

“...to raise new ideas  
and improve policy  
debates through quality  
information and analysis  
on issues shaping New  
Hampshire’s future.”

One Eagle Square  
Suite 510  
Concord, NH 03301-4903

(603) 226-2500  
Fax: (603) 226-3676

[www.nhpolicy.org](http://www.nhpolicy.org)



**Board of Directors**

Donna Sytek, Chair  
John B. Andrews  
John D. Crosier, Sr.  
William H. Dunlap  
Sheila T. Francoeur  
Chuck Morse  
Todd I. Selig  
Stuart V. Smith, Jr.  
Brian F. Walsh  
Kimon S. Zachos  
Martin L. Gross,  
*Chair Emeritus*

**Executive Director**

Stephen A. Norton  
[snorton@nhpolicy.org](mailto:snorton@nhpolicy.org)

**Research Associate**

Ryan J. Tappin  
[rjtappin@nhpolicy.org](mailto:rjtappin@nhpolicy.org)

**Office Manager**

Cathleen K. Arredondo  
[carredondo@nhpolicy.org](mailto:carredondo@nhpolicy.org)

# A Brief Report on Gambling in New Hampshire

December 2009

## **Authors**

Dennis Delay  
Consultant

Steve Norton  
Executive Director

Ryan Tappin  
Research Associate

## **About this paper**

The purpose of this report is to provide objective, data-based analysis of the impact of expanded gambling in New Hampshire to the Governor's Gaming Study Commission. It was produced in part with funding from the New Hampshire Lottery Commission.

This paper, like all of the Center's published work, is in the public domain and may be reproduced without permission. Indeed, the Center welcomes individuals' and groups' efforts to expand the paper's circulation.

Copies are also available at no charge on the Center's web site: [www.nhpolicy.org](http://www.nhpolicy.org)

Contact the Center at [info@nhpolicy.org](mailto:info@nhpolicy.org); or call 603-226-2500.  
Write to: NHCPPS, 1 Eagle Square, Suite 510, Concord NH 03301

## Contents

Executive Summary .....	1
Major Findings.....	1
Prevalence of Gambling by New Hampshire Residents .....	2
Amount of Legal Wagering by New Hampshire Residents .....	4
Types of Legal Wagering Currently in New Hampshire .....	4
New Hampshire’s Reliance on State Gambling Revenue.....	6
Problem Gambling in New Hampshire.....	8
A Short Legislative History of Gambling in New Hampshire.....	11
Horse and Dog Racing .....	11
The Lottery.....	13
Charitable Gambling .....	13
Recent Efforts to Expand Gambling .....	14
Gambling Facilities in New England.....	18
Connecticut .....	19
Maine .....	20
Massachusetts .....	21
New Hampshire .....	22
Rhode Island .....	23
Vermont .....	24

## Executive Summary

In summer of 2009, Governor John Lynch established the New Hampshire Gaming Study Commission. The Gaming Study Commission was tasked with undertaking a “thorough and comprehensive review of various models for expanded gaming”<sup>1</sup> in New Hampshire. This analysis was to include an assessment of the current status of gambling in New Hampshire, a review of various models of expanded gambling, and a review of the revenue generation capacity, community impacts (including social and economic implications), and regulatory needs of such a change.

This report collates and presents data on the current state of gambling in New Hampshire. It includes estimates of current gambling in New Hampshire and a review of estimates of problem gambling. Where possible these estimates are based on data published in peer reviewed journals. Where the Center has used data that is not published in peer reviewed journals, the Center has made note of that. This report also provides information on the current and past revenues associated with gambling activities in New Hampshire based on data from state agencies responsible for managing legal wagering, a review of the history of attempts to expand gambling in New Hampshire and a review of the gambling activities in other New England states.

Please note: our use of the term “gambling” rather than “gaming” follows the convention of the majority of the literature and research on the subject and does not imply any preference by the Center for either term.

## Major Findings

- A minority of New Hampshire residents gamble at casinos. In 2008, an estimated 21% of New Hampshire residents gambled at a casino in the previous 12 months.
- A majority – 56% -- of New Hampshire residents participate in some form of gambling, when the definition of gambling includes scratch tickets and lotto games via the state lottery.
- Problem gambling exists in New Hampshire. National estimates suggest that somewhere between 1 and 2 percent of the population has a pathological gambling problem. Point estimates on pathological gambling for New Hampshire residents are lower. Those differences may be due to methodological differences in the studies, or to the distance from New Hampshire to major gambling facilities, which studies have shown to be an important determinant of gambling behavior.
- The state lottery, charitable gambling, and pari-mutuel activities around the state generated slightly more than \$70 million in state revenues.
- Gambling revenues represent approximately 3% of total unrestricted state revenues. This represents a significantly smaller share of the total revenues than

---

<sup>1</sup> Executive Order 2009-2. <http://www.governor.nh.gov/orders/documents/2009-02.pdf>

existed in the past. In 1979, slightly more than 10% of unrestricted revenues were associated with gambling taxation.

- The gambling market in New England is currently in significant flux. Lottery revenues in New Hampshire have, like gambling revenues across the country, experienced a significant decline. Moreover, state demands for revenue have resulted in significant increase in the interest in expanded gambling, particularly in Massachusetts.

## Prevalence of Gambling by New Hampshire Residents

A 2007 Lifestyle Gallup Poll examined gambling in America and found that 65 percent of people age 18 and over have taken part in some form of legal gambling, with lotteries being the favorite form for most Americans. The poll reported that 46% of American adults reported buying a lottery ticket in the prior 12 months, while 14% gambled on sports in an office pool. General gambling behavior is significantly related to household income, with gambling activity much more common among higher-income (72%) than lower-income (55%) Americans. Middle-income Americans, at 66%, are closer to higher-income Americans in their gambling activity.

Table 1: Common Forms of Gambling in America – 2007 Gallup Organization<sup>2</sup>

<i>Most Common Forms of Gambling</i>		
Based on all Americans		
	Yes	No
	%	%
Bought a state lottery ticket	46	54
Visited a casino	24	76
Participated in an office pool on the World Series, Super Bowl, or other game	14	86
Played a video poker machine	12	88
Done any other kind of gambling not mentioned here	9	91
Bet on a professional sports event such as baseball, basketball, or football	7	93
Played bingo for money	7	93
Bet on a horse race	5	95
Bet on a college sports event such as basketball or football	4	96
Bet on a boxing match	3	97
Gambled for money on the Internet	2	98
Dec. 6-9, 2007		
GALLUP POLL		

There are a number of New Hampshire specific studies which suggest that the prevalence of gambling within New Hampshire is likely consistent, or slightly lower, than the

<sup>2</sup> <http://www.gallup.com/poll/104086/One-Six-Americans-Gamble-Sports.aspx>, Results are based on telephone interviews with a randomly selected national sample of 1,027 adults, aged 18 and older, conducted Dec. 6-9, 2007. For results based on this sample, one can say with 95% confidence that the maximum error attributable to sampling and other random effects is  $\pm 3$  percentage points.

national average. One such New Hampshire specific estimate of gambling prevalence can be found in Appendix 10 of the November 2009 New Hampshire State Park System Ten-Year Strategic Development and Capital Improvement Plan.<sup>3</sup> According to this research about 17 percent of New Hampshire residents had gambled at a casino in the last twelve months, and 37 percent have purchased a state lottery ticket.

Table 2: Estimates of Gaming in New Hampshire, Massachusetts and the United States

<b>ESRI Market Potential Estimates</b>	<b>New Hampshire</b>		<b>Massachusetts</b>		<b>United States</b>	
	<b>Adults</b>	<b>Percent</b>	<b>Adults</b>	<b>Percent</b>	<b>Adults</b>	<b>Percent</b>
Gambled at a casino in the last 12 months	179,461	17.3%	951,445	18.9%	39,006,348	16.6%
Gambled at a casino 6+ times in the last 12 months	26,679	2.6%	133,721	2.7%	6,168,879	2.6%
Gambled at a casino in Atlantic City 12 months	28,519	2.7%	250,396	5.0%	7,639,693	3.3%
Gambled at a casino in Las Vegas 12 months	52,115	5.0%	301,566	6.0%	11,638,870	5.0%
Attended horse races in the last 12 months	27,988	2.7%	159,273	3.2%	6,479,288	2.8%
Played bingo in the last 12 months	42,387	4.1%	197,566	3.9%	10,251,278	4.4%
Bought a Lottery ticket in the last 12 months	383,992	37.0%	1,917,143	38.1%	83,120,114	35.4%
Bought a Lottery ticket in the last 12 mo: Daily Drawing	49,595	4.8%	294,075	5.8%	12,167,354	5.2%
Bought a Lottery ticket in the last 12 mo: Instant Game	171,479	16.5%	809,169	16.1%	37,547,348	16.0%
Bought a Lottery ticket in the last 12 mo: Lotto Drawing	254,877	24.5%	1,262,797	25.1%	53,818,747	23.0%
Played Lottery: <2 times in last 30 days	130,261	12.5%	659,554	13.1%	28,366,663	12.1%
Played Lottery: 2-6 times in last 30 days	147,545	14.2%	701,633	13.9%	30,926,882	13.2%
Played Lottery: 7+ times in last 30 days	106,229	10.2%	556,992	11.1%	24,041,558	10.3%

Source: ESRI.com and Mediamark Research, Inc.

The New England Gaming Behavior Survey from UMASS interviewed 3,981 New England residents from December 20, 2008 through March 13, 2009, including 425 New Hampshire residents.<sup>4</sup> A majority (56%) of New Hampshire residents already participate in some form of legal gambling. The most frequent form of gambling among New Hampshire residents is the state lottery, including both lotto games (50%) and scratch tickets (42%), with casino gambling ranking as the third most prevalent form of gambling among the state's residents. In 2008, approximately 21% of New Hampshire residents gambled at a casino at least once in the last twelve months, with Foxwoods and Mohegan Sun ranking as the top two destinations.

A recent survey from the University of New Hampshire conducted on behalf of the Gaming Commission provided lower estimates, due to significant differences in the Survey and the questions asked. This survey<sup>5</sup> showed lower prevalence than in the UMASS study. However the UNH survey limited its questions to activity in the last three months, as opposed to within the last year. In the UNH survey, 502 New Hampshire adults were interviewed by telephone between October 2 and October 9, 2009. Four in 10 New Hampshire adults (41%) say they have purchased a ticket for a New Hampshire Lottery game that involves the drawing of winning numbers in the last

<sup>3</sup> <http://nhstateparks.org/uploads/Appendix%2010%20-%20Regional%20Demographics.pdf>

The data was compiled by economist Russ Thibeault from demographic analysis created by the Environmental Systems Research Institute, Inc. (ESRI), [www.esri.com](http://www.esri.com). The data are based on national propensities to use various products and services, applied to local demographic composition. Usage data were collected by Mediamark Research, Inc. in a nationally representative survey of US households. This data was not published in a peer reviewed journal.

<sup>4</sup> Barrow C. "Playing the Odds 2" Center for Policy Analysis, University of Massachusetts – Dartmouth. 2009. [http://www.umassd.edu/seppce/policyanalysis/docs/playing\\_the\\_odds\\_2.pdf](http://www.umassd.edu/seppce/policyanalysis/docs/playing_the_odds_2.pdf), Dr. Barrow reports a margin of error of +/- 1.6%. This report was not published in a peer reviewed journal.

<sup>5</sup> [http://www.nh.gov/gsc/calendar/documents/20091117\\_unh.pdf](http://www.nh.gov/gsc/calendar/documents/20091117_unh.pdf). This study was not published in a peer reviewed journal.

three months, 33 percent purchased a New Hampshire Lottery scratch ticket, 10 percent say they have traveled to a casino outside New Hampshire, 2 percent reported to have participated in a poker game for charity, and 1 percent visited a horse or dog racing track.

## **Amount of Legal Wagering by New Hampshire Residents**

According to the set of state agencies regulating legal wagering in New Hampshire, New Hampshire residents legally wager between \$700 million and \$1 billion per year. The low-end estimate above includes \$261 million in wagering in games under the control of the New Hampshire Lottery Commission, \$352 million in wagering in games under the control of the New Hampshire Racing and Charitable Gaming Commission, plus almost \$80 million wagered by New Hampshire residents at New England casinos. The higher estimate can be found in the recent Department of Revenue calculations of returns to the new state Gambling Tax, which implies legal wagering by New Hampshire residents at closer to \$1 billion per year.

These estimates of legal wagering by New Hampshire residents does not include lottery tickets purchased by New Hampshire residents out of state or visits to legal casinos outside of New England (in Atlantic City, Las Vegas, other non-New England states and Canada, for example). The legal wagering estimate also does not include online gambling or illegal wagering by New Hampshire residents (e.g. office pools).

Total personal income in New Hampshire is estimated to be \$56.3 billion<sup>6</sup> in 2009, which means close to 2 percent of New Hampshire's wages and other income is spent on gambling.

## ***Types of Legal Wagering Currently in New Hampshire***

### **The State Lottery**

According to the New Hampshire Lottery Commission, games run under their direction collected \$261 million in revenue in FY2008, which represents the total amount of purchases of scratch tickets, Powerball tickets and so forth.<sup>7</sup> Prizes were \$155 million and total expenses (including prizes) amounted to \$186 million. The Lottery Commission sent \$75 million to the state education trust fund in FY2008.

The following is the breakdown of \$261 million in Lottery receipts in FY2008 by major game:

- Instant Games (scratch tickets)      \$184.0 million
- Powerball      \$46.4 million
- Tri State Megabucks      \$10.5 million
- Tri State Daily Pick 3 Pick 4      \$10.5 million
- Tri State Other Games      \$5.8 million
- Hot Lotto and MUSL Games      \$3.5 million

---

<sup>6</sup> Source: Bureau of Economic Analysis, 2<sup>nd</sup> Quarter of 2009, reported at an annual rate.

<sup>7</sup> Source: New Hampshire Lottery Commission 2008 CAFR, available on the Commission's website.

### New Hampshire Racing and Charitable Gaming

The Racing and Charitable Gaming Commission is responsible for the regulation and enforcement of racetracks, bingo, Lucky 7 and games of chance.<sup>8</sup>

According to the Racing and Charitable Gaming Commission, approximately \$350 million was wagered on pari-mutuel racing and charitable gaming in New Hampshire in 2008:

Racetracks pari-mutuel wagers:	\$224,574,970
Bingo:	\$17,869,831
Lucky-7 Tickets:	\$64,658,752
Charitable Games of Chance:	\$45,199,286
Total:	\$352,302,839

(Source: 2008 Commission report)

At the State's horse and dog racetracks virtually all of the wagering is on simulcast and pari-mutuel wagering for races run in other states. In the most recent year state revenue from simulcast wagering was \$2,679,909, while state revenue from live racing was only \$44,036. There has been no live thoroughbred racing in New Hampshire since 2004, and live greyhound racing has declined from 877 races in 2002 to 147 races in 2008.

Bingo and Lucky 7 ticket games are run for the benefit of charitable organizations in the State of New Hampshire. The charities typically lose money in Bingo games but make up the losses from selling Lucky 7 tickets. In calendar year 2008, New Hampshire charities had a net loss of \$4,486,721 in Bingo games while they had a net profit of \$11,968,295 in Lucky 7 sales for an overall net profit of \$7,481,574 from Bingo and Lucky 7.

Games of chance (including poker, roulette, etc.) – also called table games - have also been legal for the benefit of charities in New Hampshire since the late 1970's. Of the total \$45 million that was wagered in 2008, \$32.7 million was returned to the players. The difference between amount wagered and money returned to players broke down to \$7.6 million retained by the private operators for fees and other expenses, \$4.6 million was distributed to the charities and \$793,000 went to State general fund revenue.

Charities in New Hampshire net about \$12 million total from sponsored games of chance - \$7.5 million from Bingo and Lucky 7 and \$4.6 from table games run by private operators.

### New Hampshire Gambling at Casinos in New England

A recent study which based its findings on a count of license plates in New England's gambling facilities estimated that New Hampshire residents spent \$79.3 million at New England's gambling facilities, indirectly paying \$11.3 million in gambling and sales taxes

---

<sup>8</sup> Source: New Hampshire Racing and Charitable Gaming Commission report for 2008.



to Connecticut, Rhode Island and Maine.<sup>9</sup> According to the study, New Hampshire residents spent at the following locations:

- \$46 million at Foxwoods (Connecticut)
- \$30 million at Mohegan Sun (Connecticut)
- \$2.5 million at Twin River (Rhode Island)
- \$0.2 million at Newport Grand (Rhode Island)
- \$0.8 million at Hollywood (Maine)

The above estimates of New Hampshire resident spending at casinos do not include gambling outside of New England at destination gambling cities like Las Vegas or Atlantic City.

#### Estimate Of Revenue From the New Gambling Winnings Tax

Another estimate of the total amount of legal wagering by New Hampshire residents can be found in the State's new gambling winnings tax.

In the 2009 session the Legislature imposed a new tax of 10 percent on:

- (a) Gambling winnings of New Hampshire residents from anywhere derived. (based on IRS form W2G)
- (b) Gambling winnings of nonresidents of New Hampshire derived from New Hampshire entities.

The New Hampshire Department of Revenue Administration (DRA) estimated that the Gambling Winnings tax will yield \$5.9 million in FY2010, and \$7.9 million in FY2011<sup>10</sup>. Dividing these values by ten percent (the amount of the tax) means that DRA estimates 'base' gambling winnings in New Hampshire are at \$59 million in 2010 and \$79 million in 2011. If we further assume that reported winnings represent 5-10 percent of all (legal) wagers, according to DRA estimate total (legal) wagers by New Hampshire residents could be as high as \$1 billion.

### ***New Hampshire's Reliance on State Gambling Revenue***

Gambling has been an important source of state revenue over the last several decades. However, the state's dependence on gambling revenue has generally been on the decline. Also recent revenue returns have shown that gambling revenue has contracted, along with other sources of state revenue from business and households, as a result of the recent recession.<sup>11</sup>

---

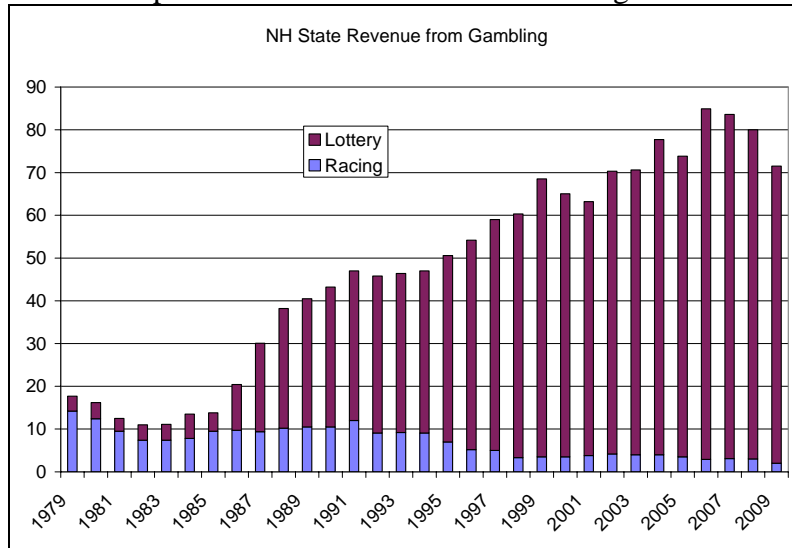
<sup>9</sup> Source: UMASS/Dartmouth 9/16/2008. This study was not peer reviewed and the methodology – using a random sample of automobile licenses to describe gambling behavior by state – has come under fire for its accuracy. The Center attempted to confirm this information by asking gambling facilities in Connecticut to provide information on New Hampshire residents at their facilities, but no information was provided.

<sup>10</sup> Estimates adopted by the New Hampshire Legislature in June 2009.

<sup>11</sup> Source for all of the data in this section: New Hampshire Department of Revenue and New Hampshire Department of Administrative Services, Financial Reporting Bureau.

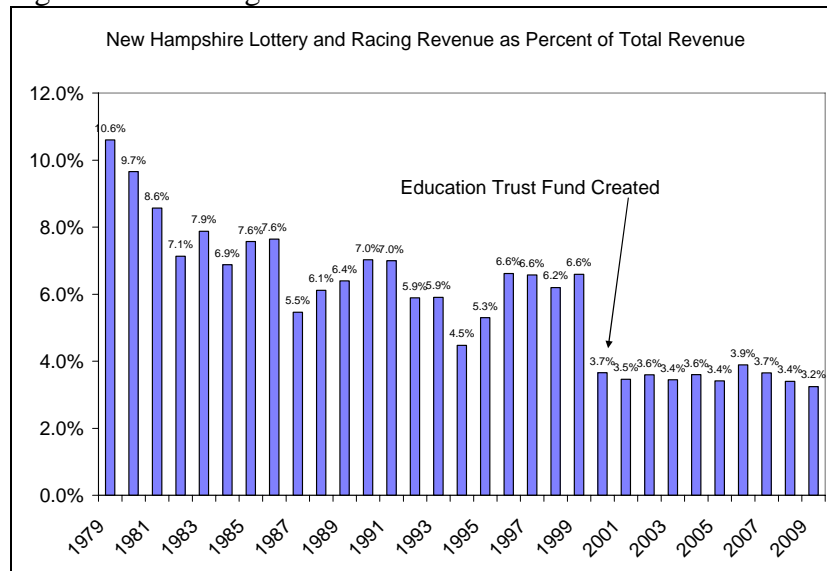
The following graph shows the amount of revenue the state has received from racing and the lottery from 1979 through 2009. In 1979 racing returned over \$14 million to state coffers, while the lottery returned less than \$4 million. As racing revenues declined in the 1980's and 1990's due in part to the fire at Rockingham Park, lottery revenues increased as the lottery added Tri-State Megabucks, Powerball, and most importantly, instant games.

Figure 1: New Hampshire State Revenue from Gambling in Millions of Dollars



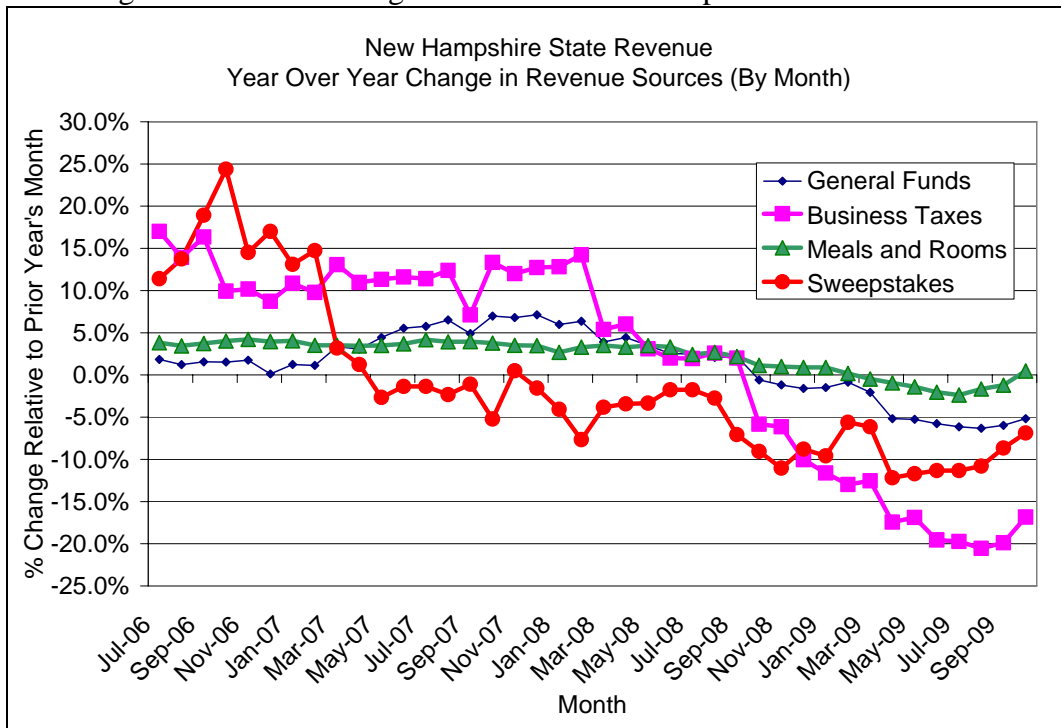
Lottery and racing revenue as a percent of total state revenue was more than 10% of state revenue in 1979. Even with the rise in gambling revenues coming from the Lottery, gambling revenues in 2009 represented only 3.2% of the State General Fund and Education Trust Fund.

Figure 2: Gambling Revenue as a Percent of Total State Revenue



More recently New Hampshire revenue from gambling has not been immune to the effects of the Great Recession of 2008. Figure 3 shows changes in total revenues by major sources from year to year by month. This figure illustrates that year to year New Hampshire Lottery revenues weakened about one year before New Hampshire business revenues declined. As of November 2009, lottery revenues are approximately 7% below where they were 12 months prior. Business taxes, as a comparison, are roughly 17% below where they were 12 months prior.

Figure 3: Percent Change in Selected New Hampshire State Revenues



## Problem Gambling in New Hampshire

The people of New Hampshire already gamble at casinos. By one estimate discussed above, 17% of New Hampshire residents report they gambled at a casino in the past year and 2.6% of adults report that they gambled at a casino six or more times in the past year (see Table 2). These statistics are consistent with adults nationwide. For a portion of these adults who gamble, gambling becomes more than just entertainment; it becomes a pathological problem with personal and community impacts. Critics of expanded gambling often point to problem gambling creating social costs to the community that would more than outweigh the potential economic development and state revenue benefits. We offer here a brief discussion of problem gambling and the caveats regarding the current research, and we discuss the scope of potential prevalence in New Hampshire.

Geographic availability of a gambling venue has a large impact on the prevalence. The National Gambling Impact and Behavior Study report<sup>12</sup> found that the risk of problem and pathological gambling doubles when a person lives within 50 miles of a gambling venue. Currently, none of New Hampshire's residents are within 50 miles of a gambling venue. Also, although most New Hampshire residents have access to pari-mutuel betting and lottery games, not all types of gambling activities pose the same risk to develop pathological behavior. Studies have noted that machine gambling, such as slots and VLTs, are more commonly reported by pathological gamblers as their choice of game (upwards of 70%) over other types of gambling, even if other forms are available in the same venue.<sup>13</sup>

### ***Measuring Problem Gambling***

The idea of pathological gambling is relatively new compared to other aspects of mental disorder sciences. The diagnostic criteria for pathological gambling was established in the fourth edition of the Diagnostic and Statistical Manual of Mental Disorders (DSM-IV) in 1994; whereas, the diagnoses of alcohol or drug addictions were established in the first edition in 1952. Instruments to detect problem gambling have been in use since the 1980s, and many have good accuracy with diagnosis. However, several issues have been raised when research has tried to use these instruments to determine the prevalence of problem gambling in the general population. For example, one commonly used instrument was found to have a false-positive rate of 50% when used to measure problem gambling in a general adult population survey.<sup>14</sup>

According to the DSM-IV, issues associated with gambling are diagnosed using 10 criteria regarding an individual's gambling behavior (listed below). It is generally accepted that a person with 5 or more of these behaviors meets the definition of a pathological gambler. A person with 3-4 criteria is considered a problem gambler, and a person with 1-2 criteria is at-risk. For simplicity, this report refers to all classifications under "problem gambling."

1. Preoccupation: The subject has frequent thoughts about gambling experiences, whether past, future, or fantasy, or thinking about ways to get money to gamble.
2. Tolerance: The subject requires larger or more frequent wagers to experience the same "rush".
3. Withdrawal: Restlessness or irritability associated with attempts to cease or reduce gambling.
4. Escape: The subject gambles to improve mood or escape problems.
5. Chasing: The subject tries to win back gambling losses with more gambling.
6. Lying: The subject tries to hide the extent of his or her gambling by lying to family, friends, therapists, or others.
7. Loss of control: The subject has unsuccessfully attempted to reduce gambling.

---

<sup>12</sup> NORC. "Gambling Impact and Behavior Study." University of Chicago. 1999.

<sup>13</sup> Breen and Zimmerman. "Rapid Onset of Pathological Gambling in Machine Gamblers." Journal of Gambling Studies. Vol. 18. No. 1. Spring 2002.

<sup>14</sup> In other words, half of the adults where the survey indicated they had problem gambling, in fact, were misdiagnosed. Stinchfield (2001) regarding South Oaks Gambling Screen.

8. Illegal acts: The subject has committed a crime, such as theft, fraud, forgery, or embezzlement, in order to obtain gambling money or recover gambling losses.
9. Risked significant relationship: The subject, despite risking or losing a relationship, job, or other significant career or educational opportunity, continues to gamble.
10. Bailout: The subject turns to family, friends, or another third party for financial assistance as a result of gambling.

In this section, we examine prevalence estimates for problem gambling and calculate the estimated number of problem gamblers based on those prevalence estimates. We use estimates based on a non-peer reviewed study with New Hampshire specific data and national estimates published in a peer-reviewed journal to provide an alternative estimate.

Table 3 below shows an estimate of the prevalence of problem gambling from Barrow (2009) and estimates the number of problem and pathological gamblers based on those prevalence estimate.<sup>15</sup>

Table 3: Estimates of the Lifetime Prevalence of Problem Gambling in the Current New Hampshire Population<sup>16</sup>

<b>Level of Gambling Problem</b>	<b>Est. Percent of Adults (21+)</b>	<b>Est. Number of Adults</b>
At-risk	4.2%	40,659
Problem	0.9%	8,713
Pathological	0.9%	8,713
<b>Total Problem</b>	<b>6.0%</b>	<b>58,084</b>

Table 4 below shows an estimate of problem gambling in New Hampshire based on a meta-analysis by Schaffer and Hall in 2001. One should note that these estimates presented below are based on national estimates of prevalence, and are not comparable to the estimates produced above. Using these estimates to estimate the number of problem gamblers in New Hampshire assumes that factors associated with gambling including proximity to a gambling facility are the same in New Hampshire as they are on average in the studies analyzed by Schaffer and Hall. Moreover, these figures also assume that all individuals in the state have equal access to a gambling venue with similar game offerings.

<sup>15</sup> Barrow C. "Market Feasibility, Economic and Fiscal Impact Analysis for Sagamore Crossing Golf Resort and Convention Center." Center for Policy Analysis, University of Massachusetts – Dartmouth. 2009. The prevalence estimates are not published in a peer reviewed study.

<sup>16</sup> Population estimates are from the Census for 2008. Prevalence estimates are taken from Barrow 2009. Barrow's survey was a random-digit dialed sample of residents in Maine, Massachusetts, Rhode Island, and New Hampshire. In his report, however, margins of error or confidence intervals were not provided in order to gauge statistical precision. Therefore, we do not know with any certainty whether the estimates presented here are statistically significant from zero or are truly lower than what the national estimates suggest.

Table 4: Estimates of Potential Lifetime and Past-Year Prevalence of Problem Gambling in New Hampshire<sup>17</sup>

Time Period	Level of Gambling Problem	Est. Percent of Adults (21+)	95% CI	Est. Number of Adults	95% CI
Lifetime	At-risk + Problem	4.2%	(3.1% - 5.2%)	40,659	(30,010 - 50,339)
	Pathological	1.9%	(1.5% - 2.3%)	18,393	(14,521 - 22,266)
Past Year	At-risk + Problem	2.5%	(1.7% - 3.4%)	24,202	(16,457 - 32,914)
	Pathological	1.5%	(0.9% - 2.0%)	14,521	(8,713 - 19,361)

Overall, these estimates are not without caveats. As one examines these numbers several important factors should be kept in mind. First, many studies examine “lifetime” problems with gambling. Throughout a person’s lifetime, he or she may have experienced one or more clinical aspect of problem gambling – and, not all at the same time. These issues may have long resolved before the survey was answered. Therefore, this person could be considered a false-positive and lead to an overestimation of the prevalence of problem gambling.

Second, other surveys have asked about a person’s behavior for the past 12 months. Although this method would fix the temporality issue when asking about a person’s lifetime experience, this method would miss people with a history of pathological gambling who have resolved their issues; therefore, possibly undercounting the true prevalence estimate.

Third, surveys have yet to extensively describe the impacts of co-occurring mental health disorders. Several studies assert that pathological gamblers are more likely to have addiction issues with drugs and/or alcohol or have another mental health disorder, such as depression, mania, or anxiety.<sup>18</sup> The estimates below do not take into account the impacts that these disorders have and a populations’ risk for developing problem gambling.

## A Short Legislative History of Gambling in New Hampshire

### Horse and Dog Racing

New Hampshire’s Rockingham Park opened on June 28, 1906 for a 21-day horse racing meet. Since gambling was illegal in New Hampshire, betting was shut down after only three days.<sup>19</sup> The meet continued with the wagering gone underground. But the end of that meet marked the end of Thoroughbred racing and the track sat idle. Rockingham Park hosted non-wagered horse racing, fairs, aviation meets, motorcycle races and other

<sup>17</sup> Shaffer and Hall. “Updating and Refining Prevalence Estimates of Disordered Gambling Behavior in the United States and Canada.” *Canadian Journal of Public Health*. Vol. 92 No. 3. 2001.

<sup>18</sup> Petry and Weinstock (2007) from “Research and Management Issues in Gambling Studies.”

<sup>19</sup> History of Rockingham Park, <http://www.rockinghampark.com/>

events on and off for the next two decades, and was even a World War I training area for American troops.

On April 23, 1933, gambling was legalized in New Hampshire. Legendary New York Times sportswriter Damon Runyon added his considerable sway with the media and celebrity. The vote to restore racing at the Salem race track passed in a special town meeting by a vote of 617-2. In 1936 the New Hampshire Jockey Club, controlled by Lou Smith, was formed and assumed ownership of the track. By then, the track was providing a major source of revenue to the state coffers.

Greyhound racing in New Hampshire began in 1972, when the Hinsdale Raceway on the Vermont border added a dog track to its existing harness-racing facility.<sup>20</sup> In 1973 Seabrook Greyhound Park, which is located on the coast near the Massachusetts line, opened as a track devoted exclusively to dog racing. A third track, The Lodge at Belmont, opened in 1975 as Berenson's Belmont Greyhound Track.

Seabrook was the largest of the three tracks. It was a Class A track, meaning it was among the tracks offering the strongest competition and highest purses. Seabrook was founded by members of the Carney family, who had been heavily involved for many years in both horse and dog racing in Florida and New England.

At one point the revenue from horse and dog racing was a significant share of the state budget. In the late 1970's state revenues from horse and dog racing comprised about ten percent of the State's General Fund Revenues.

The importance of racing as a state revenue source is illustrated in the State's reaction to the near destruction of Rockingham Park. On July 29, 1980 a devastating early morning fire swept through the Rockingham Park grandstand. The remainder of the 68-day meet was cancelled and the burned-out track would stay shuttered for four years. The loss of revenue was considerable at that time.<sup>21</sup> A special joint legislative committee on Rockingham Park was formed by House Speaker Tucker in 1981 to help address the loss of tax revenue to the state and assist the owners in rebuilding. The Committees on Ways and Means, Regulated Revenues and Appropriations were combined to hear all bills concerning Rockingham Park. Touche Ross was hired to analyze proposals, and suggestions for bonding the reconstruction to a state takeover of the park were discussed.

Even as Rockingham Park was rebuilt the public's interest in dog racing and horse racing was starting to decline. State revenues from racing dropped from \$12 million in 1991 to \$2 million in 2009. The tracks' political sway has "tracked" that revenue's decline over time. In 2009, no dog races were run at any of New Hampshire's tracks.

Virtually all of the revenue from New Hampshire horse and dog racing establishments now comes from simulcast and pari-mutuel wagering on races in other states.

---

<sup>20</sup> <http://www.grey2kusa.org/pdf/historyNH.pdf>

<sup>21</sup> History of Rockingham Park, *ibid*

### **The Lottery**

New England had no legal lottery from 1832 to 1963 until New Hampshire adopted a sweepstakes in 1964, the first state in the nation to do so. Local option voting held on March 10, 1964 by special ballot allowed cities and towns in New Hampshire to either vote for or against the sale of Sweepstakes tickets. Only 13 of the state's 211 communities voted disapproval of the measure and sweepstakes tickets went on sale two days later on March 12, 1964.<sup>22</sup>

Initially lottery tickets were sold only in state liquor stores and a few select other locations, and the winning lottery ticket was based upon the outcome of a Thoroughbred race at Rockingham Park. Lou Smith then inaugurated the New Hampshire Sweepstakes, patterned on the Irish Sweepstakes. The initial running on September 12, 1964 was covered by the national media and televised by ABC-TV's Wide World of Sports.

The New Hampshire Lottery has evolved from offering only one type of ticket that cost \$3 each to offering a variety of lotto-type games and numerous instant games. Sales have gone from \$5.7 million in 1964 to more than \$239 million in 2009. The New Hampshire Lottery's contribution to education has increased from \$7 million in 1984 to \$70 million in 2009.

### **Charitable Gambling**

Charitable gambling in New Hampshire includes Bingo, Lucky 7 and games of chance (table games like poker, roulette, etc.). Charities in New Hampshire net about \$12 million from sponsored games of chance - \$7.5 million from Bingo and Lucky 7 - and \$4.6 from table games run by private operators (including poker, roulette, etc.). State annual revenue from charitable gambling is about \$1.7 million.<sup>23</sup>

Bingo and Lucky 7 ticket games are run for the benefit of charitable organizations in the State of New Hampshire. The charities typically lose money in bingo games but make up the losses from selling Lucky 7 tickets. In calendar year 2008, New Hampshire charities had a net loss of \$4,486,721 in bingo games while they had a net profit of \$11,968,295 in Lucky 7 sales for an overall net profit of \$7,481,574 from bingo and Lucky 7.

Bingo, formerly regulated as beano, has been legal in New Hampshire since 1949. In 1949, RSA 287 was enacted to regulate beano. In 1983, RSA 287 was repealed and re-enacted as RSA 287-E to regulate bingo. A tax of 5% was imposed in 1983 on winner-take-all games pursuant to RSA 287-E: 8. The tax was raised to its current level of 7% in 1990. Pursuant to Chapter 257 of the Laws of New Hampshire 2004, authority for administration of bingo was transferred from the Lottery Commission and enforcement of bingo was transferred from the Department of Safety to the Racing and Charitable Gaming Commission on January 1, 2005.

Lucky 7 has been legal in New Hampshire since 1949. In 1949, RSA 287 was enacted to regulate Lucky 7. In 1983, RSA 287 was repealed and reenacted as RSA 287-E to regulate Lucky 7. A fee of \$15 per deal of pull tab tickets and \$6 per deal of bag tickets

---

<sup>22</sup> NH Lottery Commission and History of Rockingham Park.

<sup>23</sup> NH Racing and Charitable Gaming Commission.



was enacted in 1990 under RSA 287- E:22, I. Pursuant to Chapter 257 of the Laws of New Hampshire 2004, authority for administration of Lucky 7 was transferred from the Lottery Commission and enforcement of Lucky 7 was transferred from the Department of Safety to the Racing and Charitable Gaming Commission on January 1, 2005.

Games of chance (table games like roulette and blackjack) have been legal in New Hampshire since 1977. Pursuant to Chapter 311 of the Laws of New Hampshire 2006, authority for administration and enforcement of games of chance was expanded and transferred from the Attorney General's Office and the local chiefs of police to the Racing and Charitable Gaming Commission on July 19, 2006.

Legislation was passed effective July 1, 2008 assessing a new fee on the games of chance which generate revenue to the General Fund, net of expenses. Those fees totaled over \$736,000 for the last six months of 2008 resulting in a transfer to the general fund of \$618,000 that represented net revenue for July through November 2008.

### **Recent Efforts to Expand Gambling**

Many attempts were made to expand gambling in New Hampshire during the 1990s<sup>24</sup>. In 1992, the New Hampshire Legislature considered seven gambling-related bills, but none became law. Proponents, who envisioned riverboat gambling on Lake Winnepesaukee and gambling rooms in White Mountain resorts, saw casino gambling as a new revenue source and a boon that could invigorate the state's faltering economy.<sup>25</sup>

In 1994, the "Brown Commission" looked at establishing a casino at the former Pease Air Force base. A December 1994 report by Urban Systems estimated a casino could generate \$74 million to \$90 million to the state in the first year and \$52 to \$66 million by the fifth year of operation.

In the late 1990s, Leisure Time Casinos and Resorts proposed bringing a 500-passenger vessel to Portsmouth to run a gambling operation with a potential economic impact of up to \$30 million a year, but that also failed to gain legislative approval.<sup>26</sup>

Governor Shaheen (1997 to 2003) considered Video Lottery Terminals (VLTs), along with an increase in the cigarette tax, as central to her plan for funding public education. Although the cigarette tax was increased during her administration, VLTs were not accepted by the legislature.<sup>27</sup>

Legalized video gambling was addressed specifically in Governor Shaheen's 2000 Blue Ribbon Commission for studying school-funding options. The report, by researcher

---

<sup>24</sup> "A New Call Made For Casino Gambling Some See Gold, Others Fear Crime" - Published on June 30, 1991, Tom Long, Boston Globe Staff

<sup>25</sup> "Gambling Proposals Reviewed By Panel Bills Would Bring In Video Lotteries" - Published on September 19, 1993, Ralph Jimenez, Boston Globe Staff

<sup>26</sup> "Gaming Ship Rolls The Dice In N.H. State Law May Block Cruises", Published on August 10, 1998, Associated Press, Boston Globe

<sup>27</sup> "Vote Scuttles Shaheen Plan For Two Year State Still Scrambling For Cash For School-Funding Deal"; Kevin Landrigan, Nashua Telegraph, May 14, 1999

Ronald U. Mendoza, concluded the state could collect as much as \$242.2 million a year from VLTs, based on a tax of 44.8 percent on total annual revenues.

Before Governor Shaheen left office in 2003, several bills were considered for gambling as a state revenue source under some conditions, including legalizing off-track betting; establishing a state-owned casino; creating a committee to study a possible state-owned casino; and legalizing video lottery terminals at the state's four racetracks.

In 2003, the possibility of getting a video gambling bill through the State House seemed so remote that gambling companies dropped their New Hampshire lobbyists. Not only had Governor Benson promised to veto any proposal to expand gambling<sup>28</sup>, but House Speaker Gene Chandler's leadership team helped kill a gambling bill in the 2004 session.

While Governor John Lynch (2005 to present) has refused to rule out the introduction of expanded gambling, he has also not expressed support, saying he needs to be certain that expansion would be in the best interest of New Hampshire.

In 2005 Millennium Gaming Inc., a Las Vegas-based owner of casinos, bought an option to purchase Rockingham Park in Salem on the Massachusetts border. The Lodge at Belmont, a greyhound racing track in the Lakes Region, was purchased by Torguson Gaming Group Inc., a Nevada corporation based in Biloxi, Mississippi, and headed by Marlin F. Torguson, a casino developer. And Delaware North Companies, a hospitality conglomerate that also runs gambling operations, took over management of The Balsams, a North Country resort that is a potential casino site.

Also in 2005, Senator Ted Gatsas, an owner of several racehorses that were profitable at New Hampshire and New York tracks, introduced SB225, a plan to generate as much as \$200 million a year for the state budget by legalizing gambling on slot machines at seven locations.<sup>29</sup>

In the same year (2005), the New Hampshire House enacted HB522, establishing a commission to study gambling options for New Hampshire. The Commission issued a final report in June 2006, which included several hundred pages of extensive study and research, but no recommendation for legislation.<sup>30</sup>

In 2006, the New Hampshire Legislature voted to allow for-profit companies to operate games of chance at so-called poker parlors, requiring that at least 35 percent of profits go to charity. After the change in the law, twelve companies were licensed to run 16 poker parlors across New Hampshire.

---

<sup>28</sup> <http://www.nytimes.com/2003/05/01/us/revised-view-of-gambling-bane-is-now-boon.html?pagewanted=all>

<sup>29</sup> "Gambling Bill Hangs On Key Votes", Kevin Landrigan, Nashua Telegraph, April 6, 2005

<sup>30</sup> Based on information on the website of the New Hampshire State Legislature (<http://www.gencourt.state.nh.us/>). The Center is also grateful to Nancy Levinus of the Legislative staff for her guidance and support in compiling this history.

On January 4, 2007, HB637 -FN-A-L was introduced, establishing a gambling oversight authority and video lottery gambling. The bill was defeated just about a year later. Another bill, SB306 -FN, to allow video gambling in Coos County, a casino in Berlin, and establish a fund to assist with the payment of property taxes (sponsored by Senator Gallus) was tabled on March 13, 2008. On May 12, 2008, HB1172 -FN, which changed the name of the pari-mutuel commission to the Racing and Charitable Gaming Commission, was signed into law.

In August 2007, the House Ways and Means Committee appointed three subcommittees to study potential revenue sources to fund education, including an income tax, sales tax and casino gambling. On October 23, 2008, the House Ways and Means Interim Study Committee on Casino Gambling to study HB886-FN-A-L, relative to funding an adequate education, voted 5-1 to recommend the introduction of future legislation for the use and operation of video lottery terminals.

On March 4, 2009, HB593 -FN-A, which would have authorized the licensing and construction of destination resorts with gambling facilities including table gambling and video lottery machines, and authorizing gambling facilities at existing pari-mutuel licensees, including table gambling and video machines, was defeated in the House.

A week later, two expanded gambling bills (SB169 and SB179) that had been introduced in the Senate were both tabled. SB169 -FN, relative to games of chance and establishing a gambling oversight authority and video lottery gambling, was filed by Senator Gatsas. It enabled a state-run video lottery with machines at six locations to be licensed and selected competitively, based on enumerated criteria. SB169 gave no preference for existing pari-mutuel locations, and had many fewer machines overall (no more than 1000 at any one location and no more than 5500 statewide). There was no casino provision in SB 169.

SB179 -FN-A-L, which provided for the recovery of horse racing, called for expanded gambling operations in the North Country and at pari-mutuel locations. Sponsored by Senator D'Allesandro *et al*, the bill was also tabled on March 11, 2009. However, at the Committee of Conference on HB2, the Senate Finance Committee inserted language into the trailer bill that was essentially a modified version of SB179. That language is in the April 23, 2009 version of the Senate Finance Amendment to HB2 under Chapter 284-A, (Video Lottery Machines). Expanded gambling was projected to net the state \$90 million in 2010 and \$115 million in 2011.<sup>31</sup>

The particulars of SB179 and the Senate Finance amendment are nearly identical to the proposal submitted by Millennium Management Group (Rockingham Park) to the New Hampshire Gaming Study Commission on October 20, 2009. The amendment and the Millennium proposal called for 5,000 VLTs at Rockingham Park and 2,000 each at Belmont and Seabrook, with the possibility of another 1,000 VLTs in the North Country. Licensing fees were estimated to be \$50 million for horse tracks, \$20 million for dog tracks, and \$10 million for North Country. The tax rate was 49%; 40% to state general

---

<sup>31</sup> <http://gencourt.state.nh.us/scaljournals/calendars/2009/sc%2026a.html>

fund, 3% to town, 1% to county, 2% problem gambling, 1% tourism, 1% safety, and 1% purse.

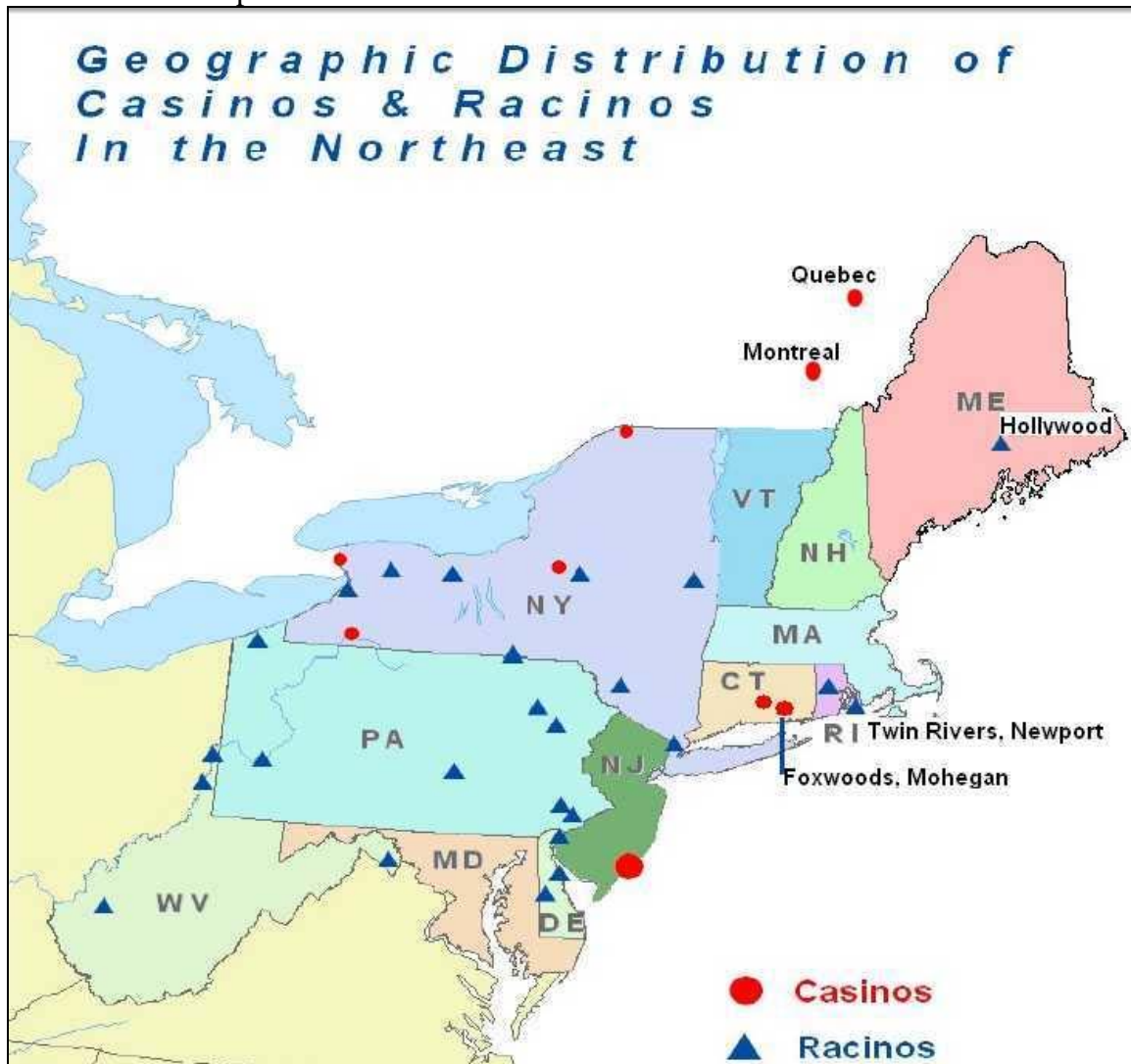
The Senate amendment language was removed from HB2 in its final version for 2009, as expanded gambling once again failed to make it through the New Hampshire State House. Finally, in the 2009 session, the state enacted a 10 percent Gambling Winnings tax, estimated to yield \$5.9 million in FY2010 and \$7.9 million in FY2011.

## Gambling Facilities in New England

The following section presents statistics on gambling, including recent legislative activity, for each of the six New England states. Statistics on gambling in each of the states was collected from the American Gaming Association and data collected by the Rockefeller Center. Recent legislative activity or changes in the gambling environment were derived from published news reports. The Center has not independently verified this information.

Every state in New England, to a greater or lesser degree, has a state run lottery, charitable gambling, racing and other legal wagering. Connecticut is home to the two largest tribal casinos in the country, while Rhode Island hosts one of the largest racinos in the United States. The following map is reproduced from the Center for Policy Analysis, University of Massachusetts at Dartmouth, and shows the location of the known racinos and casinos in the Northeast.

Graph 1: Casinos and Racinos in the Northeast United States



Source: Center for Policy Analysis (CFPA) at the University of Massachusetts Dartmouth, 2009

**Connecticut**

Gambling Statistics

<b>Current Number of Facilities</b>	<b>2 casinos</b>		
	Tribal State Gaming		
<b>Public/private arrangement</b>	Compact	<b>Gambling, Including Lotteries, etc.</b>	
<b>Number of employees</b>	22,000	<b>Other Legal Gambling (1)</b>	
<b>Gross Gaming Revenue</b>	\$1.6 billion	State Lottery	Yes
<b>Gaming Tax Revenue</b>	\$411 mill	Pari-mutuel Wagering	Yes
<b>Number of Slot Machines</b>	15,000	Charitable Gaming	Yes
<b>Slots Winnings per Day (12/08)</b>	\$306	Convenience (KENO)	No
	General Fund, Local Communities		
<b>How Are Taxes Spent?</b>	Communities	<b>State Gambling Revenue (mill)(2)</b>	
<b>Legalization Date</b>	1993	FY2008	\$700
<b>First Casino Opening Date</b>	1994	FY2009	\$666
<b>State Gaming Tax Rate</b>	25%	Percent change	-4.9%
	Tribal casino, separate government		
<b>Mode of Legalization</b>	government	Sources	
<b>Size of the Market (1)</b>	\$1.571 bill	1 American Gaming Association	
<b>Market Rank in the US</b>	4th	2 Nelson A. Rockefeller Institute of Government	

**Charitable Gambling** is regulated by the Division of Special Revenue. Annual volume is about \$44m with \$15m going to charities

**Recent Media Coverage, Legislation, Public Activity or State Reports**

- Foxwoods faces financial problems. With more than \$2 billion in debt from expansion, the resort is fighting an uphill battle against sliding revenues because of the economy and increased competition from newer venues. More than 700 layoffs in the last year, or about 6 percent of the workforce, and slot revenues at the casino continued to drop, plunging 13 percent in July to \$63.2 million compared with a year ago. (Boston Globe, 9/13/09)
- “A state-ordered study has concluded that Connecticut casinos are indeed doing well, but that the state is not doing a good job of regulating the industry. Changes are needed to help slow the growth of problem gambling.” (Spectrum Gaming Group, June 22, 2009)
- Report: Gambling in Connecticut: Analyzing the Economic and Social Impacts; Spectrum Gaming Group; [http://www.ct.gov/dosr/lib/dosr/june\\_24\\_2009\\_spectrum\\_final\\_final\\_report\\_to\\_the\\_state\\_of\\_connecticut.pdf](http://www.ct.gov/dosr/lib/dosr/june_24_2009_spectrum_final_final_report_to_the_state_of_connecticut.pdf)

**Maine**

**Gambling Statistics**

<b>Current Number of Facilities</b>	<b>1 racino</b>		
	Privately operated with slot machines		
<b>Public/private arrangement</b>		<b>Gambling, Including Lotteries, etc.</b>	
<b>Number of employees</b>	324	<b>Other Legal Gambling (1)</b>	
<b>Gross Gaming Revenue</b>	\$50 mill	State Lottery	Yes
<b>Gaming Tax Revenue</b>	\$25 mill	Pari-mutuel Wagering	Yes
<b>Number of Slot Machines</b>	1,000	Charitable Gaming	Yes
<b>Slots Winnings per Day (12/08)</b>	\$187	Convenience (KENO)	No
	Education, health care, racetracks, City of Bangor		
<b>How Are Taxes Spent?</b>		<b>State Gambling Revenue (mill)(2)</b>	
<b>Legalization Date</b>	2004	FY2008	\$70
<b>First Casino Opening Date</b>	2005	FY2009	\$76
<b>State Gaming Tax Rate</b>	50%	Percent change	8.6%
	Local option vote, legislative action		
<b>Mode of Legalization</b>		Sources	
<b>Size of the Market (1)</b>	\$50 mill	1 American Gaming Association	
<b>Market Rank in the US</b>	NA	2 Nelson A. Rockefeller Institute of Government	

**Charitable Gambling** is regulated by the Maine State Police. No statistics were found.

**Recent Media Coverage, Legislation, Public Activity or State Reports**

- “Penn National’s Hollywood Star in Bangor continues to enjoy slot machine exclusivity in the state, and has experienced a solid rate of growth with a 31.7 percent increase for the first six months of 2009 compared to the previous year-to-date.” (Gaming & Resort Development, 2009)
- “The city of Bangor is preparing for the possible expansion of gambling at the state's only racino, Hollywood Slots Hotel and Raceway. Currently, only slot machines are offered. But the racino owners would like to include table games, such as poker and blackjack. Talk of expanding the facility into a casino has been around since Hollywood Slots opened, but such a change would require legislative approval.”  
<http://www.mpbnet.com/News/MaineNews/tabid/181/ctl/ViewItem/mid/3475/ItemId/9075/Default.aspx>
- Backers are proposing a new casino to raise money for public schools and colleges, dairy farms and Indian tribes. They envision a deluxe resort casino with slot machines and table games in Oxford County. (Portland Press Herald, 10/16/09)

**Massachusetts**

Gambling Statistics

<b>Current Number of Facilities</b>	<b>none</b>		
<b>Public/private arrangement</b>	NA	<b>Gambling, Including Lotteries, etc.</b>	
<b>Number of employees</b>	NA	<b>Other Legal Gambling (1)</b>	
<b>Gross Gaming Revenue</b>	NA	State Lottery	Yes
<b>Gaming Tax Revenue</b>	NA	Pari-mutuel Wagering	Yes
<b>Number of Slot Machines</b>	NA	Charitable Gaming	Yes
<b>Slots Winnings per Day (12/08)</b>	NA	Convenience (KENO)	Yes
<b>How Are Taxes Spent?</b>	NA	<b>State Gambling Revenue (mill)(2)</b>	
<b>Legalization Date</b>	NA		FY2008 \$913
<b>First Casino Opening Date</b>	NA		FY2009 ND
<b>State Gaming Tax Rate</b>	NA		Percent change
<b>Mode of Legalization</b>	NA	Sources	
<b>Size of the Market (1)</b>	NA	1 American Gaming Association	
<b>Market Rank in the US</b>	NA	2 Nelson A. Rockefeller Institute of Government	

**Charitable Gambling** is regulated by the Massachusetts Lottery Commission. The annual volume is about \$111m.

**Recent Media Coverage, Legislation, Public Activity or State Reports**

- On Oct. 11, 2007, Governor Deval Patrick filed legislation that would have authorized up to three destination resort casinos in the Commonwealth of Massachusetts. [http://www.mass.gov/Agov3/docs/Legislation/2007\\_10\\_11\\_resort\\_casino\\_bill.pdf](http://www.mass.gov/Agov3/docs/Legislation/2007_10_11_resort_casino_bill.pdf). That bill failed to pass the House. However, the Governor, House Speaker, and Senate President now support some form of expanded gaming and a new effort is expected in 2010.
- Mohegan Sun officials made their pitch for a Palmer casino October 27, 2009 at the Sheraton during the first of its "community conversations" to be held around Western Massachusetts.
- Report: Projecting and Preparing for Potential Impact of Expanded Gaming on Commonwealth of Massachusetts (Executive Summary); Spectrum Gaming Group, August 1, 2008; [http://www.mass.gov/Ehed/docs/EOHED/MA\\_Gaming\\_Analysis\\_ExecSummary.pdf](http://www.mass.gov/Ehed/docs/EOHED/MA_Gaming_Analysis_ExecSummary.pdf)



## New Hampshire

### Gambling Statistics

Current Number of Facilities	none		
<u>Public/private arrangement</u>	NA	<u>Gambling, Including Lotteries, etc.</u>	
<u>Number of employees</u>	NA	<u>Other Legal Gambling (1)</u>	
<u>Gross Gaming Revenue</u>	NA	State Lottery	Yes
<u>Gaming Tax Revenue</u>	NA	Pari-mutuel Wagering	Yes
<u>Number of Slot Machines</u>	NA	Charitable Gaming	Yes
<u>Slots Winnings per Day (12/08)</u>	NA	Convenience (KENO)	No
<u>How Are Taxes Spent?</u>	NA	<u>State Gambling Revenue (mill)(2)</u>	
<u>Legalization Date</u>	NA		FY2008 \$75
<u>First Casino Opening Date</u>	NA		FY2009 \$68
<u>State Gaming Tax Rate</u>	NA		Percent change -9.3%
<u>Mode of Legalization</u>	NA	Sources	
<u>Size of the Market (1)</u>	NA	1 American Gaming Association	
<u>Market Rank in the US</u>	NA	2 Nelson A. Rockefeller Institute of Government	

**Charitable Gambling** is regulated by the New Hampshire Racing and Charitable Gaming Commission.

### Recent Media Coverage, Legislation, Public Activity or State Reports

- New Hampshire Gaming Study Commission established July 2009. This Commission, consisting of 15 citizens of New Hampshire appointed by the Governor, will undertake the following tasks and report their findings to the Governor on or before June 1, 2010. The Commission will, as its primary charge review, research, analyze and develop findings on the impact of gambling in New Hampshire today as well as the foreseeable future.

**Rhode Island**

Gambling Statistics

<b>Current Number of Facilities</b>	<b>2 racinos</b>		
	Publicly run video lottery terminals with distribution to operators		
<b>Public/private arrangement</b>		<b>Gambling, Including Lotteries, etc.</b>	
<b>Number of employees</b>	1,310	<b>Other Legal Gambling (1)</b>	
<b>Gross Gaming Revenue</b>	\$407.5 mill	State Lottery	Yes
<b>Gaming Tax Revenue</b>	\$302.7 mill	Pari-mutuel Wagering	Yes
<b>Number of Slot Machines</b>	6,000	Charitable Gaming	Yes
<b>Slots Winnings per Day (12/08)</b>	\$217	Convenience (KENO)	Yes
<b>How Are Taxes Spent?</b>	General Fund	<b>State Gambling Revenue (mill)(2)</b>	
<b>Legalization Date</b>	1992	FY2008	\$356
<b>First Casino Opening Date</b>	1992	FY2009	\$344
<b>State Gaming Tax Rate</b>	75%	Percent change	-3.4%
<b>Mode of Legalization</b>	Legislative action	Sources	
<b>Size of the Market (1)</b>	\$407.5 mill	1 American Gaming Association	
<b>Market Rank in the US</b>	3rd	2 Nelson A. Rockefeller Institute of Government	

**Charitable Gambling** is regulated by the State Police. No statistics found.

**Recent Media Coverage, Legislation, Public Activity or State Reports**

- “The state’s two slot operations experienced a 5.7 percent drop in gambling revenues through June, 2009, compared to the previous year. Revenues had grown by 6 percent in calendar 2008 compared to 2007. Twin Rivers, which generates the bulk of the revenues, declared bankruptcy in June 2009, burdened with a high level of debt, operating losses from its greyhound racing sector, and a \$20 million per month minimum state fee. It has been proposing to close down the racing, but it was a key condition of its original licensing, while also seeking to extend operating hours.” (Gaming & Resort Development news, 2009)
- “Narragansett Indians Tribal Councilman Randy R. Noka filed a complaint with the state Attorney General's Office alleging UTGR Inc., the parent company of Twin River, engaged in "false advertising" by calling the Lincoln gambling facility a "casino." In 2006, the Narragansetts had sought permission to build a casino in West Warwick. Voters rejected the proposal by a vote of 241,986 (63.05 percent) to 141,806 (36.95 percent). “  
<http://newsblog.projo.com/2009/08/providence-ri---27.html>
- Rhode Island Special House Committee to Study Gambling in 2003 (Hearings related to proposed destination casino at West Warwick, RI)  
<http://www.rilin.state.ri.us/gaming/>

**Vermont**

Gambling Statistics

<b>Current Number of Facilities</b>	<b>none</b>		
<b>Public/private arrangement</b>	NA	<b>Gambling, Including Lotteries, etc.</b>	
<b>Number of employees</b>	NA	<b>Other Legal Gambling (1)</b>	
<b>Gross Gaming Revenue</b>	NA	State Lottery	Yes
<b>Gaming Tax Revenue</b>	NA	Pari-mutuel Wagering	Yes
<b>Number of Slot Machines</b>	NA	Charitable Gaming	Yes
<b>Slots Winnings per Day (12/08)</b>	NA	Convenience (KENO)	No
<b>How Are Taxes Spent?</b>	NA	<b>State Gambling Revenue (mill)(2)</b>	
<b>Legalization Date</b>	NA	FY2008	\$23
<b>First Casino Opening Date</b>	NA	FY2009	\$21
<b>State Gaming Tax Rate</b>	NA	Percent change	-8.7%
<b>Mode of Legalization</b>	NA	Sources	
<b>Size of the Market (1)</b>	NA	1 American Gaming Association	
<b>Market Rank in the US</b>	NA	2 Nelson A. Rockefeller Institute of Government	

**There is no gambling agency that oversees charitable, raffles, bingo and casino nights, but the Attorney General has an informational webpage.**

Vermont has no casino gambling.

**Recent Media Coverage, Legislation, Public Activity or State Reports**

- There are no serious proposals for expanded gambling or video slots in Vermont at present. Such proposals have been defeated in the Legislature very quickly. (Conversation with Jeff Carr, Economic & Policy Resources, Inc., 9/25/09)
- “The state auditor thinks it is a good idea. So do the people of Killington, Vermont. Neither parties, however, have been able to convince lawmakers that a casino resort would be beneficial to the town. There are the usual groups that feel that improving the economy for residents of Vermont is not as important as keeping the gambling out. Lawmakers have been slow to adopt the plan. “  
[http://www.casinogamblingweb.com/gambling-news/gambling-law/vermont\\_ignoring\\_state\\_auditor\\_s\\_advice\\_to\\_add\\_casino\\_gambling\\_50961.html](http://www.casinogamblingweb.com/gambling-news/gambling-law/vermont_ignoring_state_auditor_s_advice_to_add_casino_gambling_50961.html))

# Want to know more?

## -- Become a subscriber.

### **The NH Center for Public Policy Studies needs you.**

**Since 1996** the Center has delivered to New Hampshire's policy makers, news organizations, and citizens objective analysis that has become the foundation for better public policy. The Center gets no state or federal appropriation. We have survived and flourished because of the extraordinary generosity of the New Hampshire Charitable Foundation and a growing list of private donors. To maintain our independence, we need to broaden our base of contributors.

**Our goal:** 100 new contributors, each donating \$1,000 for an annual subscription to our research reports and an invitation to our policy forums. To view a list of our contributors, please visit the section of our website, [www.nhpolicy.org](http://www.nhpolicy.org), labeled "Our Supporters".

**Our guarantee:** Even if you don't subscribe, you can get our reports for free. You can download them from our website or call and we'll mail you copies. For free. That's our mission: "to raise new ideas and improve policy debates through quality information and analysis on issues shaping New Hampshire's future," and to do so in ways that make the information available to *everyone*: legislators, school boards, small-business owners, voters. *As long as we can raise enough unrestricted money to support our inquiry into problems that matter to New Hampshire, we will keep making that information available at no cost to people who will use it.*

**Our independence:** The Center is a private, nonpartisan, not-for-profit organization. Our board of directors sets our research agenda. Unrestricted donations allow the Center to pursue topics that grant-makers typically won't support: local governance, school funding, and corrections. This report exists and is in your hand only because of the generosity of our donors.

**To subscribe:** Send a check to:  
NH Center for Public Policy Studies  
One Eagle Square, Suite 510  
Concord NH 03301

Please include your mailing address and your name as you would like it to appear in our list of donors. Your donation is 100% tax deductible. For more information about the Center and its work, call Steve Norton, Executive Director, at (603) 226-2500 or email [snorton@nhpolicy.org](mailto:snorton@nhpolicy.org).

## *New Hampshire Center for Public Policy Studies*

### Become a supporter!

Unrestricted donations from supporters like you make it possible for the Center to conduct analyses on a broad range of issues such as health care, education, corrections, and state budget trends.

Your tax-deductible contribution in any amount will allow the Center to continue its work to inform and improve public policy in New Hampshire.

#### **Make a donation:**

- \$20,000 *Sustaining Benefactor*    \$10,000 *Major Donor*  
 \$ 5,000 *Donor*    \$ 1,000 *Subscriber*    \$ \_\_\_\_\_ *Other*

Multi-year commitments allow us to plan for longer term projects that yield information with the potential for great impact.

#### **Make a pledge:**

My pledge total: \$ \_\_\_\_\_ will be fulfilled as follows:

Year 1: \$ \_\_\_\_\_   Year 2: \$ \_\_\_\_\_   Year 3: \$ \_\_\_\_\_

Your signature: \_\_\_\_\_

Name \_\_\_\_\_

Address \_\_\_\_\_

Town, State, ZIP \_\_\_\_\_

Telephone \_\_\_\_\_

E-mail \_\_\_\_\_

In the Center's listing of supporters, please acknowledge this donation as follows:

Name \_\_\_\_\_

\_\_\_\_ I wish to remain anonymous.

As a sponsor of the Center's work, I would like:

- E-mail notices on the Center's work  
 E-mail notification when the Center releases a new report  
 Mailed copy of each report when published  
 Invitations to Center- sponsored presentations & events

**Please make checks payable to** New Hampshire Center for Public Policy Studies and mail them to: One Eagle Square, Suite 510, Concord NH 03301.

**Online Donations:** Now you have a safe and convenient way to lend your support to the Center's work. We invite you to visit our website at [www.nhpolicy.org](http://www.nhpolicy.org) and click on the gold "Donate" button.

**All contributions are 100 percent tax deductible. Contact us if you have any questions, special requests, or suggestions.**

# Our Supporters

The Center's continued service to New Hampshire is possible because the following individuals, organizations, and corporations have made generous unrestricted donations to the Center. The Center's supporters do not necessarily endorse, nor has the Center asked them to endorse, any of the findings or recommendations in our reports.

## Corporate Donors

Dartmouth-Hitchcock Medical Center  
Fidelity Investments  
Harvard Pilgrim Healthcare  
Laconia Savings Bank  
Ledyard National Bank  
Millyard Communications  
New England Wire Technology Corp.  
Ocean Bank  
Southern NH University  
University of NH

Federal Reserve Bank Boston  
First Colebrook Bank  
Hitchiner Manufacturing Co.  
Lavallee/Brensinger Architects Fund of NHCF – Manchester  
Lincoln Financial Foundation  
New England Life Care Inc.  
Northeast Delta Dental  
Public Service of NH  
Unitil

## Sustaining Benefactors

Endowment for Health  
Lovett-Woodsum Family Charitable Foundation  
Putnam Foundation

Harold Janeway  
New Hampshire Charitable Foundation

## Subscribers

Business & Industry Association  
Geoffrey E. & Martha Fuller Clark Fund, An Advised Fund within the NHCF  
Community Development Finance Authority  
William Dunlap  
John & Jean Hoffman  
Lynch Family Charitable Foundation  
James Putnam  
John Swope  
Daniel Wolf

George Merck Fund (Patience & Thomas Chamberlin)  
Cotton Cleveland & John Garvey

Martin Gross  
A. E. Lietz  
Walter and Dorothy Peterson  
Mike Smith  
Jack and Pat Weeks  
Kimon and Anne Zachos

## Friends

Advantage Network PHO  
Anonymous (2)  
Sherwood Bain  
John & Pam Blackford  
Thomas & Emilie Burack  
Child & Family Services  
Community Bankers Assoc. of NH  
John and Judith Crosier  
Alice L. DeSouza  
John Dunn  
Alphonse Haettenschwiller  
William & Erika Johnson  
Lincoln Institute of Land Policy  
Maine Association of Community Banks  
Gary & Sabrina Matteson  
NH Bankers Association  
John B & Alice Pepper  
David Ruedig  
Todd Selig  
John and Donna Sytek  
Town of Londonderry  
Fred Upton  
Young Ladies Library Association

John B. & Sharon B. Andrews  
Anonymous Fund of NHCF  
James & Ellen Adams Bassett  
Fred Bramante  
Bureau of Behavioral Health  
James A. Coburn  
Community Development Finance Authority  
Crotched Mountain Foundation  
Whit Dickey  
Lewis M. Feldstein  
Independent Insurance Agents & Brokers NH  
Ann McLane Kuster and Brad Kuster  
Lutheran Community Services  
Maine Bankers Association  
Chuck Morse  
NH Medical Group Management Assoc.  
Jay & Barbara Rosenfield  
Sean Mahoney Charitable Fund  
Donald Shumway  
Georgie & John Thomas  
Paul and Paula Trombi  
Brian Walsh & Linda Patchett  
Mark and Susan Zankel