
Refused.....	99	=> QD9

QD8A. Has this happened in the past year?

Yes.....	01
No.....	02
Don't Know.....	98
Refused.....	99

QD9. Has there ever been a period when, if you lost money gambling one day, you would return another day to get even?

Yes.....	01	
No.....	02	=> QD10
Don't Know.....	98	=> QD10
Refused.....	99	=> QD10

QD9A. Has this happened in the past year?

Yes.....	01
No.....	02
Don't Know.....	98
Refused.....	99

QD10. Have you ever lied to family members, friends, or others about how much you gamble or how much you lost on gambling?

Yes.....	01	
No.....	02	=> QD11
Don't Know.....	98	=> QD11
Refused.....	99	=> QD11

QD10A. Has this happened three or more times?

Yes.....	01
No.....	02
Don't Know.....	98
Refused.....	99

QD10B. Has this happened in the past year?

Yes.....	01
No.....	02
Don't Know.....	98
Refused.....	99

QD11. Have you ever written a bad check or taken money that didn't belong to you, from family members or anyone else, in order to pay for your gambling?

Yes.....	01	
No	02	=> QD12
Don't Know.....	98	=> QD12
Refused	99	=> QD12

QD11A. Has this happened in the past year?

Yes.....	01
No	02
Don't Know.....	98
Refused	99

QD12. Have you ever done anything else that could have gotten you in trouble with the law, in order to pay for your gambling?

Yes.....	01	
No	02	=> QD13
Don't Know.....	98	=> QD13
Refused	99	=> QD13

QD12A. Has this happened in the past year?

Yes.....	01
No	02
Don't Know.....	98
Refused	99

QD13. Has your gambling ever caused serious or repeated problems in your relationships with any of your family members or friends?

Yes.....	01	
No	02	=> QD14
Don't Know.....	98	=> QD14
Refused	99	=> QD14

«QD13 »

QD13A. Has this happened in the past year?

Yes.....	01
No	02
Don't Know.....	98
Refused	99

D14. Has your gambling ever caused you any problems in school or to have trouble with your job, to lose a job, or miss out on an important job or career opportunity?

Yes.....	01	
No	02	=> QD15
Don't Know.....	98	=> QD15
Refused	99	=> QD15

QD14A. Has this happened in the past year?

Yes.....	01
No	02
Don't Know.....	98
Refused.....	99

QD15. Have you ever needed to ask family members or anyone else to loan you money, or otherwise bail you out of a desperate situation that was largely caused by your gambling?

Yes.....	01	
No	02	=> IQE1
Don't Know.....	98	=> IQE1
Refused.....	99	=> IQE1

QD15A. Has this happened in the past year?

Yes.....	01
No	02
Don't Know.....	98
Refused.....	99

IQE1. The next set of questions is part of a standard scale. There is no right or wrong answers to the questions that follow. We want to know what your experiences have been. Remember that all the information you share is confidential. We realize that these questions may not apply to everyone, but your answers are very important.

Continue 01 D

QE1. When you participate in the gambling activities we have discussed, how often do you go back another day to win back money you lost? (READ CHOICES 1-4)

Never	01	=> QE2
Some of the time.....	02	
Most of the time.....	03	
Every time	04	
Don't Know.....	98	=> QE2
Refused.....	99	=> QE2

QE1A. How often have you done this in the past year? (READ CHOICES 1-4)

Never	01
Some of the time.....	02
Most of the time.....	03
Every time	04
Don't Know.....	98
Refused.....	99

«QE1A »

QE2. How often have you claimed to be winning money from these activities when in fact you lost? (READ CHOICES 1-4)

Never	01	=> QE3
Some of the time.....	02	
Most of the time.....	03	
Every time	04	
Don't Know.....	98	=> QE3
Refused.....	99	=> QE3

QE2A. How often have you done this in the past year? (READ CHOICES 1-4)

Never	01
Some of the time.....	02
Most of the time.....	03
Every time	04
Don't Know.....	98
Refused.....	99

QE3. Do you ever spend more time or money gambling than you intended?

Yes.....	01	
No	02	=> QE4
Don't Know.....	98	=> QE4
Refused.....	99	=> QE4

QE3A. Have you done this in the past year?

Yes.....	01
No	02
Don't Know.....	98
Refused.....	99

QE4. Have people ever criticized your gambling?

Yes.....	01	
No	02	=> QE5
Don't Know.....	98	=> QE5
Refused.....	99	=> QE5

E4A. Have people criticized your gambling in the past year?

Yes.....	01
No	02
Don't Know.....	98
Refused.....	99

QE5. Have you ever felt guilty about the way you gamble or about what happens when you gamble?

Yes.....	01	
No	02	=> QE6
Don't Know.....	98	=> QE6
Refused.....	99	=> QE6

QE5A. Have you felt this way in the past year?

Yes.....	01
No	02
Don't Know.....	98
Refused.....	99

QE6. Have you ever felt that you would like to stop gambling, but didn't think that you could?

Yes.....	01	
No	02	=> QE7
Don't Know.....	98	=> QE7
Refused	99	=> QE7

QE6A. Have you felt this way in the past year?

Yes.....	01
No	02
Don't Know.....	98
Refused	99

QE7. Have you ever hidden betting slips, lottery tickets, gambling money or other signs of gambling from your spouse or partner, children, or other important people in your life?

Yes.....	01	
No	02	=> QE8
Don't Know.....	98	=> QE8
Refused	99	=> QE8

QE7A. Have you done so in the past year?

Yes.....	01
No	02
Don't Know.....	98
Refused	99

QE8. Have you ever argued with people you live with over how you handle money?

Yes.....	01	
No	02	=> QE9
Don't Know.....	98	=> QE9
Refused	99	=> QE9

QE8A. Have these arguments ever centered on your gambling?

Yes.....	01
No	02
Don't Know.....	98
Refused	99

QE8B. Did any of these arguments become physical?

Yes.....	01
No	02
Don't Know.....	98
Refused	99

QE8C. Have you had any of these arguments in the past year?	
Yes.....	01
No	02
Don't Know.....	98
Refused.....	99

QE9. Have you ever missed time from work or school due to gambling?		
Yes.....	01	
No	02	=> QE10
Don't Know.....	98	=> QE10
Refused.....	99	=> QE10

QE9A. Have you missed time from work or school in the past year due to gambling?	
Yes.....	01
No	02
Don't Know.....	98
Refused.....	99

QE10. Have you ever borrowed money from someone and not paid them back as a result of your gambling?		
Yes.....	01	
No	02	=> IQE11
Don't Know.....	98	=> IQE11
Refused.....	99	=> IQE11

QE10A. Have you done so in the past year?	
Yes.....	01
No	02
Don't Know.....	98
Refused.....	99

IQE11. Next, I am going to read a list of ways in which some people get money for gambling. Can you tell me which of these, if any, you have ever used to get money for gambling or to pay gambling debts?	
Continue	01 D

QE11. Have you ever borrowed from household money to gamble or pay gambling debts?		
Yes.....	01	
No	02	=> QE12
Don't Know.....	98	=> QE12
Refused.....	99	=> QE12

QE11A. Have you borrowed from household money in the past year?	
Yes.....	01
No	02
Don't Know.....	98
Refused.....	99

QE12. Have you ever borrowed money from your spouse or partner to gamble or pay gambling debts?

Yes.....	01	
No	02	=> QE13
Don't Know	98	=> QE13
Refused	99	=> QE13

QE12A. Have you borrowed money from your spouse or partner in the past year?

Yes.....	01
No	02
Don't Know	98
Refused	99

QE13. Have you ever borrowed from other relatives or in-laws to gamble or pay gambling debts?

Yes.....	01	
No	02	=> QE14
Don't Know	98	=> QE14
Refused	99	=> QE14

QE13A. Have you borrowed from other relatives or in-laws in the past year?

Yes.....	01
No	02
Don't Know	98
Refused	99

QE14. Have you ever gotten loans from banks, loan companies or credit unions to gamble or pay gambling debts?

Yes.....	01	
No	02	=> QE15
Don't Know	98	=> QE15
Refused	99	=> QE15

QE14A. Have you gotten loans from banks, loan companies or credit unions in the past year?

Yes.....	01
No	02
Don't Know	98
Refused	99

QE15. Have you ever made cash withdrawals on credit cards to get money to gamble or pay gambling debts? (NOTE: This does not include instant cash cards from bank accounts.)

Yes.....	01	
No	02	=> QE16
Don't Know	98	=> QE16
Refused	99	=> QE16

QE15A. Have you made cash withdrawals on credit cards in the past year?

Yes..... 01
No 02
Don't Know..... 98
Refused..... 99

QE16. Have you ever gotten loans from loan sharks to gamble or pay gambling debts?

Yes..... 01
No 02 => QE17
Don't Know..... 98 => QE17
Refused..... 99 => QE17

QE16A. Have you gotten loans from loan sharks in the past year?

Yes..... 01
No 02
Don't Know..... 98
Refused..... 99

«QE16A »

QE17. Have you ever cashed in stocks, bonds or other securities to finance gambling?

Yes..... 01
No 02 => QE18
Don't Know..... 98 => QE18
Refused..... 99 => QE18

QE17A. Have you cashed in stocks, bonds or other securities in the past year?

Yes..... 01
No 02
Don't Know..... 98
Refused..... 99

QE18. Have you ever sold personal or family property to gamble or pay gambling debts?

Yes..... 01
No 02 => QE19
Don't Know..... 98 => QE19
Refused..... 99 => QE19

QE18A. Have you sold personal or family property to gamble or pay gambling debts in the past year?

Yes..... 01
No 02
Don't Know..... 98
Refused..... 99

QE19. Have you ever borrowed from your checking account by writing checks that bounced to get money for gambling or to pay gambling debts?

Yes..... 01
No 02 => QE20
Don't Know..... 98 => QE20
Refused..... 99 => QE20

QE19A. Have you borrowed from your checking account by writing checks that bounced in the past year?

Yes.....	01
No	02
Don't Know.....	98
Refused.....	99

QE20. Have you ever applied for loan from banks to finance gambling or pay gambling debts?

Yes.....	01	
No	02	=> QE21
Don't Know.....	98	=> QE21
Refused.....	99	=> QE21

QE20A. Have you applied for loan from banks to finance gambling or pay gambling debts in the past year?

Yes.....	01
No	02
Don't Know.....	98
Refused.....	99

QE21. Have you ever applied for loans or lines of credit at a casino to gamble?

Yes.....	01	
No	02	=> QE22
Don't Know.....	98	=> QE22
Refused.....	99	=> QE22

QE21A. Have you applied for loans or lines of credit at a casino to gamble in the past year?

Yes.....	01
No	02
Don't Know.....	98
Refused.....	99

QE22. Do you feel that you have ever had a problem with betting money or gambling?

Yes.....	01	
No	02	=> QE23
Don't Know.....	98	=> QE23
Refused.....	99	=> QE23

QE22A. Do you feel that you have had a problem with betting money or gambling in the past year?

Yes.....	01
No	02
Don't Know.....	98
Refused.....	99

QE23. Do you feel that either of your parents ever had a problem with betting money or gambling?

Yes.....	01	
No	02	=> QE24
Don't Know.....	98	=> QE24
Refused	99	=> QE24

QE23A. Which parent was that? (ACCEPT UP TO 5 RESPONSES)

Father.....	01	
Mother	02	
Stepfather.....	03	
Stepmother.....	04	
Other (Specify)	80	O
Don't Know.....	98	
Refused	99	

QE24. Has anyone that you lived with in the past 12 months gambled so much that it has troubled or bothered you?

Yes.....	01	
No	02	=> QE26
Don't Know.....	98	=> QE26
Refused	99	=> QE26

QE24A. What is that person's relationship to you? (ACCEPT UP TO 5 RESPONSES)

Spouse or partner	01	
Parent.....	02	
Brother or sister	03	
Child	04	
Other (Specify)	80	O
Don't Know.....	98	
Refused	99	

QE25. In the past 12 months, did you ever argue about that person's gambling to the point where the argument became emotionally harmful?

Yes.....	01	
No	02	=> QE26
Don't Know.....	98	=> QE26
Refused	99	=> QE26

QE25A. Did any of these arguments become physical?

Yes.....	01	
No	02	
Don't Know.....	98	
Refused	99	

QE26. Have you ever sought help to stop gambling?

Yes.....	01	
No	02	=> QP1
Don't Know.....	98	=> QP1
Refused	99	=> QP1

QE26A. Who did you contact? (ASK OPEN ENDED, CODE INTO CATEGORIES)

Family member.....	01
Friend.....	02
Family doctor.....	03
Alcoholics or Narcotics Anonymous.....	04
Treatment program in Connecticut.....	05
Treatment program outside Connecticut.....	06
Veterans Administration.....	07
Employee assistance program (EAP).....	08
Psychologist or psychiatrist.....	09
Other counselor.....	10
Minister/priest/rabbi.....	11
Hospital in Connecticut.....	12
Hospital outside Connecticut.....	13
Other (Specify).....	80 O
Don't Know.....	98
Refused.....	99

QP1. Have you ever lost time from work because of gambling?

Yes.....	01
No.....	02
Don't Know.....	98
Refused.....	99

QP2. Has gambling ever made your home life unhappy?

Yes.....	01
No.....	02
Don't Know.....	98
Refused.....	99

QP3. Has gambling affected your reputation?

Yes.....	01
No.....	02
Don't Know.....	98
Refused.....	99

QP4. Have you ever felt remorse after gambling?

Yes.....	01
No.....	02
Don't Know.....	98
Refused.....	99

QP5. Have you ever gambled to pay debts or otherwise solve financial difficulties?

Yes.....	01
No.....	02
Don't Know.....	98
Refused.....	99

«QP5 »

QP6. Has gambling caused a decrease in your ambition or efficiency?	
Yes.....	01
No.....	02
Don't Know.....	98
Refused.....	99

QP7. After losing, have you felt you must return as soon as possible and win back your losses?	
Yes.....	01
No.....	02
Don't Know.....	98
Refused.....	99

QP8. After a win, have you had a strong urge to return and win more?	
Yes.....	01
No.....	02
Don't Know.....	98
Refused.....	99

QP9. Have you often gambled until your last dollar is gone?	
Yes.....	01
No.....	02
Don't Know.....	98
Refused.....	99

QP10. Have you ever borrowed to finance your gambling?	
Yes.....	01
No.....	02
Don't Know.....	98
Refused.....	99

QP11. Have you ever sold anything to finance gambling?	
Yes.....	01
No.....	02
Don't Know.....	98
Refused.....	99

QP12. Have you been reluctant to use gambling money for normal expenditures?	
Yes.....	01
No.....	02
Don't Know.....	98
Refused.....	99

«QP12 »

QP13. Has gambling made you careless of the welfare of you or your family?	
Yes.....	01
No.....	02
Don't Know.....	98
Refused.....	99

QP14. Have you ever gambled longer than you planned?	
Yes.....	01
No	02
Don't Know.....	98
Refused	99

QP15. Have you ever gambled to escape worry or trouble?	
Yes.....	01
No	02
Don't Know.....	98
Refused	99

QP16. Have you ever committed, or considered committing, an illegal act to finance gambling?	
Yes.....	01
No	02
Don't Know.....	98
Refused	99

QP17. Has gambling caused you to have difficulty sleeping?	
Yes.....	01
No	02
Don't Know.....	98
Refused	99

QP18. Have arguments, disappointments, or frustrations created an urge to gamble?	
Yes.....	01
No	02
Don't Know.....	98
Refused	99

QP19. Have you ever had an urge to celebrate any good fortune with a few hours of gambling?	
Yes.....	01
No	02
Don't Know.....	98
Refused	99

QP20. Have you ever considered self-destruction because of your gambling?	
Yes.....	01
No	02
Don't Know.....	98
Refused	99
«QP20 »	

F1. In the last 12 months, how often have you used cigarettes, chewing tobacco or snuff?
(READ CHOICES 1-6)

Daily (30+ times per month).....	01
Several times a week (6 - 29 times per month).....	02
Several times a month (3 - 5 times per month).....	03
Once a month or less (6 - 12 times per year).....	04
Only a few days all year (1 - 5 times per year).....	05
Not at all in the past 12 months (0 times).....	06
Don't Know.....	98
Refused.....	99

QF2. In the last 12 months, how often have you had an alcoholic beverage? (READ CHOICES 1-6) (NOTE: A drink is defined as a can or bottle of beer or malt liquor, a 4-oz glass of wine, a mixed drink or a one and one-half oz shot)

Daily (30+ times per month).....	01	
Several times a week (6 - 29 times per month).....	02	
Several times a month (3 - 5 times per month).....	03	
Once a month or less (6 - 12 times per year).....	04	
Only a few days all year (1 - 5 times per year).....	05	
Not at all in the past 12 months (0 times).....	06	=> QF5
Don't Know.....	98	=> QF5
Refused.....	99	=> QF5

QF3. On a typical day when you drink, how many drinks do you have? (ENTER NUMBER OF DRINKS 1-97)

Don't Know.....	98
Refused.....	99

QF4. In the last 12 months, how many times have you gotten into difficulties of any kind because of your drinking? (READ CHOICES 1-5)

=> QF5 si QF2>3

None	01
1	02
2-3	03
4-9	04
10 times or more.....	05
Don't Know.....	98
Refused.....	99

QF5. In the last 12 months, how often have you used marijuana or hashish? (READ CHOICES 1-6)

Daily (30+ times per month).....	01
Several times a week (6 - 29 times per month).....	02
Several times a month (3 - 5 times per month).....	03
Once a month or less (6 - 12 times per year).....	04
Only a few days all year (1 - 5 times per year).....	05
Not at all in the past 12 months (0 times).....	06
Don't Know.....	98
Refused.....	99

QF6. In the last 12 months, how often have you used cocaine or crack? (READ CHOICES 1-6)

Daily (30+ times per month).....	01
Several times a week (6 - 29 times per month).....	02
Several times a month (3 - 5 times per month).....	03
Once a month or less (6 - 12 times per year).....	04
Only a few days all year (1 - 5 times per year).....	05
Not at all in the past 12 months (0 times).....	06
Don't Know.....	98
Refused.....	99

QF7. In the last 12 months, how often have you used other drugs for non-medical reasons, including amphetamines or methamphetamines, barbiturates, tranquilizers, hallucinogens or narcotics? (READ CHOICES 1-6)

Daily (30+ times per month).....	01
Several times a week (6 - 29 times per month).....	02
Several times a month (3 - 5 times per month).....	03
Once a month or less (6 - 12 times per year).....	04
Only a few days all year (1 - 5 times per year).....	05
Not at all in the past 12 months (0 times).....	06
Don't Know.....	98
Refused.....	99

QF8. In the last 12 months, how many times have you gotten into difficulties of any kind because of your drug use? (READ CHOICES 1-5)

=> QF9

si QF5>3 AND QF6>3 AND QF7>3

None	01
1	02
2-3	03
4-9	04
10 times or more.....	05
Don't Know.....	98
Refused.....	99

QF9. Have you ever sought help to stop using alcohol or other drugs?

Yes.....	01	
No	02	=> QG1
Don't Know.....	98	=> QG1
Refused.....	99	=> QG1

QF9A. From whom or where did you seek help? (ASK OPEN ENDED, CODE INTO CATEGORIES) (ACCEPT UP TO 14 RESPONSES)

Family member.....	01	
Friend.....	02	
Family doctor.....	03	
Alcoholics or Narcotics Anonymous.....	04	
Treatment program in Connecticut.....	05	
Treatment program outside Connecticut.....	06	
Veterans Administration.....	07	
Employee assistance program (EAP).....	08	
Psychologist or psychiatrist.....	09	
Other counselor.....	10	
Minister/priest/rabbi.....	11	
Hospital in Connecticut.....	12	
Hospital outside Connecticut.....	13	
Other (Specify).....	80	O
Don't Know.....	98	X
Refused.....	99	X

QG1. How would you describe your general health over the past 12 months? Would you say it was excellent, good, fair or poor?

Excellent.....	01
Good.....	02
Fair.....	03
Poor.....	04
Don't Know.....	98
Refused.....	99

QG2. In the past 12 months, has someone close to you become seriously ill or disabled?

Yes.....	01
No.....	02
Don't Know.....	98
Refused.....	99

QG3. In the past 12 months, has someone close to you died?

Yes.....	01
No.....	02
Don't Know.....	98
Refused.....	99

QG4. In the past 12 months, has someone close to you gambled so much it troubled you?

Yes.....	01	
No.....	02	=> QG5
Don't Know.....	98	=> QG5
Refused.....	99	=> QG5

QG4A. What is their relationship to you? If you are thinking about more than one person, please say each one. (ASK OPEN ENDED, CODE INTO CATEGORIES) (ACCEPT UP TO 6 RESPONSES)

Spouse/partner/significant other	01
Parent.....	02
Brother or sister	03
Child (own, adopted, foster)	04
Other relative	05
Other non-related person	06
Don't Know	98
Refused	99

QG5. Has there ever been a period of at least one week when you were so happy or excited that you got into trouble, or your family or friends worried about it, or a doctor said you were manic?

Yes.....	01	
No	02	=> QG6
Don't Know.....	98	=> QG6
Refused	99	=> QG6

QG5A. Was this behavior ever the result of taking medication, drugs or alcohol?

Yes.....	01	
No	02	=> QG6
Don't Know.....	98	=> QG6
Refused	99	=> QG6

QG5B. Was this period of being happy, excited, high or manic always the results of taking medication, drugs or alcohol?

Yes.....	01
No	02
Don't Know.....	98
Refused	99

QG6. Has there ever been a period of at least one week when you were so irritable that you threw or broke things, started arguments, shouted at people or hit someone?

Yes.....	01	
No	02	=> QG7
Don't Know.....	98	=> QG7
Refused	99	=> QG7

QG6A. Was this behavior ever the result of taking medication, drugs or alcohol?

Yes.....	01	
No	02	=> QG7
Don't Know.....	98	=> QG7
Refused	99	=> QG7

6B. Was this period of being so irritable always the results of taking medication, drugs or alcohol?

Yes..... 01
No 02
Don't Know..... 98
Refused 99

QG7. Now I want to ask you about periods of feeling sad, empty or depressed. In your lifetime, have you ever had a period of 2 weeks or longer when nearly every day you felt sad, empty or depressed for most of the day?

Yes..... 01
No 02
Don't Know..... 98
Refused 99

QG8. In your lifetime, have you ever had a period of 2 weeks or longer when you lost interest in most things like work, hobbies, and other things you usually enjoyed?

Yes..... 01
No 02
Don't Know..... 98
Refused 99

QG9. In the past 12 months, have you gone to a clinic, doctor, counselor, or outpatient treatment for problems with your emotions, nerves, or mental health?

Yes..... 01
No 02
Don't Know..... 98
Refused 99

«QG9 »

QG10. Right now, how troubled or bothered are you by your emotions, nerves, or mental health? Would you say not at all, somewhat or very much?

Not at all 01
Somewhat 02
Very much 03
Don't Know..... 98
Refused 99

QH1. Have you ever filed for bankruptcy?

Yes..... 01
No 02 => QH2
Don't Know..... 98 => QH2
Refused 99 => QH2

QH1A. Was gambling a significant factor or cause of this bankruptcy?

Yes..... 01
No 02
Don't Know..... 98
Refused 99

QH2. Have you ever been arrested or detained by the police or a sheriff?
 Yes..... 01
 No 02 => QH3
 Don't Know..... 98 => QH3
 Refused..... 99 => QH3

QH2A. How many times have you been arrested? (ENTER NUMBER 1-97)
 \$E 1 97
 Don't Know..... 98
 Refused..... 99

QH3. Have you ever been incarcerated in prison or jail for any reason?
 Yes..... 01
 No 02 => IQK1
 Don't Know..... 98 => IQK1
 Refused..... 99 => IQK1

QH3A. Was gambling a significant factor in your incarceration?
 Yes..... 01
 No 02
 Don't Know..... 98
 Refused..... 99

IQK1. The following questions are for statistical purposes only and your answers will be confidential.
 Continue 01 D

QK1. Are you: (READ CHOICES 1-5)
 Single, never married..... 01
 Single, living with a partner..... 02
 Married 03
 Divorced 04
 Widowed..... 05
 Don't Know..... 98
 Refused 99

QK2. What is the highest level of education you have completed? (READ CHOICES 1-8)
 Grade school or less (0-8)..... 01
 Some high school (9-11)..... 02
 High school degree or GED..... 03
 Some college 04
 Associate degree or other degree (vocational, technical or trade school)05
 Bachelors degree..... 06
 Masters degree..... 07
 Postgraduate degree (PhD or JD) 08
 Don't Know..... 98
 Refused 99

QK3. Do you work full-time, part-time or do not work?

Work full-time	01	=> QK4
Work part-time	02	
Do not work	03	=> QK3B
Don't Know	98	=> QK4
Refused	99	=> QK4

QK3A. Have you previously retired from any fulltime jobs?

Yes	01	=> QK4
No	02	=> QK4
Don't Know	98	=> QK4
Refused	99	=> QK4

QK3B. Are you a student, homemaker/ househusband, completely retired, disabled, unemployed or something else?

Student	01	
Homemaker/househusband	02	
Completely retired	03	
Disabled	04	
Unemployed	05	
Something else (Specify)	06	O
Don't Know	98	
Refused	99	

QK4. In what year were you born? (ENTER 4 DIGIT YEAR)

\$E 1900 1987

Don't Know	9998
Refused	9999

QK5. How many months of the year do you live in Connecticut? (ENTER NUMBER OF MONTHS 1-12)

\$E 1 12

Don't Know	98
Refused	99

QK6. Are you one of the following: Hispanic or Latino origin?

Yes	01
No	02
Don't Know	98
Refused	99

QK7. Which of the following best describes your racial or ethnic group? Are you ... (READ CHOICES 1-5) (NOTE: Hispanic/Latino is not a race. Probe for race categories)

American Indian	01	
Asian or Pacific Islander	02	
Black or African American	03	
White or Caucasian	04	
Something else (Specify)	80	O
Don't Know	98	
Refused	99	

QK8. Have you ever been in the Armed Services?	
Yes.....	01
No	02
Don't Know.....	98
Refused.....	99

QK9.Can you describe your current religious preference? (ASK OPEN ENDED, CODE INTO CATEGORIES) (NOTE: PROTESTANT INCLUDES BAPTIST, LUTHERAN, METHODIST, EPISCOPALIAN, ETC.)

Protestant.....	01	
Catholic	02	
Jewish	03	
Muslim.....	04	
Christian	05	
Mormon, LDS.....	06	
Something else (Specify).....	80	O
None	97	
Don't Know.....	98	
Refused.....	99	

QK10. For classification purposes only, can you tell me approximately what your total household income was last year? (READ CHOICES 1-9)

Up to \$15,000	01
\$15,001 to \$25,000	02
\$25,001 to \$35,000	03
\$35,001 to \$50,000	04
\$50,001 to \$75,000	05
\$75,001 to \$100,000	06
\$100,001 to \$125,000	07
\$125,001 to \$150,000	08
Over \$150,000	09
Don't Know.....	98
Refused.....	99

QK11. In what town do you live?

RECORD TOWN.....	01	O
Don't Know.....	98	
Refused.....	99	

QK12. RECORD GENDER. DO NOT GUESS (IF NECESSARY: I am required to ask, are you male or female?)

Male.....	01
Female	02

Appendix B – Questionnaire (Spanish)

27:

INT1

INT1. Hola mi nombre es \$I y estoy llamando del Centro de Investigación de Encuestas de la Universidad de Connecticut. Le aseguro que no estamos vendiendo nada. Estamos realizando una encuesta para el Estado de Connecticut acerca de la opinión de la gente acerca de juegos y apuestas. Para que entreviste a la persona correcta, necesito hablar con el HOMBRE EN SU HOGAR QUE TENGA MAS DE 18 ANOS DE EDAD Y QUE HAYA CUMPLIDO AÑOS MÁS RECIENTEMENTE.(SI NO HAY HOMBRE EN EL HOGAR, PREGUNTE POR LA MUJER QUE TENGA MÁS DE 21 ANOS DE EDAD Y QUE HAYA CUMPLIDO AÑOS RECIENTEMENTE.)(IF RELUCTANT: Los resultados de esta encuesta son para un estudio muy importante y su participación en la encuesta hará que los resultados sean más exactos. Su número fue seleccionado aleatoriamente por una computadora. Todas sus respuestas se mantendrán estrictamente confidenciales y solamente se usarán para propósitos del reporte. Usted puede negarse a contestar cualquiera de las preguntas que lo hagan sentir incómodo(a).)

«INT1 »

29:

IQA1

IQA1. Me gustaría preguntarle acerca de su experiencia con varios tipos de juegos y de apuesta. Por este tipo de juegos me refiero a apostar en los resultados de una carrera, a comprar un boleto de lotería, apostar en un evento deportivo o en un casino, jugar en el mercado de valores o jugar un juego - incluidos los de beneficencia - en el que usted pueda ganar o perder dinero. Primero, me gustaría preguntarle acerca de algunas actividades populares.

Continue 01 D

«IQA1 »

30:

QAA1

QAA1. ¿Alguna vez ha jugado o apostado?

Si..... 01

No 02

No sabe 98

No contesto 99

=> QA1

=> QA1

=> QA1

«QAA1 »

31:

QAA1A

QAA1A. ¿Ha usted jugado o apostado en los últimos 12 (doce) meses?

Si..... 01

No 02

No sabe 98

No contesto 99

«QAA1A »

32:

QA1

QA1. ¿Ha usted jugado o apostado en un casino?(IF NECESSARY: Un casino es un gran salón de juegos con varios tipos de juegos, y se ubica por ejemplo, en un hotel, o en un salón de juegos dentro de un barco o en un barco crucero.)

Si.....	01	
No	02	=> QA2
No sabe	98	=> QA2
No contestó	99	=> QA2

«QA1 »

33:

QA1A

QA1A. Aproximadamente, ¿con qué frecuencia usted jugó o apostó en un casino en los últimos 12 (doce) meses? (READ CHOICES 1-6)

Diario (más de 30 veces por mes).....	01	
Varias veces a la semana (De 6 a 29 veces por mes).....	02	
Varias veces al mes (De 3 a 5 veces por mes)	03	
Una vez al mes o menos (De 6 a 12 veces por año)	04	
Solamente unos cuantos días al año (De 1 a 5 veces por año).....	05	
Nada durante los últimos 12 [doce] meses (0 veces).....	06	=> QA2
No sabe	98	=> QA2
No contestó	99	=> QA2

«QA1A »

34:

QA1B

QA1B. Cuando usted juega o apuesta en un casino, ¿qué juego usualmente juega? (ASK OPEN ENDED, CODE INTO CATEGORIES)

Juegos de cartas como blackjack [veintiuno] o póker [póquer]	01	
Otros juegos de mesa, como la ruleta o los dados	02	
Máquinas tragamonedas	03	
Otros juegos de videos, como póker [póquer] de video.....	04	
Juegos de Keno (lotería con números).....	05	
Apuestas de deportes	06	
Apuestas en carreras de caballos o carreras de perros	07	
Bingo	08	
Tarjetas de rasca y gana [Pull-tabs]	09	
Otro (Especifique)	80	O
No sabe	98	
No contestó	99	

35:

QA1C

QA1C. Cuando usted visita un casino, ¿qué ciudad o localidad geográfica visita usted con más frecuencia? (ASK OPEN ENDED, CODE INTO CATEGORIES)

Las Vegas, Laughlin o Reno, Nevada.....	01	
Atlantic City, New Jersey [Ciudad Atlantic, Nueva Jersey].....	02	
La costa del Golfo, Mississippi	03	
Algún lugar en Connecticut	04	
Otro (Especifique)	80	O
No sabe	98	
No contestó	99	

36:

QA1D

QA1D. Aproximadamente ¿cuánto gasto usted mensualmente cuando jugó o apostó en un casino en los últimos 12 (doce) meses? (IF NECESSARY: Su mejor estimación del monto gastado estará bien.)

RECORD DOLLAR AMOUNT PER MONTH.....	01	O
No sabe	98	
No contestó	99	

37:

QA2

QA2. ¿Ha usted alguna vez jugado o apostado en una máquina de juego fuera de un casino, tales como máquinas tragamonedas, o póker (póquer)de video o juegos de keno (lotería de números) en un bar, en tiendas pequeñas (convenience store), pista de carreras o en algún otro lugar?(NOTE: Esto incluye terminales de lotería de video y otros juegos en donde uno juega en contra de una máquina. Estos juegos no incluyen apuestas por Internet, tarjetas de rasca y gana (pull-tabs) o juegos donde las apuestas se realizan sobre el resultado de un juego con un conocido(a))

Sí.....	01	
No	02	=> QA3
No sabe	98	=> QA3
No contestó	99	=> QA3

38:

QA2A

QA2A. Aproximadamente ¿con qué frecuencia usted jugó o apostó en una máquina de juegos fuera de un casino durante los últimos 12 (doce) meses?

Diario (más de 30 veces por mes).....	01	
Varias veces a la semana (De 6 a 29 veces por mes).....	02	
Varias veces al mes (De 3 a 5 veces por mes)	03	
Una vez al mes o menos (De 6 a 12 veces por año)	04	
Solamente unos cuantos días al año (De 1 a 5 veces por año).....	05	
Nada durante los últimos 12 meses (0 veces)	06	=> QA3
No sabe	98	=> QA3
No contestó	99	=> QA3

39:

QA2B

QA2B. Cuando usted juega en una máquina de juegos fuera de un casino, ¿en dónde juega usualmente? (ASK OPEN ENDED, CODE INTO CATEGORIES)

Bar or taberna	01	
Pista de carreras (Racino)	02	
Carreras de perros/ Club canino (Kennel Club).....	03	
Tienda pequeña (Convenience store).....	04	
Restaurante o salón social.....	05	
Tienda de comestibles o lavandería automática.....	06	
Club privado	07	
Organización social o fraternidad	08	
Parada de camiones	09	
Sala de Bingo.....	10	
Sala de billar o salón de billar.....	11	
Otro (Especifique)	80	O
No sabe	98	
No contestó	99	

40:

QA2C

QA1D. Aproximadamente ¿cuánto gasto usted mensualmente cuando jugó o apostó en una máquina de juegos fuera de un casino en los últimos 12 (doce) meses? (IF NECESSARY: Su mejor estimación del monto gastado estará bien.)

RECORD DOLLAR AMOUNT PER MONTH.....	01	O
No sabe	98	
No contestó	99	

41:

QA3

QA3. ¿Ha usted alguna vez gastado dinero en juegos de lotería como Powerball (multi-estatal), Lotería Clásica (Classic Lotto), Lotería Instantánea (por ejemplo Cash 5 (Cash Cinco)), Números diarios (por ejemplo Play3 (Play Tres) Día/Noche, Play4 (Play Cuatro) Día/Noche), u otros juegos diarios o de boletos instantáneos tales como los rasca y gana (Scratchers)?

Sí.....	01	
No	02	=> QA4
No sabe	98	=> QA4
No contestó	99	=> QA4

«QA3 »

42:

QA3A

QA3A. Aproximadamente ¿con qué frecuencia usted jugó juegos de lotería durante los últimos 12 (doce) meses? (READ CHOICES 1-6)

Diario (más de 30 veces por mes).....	01	
Varias veces a la semana (De 6 a 29 veces por mes).....	02	
Varias veces al mes (De 3 a 5 veces por mes).....	03	
Una vez al mes o menos (De 6 a 12 veces por año)	04	
Solamente unos cuantos días al año (De 1 a 5 veces por año).....	05	
Nada durante los últimos 12 meses (0 veces)	06	=> QA4
No sabe	98	=> QA4
No contestó	99	=> QA4

«QA3A »

43:

QA3B

QA3B. Cuando usted juega lotería, ¿qué tipo de billetes de lotería usted compra normalmente? (ASK OPEN ENDED, CODE INTO CATEGORIES) (ACCEPT UP TO 6 RESPONSES)

Lotería Instantánea (Cash 5) (Cash Cinco).....	01	
Powerball.....	02	
Números diarios.....	03	
Lotería clásica (Classic Lotto).....	04	
Rasca y gana (Scratchers).....	05	
Otro (Especifique)	80	O
No sabe	98	X
No contestó.....	99	X

44:

QA3BA

QA3BA. DO NOT ASK: IF RESPONDENT BUYS SCRATCH GAMES (RASCA Y GANA), CODE 01. IF NOT, CODE 02.

Compra juegos de rasca y gana (Scratchers)	01
No compra juegos de rasca y gana (Scratchers)	02

«QA3BA »

45:

QA3E

QA3E. Aproximadamente ¿cuánto gasto usted mensualmente cuando jugó a la lotería en los últimos 12 (doce) meses? (IF NECESSARY: Su mejor estimación del monto gastado estará bien.)

RECORD DOLLAR AMOUNT PER MONTH.....	01	O
No sabe	98	
No contestó	99	

46:

QA3G

QA3G. ¿De cuánto es la denominación de los billetes de lotería instantánea que usted normalmente compra?(ASK OPEN ENDED) (ACCEPT UP TO 12 RESPONSES)

=> QA3H

si QA3BA=2

Un dólar	01	
Dos dólares	02	
Tres dólares	03	
Cinco dólares	04	
Siete dólares.....	05	
Diez dólares	06	
Veinte dólares	07	
Treinta dólares	08	
Cincuenta dólares	09	
Cien dólares	10	
Lo que cueste el juego nuevo (no especifica)	11	
Otro (Especifique)	80	O
No sabe	98	X
No contestó	99	X

47:

QA3H

QA3H. ¿Cuánto es el mínimo necesario del premio mayor de Lotería Clásica (Classic Lotto) que usted estaría dispuesto a jugar?(ASK OPEN ENDED, RECORD DOLLAR AMOUNT) (PROBE: Si No Sabe o No contestó, read ranges to the respondent and code accordingly)

RECORD AMOUNT	01	O
\$1 millón.....	02	
\$1-2 millones.....	03	
\$2-4 millones.....	04	
\$4 millones o más.....	05	
No sabe.....	98	
No contestó.....	99	

48:

QA3I

QA3I. ¿Cuánto es el mínimo necesario del premio mayor de Powerball que usted estaría dispuesto a jugar?(ASK OPEN ENDED, RECORD DOLLAR AMOUNT) (PROBE: Si No Sabe o No contestó, read ranges to the respondent and code accordingly)

RECORD AMOUNT	01	O
\$15 millones	02	
\$16-30 millones	03	
\$31-49 millones	04	
\$50-99 millones	05	
\$100-149 millones	06	
\$150 millones o más	07	
No sabe	98	
No contestó	99	

49:

QA4

QA4. ¿Ha usted alguna vez gastado dinero en juegos de números ilegales tales como Bolita, Policy u otro juego? (NOTE: Se refiere a cualquier tipo de juegos de lotería no autorizados)

Sí.....	01	
No	02	=> QA5
No sabe	98	=> QA5
No contestó.....	99	=> QA5

«QA4 »

50:

QA4A

QA4A. Aproximadamente ¿con qué frecuencia usted jugó o apostó en Bolita, Policy o en un juego de números ilegales durante los últimos 12 (doce) meses? (READ CHOICES 1-6)

Diario (más de 30 veces por mes).....	01	
Varias veces a la semana (De 6 a 29 veces por mes).....	02	
Varias veces al mes (De 3 a 5 veces por mes)	03	
Una vez al mes o menos (De 6 a 12 veces por año)	04	
Solamente unos cuantos días al año (De 1 a 5 veces por año)05.....	05	
Nada durante los últimos 12 meses (0 veces)	06	=> QA5
No sabe	98	=> QA5
No contestó.....	99	=> QA5

«QA4A »

51:**QA4C**

QA4C. Aproximadamente ¿cuánto gasto usted mensualmente cuando jugó o apostó en Bolita, Policy, o en algún juego de números ilegales durante últimos 12 (doce) meses?(IF NECESSARY Su mejor estimación del monto gastado estará bien.)

RECORD DOLLAR AMOUNT PER MONTH..... 01 O
 No sabe 98
 No contestó 99

52:**QA5**

QA5. ¿Ha usted alguna vez apostado en una carrera de caballos? (NOTE: Esto incluye apostar mediante un apostador (bookie))

Sí..... 01
 No 02 => QA5F
 No sabe 98 => QA5F
 No contestó 99 => QA5F

«QA5 »

53:**QA5A**

QA5A. Aproximadamente ¿con qué frecuencia usted jugó o apostó en carreras de caballos durante los últimos 12 (doce) meses? (READ CHOICES 1-6)

Diario (más de 30 veces por mes)..... 01
 Varias veces a la semana (De 6 a 29 veces por mes)..... 02
 Varias veces al mes (De 3 a 5 veces por mes) 03
 Una vez al mes o menos (De 6 a 12 veces por año) 04
 Solamente unos cuantos días al año (De 1 a 5 veces por año)05 05
 Nada durante los últimos 12 (doce) meses (0 veces)..... 06 => QA5F
 No sabe 98 => QA5F
 No contestó 99 => QA5F

«QA5A »

54:**QA5B**

QA5B. Cuando usted apuesta en carreras de caballos, ¿usted usualmente lo hace en...? (READ CHOICES 1-5)

Pista de carreras (Racino) 01
 Apuestas fuera de la pista de carreras (OTB - Off-Track-Betting) en instalaciones en Connecticut02

 Apuestas fuera de la pista de carreras (OTB - Off-Track-Betting) en instalaciones fuera de Connecticut 03

 Casino 04
 Algún otro lugar (Especifique) 80 O
 No sabe 98
 No contestó 99

55:**QA5D**

QA5D. Aproximadamente ¿cuánto gasto usted mensualmente cuando jugó o apostó en carreras de caballos durante los últimos 12 (doce) meses? (IF NECESSARY: Su mejor estimación del monto gastado estará bien.)

RECORD DOLLAR AMOUNT PER MONTH..... 01 O
 No sabe 98
 No contestó 99

«QA5D »

«O_QA5D »

56:

QA5F

QA5F. ¿Alguna vez ha usted apostado en carreras de perros galgos (greyhound)? (NOTE: Esto incluye apostar mediante un apostador (bookie))

Si.....	01	
No.....	02	=> QA6
No sabe.....	98	=> QA6
No contestó.....	99	=> QA6

«QA5F »

57:

QA5G

QA5G. Aproximadamente ¿con qué frecuencia usted jugó o apostó en carreras de perros (galgos) durante los últimos 12 (doce) meses? (READ CHOICES 1-6)

Diario (más de 30 veces por mes).....	01	
Varias veces a la semana (De 6 a 29 veces por mes).....	02	
Varias veces al mes (De 3 a 5 veces por mes).....	03	
Una vez al mes o menos (De 6 a 12 veces por año).....	04	
Solamente unos cuantos días al año (De 1 a 5 veces por año)05.....	05	
Nada durante los últimos 12 (doce) meses (0 veces).....	06	=> QA6
No sabe.....	98	=> QA6
No contestó.....	99	=> QA6

«QA5G »

58:

QA5H

QA5H. Cuando usted apuesta en carreras de perros galgos (greyhound), usted usualmente lo hace en... (READ CHOICES 1-5)

Pista de carreras (Racino).....	01	
Apuestas fuera de la pista de carreras (OTB - Off-Track-Betting) en instalaciones en Connecticut02		
.....		
Apuestas fuera de la pista de carreras (OTB - Off-Track-Betting) en instalaciones fuera de Connecticut	03	
.....		
Casino.....	04	
Algún otro lugar (Especifica).....	80	O
No sabe.....	98	
No contestó.....	99	

59:

QA5J

QA5J. ¿Cuánto gasto usted mensualmente cuando jugó o apostó en carreras de perros durante los últimos 12 (doce) meses? (IF NECESSARY: Si nos dice su mejor estimación sobre lo que gasto estará bien.)

RECORD DOLLAR AMOUNT PER MONTH.....	01	O
No sabe.....	98	
No contestó.....	99	

60:**QA6**

QA6. ¿Ha usted alguna vez jugado bingo por dinero?

Sí.....	01	
No.....	02	=> QA7
No sabe.....	98	=> QA7
No contestó.....	99	=> QA7

«QA6 »

61:**QA6A**

QA6A. Aproximadamente ¿con qué frecuencia usted jugó o apostó bingo durante los últimos 12 (doce) meses?

Diario (más de 30 veces por mes).....	01	
Varias veces a la semana (De 6 a 29 veces por mes).....	02	
Varias veces al mes (De 3 a 5 veces por mes).....	03	
Una vez al mes o menos (De 6 a 12 veces por año).....	04	
Solamente unos cuantos días al año (De 1 a 5 veces por año).....	05	
Nada durante los últimos 12 (doce) meses (0 veces).....	06	=> QA7
No sabe.....	98	=> QA7
No contestó.....	99	=> QA7

«QA6A »

62:**QA6B**

QA6B. ¿Qué porcentaje de los juegos de bingo que usted jugó durante los últimos 12 (doce) meses fueron dentro de un casino? (ENTER PERCENTAGE 0-100)

\$E 0 100

No sabe.....	998
No contestó.....	999

«QA6B »

63:**QA6C**

QA6C. Aproximadamente ¿cuánto gastó usted mensualmente cuando jugó bingo en los últimos 12 (doce) meses? (IF NECESSARY: Su mejor estimación del monto gastado estará bien.)

RECORD DOLLAR AMOUNT PER MONTH..... 01 O

No sabe.....	98
No contestó.....	99

64:**QA7**

QA7. ¿Ha usted jugado en un juego privado como cartas, dados o dominó en la casa de alguien o en un club u organización, o un juego de habilidades como golf, billar o boliche? (NOTE: Esto no incluye juegos privados en Internet si un tercer partido esta tomando una comisión o jugadores están jugando en contra de la casa.)

Sí.....	01	
No.....	02	=> QA8
No sabe.....	98	=> QA8
No contestó.....	99	=> QA8

«QA7 »

65:

QA7A

QA7A. Aproximadamente ¿con qué frecuencia usted jugó un juego privado en los últimos 12 (doce) meses? (READ CHOICES 1-6)

Diario (más de 30 veces por mes).....	01	
Varias veces a la semana (De 6 a 29 veces por mes).....	02	
Varias veces al mes (De 3 a 5 veces por mes).....	03	
Una vez al mes o menos (De 6 a 12 veces por año).....	04	
Solamente unos cuantos días al año (De 1 a 5 veces por año).....	05	
Nada durante los últimos 12 (doce) meses (0 veces).....	06	=> QA8
No sabe.....	98	=> QA8
No contestó.....	99	=> QA8

«QA7A »

66:

QA7C

QA7C. Aproximadamente ¿cuánto gasto usted mensualmente cuando jugó juegos privados en los últimos 12 (doce) meses? (IF NECESSARY: Su mejor estimación del monto gastado estará bien.)

RECORD DOLLAR AMOUNT PER MONTH.....	01	O
No sabe.....	98	
No contestó.....	99	

67:

QA8

QA8. ¿Ha usted alguna vez apostado en juegos de Jai-alai (hi-alie) en instalaciones de Jai-alai?

Sí.....	01	
No.....	02	=> QA9
No sabe.....	98	=> QA9
No contestó.....	99	=> QA9

«QA8 »

68:

QA8A

QA8A. Aproximadamente ¿con qué frecuencia usted jugó de Jai-alai en los últimos 12 (doce) meses? (READ CHOICES 1-6)

Diario (más de 30 veces por mes).....	01	
Varias veces a la semana (De 6 a 29 veces por mes).....	02	
Varias veces al mes (De 3 a 5 veces por mes).....	03	
Una vez al mes o menos (De 6 a 12 veces por año).....	04	
Solamente unos cuantos días al año (De 1 a 5 veces por año).....	05	
Nada durante los últimos 12 (doce) meses (0 veces).....	06	=> QA9
No sabe.....	98	=> QA9
No contestó.....	99	=> QA9

«QA8A »

69:

QA8C

QA8C. Aproximadamente ¿cuánto gasto usted mensualmente cuando apostó en el Jai-alai en los últimos 12 (doce) meses? (IF NECESSARY: Su mejor estimación del monto gastado estará bien.)

RECORD DOLLAR AMOUNT PER MONTH.....	01	O
No sabe.....	98	
No contestó.....	99	

«QA8C »

70:**QA9**

QA9. ¿Ha usted alguna vez jugado en quinielas deportivas (sports betting pools) en la oficina o con amigos, familiares en eventos tales como la NFL (ene-efe-ele), Super Bowl (Super Tazón), NHL Stanley Cup Playoffs, NCAA (Ene-ce-a-a) Torneo de Básquetbol, etc.? (NOTE: Esto no incluye juegos privados en Internet si un tercer partido esta tomando una comisión o jugadores están jugando en contra de la casa.)

Sí.....	01	
No	02	=> QA9E
No sabe	98	=> QA9E
No contestó	99	=> QA9E

«QA9 »

71:**QA9A**

QA9A. Aproximadamente con ¿con qué frecuencia usted jugó o apostó en quinielas deportivas (sports betting pools) en los últimos 12 (doce) meses? (READ CHOICES 1-6)

Diario (más de 30 veces por mes).....	01	
Varias veces a la semana (De 6 a 29 veces por mes).....	02	
Varias veces al mes (De 3 a 5 veces por mes).....	03	
Una vez al mes o menos (De 6 a 12 veces por año)	04	
Solamente unos cuantos días al año (De 1 a 5 veces por año).....	05	
Nada durante los últimos 12 (doce) meses (0 veces).....	06	=> QA9E
No sabe	98	=> QA9E
No contestó	99	=> QA9E

«QA9A »

72:**QA9C**

QA9C. Aproximadamente ¿cuánto gasto usted mensualmente cuando apostó en quinielas deportivas (sports betting pools) en los últimos 12 (doce) meses? (IF NECESSARY: Su mejor estimación del monto gastado estará bien.)

RECORD DOLLAR AMOUNT PER MONTH.....	01	O
No sabe	98	
No contestó	99	

73:**QA9E**

QA9E. ¿Ha usted alguna vez apostado en el resultado de deportes u otros eventos con amigos, compañeros de trabajo, apostadores o alguna otra persona? (NOTE: Esto no incluye apostar en caballos, perros o jai-alai)

Sí.....	01	
No	02	=> QA10
No sabe	98	=> QA10
No contestó	99	=> QA10

«QA9E »

74:

QA9F

QA9F. Aproximadamente ¿con qué frecuencia usted apostó en deportes u otros eventos en los últimos 12 (doce) meses? (READ CHOICES 1-6)

Diario (más de 30 veces por mes).....	01	
Varias veces a la semana (De 6 a 29 veces por mes).....	02	
Varias veces al mes (De 3 a 5 veces por mes).....	03	
Una vez al mes o menos (De 6 a 12 veces por año).....	04	
Solamente unos cuantos días al año (De 1 a 5 veces por año).....	05	
Nada durante los 12 meses pasados (0 veces).....	06	=> QA10
No sabe.....	98	=> QA10
No contestó.....	99	=> QA10

«QA9F »

75:

QA9H

QA9H. Aproximadamente ¿cuánto gasto usted mensualmente cuando apostó en deportes u otros eventos en los últimos 12 (doce) meses? (IF NECESSARY: Su mejor estimación del monto gastado estará bien.)

RECORD DOLLAR AMOUNT PER MONTH.....	01	O
No sabe.....	98	
No contestó.....	99	

76:

QA10

QA10. ¿Tiene usted acceso a una computadora personal con acceso a Internet?

Sí.....	01	
No.....	02	
No sabe.....	98	
No contestó.....	99	

«QA10 »

77:

QA10A

QA10A. ¿Ha usted alguna vez usado Internet para conversar con otras personas cuando apostaba, o para encontrar información acerca de actividades de apuestas?

Uso Internet para conversar con otras personas usando el Chat.....	01	
Uso Internet para obtener información acerca de apuestas.....	02	
No, no ha usado el Internet para esto.....	03	
Nunca uso Internet (vol.).....	04	=> QA11
Nunca escucho de Internet (vol.).....	05	=> QA11
Ambas.....	97	
No sabe.....	98	=> QA11
No contestó.....	99	=> QA11

«QA10A »

78:

QA10B

QA10B. ¿Sabe usted de páginas de Internet en donde puede apostar?

Sí.....	01	
No.....	02	=> QA11
No sabe.....	98	=> QA11
No contestó.....	99	=> QA11

«QA10B »

79:

QA10C

QA10C. ¿Ha alguna vez usted apostado en Internet o en World Wide Web?(NOTE: Esto incluye billetes de lotería comprados en Internet. Esto no incluye juegos jugados entre personas a menos de que el negocio que patrocina el juego tome una comisión.)

Sí.....	01	
No	02	=> QA11
No sabe	98	=> QA11
No contestó.....	99	=> QA11

«QA10C »

80:

QA10D

QA10D. ¿Qué tipo de actividades de apuestas le gustaría jugar en Internet? (ASK OPEN ENDED) (ACCEPT UP TO 6 RESPONSES)

Apuestas de deportes (carreras de caballos, fútbol, etc.)	01	
Lotería	02	
Juegos de Póker (Póquer) con otras personas en Internet.....	03	
Póker (Póquer)de Video	04	
Blackjack (Veintiuno) de Video	05	
Otro (Especifique)	80	O
No sabe	98	X
No contestó.....	99	X

81:

QA10E

QA10E. Aproximadamente ¿con qué frecuencia usted ha apostado en Internet en los últimos 12 (doce) meses? (READ CHOICES 1-6)

Diario (más de 30 veces por mes).....	01	
Varias veces a la semana (De 6 a 29 veces por mes).....	02	
Varias veces al mes (De 3 a 5 veces por mes).....	03	
Una vez al mes o menos (De 6 a 12 veces por año)	04	
Solamente unos cuantos días al año (De 1 a 5 veces por año).....	05	
Nada durante los últimos 12 (doce) meses (0 veces).....	06	=> QA11
No sabe	98	=> QA11
No contestó.....	99	=> QA11

82:

QA10G

QA10G. Aproximadamente ¿cuánto gasto usted mensualmente cuando apostó en Internet en los últimos 12 (doce) meses? (IF NECESSARY: Su mejor estimación del monto gastado estará bien.)

RECORD DOLLAR AMOUNT PER MONTH.....	01	O
No sabe	98	
No contestó.....	99	

83:

QA11

QA11. ¿Ha usted alguna vez apostado en otro tipo de juego que yo no le haya mencionando? Por ejemplo, rifas, concursos, rasca y gana (Scratchers) o apuestas en peleas de perros o gallos.

Sí (Especifique)	01	O
No	02	=> CHCKA
No sabe	98	=> CHCKA
No contestó.....	99	=> CHCKA

84:**QA11A**

QA11A. Aproximadamente ¿con qué frecuencia usted jugó o apostó en cualquier otro tipo de juego que yo no le haya mencionado, en los últimos 12 (doce) meses? (READ CHOICES 1-6)

Diario (más de 30 veces por mes).....	01	
Varias veces a la semana (De 6 a 29 veces por mes).....	02	
Varias veces al mes (De 3 a 5 veces por mes).....	03	
Una vez al mes o menos (De 6 a 12 veces por año).....	04	
Solamente unos cuantos días al año (De 1 a 5 veces por año).....	05	
Nada durante los últimos 12 (doce) meses (0 veces).....	06	=> CHCKA
No sabe.....	98	=> CHCKA
No contestó.....	99	=> CHCKA

«QA11A »

85:**QA11C**

QA11C. Aproximadamente ¿cuánto gasto usted mensualmente cuando jugó o apostó en otras actividades de apuesta en los últimos 12 (doce) meses? (IF NECESSARY: Su mejor estimación del monto gastado estará bien.)

RECORD DOLLAR AMOUNT PER MONTH.....	01	O
No sabe.....	98	
No contestó.....	99	

87:**QA12**

QA12. Ahora, me gustaría que pensara acerca de cuantos días ha usted alguna vez apostado. ¿Apostó durante más de 5 (cinco) días en su vida?

Sí.....	01	=> CHCKC
No.....	02	=> CHCKB
No sabe.....	98	=> CHCKB
No contestó.....	99	=> CHCKB

«QA12 »

88:**CHCKB**

CHCKB. Checkpoint B

=> IQJ1

sinon => CHCKC

si (QA1>1 AND QA2>1 AND QA3>1 AND QA4>1 AND QA5>1 AND QA5F>1 AND
QA6>1 AND QA7>1 AND QA8>1 AND QA9>1 AND QA9E>1 AND
QA10C>1 AND QA11>1) OR QA12>1

«CHCKB »

89:**IQJ1**

IQJ1. Usted me ha indicado que nunca O RARAMENTE ha apostado. Ahora, me gustaría preguntarle acerca de algunas posibles razones por las que usted nunca ha apostado. Por favor dígame si alguna de las siguientes razones es muy importante, algo importante, o nada importante para usted como una razón para no apostar.

Continue..... 01 D

«IQJ1 »

90: **QJ1**

permutation -> QJ3

QJ1. Es inconveniente o vive muy lejos

Muy importante 05

Algo importante 03

Nada importante 01

No sabe 98

No contestó 99

«QJ1 »

91: **QJ2**

QJ2. Preocupaciones morales o éticas

Muy importante 05

Algo importante 03

Nada importante 01

No sabe 98

No contestó 99

«QJ2 »

92: **QJ3**

QJ3. La posibilidad de perder dinero

Muy importante 05

Algo importante 03

Nada importante 01

No sabe 98

No contestó 99

«QJ3 »

93: **CHCKC**

CHCKC. Checkpoint C

=> QC1AA

sinon => QA12A

si QA12=2 OR QA12=98 OR QA12=99

«CHCKC »

94: **QA12A**

QA12A. En general, considerando todas las actividades de apuesta en las que participa, ¿qué porcentaje de sus apuestas ocurre en el Estado de Connecticut?

\$E 0 100

No sabe 998

No contestó 999

«QA12A »

95:

QB1

QB1. Pensando acerca del tipo de actividades que hemos discutido, ¿cuál es su actividad favorita para apostar? (ASK OPEN ENDED, CODE INTO CATEGORIES)

Juegos de cartas en un casino	01
Juegos de mesa en un casino	02
Máquinas tragamonedas en un casino	03
Póker (póquer) de video en un casino.....	04
Máquinas de juego fuera de un casino	05
Juego de lotería.....	06
Juego de números ilegales	07
Carrera de caballos	08
Carrera de Perros	09
Jai-alai	10
Bingo	11
Juego Privado	12
Apuestas de deportes	13
Juegos de cartas en Internet	14
Máquinas tragamonedas en Internet	15
Algún otro tipo de apuestas en Internet	16
Venta de bonos y acciones.....	17
Otro (Especifique)	80 O
No sabe	98
No contestó	99

«QB1 »

«O_QB1 »

96:

QB2

QB2. Cuando usted participe en su tipo favorito de apuesta, ¿con quién apostó usualmente? (READ CHOICES 1-6)

Solo(a)	01
Esposo(a) o pareja	02
Otro(s) miembro(s) de la familia	03
Amigos(as), compañeros (as) de trabajo, vecinos(as), miembro(s) del club	04
Algún otro individuo o grupo	05
Quien sea que este alrededor	06
No sabe	98
No contestó	99

«QB2 »

97:

QB3

QB3. Cuando participa en su tipo favorito de apuesta, ¿me puede decir que distancia usualmente viaja, en caso de que haya alguna distancia? (ASK OPEN ENDED, CODE INTO CATEGORIES) (READ LIST IF NECESSARY)

No viaja	01
5 millas o menos	02
De 6 a 25 millas	03
De 26 a 50 millas	04
De 51 a 75 millas	05
De 76 a 100 millas	06
De 101 a 125 millas	07
De 126 a 150 millas	08
De 151 a 175 millas	09
De 176 a 200 millas	10
De 201 a 225 millas	11
De 226 a 250 millas	12
Más de 250 millas	13
No sabe	98
No contestó	99

«QB3 »

98:

QB4

QB4. Cuando usted participa en su tipo favorito de apuesta, ¿cuánto juega usted usualmente? (READ CHOICES 1-7)

Menos de una hora	01
De 1 a 2 horas	02
De 3 a 5 horas	03
De 6 a 12 horas	04
De 13 a 18 horas	05
De 19 a 24 horas	06
Más de 24 horas	07
No sabe	98
No contestó	99

«QB4 »

99:

IQB5

IQB5. Ahora, me gustaría preguntarle acerca de las razones que usted puede tener para apostar. Por favor dígame si alguna de las siguientes razones es muy importante, algo importante, o nada importante para usted como una razón para apostar.

Continúe 01 D

«IQB5 »

100:

QB5

permutation -> QB12

QB5. Estar alrededor de otra gente

Muy importante	05
Algo importante	03
Nada importante	01
No sabe	98
No contestó	99

«QB5 »

101: **QB6**

QB6. Porque es conveniente y fácil de hacer	
Muy importante	05
Algo importante	03
Nada importante	01
No sabe	98
No contestó	99
«QB6 »	

102: **QB7**

QB7. Para ganar dinero	
Muy importante	05
Algo importante	03
Nada importante	01
No sabe	98
No contestó	99
«QB7 »	

103: **QB8**

QB8. Por entretenimiento o diversión	
Muy importante	05
Algo importante	03
Nada importante	01
No sabe	98
No contestó	99
«QB8 »	

104: **QB9**

QB9. Para apoyar buenas causas	
Muy importante	05
Algo importante	03
Nada importante	01
No sabe	98
No contestó	99
«QB9 »	

105: **QB10**

QB10. Porque es emocionante y representa un reto	
Muy importante	05
Algo importante	03
Nada importante	01
No sabe	98
No contestó	99
«QB10 »	

106:**QB11**

QB11. Porque es un entretenimiento barato	
Muy importante	05
Algo importante	03
Nada importante	01
No sabe	98
No contestó	99
«QB11 »	

107:**QB12**

QB12. Para distraerse de los problemas diarios	
Muy importante	05
Algo importante	03
Nada importante	01
No sabe	98
No contestó	99
«QB12 »	

108:**QB13**

QB13. ¿Qué edad tenía la primera vez que usted jugó o apostó? (ENTER AGE 0-97)	
\$E 0 97	
No sabe	98
No contestó	99
«QB13 »	

109:**QB14**

QB14. ¿Hubo alguna vez que el monto de lo que jugó o apostó lo(a) puso nervioso(a)?	
Sí	01
No	02 => QB16
No sabe	98 => QB16
No contestó	99 => QB16
«QB14 »	

110:**QB15**

QB15. ¿Qué edad tenía LA PRIMERA VEZ que eso paso? (ENTER AGE 0-97)	
\$E 0 97	
No sabe	98
No contestó	99
«QB15 »	

111:**QB16**

QB16. Comparado con otras actividades de recreación o actividades sociales, ¿qué tan importante es apostar para usted? Usted diría que es... (READ CHOICES 1-3)	
Muy importante	05
Algo importante	03
Nada importante	01
No sabe	98
No contestó	99
«QB16 »	

112:**QB17**

QB17. En general, aproximadamente ¿cuánto gasta en apuestas en promedio mensualmente? (IF HESITANT: Solamente me interesa saber un monto aproximado.) (READ LIST IF NECESSARY)

Menos de \$1	01
De \$1 a \$10.....	02
De \$11 a \$49.....	03
De \$50 a \$99.....	04
De \$100 a \$199.....	05
De \$200 a \$299.....	06
De \$300 a \$499.....	07
De \$500 a \$999.....	08
De \$1000 a \$1499.....	09
De \$1500 a \$1999.....	10
De \$2000 a \$2499.....	11
De \$2500 a \$2999.....	12
De \$3000 a \$3499.....	13
De \$3500 a \$3999.....	14
De \$4000 a \$4499.....	15
De \$4500 a \$4999.....	16
Más de \$5000	17
No sabe	98
No contestó.....	99

«QB17 »

113:**QB18**

QB18. ¿Cuál es el monto más grande de dinero que usted ha perdido en apuestas en un día? (READ HIGHEST NUMBER IN EACH CATEGORY IF NECESSARY)

Menos de un \$1	01
De \$1 a \$10.....	02
De \$11 a \$99.....	03
De \$100 a \$999.....	04
De \$1,000 a \$9,999.....	05
\$10,000 o más.....	06
No sabe	98
No contestó.....	99

«QB18 »

114:**QB19**

QB19. En todos sus años de apuestas, ¿cuál es el monto más grande que ha perdido en un año? (READ HIGHEST NUMBER IN EACH CATEGORY IF NECESSARY)

Nunca perdió dinero	00
Menos de un \$1	01
De \$1 a \$10.....	02
De \$11 a \$99.....	03
De \$100 a \$999.....	04
De \$1,000 a \$9,999.....	05
De \$10,000 a \$99,999.....	06
De \$100,000 a \$499,000.....	07
Más de \$500,000	08
No sabe.....	98
No contestó.....	99

«QB19 »

115:**QB20**

QB20. Con lo que mejor recuerde, por favor indique ¿cuál de los siguientes tipos de casinos visitó usted durante los últimos doce meses? (READ CHOICES 1-7) (ACCEPT UP TO 8 RESPONSES) (NOTE: Foxwoods and Mohegan are land-based resort hotels, CODE 02)

Casinos que no son parte de un hotel o centro turístico.....	01
Casinos que son parte de un hotel o centro turístico.....	02
Barco crucero de día.....	03
Barco crucero de noche	04
Barco casino	05
Pista de carreras con máquinas de juego o cuartos de cartas (Racino) .	06
Casino en Internet.....	07
Otro (Especifique)	80 O
Nunca ha visitado un casino	97 X
No sabe.....	98 X
No contestó.....	99 X

116:**QC1AA**

QC1AA. En una escala del 1 (uno) al 10 (diez), donde 1 significa Totalmente Desaprueba, 10 significa Totalmente Aprueba, ¿cuál es en general su grado de aprobación para la industria de las apuestas en Connecticut? (ENTER NUMBER 1-10) (PROBE: En una escala del 1 (uno) al 10 (diez), donde 1 significa Totalmente Desaprueba, 10 significa Totalmente Aprueba, ¿cuál es en general su grado de aprobación para las siguientes actividades en Connecticut?)

SE 1 10	
No sabe.....	98
No contestó.....	99

«QC1AA »

117:**IQC1**

IQC1. En una escala del 1 (uno) al 10 (diez), donde 1 significa Totalmente Desaprueba, 10 significa Totalmente Aprueba, ¿cuál es en general su grado de aprobación para las siguientes actividades en Connecticut?

Continue	01 D
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«IQC1 »

118:

QC1A

permutation -> QC1G

QC1A. En general, jugar o apostar como una actividad de entretenimiento socialmente aceptada (ENTER NUMBER 1-10) (PROBE: En una del 1 (uno) al 10 (diez), donde 1 significa Totalmente Desaprueba, 10 significa Aprueba, ¿cuál es en general su grado de aprobación para las siguientes actividades en Connecticut?)

\$E 1 10

No sabe 98

No contestó 99

«QC1A »

119:

QC1C

QC1C. Juegos de lotería en Connecticut (ENTER NUMBER 1-10) (PROBE: En una escala del 1 (uno) al 10 (diez), donde 1 significa Totalmente Desaprueba, 10 significa Aprueba, ¿cuál es en general su grado de aprobación para las siguientes actividades en Connecticut?)

\$E 1 10

No sabe 98

No contestó 99

«QC1C »

120:

QC1D

QC1D. Casinos legalizados (ENTER NUMBER 1-10) (PROBE En una del 1 (uno) al 10 (diez), donde 1 significa Totalmente Desaprueba, 10 significa Aprueba, ¿cuál es en general su grado de aprobación para las siguientes actividades en Connecticut?)

\$E 1 10

No sabe 98

No contestó 99

«QC1D »

121:

QC1E

QC1E. Jai-alai legal (ENTER NUMBER 1-10) (PROBE: En una escala del 1 (uno) al 10 (diez), donde 1 significa Totalmente Desaprueba, 10 significa Aprueba, ¿cuál es en general su grado de aprobación para las siguientes actividades en Connecticut?)

\$E 1 10

No sabe 98

No contestó 99

«QC1E »

122:

QC1F

QC1F. Carreras legales de perros galgos (greyhound) (ENTER NUMBER 1-10) (PROBE: En una escala del 1 (uno) al 10 (diez), donde 1 significa Totalmente Desaprueba, 10 significa Aprueba, ¿cuál es en general su grado de aprobación para las siguientes actividades en Connecticut?)

\$E 1 10

No sabe 98

No contestó 99

«QC1F »

123:

QC1G

QC1G. Apuestas fuera de las pistas de carreras (OTB- Off-Track Betting) (ENTER NUMBER 1-10) (PROBE: En una escala del 1 (uno) al 10 (diez), donde 1 significa Totalmente Desaprueba, 10 significa Aprueba, ¿cuál es en general su grado de aprobación para las siguientes actividades en Connecticut?)

\$E 1 10

No sabe 98

No contestó 99

«QC1G »

124:

IQC2

IQC2. Ahora, me gustaría preguntarle acerca del número de lugares en Connecticut donde usted puede apostar legalmente, lo que incluye Casinos, Jai-alai, carreras de perros galgos, y apuestas fuera de las pistas de carrera (OTB - Off-Track Betting). En general, para cada uno de los siguientes, ¿piensa usted que hay muchos, muy pocos o justo la cantidad correcta de lugares donde usted puede apostar en Connecticut?

Continue 01 D

«IQC2 »

125:

QC2A

permutation -> QC2H

QC2A. En general lugares para juego y apuestas. (PROBE: En general, ¿piensa que hay muchos lugares en Connecticut, muy pocos, o justo la cantidad correcta de lugares?)

Muchos 01

Muy pocos 02

Justo la cantidad correcta 03

No sabe 98

No contestó 99

«QC2A »

126:

QC2B

QC2B. Lugares para juego y apuestas como entretenimiento. (PROBE: En general, ¿piensa que hay muchos lugares en Connecticut, muy pocos, o justo la cantidad correcta de lugares?)

Muchos 01

Muy pocos 02

Justo la cantidad correcta 03

No sabe 98

No contestó 99

«QC2B »

127:

QC2C

QC2C. Juegos de lotería en Connecticut. (PROBE: En general, ¿piensa que hay muchos lugares en Connecticut, muy pocos, o justo la cantidad correcta de lugares?)

Muchos 01

Muy pocos 02

Justo la cantidad correcta 03

No sabe 98

No contestó 99

«QC2C »

128:**QC2D**

QC2D. Casinos legales. (PROBE: En general, ¿piensa que hay muchos lugares en Connecticut, muy pocos, o justo la cantidad correcta de lugares?)

Muchos 01
Muy pocos 02
Justo la cantidad correcta 03
No sabe 98
No contestó 99

«QC2D »

129:**QC2E**

QC2E. Jai-alai legal. (PROBE: En general, ¿piensa que hay muchos lugares en Connecticut, muy pocos, o justo la cantidad correcta de lugares?)

Muchos 01
Muy pocos 02
Justo la cantidad correcta 03
No sabe 98
No contestó 99

«QC2E »

130:**QC2F**

QC2F. Carreras de perros galgos (greyhound) legales. (PROBE: En general, ¿piensa que hay muchos lugares en Connecticut, muy pocos, o justo la cantidad correcta de lugares?)

Muchos 01
Muy pocos 02
Justo la cantidad correcta 03
No sabe 98
No contestó 99

«QC2F »

131:**QC2G**

QC2G. Apuestas fuera de las pistas de carreras legales (OTB-Off-Track Betting). (PROBE: En general, ¿piensa que hay muchos lugares en Connecticut, muy pocos, o justo la cantidad correcta de lugares?)

Muchos 01
Muy pocos 02
Justo la cantidad correcta 03
No sabe 98
No contestó 99

«QC2G »

132:

QC2H

QC2H. Lugares en donde pueda comprar billetes de loterías. (PROBE: En general, ¿piensa que hay muchos lugares en Connecticut, muy pocos, o justo la cantidad correcta de lugares?)

Muchos	01
Muy pocos	02
Justo la cantidad correcta.....	03
No sabe	98
No contestó.....	99

«QC2H »

133:

QC2I

QC2I. En una escala del 1 (uno) al 10 (diez) donde 1 es Totalmente Desaprueba y 10 es Totalmente Aprueba, ¿cuánto aprueba la legalización de deportes de apuestas en Connecticut?

\$E 1 10

No sabe	98
No contestó.....	99

«QC2I »

134:

IQC3

IQC3. Ahora, me gustaría preguntarle acerca de cualquier anuncio acerca de actividades de juegos de azar, tales como lotería, anuncios de premio mayor (jackpot), carreras de perros galgos, apuestas fuera de las pistas de carreras (OTB- Off-Track Betting), jai-alai, y casinos en Connecticut que usted haya visto recientemente.

Continue 01 D

«IQC3 »

135:

QC3

QC3. ¿Qué tanta influencia usted diría que tienen los anuncios en su selección de qué juego va a jugar o a qué juego va a asistir? Usted diría que fueron... (READ CHOICES 1-4)

Muy influenciables	05	
Algo influenciables.....	04	
No muy influenciables.....	02	=> QC4
Nada influenciables	01	=> QC4
No vio ningún anuncio (vol.).....	97	=> QC4
No sabe	98	=> QC4
No contestó.....	99	=> QC4

«QC3 »

136:

QC3A

QC3A. ¿Qué juegos usted jugó o qué instalaciones usted visitó que estuvieron basadas en los anuncios que usted vio aproximadamente en el ultimo mes? (ASK OPEN ENDED, CODE INTO CATEGORIES) (ACCEPT UP TO 11 RESPONSES) (PROBE FOR SPECIFIC LOTTO GAME)

Powerball.....	01	
Lotería Instantanea (Cash 5) (Cash Cinco).....	02	
Números diarios.....	03	
Lotería Clásica(Classic Lotto).....	04	
Rasca y gana (Scratchers).....	05	
Casino Foxwoods.....	06	
Casino Mohegan Sun.....	07	
Jai-alai.....	08	
Carreras de perros galgos (greyhound).....	09	
Apuestas fuera de las pistas de carreras (OTB- Off-Track Betting).....	10	
Otro (Especifique).....	80	O
No sabe.....	98	X
No contestó.....	99	X

137:

QC4

QC4. ¿Cree usted que hay un problema en la manera en la que cualquier forma de juegos o apuestas son anunciados en Connecticut?

Sí.....	01	
No.....	02	=> QC6
No sabe.....	98	=> QC6
No contestó.....	99	=> QC6

«QC4 »

138:

QC5

QC5. ¿Qué formas de juegos o apuestas piensa usted que son anunciadas inapropiadamente? (ASK OPEN ENDED, CODE INTO CATEGORIES) (ACCEPT UP TO 11 RESPONSES) (PROBE FOR SPECIFIC LOTTO GAME)

Powerball.....	01	
Lotería Instantanea (Cash 5) (Cash Cinco).....	02	
Números diarios.....	03	
Lotería clásica (Classic Lotto).....	04	
Rasca y gana (Scratcher).....	05	
Casino Foxwoods.....	06	
Casino Mohegan Sun.....	07	
Jai-alai.....	08	
Carreras de perros galgos.....	09	
Apuestas fuera de las pistas de carreras (OTB-Off-Track Betting).....	10	
Otro (Especifique).....	80	O
Todos los anteriores.....	97	X
No sabe.....	98	X
No contestó.....	99	X

139:

QC6

QC6. ¿Qué actividades de juego o lugares, si alguno, piensa usted que contribuyen a incrementar la incidencia de apuestas crónicas en Connecticut? (ASK OPEN ENDED, CODE INTO CATEGORIES) (ACCEPT UP TO 11 RESPONSES) (PROBE FOR SPECIFIC LOTTO GAME)

Powerball.....	01	
Lotería Instantanea (Cash 5) (Cash Cinco).....	02	
Números diarios.....	03	
Lotería clásica (Classic Lotto).....	04	
Rasca y gana (Scratchers).....	05	
Casino Foxwoods.....	06	
Casino Mohegan Sun.....	07	
Jai-alai.....	08	
Carreras de perros galgos.....	09	
Apuestas fuera de las pistas de carreras (OTB-Off-Track Betting).....	10	
Otro (Especifique).....	80	O
Todos los anteriores.....	97	X
No sabe.....	98	X
No contestó.....	99	X

140:

QC7

QC7. ¿Con cuál de las siguientes frases usted esta más de acuerdo? (READ CHOICES 1-3)

La edad para jugar la Lotería, Jai-alai, Carreras de perros galgos, y apuestas fuera de las pistas de carrera (OTB- Off-Track Betting) debería incrementarse a 21 (veintiún) años, lo mismo para los casinos 01

La edad para jugar en casinos de Connecticut debería bajar a 18 (dieciocho) años, lo mismo para la Lotería, Jai-alai, y Apuestas fuera de las pistas de carrera (OTB- Off-Track Betting).... 02

Las cosas están bien de la manera en que están. Lotería, Jai-alai, Carreras de perros galgos, y apuestas fuera de las pistas de carrera (OTB- Off-Track Betting) deberían permanecer en 18 (dieciocho) años de edad, y los casinos de Connecticut deberían permanecer en los 21 (veintiún) años 03

No sabe 98

No contestó..... 99

«QC7 »

141:

QC8

QC8. ¿Ha usted alguna vez apostado en juegos, tales como números de lotería, máquinas tragamonedas, apuestas en un juego de mesa, en el Super Bowl (Super Tazón) u otro tipo de apuestas, en lugar de gente que tenga menos de 18 (dieciocho) años de edad, tales como hermanos, hermanas, hijos, hijas, primos(as), nietos(as), sobrinos(as), o amigos(as)?

Sí..... 01

No 02

No sabe 98

No contestó..... 99

«QC8 »

142:**QC9**

QC9. En una escala del 1 (uno) al 5 (cinco), donde 5 significa Muy serio y 1 significa Nada Serio, ¿cuán serio, si es que lo es, siente usted que es el problema de que menores de edad o adolescente apuesten en Connecticut?

\$E 1 5

No sabe 98

No contestó 99

«QC9 »

143:**IQD1**

IQD1. Ahora, me gustaría hacerle algunas preguntas acerca de cómo se siente acerca de apostar. No hay respuestas correctas o incorrectas. Queremos saber ¿cuáles han sido sus experiencias? Recuerde que toda la información que nos comparta será confidencial. Nos damos cuentas que estas preguntas no aplican a todos, pero sus respuestas son muy importantes.

=> CHCKD

si QA12==2 OR QA12==98 OR QA12==99

Continúe 01 D

«IQD1 »

144:**QD1**

QD1. ¿Han alguna vez habido periodos que duren 2 (dos) semanas o más en los que usted pase mucho tiempo pensando acerca de sus experiencias en las apuestas o planeando futuras empresas en las apuestas?

Sí 01

No 02 => QD2

No sabe 98 => QD2

No contestó 99 => QD2

«QD1 »

145:**QD1A**

QD1A. ¿Le ha pasado esto durante el año pasado?

Sí 01

No 02

No sabe 98

No contestó 99

«QD1A »

146:**QD2**

QD2. ¿Ha habido periodos que duren 2 (dos) semanas o más en los que usted pase mucho tiempo pensando acerca de maneras para conseguir dinero para jugar?

Sí 01

No 02 => QD3

No sabe 98 => QD3

No contestó 99 => QD3

«QD2 »

147:

QD2A

QD2A. ¿Le ha pasado esto durante el año pasado?

Sí..... 01
No 02
No sabe 98
No contestó 99

«QD2A »

148:

QD3

QD3. ¿Ha habido periodos en los que usted necesito jugar incrementando el monto de dinero o necesito hacer apuestas más grandes que antes, para así conseguir el mismo sentimiento de entusiasmo?

Sí..... 01
No 02 => QD4
No sabe 98 => QD4
No contestó 99 => QD4

«QD3 »

149:

QD3A

QD3A. ¿Le ha pasado esto durante el año pasado?

Sí..... 01
No 02
No sabe 98
No contestó 99

«QD3A »

150:

QD4

QD4. ¿Ha usted tratado de parar, reducir o controlar su juego?

Sí..... 01
No 02 => QD7
No sabe 98 => QD7
No contestó 99 => QD7

«QD4 »

151:

QD5

QD5. En una o más veces en las que usted trato de parar, reducir, o controlar su juego, ¿estaba usted inquieto o irritable?

Sí..... 01
No 02 => QD6
No sabe 98 => QD6
No contestó 99 => QD6

«QD5 »

152:**QD5A**

QD5A. ¿Le ha pasado esto durante el año pasado?

Sí..... 01
No 02
No sabe 98
No contestó 99

«QD5A »

153:**QD6**

QD6. ¿Ha usted alguna vez tratado, pero no ha tenido éxito al parar, reducir o controlar su juego?

Sí..... 01
No 02 => QD7
No sabe 98 => QD7
No contestó 99 => QD7

«QD6 »

154:**QD6A**

QD6A. ¿Le ha pasado esto tres o más veces?

Sí..... 01
No 02
No sabe 98
No contestó 99

«QD6A »

155:**QD6B**

QD6B. ¿Le ha pasado esto durante el año pasado?

Sí..... 01
No 02
No sabe 98
No contestó 99

«QD6B »

156:**QD7**

QD7. ¿Ha usted alguna vez jugado como un escape de sus problemas personales?

Sí..... 01
No 02 => QD8
No sabe 98 => QD8
No contestó 99 => QD8

«QD7 »

157:**QD7A**

QD7A. ¿Le ha pasado esto durante el año pasado?

Sí..... 01
No 02
No sabe 98
No contestó 99

«QD7A »

158:**QD8**

QD8. ¿Ha usted jugado para liberarse de sentimientos incómodos tales como culpabilidad, ansiedad, impotencia o depresión?

Sí.....	01	
No	02	=> QD9
No sabe	98	=> QD9
No contestó	99	=> QD9

«QD8 »

159:**QD8A**

QD8A. ¿Le ha pasado esto durante el año pasado?

Sí.....	01
No	02
No sabe	98
No contestó	99

«QD8A »

160:**QD9**

QD9. ¿Ha habido algún periodo en el que usted pierda su dinero en el juego un día, y regrese al otro día para estar nivelado?

Sí.....	01	
No	02	=> QD10
No sabe	98	=> QD10
No contestó	99	=> QD10

«QD9 »

161:**QD9A**

QD9A. ¿Le ha pasado esto durante el año pasado?

Sí.....	01
No	02
No sabe	98
No contestó	99

«QD9A »

162:**QD10**

QD10. ¿Ha usted mentido a familiares, amigos(as) y otras personas acerca de cuanto usted juega o cuanto usted pierde cuando juega o apuesta?

Sí.....	01	
No	02	=> QD11
No sabe	98	=> QD11
No contestó	99	=> QD11

«QD10 »

163:**QD10A**

QD10A. ¿Le ha pasado esto tres o más veces?

Sí.....	01
No	02
No sabe	98
No contestó.....	99

«QD10A »

164:**QD10B**

QD10B. ¿Le ha pasado esto durante el año pasado?

Sí.....	01
No	02
No sabe	98
No contestó.....	99

«QD10B »

165:**QD11**

QD11. ¿Ha usted alguna vez escrito un cheque sin fondos o tomado dinero que no le pertenece de familiares u otras personas para así pagar sus juegos o apuestas?

Sí.....	01	
No	02	=> QD12
No sabe	98	=> QD12
No contestó.....	99	=> QD12

«QD11 »

166:**QD11A**

QD11A. ¿Le ha pasado esto durante el año pasado?

Sí.....	01
No	02
No sabe	98
No contestó.....	99

«QD11A »

167:**QD12**

QD12. ¿Ha usted alguna vez hecho algo que lo hubiera metido en problemas con la ley para pagar por su juego o apuestas?

Sí.....	01	
No	02	=> QD13
No sabe	98	=> QD13
No contestó.....	99	=> QD13

«QD12 »

168:**QD12A**

QD12A. ¿Le ha pasado esto durante el año pasado?

Sí.....	01
No	02
No sabe	98
No contestó.....	99

«QD12A »

169:**QD13**

QD13. ¿Su juego o apuestas le han causado alguna vez serios problemas en sus relaciones con familiares o amigos(as)?

Sí.....	01	
No.....	02	=> QD14
No sabe.....	98	=> QD14
No contestó.....	99	=> QD14

«QD13 »

170:**QD13A**

QD13A. ¿Le ha pasado esto durante el año pasado?

Sí.....	01
No.....	02
No sabe.....	98
No contestó.....	99

«QD13A »

171:**QD14**

QD14. ¿El juego o las apuestas le han causado a usted alguna vez problemas en la escuela o en su trabajo, la pérdida de un trabajo, o la pérdida de un trabajo importante o una oportunidad en su carrera profesional?

Sí.....	01	
No.....	02	=> QD15
No sabe.....	98	=> QD15
No contestó.....	99	=> QD15

«QD14 »

172:**QD14A**

QD14A. ¿Le ha pasado esto durante el año pasado?

Sí.....	01
No.....	02
No sabe.....	98
No contestó.....	99

«QD14A »

173:**QD15**

QD15. ¿Ha usted necesitado pedir a familiares o a otras personas dinero prestado por una desesperada situación que lo puso en apuros y que fue causada principalmente por su juego o apuestas?

Sí.....	01	
No.....	02	=> IQE1
No sabe.....	98	=> IQE1
No contestó.....	99	=> IQE1

«QD15 »

174:

QD15A

QD15A. ¿Le ha pasado esto durante el año pasado?

Sí..... 01
No 02
No sabe..... 98
No contestó..... 99

«QD15A »

175:

IQE1

IQE1. Las siguientes preguntas son parte de una escala estándar. No hay respuestas correctas ni incorrectas para estas preguntas. Queremos saber cuáles han sido sus experiencias. Recuerde que toda la información que usted comparte será confidencial. Nos damos cuenta que estas preguntas pueden no aplicar a todos, pero sus respuestas son muy importantes.

Continue 01 D

«IQE1 »

176:

QE1

QE1. Cuando usted participa en las actividades de juegos o de apuestas que le hemos mencionado, ¿con qué frecuencia usted regresa otro día para ganar el dinero que usted perdió? (READ CHOICES 1-4)

Nunca..... 01 => QE2
Algunas veces..... 02
La mayor parte de las veces..... 03
Todas las veces..... 04
No sabe..... 98 => QE2
No contestó..... 99 => QE2

«QE1 »

177:

QE1A

QE1A. ¿Con qué frecuencia hizo esto el año pasado? (READ CHOICES 1-4)

Nunca..... 01
Algunas veces..... 02
La mayor parte de las veces..... 03
Todas las veces..... 04
No sabe..... 98
No contestó..... 99

«QE1A »

178:

QE2

QE2. ¿Con qué frecuencia ha usted declarado haber ganado dinero en estas actividades cuando en realidad usted perdió? (READ CHOICES 1-4)

Nunca..... 01 => QE3
Algunas veces..... 02
La mayor parte de las veces..... 03
Todas las veces..... 04
No sabe..... 98 => QE3
No contestó..... 99 => QE3

«QE2 »

179:

QE2A

QE2A. ¿Con qué frecuencia hizo esto durante el año pasado? (READ CHOICES 1-4)

Nunca..... 01
Algunas veces..... 02
La mayor parte de las veces..... 03
Todas las veces 04
No sabe 98
No contestó..... 99

«QE2A »

180:

QE3

QE3. ¿Gasto usted más tiempo o dinero jugando o apostando más de lo que inicialmente planeaba gastar?

Sí..... 01
No 02 => QE4
No sabe 98 => QE4
No contestó..... 99 => QE4

«QE3 »

181:

QE3A

QE3A. ¿Ha usted hecho esto durante el año pasado?

Sí..... 01
No 02
No sabe 98
No contestó..... 99

«QE3A »

182:

QE4

QE4. ¿Las personas han alguna vez criticado su juego o apuestas?

Sí..... 01
No 02 => QE5
No sabe 98 => QE5
No contestó..... 99 => QE5

«QE4 »

183:

QE4A

QE4A. ¿Las personas han alguna vez criticado su juego o apuestas durante el año pasado?

Sí..... 01
No 02
No sabe 98
No contestó..... 99

«QE4A »

184:**QE5**

QE5. ¿Se ha sentido usted alguna vez culpable por la manera en la que jugó u apostó o acerca de lo que le paso cuando jugaba o apostaba?

Sí.....	01	
No.....	02	=> QE6
No sabe.....	98	=> QE6
No contestó.....	99	=> QE6

«QE5 »

185:**QE5A**

QE5A. ¿Se ha usted sentido de esta manera durante el año pasado?

Sí.....	01
No.....	02
No sabe.....	98
No contestó.....	99

«QE5A »

186:**QE6**

QE6. ¿Ha usted alguna vez sentido que le gustaría dejar de jugar o apostar pero pensó que no podría?

Sí.....	01	
No.....	02	=> QE7
No sabe.....	98	=> QE7
No contestó.....	99	=> QE7

«QE6 »

187:**QE6A**

QE6A. ¿Se ha usted sentido de esta manera durante el año pasado?

Sí.....	01
No.....	02
No sabe.....	98
No contestó.....	99

«QE6A »

188:**QE7**

QE7. ¿Ha usted alguna vez escondido boletos de apuestas, billetes de lotería, dinero para jugar o apostar u otras señales de juego de su esposa(o) o pareja, hijos(as), u otras personas importantes en su vida?

Sí.....	01	
No.....	02	=> QE8
No sabe.....	98	=> QE8
No contestó.....	99	=> QE8

«QE7 »

189:

QE7A

QE7A. ¿Ha usted hecho esto durante el año pasado?

Sí..... 01
No 02
No sabe 98
No contestó 99

«QE7A »

190:

QE8

QE8. ¿Ha usted alguna vez peleado con las personas con las que vive acerca de cómo maneja usted su dinero?

Sí..... 01
No 02 => QE9
No sabe 98 => QE9
No contestó 99 => QE9

«QE8 »

191:

QE8A

QE8A. ¿Se han centrado estas peleas en su juego o apuestas?

Sí..... 01
No 02
No sabe 98
No contestó 99

«QE8A »

192:

QE8B

QE8B. ¿Alguna de estas peleas se volvieron físicas?

Sí..... 01
No 02
No sabe 98
No contestó 99

«QE8B »

193:

QE8C

QE8C. ¿Ha tenido usted alguna de estas peleas durante el año pasado?

Sí..... 01
No 02
No sabe 98
No contestó 99

«QE8C »

194:

QE9

QE9. ¿Ha usted alguna vez faltado al trabajo o la escuela debido al juego o a las apuestas?

Sí..... 01
No 02 => QE10
No sabe 98 => QE10
No contestó 99 => QE10

«QE9 »

195:**QE9A**

QE9A. ¿Ha usted alguna vez faltado al trabajo o la escuela debido al juego o a las apuestas durante el año pasado?

Sí..... 01
No 02
No sabe 98
No contestó 99

«QE9A »

196:**QE10**

QE10. ¿Ha usted pedido dinero prestado a alguien y no le ha pagado como resultado de su juego o apuestas?

Sí..... 01
No 02 => IQE11
No sabe 98 => IQE11
No contestó 99 => IQE11

«QE10 »

197:**QE10A**

QE10A. ¿Ha usted hecho esto durante el año pasado?

Sí..... 01
No 02
No sabe 98
No contestó 99

«QE10A »

198:**IQE11**

IQE11. Ahora le voy a leer una lista de maneras en las que las personas consiguen dinero para jugar o apostar. Puede decirme ¿cuál de estas, si alguna, ha usted usado para conseguir dinero para jugar o para pagar deudas de apuestas del juego?

Continue 01 D

«IQE11 »

199:**QE11**

QE11. ¿Ha usted pedido prestado de una casa de préstamo para jugar o apostar o para pagar deudas del juego?

Sí..... 01
No 02 => QE12
No sabe 98 => QE12
No contestó 99 => QE12

«QE11 »

200:**QE11A**

QE11A. ¿Ha usted pedido dinero prestado de una casa de préstamo durante el año pasado?

Sí..... 01
No 02
No sabe 98
No contestó 99

«QE11A »

201:**QE12**

QE12. ¿Ha usted pedido dinero prestado a su esposa(o) o pareja para jugar o apostar o para pagar deudas del juego?

Sí.....	01	
No	02	=> QE13
No sabe	98	=> QE13
No contestó	99	=> QE13

«QE12 »

202:**QE12A**

QE12A. ¿Ha usted pedido dinero prestado a su esposa(o) o pareja durante el año pasado?

Sí.....	01
No	02
No sabe	98
No contestó	99

«QE12A »

203:**QE13**

QE13. ¿Ha usted pedido prestado a otros familiares para jugar o apostar o para pagar deudas de juego o apuestas?

Sí.....	01	
No	02	=> QE14
No sabe	98	=> QE14
No contestó	99	=> QE14

«QE13 »

204:**QE13A**

QE13A. ¿Ha usted pedido prestado a otros familiares durante el año pasado?

Sí.....	01
No	02
No sabe	98
No contestó	99

«QE13A »

205:**QE14**

QE14. ¿Ha usted obtenido prestamos de bancos o compañías prestamistas o uniones de crédito para jugar o apostar o para pagar deudas del juego?

Sí.....	01	
No	02	=> QE15
No sabe	98	=> QE15
No contestó	99	=> QE15

«QE14 »

206:

QE14A

QE14A. ¿Ha usted obtenido prestamos de bancos, compañías prestamistas o de uniones de crédito durante el año pasado?

Sí..... 01
No 02
No sabe 98
No contestó..... 99

«QE14A »

207:

QE15

QE15. ¿Ha usted alguna vez retirado dinero en efectivo de sus tarjetas de crédito para jugar o apostar o pagar deudas de juego? (NOTE: Esto no incluye tarjetas de dinero efectivo instantáneo de cuentas bancarias.)

Sí..... 01
No 02 => QE16
No sabe 98 => QE16
No contestó..... 99 => QE16

«QE15 »

208:

QE15A

QE15A. ¿Ha usted hecho retiros en efectivo de tarjetas de crédito durante el año pasado?

Sí..... 01
No 02
No sabe 98
No contestó..... 99

«QE15A »

209:

QE16

QE16. ¿Ha usted obtenido prestamos de usureros para jugar o apostar o pagar deudas de apuestas?

Sí..... 01
No 02 => QE17
No sabe 98 => QE17
No contestó..... 99 => QE17

«QE16 »

210:

QE16A

QE16A. ¿Ha usted obtenido prestamos de usureros durante el año pasado?

Sí..... 01
No 02
No sabe 98
No contestó..... 99

«QE16A »

211:**QE17**

QE17. ¿Ha usted alguna vez convertido acciones, bonos u otras inversiones en dinero en efectivo para financiar su juego o apuestas?

Sí.....	01	
No	02	=> QE18
No sabe	98	=> QE18
No contestó	99	=> QE18

«QE17 »

212:**QE17A**

QE17A. ¿Ha usted convertido acciones, bonos u otras inversiones en dinero en efectivo durante el año pasado?

Sí.....	01
No	02
No sabe	98
No contestó	99

«QE17A »

213:**QE18**

QE18. ¿Ha usted alguna vez vendido propiedades personales o familiares para jugar o apostar o pagar deudas del juego?

Sí.....	01	
No	02	=> QE19
No sabe	98	=> QE19
No contestó	99	=> QE19

«QE18 »

214:**QE18A**

QE18A. ¿Ha usted alguna vez vendido propiedades personales o familiares para jugar o apostar o pagar deudas del juego durante el año pasado?

Sí.....	01
No	02
No sabe	98
No contestó	99

«QE18A »

215:**QE19**

QE19. ¿Ha usted pedido prestado de su cuenta de cheques al escribir cheques sin fondos para obtener dinero para jugar o apostar o para pagar deudas de juego o de apuestas?

Sí.....	01	
No	02	=> QE20
No sabe	98	=> QE20
No contestó	99	=> QE20

«QE19 »

216:

QE19A

QE19A. ¿Ha usted pedido prestado de su cuenta de cheques al escribir cheques sin fondos para obtener dinero durante el año pasado?

Sí..... 01
No 02
No sabe 98
No contestó 99

«QE19A »

217:

QE20

QE20. ¿Ha usted aplicado para préstamos bancarios para financiar su juego o apuestas o para pagar deudas del juego?

Sí..... 01
No 02 => QE21
No sabe 98 => QE21
No contestó 99 => QE21

«QE20 »

218:

QE20A

QE20A. ¿Ha usted aplicado para préstamos bancarios para financiar su juego o apuestas o para pagar deudas del juego durante el año pasado?

Sí..... 01
No 02
No sabe 98
No contestó 99

«QE20A »

219:

QE21

QE21. ¿Ha usted alguna vez aplicado para préstamos o líneas de crédito en un casino para jugar o apostar?

Sí..... 01
No 02 => QE22
No sabe 98 => QE22
No contestó 99 => QE22

«QE21 »

220:

QE21A

QE21A. ¿Ha usted alguna vez aplicado para préstamos o líneas de crédito en un casino para jugar o apostar durante el año pasado?

Sí..... 01
No 02
No sabe 98
No contestó 99

«QE21A »

221:

QE22

QE22. ¿Siente usted que alguna vez haya tenido un problema por apostar con dinero o jugar?

Sí.....	01	
No.....	02	=> QE23
No sabe.....	98	=> QE23
No contestó.....	99	=> QE23

«QE22 »

222:

QE22A

QE22A. ¿Siente usted que alguna vez haya tenido un problema por apostar con dinero o jugar durante el año pasado?

Sí.....	01
No.....	02
No sabe.....	98
No contestó.....	99

«QE22A »

223:

QE23

QE23. ¿Siente usted que alguno de sus padres haya tenido alguna vez un problema por apostar con dinero o jugar?

Sí.....	01	
No.....	02	=> QE24
No sabe.....	98	=> QE24
No contestó.....	99	=> QE24

«QE23 »

224:

QE23A

QE23A. ¿A cuál de sus padres se refiere?

Padre.....	01	
Madre.....	02	
Padrastra.....	03	
Madrastra.....	04	
Otro (Especifique).....	80	O
No sabe.....	98	
No contestó.....	99	

225:

QE24

QE24. ¿Alguna de las personas con las que usted ha vivido en los últimos 12 (doce) meses ha jugado o apostado tanto que le han causado problemas a usted o lo ha molestado?

Sí.....	01	
No.....	02	=> QE26
No sabe.....	98	=> QE26
No contestó.....	99	=> QE26

«QE24 »

226:

QE24A

QE24A. ¿Cuál es su relación con esta persona? (ACCEPT UP TO 5 RESPONSES)

Esposa(o) o pareja	01	
Padre o Madre.....	02	
Hermano o Hermana.....	03	
Hijos(as)	04	
Otro (Especifique)	80	O
No sabe	98	
No contestó.....	99	

227:

QE25

QE25. En los últimos doce meses, ¿usted ha discutido acerca de las personas que juegan o apuestan, al punto de que la discusión se volvió emocionalmente dañina?

Sí.....	01	
No	02	=> QE26
No sabe	98	=> QE26
No contestó.....	99	=> QE26

«QE25 »

228:

QE25A

QE25A. ¿Alguna de estas discusiones se volvió física?

Sí.....	01	
No	02	
No sabe	98	
No contestó.....	99	

«QE25A »

229:

QE26

QE26. ¿Ha usted alguna vez buscado ayuda para dejar de jugar o apostar?

Sí.....	01	
No	02	=> QP1
No sabe	98	=> QP1
No contestó.....	99	=> QP1

«QE26 »

230:

QE26A

QE26A. ¿A quién contacto?(ASK OPEN ENDED, CODE INTO CATEGORIES)

Familiar	01
Amigo(a).....	02
Doctor familiar	03
Alcohólicos o Narcóticos Anónimos	04
Programa de tratamiento en Connecticut.....	05
Programa de tratamiento fuera de Connecticut.....	06
Administración de Veteranos	07
Programa de Asistencia al Empleado (EAP)	08
Psicólogo o Psiquiatra	09
Otro consejero	10
Ministro/sacerdote/rabbi	11
Hospital en Connecticut.....	12
Hospital fuera de Connecticut	13
Otro (Especifique)	80 O
No sabe	98
No contestó	99

«QE26A »

«O_QE26A »

231:

QP1

QP1. ¿Ha usted alguna vez perdido tiempo en el trabajo debido al juego o apuestas?

Sí.....	01
No	02
No sabe	98
No contestó	99

«QP1 »

232:

QP2

QP2. ¿El juego o las apuestas han hecho su vida en familia infeliz?

Sí.....	01
No	02
No sabe	98
No contestó	99

«QP2 »

233:

QP3

QP3. ¿El juego o las apuestas han afectado su reputación?

Sí.....	01
No	02
No sabe	98
No contestó	99

«QP3 »

234:

QP4

QP4. ¿Ha sentido usted alguna vez remordimiento después de jugar o apostar?

Sí..... 01
No 02
No sabe 98
No contestó 99

«QP4 »

235:

QP5

QP5. ¿Ha usted alguna vez jugado para pagar deudas o para resolver dificultades financieras?

Sí..... 01
No 02
No sabe 98
No contestó 99

«QP5 »

236:

QP6

QP6. ¿El juego o las apuestas han incrementado su ambición o eficiencia?

Sí..... 01
No 02
No sabe 98
No contestó 99

«QP6 »

237:

QP7

QP7. Después de perder, ¿ha usted sentido que debe regresar tan pronto como sea posible y ganar de nuevo lo que perdió?

Sí..... 01
No 02
No sabe 98
No contestó 99

«QP7 »

238:

QP8

QP8. Después de perder ¿ha usted sentido una fuerte urgencia de regresar y ganar más?

Sí..... 01
No 02
No sabe 98
No contestó 99

«QP8 »

239:

QP9

QP9. ¿Usted juega o apuesta frecuentemente hasta que se gasta su último dólar?

Sí..... 01
No 02
No sabe 98
No contestó 99

«QP9 »

240: **QP10**

QP10. ¿Ha usted pedido prestado para financiar su juego o apuestas?

Sí..... 01
No 02
No sabe 98
No contestó 99

«QP10 »

241: **QP11**

QP11. ¿Ha usted alguna vez vendido algo para financiar su juego o apuestas?

Sí..... 01
No 02
No sabe 98
No contestó 99

«QP11 »

242: **QP12**

QP12. ¿Se ha usted negado a usar el dinero de su juego o apuestas para otros gastos normales?

Sí..... 01
No 02
No sabe 98
No contestó 99

«QP12 »

243: **QP13**

QP13. El juego o las apuestas ¿lo han hecho descuidado del bienestar económico de usted y de su familia?

Sí..... 01
No 02
No sabe 98
No contestó 99

«QP13 »

244: **QP14**

QP14. ¿Ha usted alguna vez jugado más tiempo de lo que inicialmente planeó?

Sí..... 01
No 02
No sabe 98
No contestó 99

«QP14 »

245:

QP15

QP15. ¿Ha usted jugado o apostado para escapar de preocupaciones o problemas?

Sí..... 01
No..... 02
No sabe..... 98
No contestó..... 99

«QP15 »

246:

QP16

QP16. ¿Usted se ha comprometido, o considerado comprometerse en actos ilegales para financiar su juego o apuestas?

Sí..... 01
No..... 02
No sabe..... 98
No contestó..... 99

«QP16 »

247:

QP17

QP17. ¿Jugar o apostar le ha causado dificultades para dormir?

Sí..... 01
No..... 02
No sabe..... 98
No contestó..... 99

«QP17 »

248:

QP18

QP18. ¿Discusiones, desilusiones o frustraciones le han creado una urgencia de jugar o apostar?

Sí..... 01
No..... 02
No sabe..... 98
No contestó..... 99

«QP18 »

249:

QP19

QP19. ¿Ha usted sentido alguna vez alguna urgencia para celebrar cualquier buena fortuna con algunas horas de juego o apuesta?

Sí..... 01
No..... 02
No sabe..... 98
No contestó..... 99

«QP19 »

250:

QP20

QP20. ¿Se ha considerado usted alguna vez auto destructivo debido a su juego a apuestas?

Sí..... 01
No 02
No sabe 98
No contestó 99

«QP20 »

251:

CHCKD

CHCKD, Checkpoint D

=> /+1

si 1>0

«CHCKD »

252:

QF1

QF1. En los últimos 12 (doce) meses con que frecuencia uso cigarrillos, mastico tabaco o snuff (rape)(READ CHOICES 1-6)

Diario (más de 30 veces por mes)..... 01
Varias veces a la semana (De 6 a 29 veces por mes)..... 02
Varias veces al mes (De 3 a 5 veces por mes)..... 03
Una vez al mes o menos (De 6 a 12 veces por año) 04
Solamente unos cuantos días al año (De 1 a 5 veces por año)..... 05
Nada durante los últimos 12 meses (0 veces) 06
No sabe 98
No contestó 99

«QF1 »

253:

QF2

QF2. En los últimos doce meses, ¿con que frecuencia ha usted consumido una bebida alcohólica? (READ CHOICES 1-6) (NOTE: Un trago es definido con una lata o botella de cerveza o licor de malta, un vaso de 4 (cuatro) onzas de vino, combinación de bebidas o de una a una y media onza de un traguito (shot))

Diario (más de 30 veces por mes)..... 01
Varias veces a la semana (De 6 a 29 veces por mes)..... 02
Varias veces al mes (De 3 a 5 veces por mes)..... 03
Una vez al mes o menos (De 6 a 12 veces por año) 04
Solamente unos cuantos días al año (De 1 a 5 veces por año)..... 05
Nada durante los últimos 12 meses (0 veces) 06
No sabe 98
No contestó 99

=> QF5

=> QF5

=> QF5

«QF2 »

254:

QF3

QF3. En un día típico cuando usted bebe, ¿cuántos tragos toma? (ENTER NUMBER OF DRINKS 1-97)

\$E 1 97

No sabe 98
No contestó 99

«QF3 »

255:**QF4**

QF4. En los últimos 12 (doce) meses, ¿cuántas veces usted se ha metido en dificultades de cualquier tipo debido a su manera de beber?(READ CHOICES 1-5)

=> QF5

si QF2>3

Ninguna	01
1	02
2-3	03
4-9	04
10 veces o más	05
No sabe	98
No contestó	99

«QF4 »

256:**QF5**

QF5. En los últimos 12 (doce) meses, ¿con qué frecuencia ha usted usado marihuana o hashish? (READ CHOICES 1-6)

Diario (más de 30 veces por mes)	01
Varias veces a la semana (De 6 a 29 veces por mes)	02
Varias veces al mes (De 3 a 5 veces por mes)	03
Una vez al mes o menos (De 6 a 12 veces por año)	04
Solamente unos cuantos días al año (De 1 a 5 veces por año)	05
Nada durante los últimos 12 meses (0 veces)	06
No sabe	98
No contestó	99

«QF5 »

257:**QF6**

QF6. En los últimos 12 (doce) meses, ¿con qué frecuencia ha usted usado cocaína o crack? (READ CHOICES 1-6)

Diario (más de 30 veces por mes)	01
Varias veces a la semana (De 6 a 29 veces por mes)	02
Varias veces al mes (De 3 a 5 veces por mes)	03
Una vez al mes o menos (De 6 a 12 veces por año)	04
Solamente unos cuantos días al año (De 1 a 5 veces por año)	05
Nada durante los últimos 12 meses (0 veces)	06
No sabe	98
No contestó	99

«QF6 »

258:

QF7

QF7. En los últimos 12 (doce) meses, ¿con qué frecuencia ha usted usado otras drogas sin fines de uso medido, incluyendo anfetaminas, barbitúricos, tranquilizantes, alucinógenos o narcóticos? (READ CHOICES 1-6)

Diario (más de 30 veces por mes).....	01
Varias veces a la semana (De 6 a 29 veces por mes).....	02
Varias veces al mes (De 3 a 5 veces por mes).....	03
Una vez al mes o menos (De 6 a 12 veces por año)	04
Solamente unos cuantos días al año (De 1 a 5 veces por año).....	05
Nada durante los últimos 12 meses (0 veces)	06
No sabe	98
No contestó	99

«QF7 »

259:

QF8

QF8. En los últimos 12 (doce) meses ¿cuántas veces usted se ha metido en problemas de cualquier tipo por su uso de drogas?(READ CHOICES 1-5)

=> QF9

si QF5>3 AND QF6>3 AND QF7>3

Ninguna	01
1	02
2-3	03
4-9	04
10 veces o más	05
No sabe	98
No contestó	99

«QF8 »

260:

QF9

QF9. ¿Ha usted buscado ayuda para dejar de tomar alcohol o usar drogas?

Sí.....	01	
No	02	=> QG1
No sabe	98	=> QG1
No contestó	99	=> QG1

«QF9 »

261:**QF9A**

QF9A. ¿De quién buscó usted ayuda? (ASK OPEN ENDED, CODE INTO CATEGORIES) (ACCEPT UP TO 14 RESPONSES)

Familiar	01	
Amigo(a).....	02	
Doctor familiar	03	
Alcohólicos o Narcóticos Anónimos	04	
Programa de Tratamiento en Connecticut.....	05	
Programa de Tratamiento fuera de Connecticut	06	
Administración de Veteranos	07	
Programa de Asistencia a Empleados (EAP).....	08	
Psicólogo o psiquiatra.....	09	
Otro consejero	10	
Ministro/sacerdote/rabbi.....	11	
Hospital en Connecticut.....	12	
Hospital fuera de Connecticut	13	
Otro (Especifique)	80	O
No sabe	98	X
No contestó.....	99	X

262:**QG1**

QG1. ¿Cómo describirá usted su salud en general en los últimos 12 meses? ¿Diría que fue excelente, buena, regular o pobre?

Excelente	01
Buena.....	02
Regular	03
Pobre.....	04
No sabe	98
No contestó.....	99

«QG1 »

263:**QG2**

QG2. ¿En los últimos 12 (doce) meses alguien cercano a usted se enfermó seriamente o se volvió discapacitado?

Sí.....	01
No	02
No sabe	98
No contestó.....	99

«QG2 »

264:**QG3**

QG3. ¿En los últimos 12 (doce) meses, alguien cercano a usted ha muerto?

Sí.....	01
No	02
No sabe	98
No contestó.....	99

«QG3 »

265:**QG4**

QG4. ¿En los últimos 12 (doce) meses, alguien cercano a usted ha jugado o apostado tanto que le ha causado problemas ha usted?

Sí.....	01	
No.....	02	=> QG5
No sabe.....	98	=> QG5
No contestó.....	99	=> QG5

«QG4 »

266:**QG4A**

QG4A. ¿Cuál es la relación de esta persona con usted? Si esta pensando en más de una persona por favor indíqueme su relación con cada una de estas personas.(ASK OPEN ENDED, CODE INTO CATEGORIES) (ACCEPT UP TO 6 RESPONSES)

Esposa(o)/pareja.....	01
Padre/Madre.....	02
Hermano o Hermana.....	03
Hijo(a) (propio, adoptado, acogido en el hogar pero no legalmente) ...	04
Otro familiar.....	05
Otra persona que no es su familiar.....	06
No sabe.....	98
No contestó.....	99

267:**QG5**

QG5. ¿Ha habido algún periodo de al menos una semana de duración en la que usted se sintió tan feliz o entusiasmado que se metió en problemas, o su familia o amigos se preocuparon por su actitud, o algún doctor dijo que usted era maniaco?

Sí.....	01	
No.....	02	=> QG6
No sabe.....	98	=> QG6
No contestó.....	99	=> QG6

«QG5 »

268:**QG5A**

QG5A. Fue este comportamiento resultado de tomar medicamentos, drogas o alcohol?

Sí.....	01	
No.....	02	=> QG6
No sabe.....	98	=> QG6
No contestó.....	99	=> QG6

«QG5A »

269:**QG5B**

QG5B. ¿Fue el periodo de sentirse feliz, entusiasmado, con energía o maniaco el resultado de tomar medicamento, drogas o alcohol?

Sí.....	01
No.....	02
No sabe.....	98
No contestó.....	99

«QG5B »

270:

QG6

QG6. ¿Ha habido algún periodo de al menos una semana en la que usted estaba tan irritable que aventaba cosas, iniciaba discusiones, gritaba a las personas o golpeaba a la gente?

Sí..... 01
No 02 => QG7
No sabe 98 => QG7
No contestó..... 99 => QG7

«QG6 »

271:

QG6A

QG6A. ¿Fue su comportamiento resultado de tomar medicamentos, drogas o alcohol?

Sí..... 01
No 02 => QG7
No sabe 98 => QG7
No contestó..... 99 => QG7

«QG6A »

272:

QG6B

QG6B. ¿Fue este periodo resultado de tomar medicamentos, drogas o alcohol?

Sí..... 01
No 02
No sabe 98
No contestó..... 99

«QG6B »

273:

QG7

QG7. Ahora quiero preguntarle acerca de periodos de sentirse triste, vacío o deprimido. En su vida ¿ha tenido usted alguna vez un periodo de 2 (dos) semanas o más en el que casi diario se sentía triste, vacío o deprimido la mayor parte del día?

Sí..... 01
No 02
No sabe 98
No contestó..... 99

«QG7 »

274:

QG8

QG8. En su vida ¿se ha tenido alguna vez un periodo de 2 (dos) semanas o más en el que perdió el interés en la mayoría de las cosas como el trabajo, pasatiempos, y otras cosas que comúnmente usted disfrutaba?

Sí..... 01
No 02
No sabe 98
No contestó..... 99

«QG8 »

275:

QG9

QG9. En los últimos 12 (doce) meses ¿ha usted ido a una clínica, doctor, consejero o tratamiento de paciente externo por problemas con sus emociones, nervios, o salud mental?

Sí..... 01
No..... 02
No sabe..... 98
No contestó..... 99
«QG9 »

276:

QG10

QG10. En este momento ¿qué tan preocupado o molesto esta usted por sus emociones, nervios o salud mental? ¿Diría usted que nada, algo o mucho?

Nada..... 01
Algo..... 02
Mucho..... 03
No sabe..... 98
No contestó..... 99
«QG10 »

277:

QH1

QH1. ¿Alguna vez ha estado usted en bancarrota?

Sí..... 01
No..... 02 => QH2
No sabe..... 98 => QH2
No contestó..... 99 => QH2
«QH1 »

278:

QH1A

QH1A. ¿Fue el juego o las apuestas factores determinantes para causar esta bancarrota?

Sí..... 01
No..... 02
No sabe..... 98
No contestó..... 99
«QH1A »

279:

QH2

QH2. ¿Ha usted sido alguna vez arrestado o detenido por la policía o un sheriff?

Sí..... 01
No..... 02 => QH3
No sabe..... 98 => QH3
No contestó..... 99 => QH3
«QH2 »

280:

QH2A

QH2A. ¿Cuántas veces ha sido usted arrestado? (ENTER NUMBER 1-97)

\$E 1 97
No sabe..... 98
No contestó..... 99
«QH2A »

281:**QH3**

QH3. ¿Ha sido usted alguna vez encarcelado en prisión o cárcel por alguna razón?

Si.....	01	
No	02	=> IQK1
No sabe	98	=> IQK1
No contestó	99	=> IQK1

«QH3 »

282:**QH3A**

QH3A. ¿Fue el juego o las apuestas un factor determinante para su encarcelamiento?

Si.....	01
No	02
No sabe	98
No contestó	99

«QH3A »

283:**IQK1**

IQK1. Las siguientes preguntas son para propósitos estadísticos solamente y sus respuestas serán confidenciales.

Continue 01 D

«IQK1 »

284:**QK1**

QK1. Es usted: (READ CHOICES 1-5)

Soltero, nunca se ha casado	01
Soltero, viviendo con su pareja.....	02
Casado(a).....	03
Divorciado(a).....	04
Viudo(a).....	05
No sabe	98
No contestó	99

«QK1 »

285:**QK2**

QK2. Cual es nivel mas alto de educación que usted ha completado? (READ CHOICES 1-8)

Escuela Elemental o menos (0-8)	01
Algo de Bachillerato/Preparatoria (High School) (9-11).....	02
Graduado (a) de Bachillerato/Preparatoria o Certificado de Bachillerato/Preparatoria (High School)	03
Algo de Universidad	04
Grado Universitario de dos años u otro grado (vocacional, escuela técnica o de comercio)	05
Graduado (a) de Universidad.....	06
Grado de Maestría	07
Post-grado (Doctorado o doble grado incluyendo maestría y doctorado).....	08
No sabe	98
No contestó	99

«QK2 »

286: **QK3**

QK3. ¿Trabaja tiempo completo, medio tiempo o no trabaja?

Tiempo completo	01	=> QK4
Medio tiempo	02	
No trabaja	03	=> QK3B
No sabe	98	=> QK4
No contestó	99	=> QK4

«QK3 »

287: **QK3A**

QK3A. ¿Se ha retirado previamente de trabajos de tiempo completo?

Sí	01	=> QK4
No	02	=> QK4
No sabe	98	=> QK4
No contestó	99	=> QK4

«QK3A »

288: **QK3B**

QK3B. ¿Es usted estudiante, ama de casa/ hombre que se ocupa de casa, retirado completamente, discapacitado, desempleado o algo mas?

Estudiante	01	
Ama de casa/ hombre que se ocupa de casa	02	
Completamente retirado	03	
Discapacitado	04	
Desempleado	05	
Algo mas (Especifique)	06	O
No sabe	98	
No contestó	99	

«QK3B »

«O_QK3B »

289: **QK4**

QK4. ¿En que año nació usted? (ENTER 4 DIGIT YEAR)

\$E 1900 1987

No sabe	9998
No contestó	9999

«QK4 »

290: **QK5**

QK5. ¿Cuántos meses del año vive usted en Connecticut? (ENTER NUMBER OF MONTHS 1-12)

\$E 1 12

No sabe	98
No contestó	99

«QK5 »

291:

QK6

QK6. ¿Es usted alguno de los siguientes: De origen Hispano o Latino?
Sí..... 01
No 02
No sabe..... 98
No contestó..... 99

«QK6 »

292:

QK7

QK7. ¿Cuál de las siguientes opciones describe si grupo racial o étnico? Es usted... (READ CHOICES 1-5) (NOTE: Hispano/Latino is not a race. Probe for race categories)

Indio Americano..... 01
Asiático o habitante de las Islas del Pacifico..... 02
Negro o Afro-Americano..... 03
Blanco o Caucásico 04
Algo mas (Especifique)..... 80 O
No sabe..... 98
No contestó..... 99

«QK7 »

«O_QK7 »

293:

QK8

QK8. ¿Ha usted alguna vez estado en los Servicios de la Armada?
Sí..... 01
No 02
No sabe..... 98
No contestó..... 99

«QK8 »

294:

QK9

QK9. ¿Puede describir su actual preferencia religiosa? (ASK OPEN ENDED, CODE INTO CATEGORIES) (NOTE: PROTESTANTE INCLUYE BAUTISTA, LUTERANO, METODISTA, EPISCOPAL, ETC.)

Protestante..... 01
Católico(a)..... 02
Judío(a)..... 03
Musulmán 04
Christiano(a)..... 05
Mormón, LDS..... 06
Algo mas (Especifique)..... 80 O
Ninguno(a)..... 97
No sabe..... 98
No contestó..... 99

«QK9 »

«O_QK9 »

295:

QK10

QK10. Para propósitos de clasificación solamente, ¿puede decirme aproximadamente cual fue el ingreso total de su hogar el año pasado? (READ CHOICES 1-9)

Menos de \$15,000..... 01
De \$15,001 a \$25,000 02
De \$25,001 a \$35,000 03
De \$35,001 a \$50,000 04
De \$50,001 a \$75,000 05
De \$75,001 a \$100,000 06
De \$100,001 a \$125,000 07
De \$125,001 a \$150,000 08
Más de \$150,000 09
No sabe 98
No contestó 99

«QK10 »

296:

QK11

QK11. ¿En qué pueblo/ciudad vive?

RECORD TOWN 01 O
No sabe 98
No contestó 99

«QK11 »

«O_QK11 »

297:

QK12

QK12. RECORD GENDER. DO NOT GUESS(IF NECESSARY: Me piden preguntarle ¿si usted es del género femenino o masculino?)

Male 01
Female 02

«QK12 »

298:

INT97

INT97. Esa fue la última pregunta. Muchas gracias por su cooperación.

Complete.....CO D => /END

«INT97 »
