



2019 ANNUAL REPORT





December 2019

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Treasurer

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Committees on Ways & Means

Chairs of the Joint Committee
on Economic Development &
Emerging Technologies

Clerks of the House and Senate

HONORABLE MADAMS AND MESSRS.

We are pleased to deliver the eighth annual report of the Massachusetts Gaming Commission (MGC). This report covers the details of our operations as of the end of the Fiscal Year 2019 (June 30, 2019), and is submitted per section 70 of Chapter 23K. During FY19, we continued to implement the operational readiness process in anticipation of the opening of Encore Boston Harbor (EBH). During most of FY19, our Investigations and Enforcement Bureau conducted and completed an investigation into the allegations against its former chief executive and the company's response to those allegations. In April 2019, the Commission assessed a \$35.5 million fine to Wynn Resorts for their inadequate response to those allegations.

The fourth full year of operations for Plainridge Park Casino (PPC) concluded on June 30, 2019, while the first full year of operations for MGM Springfield (MGM) ended on August 20, 2019. The total gaming tax revenues collected for the fiscal year were \$144.9 million (including the first week of EBH after its opening on June 23, 2019).

The calendar year 2019 marked the fifth year of funding for mitigation projects across the Commonwealth, totaling \$15.6 million in grants. Also, this fiscal year, MGC increased funding for workforce development activities, leveraging existing efforts at the State and local levels to advance more opportunities for employment.

We are always available to discuss with you at your convenience the efforts the Commission is making, the results it is achieving, and any other aspect of our operations about which you would like additional information.

Sincerely,
Massachusetts Gaming Commission

MISSION

The mission of the Massachusetts Gaming Commission is to create and maintain a fair, transparent, and participatory process for implementing the expanded gaming law passed by the Legislature and signed by the Governor in November 2011. The Commission strives to ensure that its decision-making and regulatory systems engender the confidence of the public and participants, and that they provide the greatest possible economic development benefits and revenues to the people of the Commonwealth, reduce to the maximum extent possible the potentially negative or unintended consequences of expanded gaming, and allow an appropriate return on investment for gaming providers that assures the operation of casino-resorts of the highest quality.

TABLE OF CONTENTS

5	Letter from the Chair
6	Major Milestones Anticipated for Fiscal Year 20
8	Key Provisions of the Gaming Act
9	Recommendations for Legislative Action
11	Agency Divisions
17	Research & Responsible Gaming
23	Casino Properties & Project Summaries
27	Racing Operations
29	Tax Collections & Agency Finances
35	Workforce, Supplier & Diversity Development
41	Litigation Matters

LETTER FROM THE CHAIR

The MGC has been in existence since March 21, 2012. This report entails the eighth fiscal year of operations in the process of implementing the expanded gaming legislation (**Chapter 194 of the Acts of 2011 — An Act Establishing Expanded Gaming in the Commonwealth**) enacted by the General Court and signed into law by the Governor in November 2011. The Commission made significant progress towards its mission during FY19. We continue to operate the regulatory framework to enable this Commission to oversee and regulate the gaming licenses allowed by the Gaming Act.

DURING FY19 THE COMMISSION:

1. Oversaw the fourth full year of operations at PPC. For FY19 (ending June 30, 2019) Gross Gaming Revenues totaled \$168.7 million (a \$1.3 million decrease from the prior year — reflecting increased in-state competition), resulting in taxes of \$82.6 million (\$33.0 million to Local Aid and \$7.4 million to the Race Horse Development Fund).
2. Oversaw the first 10 months of operations at MGM following the August 26, 2018 opening. Gaming revenue for the period (from opening through June 30, 2019) amounted to \$232.4 million, which resulted in \$58.1 million in gaming taxes.
3. Completed the investigation into Wynn Resorts' response to the misconduct allegations of its former chief executive. The Commission adjudicated \$35.5 million in fines and significant conditions. Per statute, all fines are deposited to the same funds in which gaming taxes from Category 1 licenses are distributed.
4. Issued an operations certificate to EBH, which opened in June 2019. The first week of operations generated \$16.7 million in gaming revenue and \$4.1 million in gaming taxes.
5. Promulgated or amended eleven sets of regulations that govern many important aspects of gaming and racing operations, including Junket enterprises, gaming equipment (progressive games), licensing and administrative hearings, and Standardbred and Thoroughbred Racing (amendments as exotic bets — Pick & Pools).
6. Released important reports, including the Social & Economic Impacts of Expanded Gambling in Massachusetts: 2018 summarizing the impacts of expanded gaming to date. Other reports included a gambling screening study among military veterans (by the Bedford Veterans Administration), and African-American Perspectives in Casino Gambling.
7. Continued to oversee and regulate the racing and simulcasting operations in the Commonwealth, including disbursements to purses and for the benefit of horsemen and breeders associations for a total of \$17.07 million (\$13.5 million disbursed to purses, \$2.8 million to breeders and \$704,773 to health and wellness programs).
8. Held 24 public meetings of the Commission, and an additional five public hearings. The Commission live streams all public meetings via the MGC website and transcribes the meetings and hearings in full. Further, there were 24 additional open meetings (Access and Opportunity Committee, Public Health Trust Fund Executive Committee, Horse Racing Committee, Local Community Mitigation Advisory and Gaming Policy Advisory Committee).

MAJOR MILESTONES ANTICIPATED FOR FISCAL YEAR 2020

The initial five-year term of the license of PPC will conclude on June 24, 2020. The Commission initiated policy discussions around renewal and will shortly promulgate associated regulations. Although we do not anticipate any legislative changes are required to grant renewal, the Commission will conduct a regulatory and compliance review of Penn's license conditions, and an updated investigation into the suitability of individual qualifiers. PPC now operates with more in-state competition (MGM and Encore), and gaming revenue for the first quarter of FY20 was \$36.2 million. The associated revenues to the Commonwealth were \$17.7 million. During FY19, PPC annual revenues decreased by \$1.3 million and FY20 will bring further declines (the first three months of FY20 netted an \$8.6 million decline in gaming revenues for the same first quarter the prior year).

FY20 will mark the first full year of operations of both Category 1 licensees (MGM and Encore) within a fiscal year. The total revenues to the Commonwealth could approach \$250 million for FY20.

We will continue to improve our responsible gaming efforts. Under contract with the MGC, the Massachusetts Council on Compulsive Gambling operates GameSense, an on-site space to promote positive play and connect people with resources, including the Voluntary Self Exclusion program.

We will continue our research and program evaluation activities. We will implement the priorities from the previous year's strategic planning process for the research program to continue making our research and program evaluation activities as useful as possible for regulation, mitigation, and informing policymakers.

Standardbred racing will continue at PPC and is expected to include 110 days of live racing for the calendar year 2020. We continue to evaluate the feasibility of Thoroughbred Racing given available

monies for purses. There were no Thoroughbred racing applications submitted by the statutory deadline of November 2019; Thus, live Thoroughbred racing will likely not take place for calendar 2020. There are currently three bills under consideration that, in one way or another, attempt to address Thoroughbred live racing and simulcasting.

We will continue efforts to maximize the economic benefits of the emerging gaming industry. We convene and connect licensees to the Commonwealth's workforce and small business resources. We provide grants to leverage and supplement state and local workforce development programs.

We will continue our transition to regulatory aspects of the operations of casinos, including:

- Further regulations that govern operations and functions at the gaming establishments
- Implementation of additional rules and procedures to ensure the integrity of the game
- Compliance, monitoring and audit programs for the oversight of operations of licensees

We will monitor developments affecting the gaming industry to make policy recommendations. Topics like the status of the Mashpee Wampanoag Tribe have significant implications for **Region C** (Southeastern Massachusetts). Other topics include online gaming, sports betting, illegal gambling, and the status of the Wampanoag Tribe of Gay Head (Aquinnah) and their potential impact on the state's nascent gaming industry.



KEY PROVISIONS OF THE GAMING ACT

Chapter 194 of the Acts of 2011 (“The Gaming Act”) includes significant features to ensure public confidence and a robust gaming industry that generates economic development while providing mitigation measures to protect potentially vulnerable groups.

A STRONG, INDEPENDENT REGULATORY FRAMEWORK

- Five full-time commissioners appointed by the three constitutional officers
- Rigorous standards for suitability and licensure of companies, vendors and employees
- The on-site presence of gaming agents, state police and responsible gaming councilors (GameSense Advisors)
- Detailed regulations and strict oversight to ensure the integrity of the operations and fairness of the games

A ROBUST AND FUNDED RESEARCH MANDATE

The Gaming Act enshrines the role of research in enhancing responsible gaming and mitigating the negative consequences of expanded gaming in Massachusetts. To this end, the secretary of health & human services and the Commission established a Public Health Trust Fund Executive Committee to oversee and execute on this mandate. The act directs the parties to:

- Understand the social and economic effects of expanded gambling including conducting a baseline study and subsequent studies of all relevant critical, social and economic variables
- Obtain scientific information relative to the neuroscience, psychology, sociology, epidemiology and etiology of gambling
- Make annual, scientifically-based recommendations for policy to the Legislature

STRONG LOCAL CONTROL

- Host communities vote on the host community agreement negotiated between the applicant and the local executive
- Surrounding communities have a process for addressing mitigation concerns (that must also be funded and addressed by the applicants)
- Reimbursement to communities for mitigation costs

POLICIES TO MAXIMIZE THE BENEFITS TO THE COMMONWEALTH

- A competitive and transparent process for license solicitation, evaluation and award of up to three Category 1 licenses and one Category 2 license to maximize capital investment
- Clear directives and specific criteria to realize economic benefits to support local, small and diverse businesses, employ the unemployed and underemployed while protecting vulnerable groups and other commonwealth assets including the lottery and impacted live entertainment venues

RECOMMENDATIONS FOR LEGISLATIVE ACTION

In accordance with Chapter 30 Section 33 and C. 23 k (the Gaming Act); **we submit recommendations for legislative action. The topics for consideration are:**

- 1. Consider addressing the expiring nature of the racing statutes in a permanent manner.** The current statutes that govern live racing and simulcasting in the Commonwealth (g.l. c. 128a and c. 128c) expire on January 2020. As part of the Gaming Act (c. 194 of the acts of 2011, §104), the Commission was tasked with providing findings and recommendations to the Legislature (given its then pending expiration of July 31, 2014). These recommendations were submitted in April 2013, in a report that included a draft proposed new g.l. c. 128d. While the Legislature did not enact the proposed c. 128d, different efforts to address this (in the House & Senate) resulted in five annual extensions of sections 128a and 128c (st. 2105c. 10 §59, st. 2016 c.176, st. 2017 c.56, st.2018 c.159 and st.2019 c.47. These extensions have allowed Suffolk Downs to continue simulcasting while requiring they conduct at least one day of live racing. However, in our opinion, the current short-term nature of the law creates uncertainty to the viability of live horse racing in the Commonwealth. Accordingly, the Commission favors an approach that includes a comprehensive statutory amendment that takes a more long-term view. This includes allowing the Commission to set the minimum number of race days and use the Race Horse Development Fund to provide assistance to the racing industry as originally envisioned by the gaming act (both Standardbred and Thoroughbred).
- 2. Consider addressing the rapidly evolving nature of online gaming in a holistic way.** In 2016 the Legislature created a special commission that produced a report on July 31, 2017. In our opinion and as stated in the special commission's final report, the Commonwealth should provide a flexible, omnibus regulatory framework (and update outdated relevant statutes) as opposed to addressing the legality and regulation of each new game or online technology on a one-off basis, which may also include Sports Betting.
- 3. Consider exempting members of the gaming policy advisory committee, its subcommittees and local advisory committees from certain conflicts of interest and ethics restrictions.** G.l. c. 23k, §68 created a Gaming Policy Advisory Committee (GPAC) and subcommittees (specifically a subcommittee on community mitigation) and local community mitigation advisory committees (LCMAC) to provide advice to the Commission on gaming policy and related mitigation matters. By statute, the LCMACs include appointees from the host and surrounding communities to the casinos. The people in the best position to provide informed input in many of these advisory roles are local officials, municipal and regional employees. However, it has been determined that municipal and regional employees may be in violation of the state's conflict of interest law (g.l. c. 268a) if they provide advice to the Commission while also performing their local duties, which typically include gaming-related matters. MGC worked closely with the State Ethics Commission to craft language to allow those municipal and regional planning employees to provide the best advice to the Commission while also meeting their gaming-related local and regional duties.

Commissioners and MGC staff
at Encore opening ceremony
on June 23, 2019



MGC Gaming Agents in training

AGENCY DIVISIONS

INVESTIGATIONS & ENFORCEMENT BUREAU AND DIVISION OF LICENSING

The Investigations and Enforcement Bureau (IEB) is comprised of 1) the Investigations Division, including Massachusetts State Police (MSP) staff and a team of civilian financial investigators; 2) the Gaming Agents Division, comprised of civilian agents, charged with providing regulatory oversight and on-site monitoring of licensed gaming establishments; and 3) the legal arm of the IEB, consisting of the Chief Enforcement Counsel and Senior Enforcement Counsel and whose duties include legal review of investigations and representing the IEB in licensing and enforcement actions initiated by the Bureau. The IEB Director also oversees the Division of Licensing, which administers the licensing and registration functions on behalf of the Commission for employees of and vendors to the gaming establishments.

The IEB conducts probity investigations to determine suitability for licensure and registration for all gaming establishment employees and vendors, per licensing regulations (205 CMR 134.00), which also define thresholds, standards and procedures for licensing and registration. There are three levels of employee licensure: Key Gaming Employee — Executive, Key Gaming Employee — Standard, and Gaming Employee. All three levels of licensure require a background check before employment may commence at a Gaming Establishment. Some employees not classified by regulation as either Key Gaming or Gaming Employees must register as a Gaming Service Employees unless exempted from classification by the Commission. Background checks for those employees may commence after employment begins. The depth of the background check is commensurate with the level of licensure/registration.

In FY19, the IEB and Division of Licensing processed and completed background investigations for 4,871 applications for individual employee licensure or registration. The IEB and the Division of Licensing also received and processed five new Gaming Vendor applications and completed ongoing investigations for and gave full licenses to three Gaming Vendors, which included 18 entity qualifiers and 35 individual qualifiers. (This process also included the review of 35 subcontractor information forms.) Additionally, the IEB and the Division of Licensing processed and conducted background investigations for 837 applications for non-gaming vendor registration and seven individual casino qualifiers.

In FY19, the IEB completed the investigation into the circumstances reported in the Wall Street Journal regarding alleged sexual misconduct by Wynn Resorts now-former Chairman and CEO, Steve Wynn, and the company's response. The matter culminated in a 200+ page report and an adjudicatory hearing before the full Commission during April 2019.

In FY19, the IEB's Gaming Agents Division also conducted the necessary regulatory work for the opening of both MGM and EBH. Gaming agents conducted hundreds of regulatory examinations to test casino internal controls and procedures and held "test nights" at each facility to ensure compliance with MGC regulations before the Commission authorized the opening of each casino.

Now that all three licensed casinos are in operation, gaming agents continue to oversee and/or review a variety of tasks at all facilities, including slot machines moves and inspections, operational audits, compliance reports, patron complaints, machine jackpots over certain thresholds, and tips from the **Fair Deal** tip line.

The Massachusetts State Police have a 24/7 presence at all three casinos, have criminal enforcement responsibilities, and are assigned to conduct employee background checks.

OFFICE OF THE OMBUDSMAN

The Office of the Ombudsman is responsible for coordinating and communicating interactions among the Commission and many stakeholders: State Agencies, Applicants, Licensees, Host and Surrounding Communities, and multiple other interested parties.

COMMUNITY MITIGATION GRANTS

The Community Mitigation Fund (CMF) receives monies from the licensing fees and the taxes on gross gaming revenues. The fund is designed to address unanticipated adverse impacts that may result from the construction and operations of casinos. The monies may also be used for planning to determine how to achieve further benefits from a facility or to avoid or minimize any adverse impacts. When fully funded, the Community Mitigation Fund will have approximately \$20 million annually for local mitigation projects.

The Office of the Ombudsman reviews requests for mitigation dollars and makes recommendations to the Commission on the disbursements from the Community

Mitigation Fund. **To date, the Commission has allocated approximately \$16 million in grants to host, surrounding and neighboring communities, governmental agencies and public safety organizations through grant year 2019.** During grant year 2019, the Community Mitigation grants were as follows:

- 1. One-Time Reserve Grants in the amount of \$100,000.** This grant reserved \$100,000 for the communities which were a host community, surrounding community, nearby or adjacent community. To date, a total of 28 communities associated with Region A, B and the slots parlor have been granted reserves for a total of \$2,800,000. Approximately 66 % of these reserve grants, originally granted in 2015 and 2016 have been allocated for specific purposes.
- 2. Specific Mitigation Grants.** These grants were developed to assist communities with an unanticipated or anticipated mitigation need specific to that Community. During CMF Grant Year 2019 these grants were as follows:

Applicant	Description	Amount Awarded
Everett	The grant will provide funding for the Everett Police Department to pay the salaries of officers that were trained at Northern Essex Community College. These new officers will be used to make up for the loss of officers transferred to the Gaming Enforcement Unit.	\$ 182,089
Hampden County Sheriff's Dept.	The grant will provide funding for lease assistance for the Western Massachusetts Recovery & Wellness Center for FY2020. The center was forced to move after 29 years of operation at 26 Howard Street due to its placement within the physical footprint of MGM.	\$ 400,000
Hampden County DA	The grant will provide a second year of funding for personnel to mitigate the increase in caseloads as a result of MGM's opening. ¹	\$ 100,000
Springfield Police	The grant will provide funding for specific equipment for the Springfield Police Department to address public safety needs relating to the opening of MGM.	\$ 228,458
Total:		\$ 910,547

¹After paying approved expenses, the DA's staff will close out last year's 2018 grant and credit any balance back to the Community Mitigation Fund. In 2018, the Commission also authorized \$25,000 for the development of a method tool to more effectively determine casino related caseloads. That portion of the grant has not yet been utilized.

- 3. Transportation Grants.** These grants were developed to assist communities in transportation and transportation related impacts. The Commission continues to support regional approaches to mitigation needs and recognizes that some mitigation requires the commitment of more than one community. The 2018 Guidelines for the Community Mitigation Fund allowed multiple communities to submit a joint application.

Applicant	Description	Amount Awarded
Boston	The grant will provide a 3rd year of funding for a portion of the design cost of improvement to Sullivan Square and Rutherford Avenue. Boston noted that approximately 70% of the traffic generated by EBH has been projected to go through Sullivan Square.	\$ 200,000
Everett/Somerville	The grant will provide funding to advance the planning and design of the MBTA Silver Line bus rapid transit service from Chelsea through Everett along the MBTA Commuter Rail right-of-way to Sullivan Square and then to Somerville. An extension of the Silver Line with a stop at EBH would provide significant regional transportation benefits and could also significantly help reduce traffic related to EBH.	\$ 425,000

Applicant	Description	Amount Awarded
Lynn	The grant will provide funding for a traffic analysis, functional design report and conceptual design development for the Route 107 corridor. Route 107 connects Revere, Everett and Boston to the south, along with Salem and Peabody to the north, with casino patrons and employees expected to use Route 107 to access the casino.	\$ 200,000
Medford	The grant will provide funding to design a multi-use boardwalk under the Route 28 bridge. A completed boardwalk could provide EBH employees and patrons safer access the casino's shuttles from Station Landing to the facility without having to navigate Wellington Circle or cross Route 28 at grade on foot or by bicycle.	\$ 200,000
Revere/ Saugus	The grant will provide funding to further advance the planning and design of improvements along the Route 1 project corridor. Environmental Impact Reports prepared for EBH envisioned approximately 9% of the traffic would be using the Route 1 corridor to get to/from the casino.	\$ 425,000
Total:		\$1,450,000

4. Transit Projects of Regional Significance. In FY19 the Commission allocated funding no more than one project that offers significant transit benefits in each Category 1 region and one project related to the Category 2 facility. Applicants must demonstrate how the funds will be used to expand regional transit connections. The Commission's intention that any CMF assistance provided will only be for a percentage of the costs of any such project and that significant other federal, state, local, private or other funding will be available to pay for the costs of any such project.

Applicant	Description	Amount Awarded
Everett/ Somerville	The grant will provide funding to fully design a connection from Draw 7 Park in Somerville across the MBTA tracks to the Assembly Square Orange Line Station head house. The MBTA head house expansion is part of a broader effort to connect pedestrians and bicyclists to a regional pathway network and to provide a way over the Mystic River from Everett, opening new transportation options to thousands of people. The Commission conditioned this grant on a further understanding of the components of the project and the efforts by the relevant parties.	\$ 400,000
Pioneer Valley Transit Authority	The grant will provide funding to improve the utilization of the current Loop Service and to assist in the PVRTA's marketing and advertising efforts.	\$ 25,000

5. Workforce Development Pilot Program. FY19 was the third year that MGC allocated funding for Workforce Development purposes as part of the Community Mitigation fund. This program was conceived as a pilot program to help increase job readiness in both regions A and B in anticipation of the casino openings. A total of \$813,400 for the Workforce Development Pilot Program was approved for FY19 funding round as follows:

Applicant	Description	Amount Awarded
City of Boston	The grant will provide funding to support the next phase of the Greater Boston Casino Pipeline Initiative to create a pipeline of job seekers to resolve the backfill needs of local hospitality employers as talent migrates to Encore, as well as to help workers gain employment at Encore.	\$ 213,400

Applicant	Description	Amount Awarded
Holyoke Community College	The grant will provide funding for the continuation of the Work Ready program, which will enroll up to 200 individuals in the gaming school through scholarships, up to 70 individuals in certificate training, 180 in English literacy for the workplace, and 100 individuals in Adult Basic Education classes in order to get them into the pipeline for skills training and job placement. This is the second year the Commission has supported this project.	\$ 300,000
Masshire MetroNorth Workforce Board	The grant will provide funding for a project whereby local residents are engaged and referred to services aimed at preparing them for career opportunities in the hospitality and gaming sector. This is the second year the Commission has supported this project.	\$ 300,000
Total:		\$ 813,400

6. Non-Transportation Planning

Applicant	Description	Amount Awarded
Chelsea/ Everett	The grant will provide funding for a traffic analysis, functional design report and conceptual design development for the Route 107 corridor. Route 107 connects Revere, Everett and Boston to the south, along with Salem and Peabody to the north, with casino patrons and employees expected to use Route 107 to access the casino.	\$ 105,000
Chicopee/ Springfield	This grant will provide funding to provide Needs Assessment, Curriculum and Advisement Development, Center Planning and design for the Establishment of a Tri-lingual Enterprise Center at the Chelsea Campus of Bunker Hill Community College.	\$ 50,000
Northampton	The grant will provide funding to help implement potential projects outlined in "Reinvesting the Gaming Economic Development Fund" and "Implementation Blueprint, An Economic Development Strategy for the Renaissance of a Great American Downtown: Springfield, MA", with an emphasis on downtown Springfield development and a development program for the Westover Metropolitan Airport.	\$ 29,000
Revere	The grant will provide funding for continued marketing activities building upon the activities already funded by the Commission, which include an evaluation of the marketing campaign performance from 2019 and planning for 2020, campaign planning activities and monitoring and measuring the response and feedback posted on the "Northampton Live" web site.	\$ 50,000
Saugus	The grant will provide funding for a tourism video that will promote the City of Revere as a destination and also will feature EBH as a nearby major attraction.	\$ 50,000
Total		\$ 284,000

7. Tribal Gaming Technical Assistance Reserve \$200,000

Applicant	Description	Amount Awarded
Southeastern Regional Planning and Economic Development District (SRPEDD)	This reserve would provide funding to SRPEDD to assist in the determination of potential impacts that may be experienced by communities that are geographically proximate to the proposed facility. The Commission determined that this reserve should continue until there is a decision regarding the tribal facility. This is a carryover from fiscal year 2018. No new funding used.	\$ 200,000

8. Reserve

Applicant	Description	Amount Awarded
Foxborough / Plainville / Wrentham	The grant will provide funding to hire a professional marketing consultant/firm to prepare a marketing, strategic and creative plan for the destination marketing of the Towns of Foxborough, Plainville, and Wrentham. The towns envision the regional approach benefiting PPC by attracting more tourists, business travelers and visitors to the region, along with establishing the area as a destination for overnight stays. The funding for this grant comes from Foxboro’s Reserve. No new funding used.	\$ 75,000

LICENSEE REPORTING & CONSTRUCTION OVERSIGHT

The Office of the Ombudsman also helps the Commission remain up to date on the activities of its licensees, including construction progress for the EBH and MGM facilities, and the status of all three current facilities in meeting the terms of their licenses. The Ombudsman’s office coordinates the reports due to the Commission from licensees as well as developments regarding their progress on a large number of license conditions. This office includes the role of a “Construction Project Oversight Manager” for the oversight of efforts from licensees and other design, permitting and construction requirements.

The Ombudsman further coordinates and supports legislatively mandated Advisory Committees and sub-committees, which support the Commission on the Community Mitigation Fund Guidelines on an annual basis.

INFORMATION TECHNOLOGY SERVICES DIVISION

The Information Technology Services Division (ITS) is comprised of two major teams, the Corporate Technology Unit and the Gaming Technology Compliance Unit.

The Corporate Technology Unit (CTU) provides information technology products and services to meet the needs of the MGC community.

This past year, ITS modernized the desktop environment across all four locations, implemented encryption on end-user equipment, implemented asset tracking, and updated back-end systems and applications to modern standards. Further, ITS implemented a new SD-Wan Network for the MGC’s Wide Area Network (WAN) and increased bandwidth as well as redundancy by installing two diverse circuits at each MGC office. Also, ITS replaced all aging network switches at the Boston and Plainville MGC offices. The CTU also implemented a new cloud-based phone system for all MGC offices, which will improve the ability of offices to operate independently and give employees the flexibility to work from any of our locations without losing access to their telecommunication services.

The Gaming Technology Compliance Unit (GTCU) is responsible for planning, organizing, managing, and implementing the regulations, policies, procedures, and testing needed to ensure the integrity of electronic gaming devices (EGDs aka slot machines) and associated

software and equipment. The GTCU oversees the issuance of certifications and permits for the use of EGDs in Massachusetts. The Unit is also responsible for the evaluation, inspection, and investigation of electronic gaming devices and associated equipment, and the oversight of all EGDs assets in the jurisdiction.

The GTCU installed MGC’s central monitoring system (CMS) at the two remaining casinos, MGM and EBH, with the assistance of our Network Operations Center (NOC). At the opening of each casino, the MGC installed over 2,100 EGDs at MGM and over 3,100 at EBH.

The GTCU works directly with the Licensing, Investigations, Responsible Gaming, Accounting, and MGC’s Independent Testing Labs to ensure all technical requirements comply with MGC regulations. This includes product verification and equipment and software testing as part of the vendor licensing process. The GTCU also conduct integration and interoperability testing to ensure the EGDs communicate effectively with our monitoring system and the licensees’ systems.

AGENCY HEADCOUNT & DIVERSITY

The chart below represents the recent and current headcount by the department. The numbers below do not include state police assigned to the Commission, or FTEs in the Attorney General’s Gaming Enforcement Division.

Headcount by Department/Division	Headcount FY17	Headcount FY18	Headcount FY19
Commissioners & Staff	5	5	5
Executive Director & Staff	6	6	5
Communications	2	2	2
Investigations & Enforcement	22	35	45
Licensing	5	6	6
General Counsel, Legal & Policy	12	12	12
Human Resources	2.5	3.5	2.5
Finance	5.5	5.5	6.5
Information Technology	5	6	7
Racing ¹	3	2	3
	68	84	94

¹Racing numbers do not include seasonal employees

REGULAR EMPLOYEES

The chart below depicts the diversity and gender ratios of the Commission as of the end of FY16 & FY17.

Demographic	FY18	FY19
Caucasian	76%	83%
Diverse	24%	17%
Female	49%	50%
Male	51%	50%

RESEARCH & RESPONSIBLE GAMING

The Office of Research and Responsible Gaming leads MGC's efforts to mitigate gambling-related harm through the development and implementation of casino-based responsible gaming programs. Also, this office directs the implementation of a comprehensive gaming research program as mandated by Section 71 of Chapter 23k.

The Director of Research and Responsible Gaming serves as a key liaison to the Public Health Trust Fund. The Gaming Act created this fund, and it is managed by an executive committee co-chaired by the Chair of the Commission and the Secretary of Health and Human Services or their designees. For FY2020, the Public Health Trust Fund will direct approximately \$14 million to gaming research, responsible gaming and problem gambling prevention and treatment programs. MGC and the Executive Office of Health and Human Services set an annual budget for expenditures from the Public Health Trust Fund, which includes funding for the yearly gaming research program.

SOCIAL AND ECONOMIC IMPACTS OF GAMBLING IN MASSACHUSETTS

The cornerstone research effort of the Commission is a comprehensive, multi-year study of the **Social and Economic Impacts of Gambling in Massachusetts** (SEIGMA). This study constitutes the most in-depth and thorough investigation of the impacts of introducing casino gambling ever undertaken. Led by the UMASS Amherst School of Public Health and Health Sciences and supported by the UMASS Donahue Institute, a multi-disciplinary research team collects, analyzes and reports each year the actual impacts, which in turn provide vital information to policymakers.

This year, SEIGMA released a report summarizing the impacts of expanded gaming to date.

Social and Economic Impacts of Expanded Gambling in Massachusetts: 2018 (Released on December 6, 2018)

Fact Sheets: <https://www.umass.edu/seigma/fact-sheets>
Reports: <https://massgaming.com/about/research-agenda/>

The SEIGMA team released the *Social and Economic Impacts of Expanded Gambling in Massachusetts: 2018* report.

Beginning in 2013, the SEIGMA team has collected extensive baseline and follow-up data on the social and economic changes in Massachusetts related to the introduction of casino gambling. This compendium report — a summary of impacts that have been observed as of July 2018 — is SEIGMA's first in a series of reports that will analyze the changes in Massachusetts' social and economic landscape after the introduction of new gambling venues. At the time of writing, the only significant changes that have occurred are the construction impacts of building three facilities as well as the opening of PPC — the smallest of the three new venues — in June 2015. Other than the very clear revenue, employment, and spending of PPC, there is little evidence of marked social or economic changes to date in Massachusetts that can be attributed to gambling.

The limited social impacts are likely due to the characteristics of PPC as a venue and the availability of gambling in neighboring states preceding PPC. It is also the case that the impacts of casino gambling in Massachusetts in 2018 are likely not reflective of future social and economic impacts that the SEIGMA team will examine with the larger casino developments in Massachusetts — MGM and EBH.

Social & Health Impacts		Change From Before PPC Opened to After
Problem Gambling & Related Indices	Rate of Problem Gambling	↔
	Financial Problems or Employment Problems	↔
	Divorce; Separation; Domestic Violence; Child Abuse and Neglect; Suicide	↔
Attitudes	Attitudes Towards Gambling	↓↑
Population Health & Leisure	Physical and Psychological Health; Substance Use and Additions; Leisure Activity	↔
Demographics	Population	↔

Gambling Problems Among Military Veterans: Screening Study in Primary Care Behavioral Health. Bedford VA Research Corporation Inc. (BRCI) (Released February 2019)

Background and Objectives:

Existing research has found that military veterans are at greater risk of experiencing gambling-related harm. To better serve this population, the MGC funded the Bedford VA to evaluate the reliability and validity of the BBGS gambling screen among VA patients in Primary Care Behavior Health (PCBH) clinics. The study aimed to assess the prevalence of problem gambling among veterans and its co-occurrence with other medical and mental health problems.

Results:

Of the veterans who gambled, 5.9% endorsed at least one item on the BBGS, some of whom were later diagnosed with a gambling disorder. The prevalence of at-risk/problem gambling for the full sample is 1.9%, however, because so few veterans endorsed issues with problem gambling on the BBGS, researchers were unable to examine the sensitivity and specificity of the questionnaire.

Casinos and Gambling in Massachusetts: African-American Perspectives. JSI Research & Training Institute, Inc. (Released February 2019)

Background and Objectives:

The SEIGMA baseline survey found that persons who identify as black are four times more likely than persons who identify as white to experience gambling-related harm. To better understand why this may be, the MGC provided funding to JSI Research and Training Institute to explore themes, concerns, and perceptions regarding gambling and casinos among African Americans in Massachusetts as well as environmental and contextual factors.

Results:

Findings from this study highlight the importance of including place and context to help pursue a clear understanding of factors anteceding gambling, gambling behavior, and consequences among African Americans in Massachusetts that could inform the development of effective strategies to prevent and treat problem gambling behavior.

The importance of friends and family to recreational gambling, at-risk gambling, and problem gambling. BMC Public Health, 18(1), 1080.

(Published on September 4, 2018)

Background and Objectives:

To inform problem gambling prevention strategies, it's important to understand the variables which discriminate between recreational gambling and at-risk gambling and whether they are similar or different to the ones correlated with problem gambling.

Results:

Compared to recreational gamblers, At-Risk Gamblers were more likely to gamble at casinos; play the instant and daily lottery; be male; gamble online, and be born outside the United States. Problem and Pathological Gamblers were more likely to play the daily lottery; be Black; gamble at casinos; be male; gamble online, and play the instant lottery. Importantly, having a greater portion of friends and family who were regular gamblers was the second strongest correlate of being both an At-Risk Gambler and Problem/Pathological Gambler.

This suggests that targeting the social networks of heavily involved Recreational Gamblers and At-Risk Gamblers (in addition to Problem/Pathological Gamblers) could be an important focus of efforts in problem gambling prevention.

RESPONSIBLE GAMING INITIATIVES

Responsible gaming is a key area of focus of the MGC and its mission of maximizing economic development while minimizing the potentially negative and unintended consequences of gaming. The ongoing Responsible Gaming programs are now deployed at PPC, MGM and Encore. Those programs are:

THE VOLUNTARY SELF-EXCLUSION PROGRAM (VSE)

As required by statute, the Voluntary Self-Exclusion program (VSE) is available to assist patrons who recognize that they have experienced a loss of control over their gambling and wish to invoke external controls.

Once on the list, persons are prohibited from entering the gaming floor, and if they do, gambling wins and losses are transferred to the MGC Gaming Revenue Fund. Enrollment terms are 1-year, 3-years, or 5-years. The VSE contract covers all Massachusetts casino properties. The MGC self-exclusion process utilizes an engaged approach, ensuring that the patron obtains the assistance needed, is responded to in a respectful, timely, and discreet manner, and feels supported. To date, over 700 people have enrolled in the program, including 125 who have removed themselves from the list at the conclusion of their term.

GameSense

GameSense is an innovative responsible gaming program adopted by the MGC as part of its mission to promote positive play and reduce gambling-related harm. The program is offered at each of the three casinos in a dedicated space known as the GameSense Info Center and is staffed 16 hours a day/7 days a week by dedicated staff known as GameSense Advisors.

GameSense is built on a stepped-care approach, which recognizes that different players are susceptible to varying degrees of harm. These diverse players necessitate different prevention and intervention strategies relevant to their specific needs.

In this framework, the largest group is made up of positive players who do not experience any negative consequences as a result of their gambling. GameSense works to ensure that these players maintain positive play by providing them with tools and knowledge which help them to maintain control.

The second group is made up of players who are at risk of developing a gambling problem. Strategies to benefit this group include connecting players with self-assessment tools, providing them with information to help recognize the signs of problem gambling, and awareness of intervention resources.



The third group is made up of problem players who are already experiencing negative consequences as a result of their gambling. These players benefit from access to VSE, which excludes them from participating in gambling activities and community-based resources should they wish to seek professional help.

The MGC released a third party evaluation of the program that found that nearly three in five (59%) patrons surveyed reported learning something new about gambling from the GameSense Advisor. As a result of this interaction, 22% reported having changed how they gamble. One in three (33%) patrons who had an in-depth conversation with a GameSense Advisor said this conversation caused them to think about their gambling. Self-reports of such change are an important step in confirming that patrons are gambling responsibly. Still, a more direct connection is needed to associate changes in actual behavior with the information provided by the GameSense Advisor.

The GameSense Advisor team has grown to 27 across all three casino properties. They possess various professional and educational backgrounds and collectively speak nine different languages.

Their primary responsibilities include engaging with casino players and staff and administering VSE and PlayMyWay programs. All new Advisors participate in an intensive, four-week training which explores various topics such as responsible and problem gambling, program procedures and motivational interviewing.

This year, GameSense Advisors took an active role in leading outreach efforts within the community. This work entails meeting with and presenting to groups who are at an increased risk of developing gambling problems. To complement their work and ensure that information is accessible to all players, GameSense collateral and VSE forms were translated into five different languages.

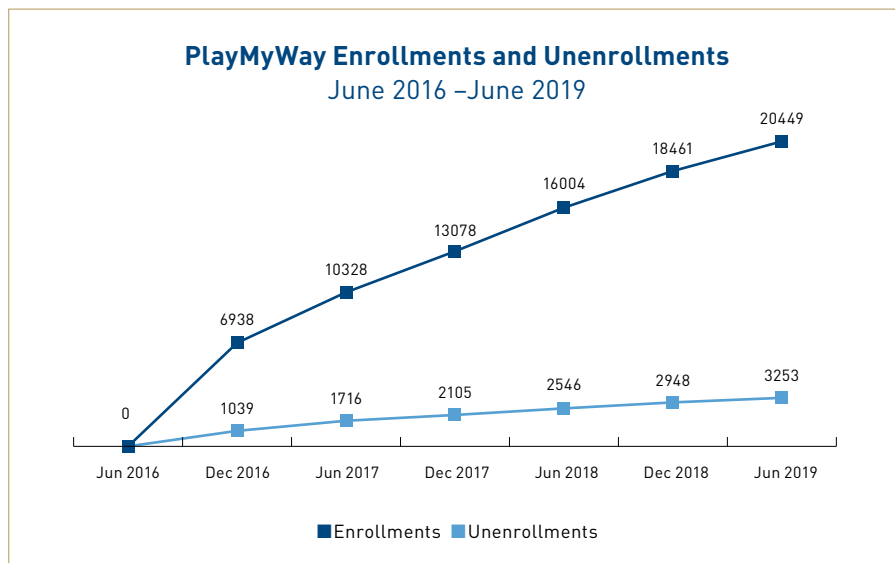
PlayMyWay

PlayMyWay is a digital play management program that prompts rewards cardholders to voluntarily choose a daily, weekly and/or monthly budget to track their spending. Currently only available at PPC, technical teams and executive staff at the MGC and across all gaming licensees have been collaborating to launch the program at MGM and EBH by September 2020.

Enrolled participants receive automatic notifications after they reach 50% and 75% of the spend budget. Players will also receive a notification when they

reach 100% of the budget, and if they continue to play, notifications will be received at 25% intervals. A player can choose to stop at any point or keep playing. There is no penalty or consequence for playing beyond the set budget as it is intended to help players make decisions and monitor their gambling in real-time.

As of June 2019, approximately 20,449 PPC patrons have enrolled in PlayMyWay, representing 7.5% of eligible players. Of the number of people who have enrolled, 3,253 (or 16%) have unenrolled.



During FY2019, there were 4,445 people enrolled in the PMW program and 707 unenrolled, which represented a 15.9% un-enrollment rate.

The principles of POKER



DÓNDE ENCONTRAR INFORMACIÓN Y AYUDA PARA ASEGURARSE DE QUE el juego siga siendo divertido



Encuentre recursos, herramientas y

PEARLS OF GAMESENSE

PEARLS OF

by CHIP

“在开始之前制定一个计划。这是明智玩家的做法。”



THE





CASINO PROPERTY & PROJECT SUMMARIES

PLAINRIDGE PARK CASINO

PPC is the Category 2 licensee in Plainville, MA. The facility also hosts the Standardbred live racing and simulcasting operations.

Conditional Award of the License	February 2014
Operations Certificate/Date Opened	June 24, 2015
Gaming Space	43,800 square feet
Capital Investment Amount	\$250 million
Employees	503 employees as follows: 35 Key Gaming Employees, 190 Gaming Employees and 278 Service Employees
Tax on Gross Gaming Revenues	49%
Slots/Gaming Positions	1,250 slots/1,414 Gaming Positions
Table Games	N/A
Additional Amenities	2 Full-Service Restaurants ("Flutie's Sports Bar" and "Slack's Oyster House & Grill") 3 food court style eateries ("B-Good" "Dunkin' Donuts" "Slice") Live Entertainment ("Revolution Lounge") Additional racing concessions/outlets



**ENCORE
BOSTON HARBOR**

EBH is a Category 1 licensee for Region A in Everett, MA. The facility sits on the formerly contaminated site on the banks of the Mystic River at the site of the former Monsanto plant.

Conditional Award of the License	September 2014
Opening Date	June 23, 2019
Gaming Space	190,461 square feet
Total Investment Amount	\$2.6 billion
Total Employment	5,266 permanent jobs (as of September 2019)
Tax on Gross Gaming Revenues	25%
Slots	3,100 Slot Machines
Table Games	144 gaming tables, 74 poker tables
Additional Amenities	5-star hotel (671 rooms), 77,250 sf retail space, 12 outlets of Food & Beverage, 3 bars & lounges, multipurpose venue, spa/gym, convention space, extensive outdoor and waterfront space with pavilion and public harbor walk, indoor garden



MGM SPRINGFIELD

MGM is a Category 1 licensee for Region B in Springfield, MA. The facility is located on approximately 14 acres in downtown Springfield in the congregation of parcels bound by Main, State, Union and East Columbus streets.

Conditional Award of the License	June 2014
Opening Date	August 24, 2018
Gaming Space	126,262 square feet
Total Gross Area	759,157 square feet
Total Investment Amount	\$960 million*
Tax on Gross Gaming Revenues	25%
Parking	3,375 covered on site
Total Employment	2,100 permanent jobs
Slots	3,000
Table Games	100
Other Amenities	4-star hotel (250 rooms), 8 outlets for Food & Beverage, 26,000 sf of retail space, bowling alley, cinema and 54 residential units

*Does not include \$60.7 million for Land and \$75.5 million for Capitalized Interest





RACING OPERATIONS

MGC is also responsible for the operational and fiscal oversight of the Standardbred and Thoroughbred Racing operations and pari-mutuel facilities in the Commonwealth (under M.G.L. c 128A & 128C).

FY19 marked the fifth year that the Race Horse Development Fund had monies available to supplement purses, and accordingly, the Commission approved disbursements for the prescribed purposes.

LIVE RACING AND SIMULCASTING AT LICENSED FACILITIES

Standardbred Racing

The calendar year 2019 will see 108 days of racing. For the meet, the Racing Division will issue approximately 1,000 occupational licenses.

The 2019 harness racing season saw the revival of the \$250,000 Spirit of Massachusetts Trot, and the inaugural \$100,000 Clara Barton Pace. Approximately \$800,000 will be distributed as purses in the finals of the races for Massachusetts bred horses, known as the Sire Stakes.

For the upcoming 2020 calendar year, Plainridge is planning on 110 race days, up two days from 2019.

Thoroughbred Racing

For the calendar year 2019, live Thoroughbred racing was conducted at Suffolk Downs for a total of 6 days. For the meet, the Division of Racing issued approximately 860 occupational licenses. This will most likely be the last year of racing at Suffolk Downs, which originally opened in 1935. Several groups are interested in continuing Thoroughbred racing at other sites in

Massachusetts; however, it is unclear if there will be any live Thoroughbred racing in 2020 (see recommendations for legislative action on page 6 of this report).

Simulcasting

Simulcasting and account wagering is conducted year-round at the following facilities:

- PPC, including Hollywood Races
- Raynham Park
- Suffolk Downs, including Twin Spires, TVG, Xpressbets, NYRA Bets, Wonderland

For 2019, total pari-mutuel handle in the Commonwealth is expected to reach \$221 million (approximately a 0.89% decrease from the prior year).

During 2019, the Division of Racing continued efforts to enhance the safety and welfare of racing participants, as well as monitor and regulate the racing operations in the Commonwealth. Key activities included:

- Participation in the annual Association of Racing Commissioners International (ARCI) conference, and continuing education; the annual Organization of Racing Investigators conference and training; the Racing Officials accreditation program; RMTC and NTRA Safety & Integrity Alliance's Regulatory Veterinarian Continuing Education Conference and the Thoroughbred Racing Protective Bureau/ARCI Wagering Technology and Security Conference
- Cutting edge updates to racing regulations

DISBURSEMENTS OUT OF THE RACE HORSE DEVELOPMENT FUND

During FY19, the Commission made disbursements per Ch. 23K and the recommendations for the split (between Standardbred and Thoroughbred horsemen) of the statutory Horse Racing Committee.

The distributions out of the Race Horse Development Fund were as follows:

Entity	Amount	Statutory Purpose
Harness Horsemen's Association	\$ 422,864	Health & Welfare of Harness Horsemen
Massachusetts Thoroughbred Breeders Assn	\$ 1,127,637	Thoroughbred Breeders Program
New England Horsemen's Benevolent	\$ 281,909	Health & Welfare Thoroughbred Horsemen
Plainville Gaming and Redevelopment LLC	\$ 8,457,278	Standardbred Live Racing Purses
Standardbred Owners Of Massachusetts	\$ 1,691,909	Standardbred Breeders Program
Sterling Suffolk	\$ 5,092,072	Thoroughbred Live Racing Purses
Grand Total	\$ 17,073,216	

TAX COLLECTIONS & AGENCY FINANCES

MGC's Division of Administration and Finance (A&F), led by the Chief Financial and Accounting Officer, is responsible for the strict oversight of the revenues at the casino and the collection of taxes due to the Commonwealth from those operations. The taxes and assessments on gross gaming revenues for the Category 2 licensee is 49%. The tax on Category 1 licensees is 25%.

The division is also in charge of completing all financial transactions and coordinating with other functional areas to complete administrative functions including, but not limited to:

- Accounting,
- Budgeting,
- Payroll, and
- HR, inclusive of classification and compensation within the MGC structure.

GAMING REVENUES AND TAX COLLECTIONS

From July 1, 2018, through June 30, 2019, the Category 2 licensee reported \$168.67M in gross gaming revenues, which generated \$67.47M in tax dollars to local aid and \$15.18M in assessments to the Race Horse development fund.

Both Category 1 Licensees operated for less than 12 months in FY19. MGM operated for a little over ten (10) months and reported \$232.4M in gross gaming revenue, which generated \$58.1M in taxes for the Commonwealth. EBH opened on June 23, 2019, operated just one week in FY19 and reported \$16.78M in gross gaming revenue, which generated \$4.19M in taxes

On the following page are charts by month by licensee. The same information can be found on the MGC website under the revenue section.

CATEGORY 1 LICENSEE REVENUE
MGM SPRINGFIELD FY19

Month	Total Slot and Table GGR	Total (25%) in Collected State Taxes
August 23-31 2018	\$ 9,456,976.90	\$ 2,364,244.23
September	\$ 26,952,096.39	\$ 6,738,024.10
October	\$ 22,242,742.41	\$ 5,560,685.60
November	\$ 21,247,914.09	\$ 5,311,978.52
December	\$ 21,583,225.04	\$ 5,395,806.26
January 2019	\$ 19,698,053.88	\$ 4,924,513.47
February	\$ 21,500,878.30	\$ 5,375,219.58
March	\$ 25,684,173.99	\$ 6,421,043.50
April	\$ 21,818,086.34	\$ 5,454,521.59
May	\$ 22,285,565.57	\$ 5,571,391.39
June	\$ 19,954,469.30	\$ 4,988,617.33
TOTAL FY19	\$ 232,424,182.21	\$ 58,106,045.57

ENCORE BOSTON HARBOR FY19

Month	Total Slot and Table GGR	Total (25%) in Collected State Taxes
June 23-30 2019	\$ 16,789,943.88	\$ 4,197,485.97
TOTAL FY19	\$ 16,789,943.88	\$ 4,197,485.97

CATEGORY 2 LICENSEE REVENUE
PLAINRIDGE PARK CASINO FY19

Month	Slot GGR	Total in Collected State Taxes (40%)	Total in Collected Race Horse Dev Fund (9%)
July 2018	\$ 15,149,925.77	\$ 6,059,970.31	\$ 1,363,493.32
August	\$ 15,380,183.28	\$ 6,152,073.31	\$ 1,384,216.50
September	\$ 14,319,232.42	\$ 5,727,692.97	\$ 1,288,730.92
October	\$ 13,525,789.45	\$ 5,410,315.78	\$ 1,217,321.05
November	\$ 12,852,262.82	\$ 5,140,905.13	\$ 1,156,703.65
December	\$ 14,089,866.43	\$ 5,635,946.57	\$ 1,268,087.98
January 2019	\$ 12,379,114.94	\$ 4,951,645.98	\$ 1,114,120.34
February	\$ 12,594,203.49	\$ 5,037,681.40	\$ 1,133,478.31
March	\$ 15,937,424.66	\$ 6,374,969.86	\$ 1,434,368.22
April	\$ 14,062,059.86	\$ 5,624,823.94	\$ 1,265,585.39
May	\$ 14,842,949.69	\$ 5,937,179.88	\$ 1,335,865.47
June	\$ 13,542,525.14	\$ 5,417,010.06	\$ 1,218,827.26
Total FY19	\$ 168,675,537.95	\$ 67,470,215.18	\$ 15,180,798.42

It is possible PPC could see revenues lower than the prior year due to increased competition from EBH, MGM and the Tiverton RI casino.

AGENCY FY19 FINANCIAL RESULTS

The MGC approved an FY19 budget for the Gaming Control Fund of \$33.4M, which required an initial assessment of \$28.3M on licensees. After three quarters of adjustments, and increases for hiring related to the opening of EBH, the MGC's revised final budget was \$37.81M, and the revenue projections were \$37.64M, which included a \$29.6M assessment on licensees. The Commission was relying on at least \$163K in reversions to bridge the gap between anticipated spending and anticipated revenues.

Actual spending for FY19 in the gaming control fund was \$36.34M, and revenues (after balancing forward \$3.93M of FY20 slot fees received in FY19) were \$37.78M. The result is a \$1.44M excess of revenue in FY19, which will be a credit towards the FY20 assessment on licensees.

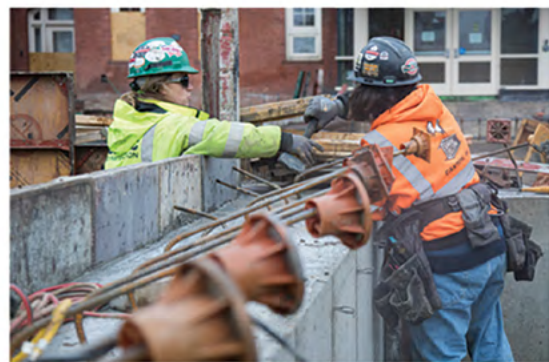
GAMING CONTROL FUND

Spending	Budget Projections	Actuals
10500001 — Gaming Control Fund		
MGC Regulatory Cost		
AA REGULAR EMPLOYEE COMPENSATION	\$ 7,468,556.69	\$ 7,066,754.94
BB REGULAR EMPLOYEE RELATED EXPEN	\$ 89,400.00	\$ 62,235.85
CC SPECIAL EMPLOYEES	\$ 135,000.00	\$ 92,019.00
DD PENSION & INSURANCE RELATED EX	\$ 2,737,019.46	\$ 2,510,546.94
EE ADMINISTRATIVE EXPENSES	\$ 601,607.48	\$ 428,059.68
FF PROGRAM, FACILITY, OPERATIONAL SUPPLIES	\$ —	\$ 50,849.74
GG ENERGY COSTS AND SPACE RENTAL	\$ 1,271,894.58	\$ 1,294,914.72
HH CONSULTANT SVCS (TO DEPTS)	\$ 1,500,644.48	\$ 3,068,621.82
JJ OPERATIONAL SERVICES	\$ 8,147,343.37	\$ 6,967,934.24
KK EQUIPMENT PURCHASES	\$ 96,000.00	\$ 22,592.80
LL EQUIPMENT LEASE-MAINTAIN/REPAR	\$ 36,824.00	\$ 39,093.47
NN NON-MAJOR FACILITY MAINTENANCE REPAIR	\$ 2,500.00	\$ 21,605.33
PP STATE AID/POL SUB/OSD	\$ 150,000.00	\$ 145,000.00
TT PAYMENTS & REFUNDS	\$ —	\$ —
UU IT Non-Payroll Expenses	\$ 4,778,210.49	\$ 4,394,996.61
MGC Regulatory Cost Subtotal	\$ 27,015,000.55	\$ 26,165,225.14
EE — Indirect Costs	\$ 2,037,294.23	\$ 2,284,899.42
Office of Attorney General		
ISA to AGO	\$ 2,760,000.00	\$ 2,289,048.53
TT Reimbursement for AGO 0810-1024	\$ —	\$ 322,102.35
AGO State Police	\$ 1,096,997.20	\$ 808,757.66
Office of Attorney General Subtotal	\$ 3,856,997.20	\$ 3,419,908.54
Research and Responsible Gaming/Public Health Trust Fund		
AA REGULAR EMPLOYEE COMPENSATION	\$ 201,973.00	\$ 208,072.17
BB REGULAR EMPLOYEE RELATED EXPEN	\$ 6,000.00	\$ 7,771.83

Spending (continued)	Budget Projections		Actuals
Research and Responsible Gaming/Public Health Trust Fund (continued)			
CC SPECIAL EMPLOYEES	\$	—	\$ —
DD PENSION & INSURANCE RELATED EX	\$	75,012.77	\$ 74,807.97
EE ADMINISTRATIVE EXPENSES	\$	32,995.23	\$ 23,474.14
FF PROGRAMMATIC FACILITY OPERATIONAL SUPPLIES	\$	1,000.00	\$ 59.11
HH CONSULTANT SVCS (TO DEPTS)	\$	2,454,000.00	\$ 2,159,356.43
JJ OPERATIONAL SERVICES	\$	—	\$ 3,242.76
KK EQUIPMENT PURCHASES			\$ 5,035.00
MM PURCHASED CLIENT/PROGRAM SVCS	\$	10,000.00	
PP STATE AID/POL SUB	\$	2,045,000.00	\$ 1,001,792.00
UU IT Non-Payroll Expenses	\$	—	\$ 1,135.00
ISA to DPH	\$	—	\$ 990,567.57
Research and Responsible Gaming/Public Health Trust Fund Subtotal	\$	4,825,981.00	\$ 4,475,313.98
ISA to ABCC	\$	75,000.00	\$ —
Gaming Control Fund Total Costs	\$	37,810,272.98	\$ 36,345,347.08
4000-1101			
ISA From EHHS (Public Health Trust Fund)			\$ 999,999.98
Revenues			
Gaming Control Fund Beginning Balance 0500	\$	947,361.22	\$ 947,361.22
Phase 1 Collections (restricted) 0500	\$	1,432,715.66	\$ 1,252,326.49
Phase 1 Refunds 0500	\$	—	\$ (13,685.97)
Phase 2 Category 1 Collections (restricted) 0500	\$	—	\$ 1,243.90
Region C Phase 1 Investigation Collections 0500	\$	—	\$ —
Region C Phase 2 Category 1 Collections 0500	\$	—	\$ —
Grant Collections (restricted) 0500	\$	50,000.00	\$ —
Region A slot Machine Fee 0500	\$	1,945,200.00	\$ 1,945,200.00
Region B Slot Machine Fee 0500	\$	1,800,000.00	\$ 1,800,000.00
Slots Parlor Slot Machine Fee 0500	\$	750,000.00	\$ 750,000.00
Gaming Employee License Fees (GEL) 3000	\$	674,402.81	\$ 1,050,462.57
Key Gaming Executive (GKE) 3000	\$	6,000.00	\$ 48,175.00
Key Gaming Employee (GKS) 3000	\$	64,700.00	\$ —
Non-Gaming Vendor (NGV) 3000	\$	65,000.00	\$ 92,856.10
Vendor Gaming Primary (VGP) 3000	\$	144,000.00	\$ 189,210.67
Vendor Gaming Secondary (VGS) 3000	\$	10,000.00	\$ 14,325.00

Revenues (continued)	Budget Projections		Actuals	
Gaming School License (GSB)	\$	—	\$	—
Gaming Service Employee License (SER) 3000	\$	75,000.00	\$	3,075.00
Subcontractor ID Initial License (SUB) 3000	\$	—	\$	—
Temporary License Initial License (TEM) 3000	\$	—	\$	15,000.00
Veterans Initial License (VET) 3000	\$	—	\$	—
Transfer of Licensing Fees to CMF 0500	\$	—	\$	—
Assessment 0500	\$	29,621,766.51	\$	29,621,766.52
Misc/Bank Interest 0500	\$	61,018.22	\$	67,333.84
FY20 Slot Fees received in FY19			\$	3,934,200.00
Grand Total	\$	37,647,164.42	\$	41,718,850.34
Less FY20 Slot Fees Received in FY19			\$	(3,934,200.00)
FY19 Revenue			\$	37,784,650.34
FY19 Surplus [FY19 Revenue – FY19 Spending]			\$	1,439,303.26

MGC Diversity Summit
at Smith College



WORKFORCE, SUPPLIER & DIVERSITY DEVELOPMENT

MGC's Office of Workforce, Supplier and Diversity Development works with stakeholders, licensees, state and local groups as well as community groups to maximize the benefits associated with employment and supplier spend at the casinos. Efforts in these areas can be divided into (1) Diversity Monitoring & Compliance of Licensees and (2) Workforce and Supplier Diversity Efforts.

DIVERSITY MONITORING AND COMPLIANCE

MGC established processes and systems to ensure the Gaming Act's goals for business & workforce development and diversity during construction and operations are realized. MGC's efforts and those of licensees include requirements to (1) set goals and submit strategic plans for the inclusion of minority, women and veterans (2) Regularly report progress towards those goals, (3) Support workforce development programs and affirmative action plans for the training and hiring of underemployed and unemployed and (4) Strategize with stakeholders the hiring of Massachusetts residents and contracting with local diverse small businesses.

This year, MGC focused on Pre-Opening Compliance, given the completion of the construction phase of MGM (August 2018) and Encore (June 2019). The reviews included conducting detailed oversight of systems and examination of reports to ensure compliance with the RFA-2 Gaming License, Affirmative Action Plan, Supplier Diversity and Local Commitments Plans. These reviews were performed and documented as part of the issuance of the Commission's operations certificate to licensees. The compliance review included the following key aspects:

- **Wages and Benefits:** detailed review of current wages averaged by position to demonstrate compliance with estimated wages provided during the 2014 license award. The review also included medical and dental benefits and comparison with those benefits provided in the region.

- **Regional Tourism, Marketing & Hospitality Plan:** Licensees are required to produce a regional tourism, marketing and hospitality plan in consultation with the regional tourism council and the Massachusetts Office of Travel & Tourism. Staff ensured the submission was consistent with commitments previously made in the RFA2 application and included related local requirements, and reviewed and enhanced the plan in consultation with the key stakeholders.
- **Workforce Development Plan/Affirmative Action Program:** This year, we reviewed EBH's plan to identify and market employment opportunities to under and unemployed residents of the Commonwealth. MGC staff worked with EBH HR representatives to incorporate MGC feedback and a robust public comment into the plan, which was approved by the Commission in June 2018.
- **Operational Hiring Commitments:** MGC staff also monitored EBH's hiring commitments in the casino application regarding employees hired; diversity goals, preferences for host and surrounding community residents, and the commitment to hire 75% of their employees within a 30-mile radius as well as other hiring preferences for Suffolk Downs employees.

MGC continues convening an Access and Opportunity Committee (AOC) as part of those efforts. MGC held a final meeting of this committee for the MGM project in October 2018 to review and celebrate the successful outcomes of the workforce and supplier diversity (see chart below). During FY19, we continued to convene the AOC to monitor the construction diversify of EBH.

The AOC brings together state officials and community leaders, diversity advocates and licensees to help ensure that diversity goals are achieved through open, inclusive dialogue. During this fiscal year, MGC convened ten monthly Access and Opportunity Meetings. At each meeting, EBH provided detailed

diversity reports on the percentage of minority, women and veterans working on the construction of the resort casinos and the dollar amount contracted with MBE, WBE and VBE's compared to the initial goals. Specific items addressed at the AOC include:

- Detailed report on hours by trade and subcontractor participation for each project
- Discussion of recommended actions to increase the numbers and participation
- Discussion of timeline and upcoming contracting and hiring opportunities

Diversity Audit: For the first three months of 2019, MGC conducted a comprehensive review of EBH's construction diversity reporting. This review included an evaluation of the methods by which diversity data is collected, disseminated and reported to the MGC by the licensees, as well as verification of the accuracy of the data. Also, the review included an assessment of the controls in place and testing of the supporting documentation at the subcontractor level. The review team was satisfied that the diversity numbers reported to MGC for the construction period fairly represent the actual numbers contracted. There is enough documentation at the licensee to support those figures.

PPC Workforce Commitment and Diversity Plan Review: During this fiscal year, MGC reviewed PPC's amended Workforce Diversity Plan. The new plan takes into account lower unemployment rates, a more competitive gaming market, the neighboring Rhode Island economy, as well as recent changes to the Massachusetts minimum wage. The Commission approved the revised plan in June 2019. PPC revised hiring goals are as follows:

- Hire 35% of PPC workforce from the host and designated surrounding communities (adjusted from a best efforts goal of 90% that was never reached)
- 15% of PPC workforce be comprised of individuals from ethnic minority groups (revised from an original goal of 10%)

- 50% of PPC workforce will be women (new goal)
- 2% of PPC workforce will be veterans (new goal)
- Hire 65% of PPC workforce from Massachusetts (new goal)

The plan included several enhanced strategies and tactics to meet the proposed goals (career fairs, college fairs, partnerships with career centers and hiring events). MGC will continue to monitor compliance with the activities described in the plan.

OTHER WORKFORCE AND SUPPLIER DIVERSITY EFFORTS

In October 2018, the MGC released a "Hospitality Pipeline Workforce Grant" RFR with individual awards of up to \$50,000 and a total of \$100,000 available to support and place under and unemployed Massachusetts residents into quality jobs in the hospitality sector, receiving 11 responses.

Grant Awardee:

Jewish Vocational Services (JVS): A \$45,000 grant to add a second hospitality training session in the spring of 2019 to prepare individuals to pursue employment in greater Boston's hospitality industry. Funding provided training to 28 students with a 100% completion rate. Additionally, 46% of students were unemployed when admitted to the program. 95% of students were placed in employment, including EBH, Fairmont Copley Plaza, Homewood Suites, Renaissance Boston, and others in a wide range of positions.

Built to Last: Best Practices for Diversity in the Construction Industry. The MGC issued an RFR for the production of a "Diversity Best Practices" document to create a lasting legacy chronicling the equity and inclusion practices during casino construction — a road map for other projects to follow. The consultant created an analysis and report of the construction diversity monitoring process of the casinos and other related efforts. We captured the lessons learned and how the licensees achieved and in most cases, exceeded the workforce goals.

RESULTS ON LICENSEE DIVERSITY HIRING & CONTRACTING

MGM SPRINGFIELD

MGM Supplier Diversity		Design and Construction	
Demographic	Goal	Payments	
MBE	5%	7%	
WBE	10%	21.4%	
VBE	2%	6.3%	

MGM FY19 Total Payments were \$131.8M (inclusive of \$25.3M plan approved exclusions) with payments to M/W/VBEs totaling \$47.1 million. MGM project to date costs totaled \$634.4 million in payments (inclusive of \$119.2M in plan approved exemptions) with \$215.9 million in payments to M/W/VBEs as of June 30, 2019.

MGM Total Project Workforce		Construction	
Demographic	Goal	Results	
Minority	15.3%	22.95%	
Women	6.9%	7.67%	
Veteran	8%	8.42%	

MGM Supplier Diversity		Operations	
Demographic	Goal	Results	
MBE	10%	2.83%	
WBE	15%	9.06%	
VBE	2%	4.29%	

As of May 23, 2019 MGM has awarded payments of \$3.6 million to diverse suppliers, with \$13.5 million identified as biddable spend.

MGM Workforce*		Operations	
Demographic	Goal	Results	
Minority	50%	54.6%	
Women	50%	44.3%	
Veteran	2%	6.1%	
Springfield Resident	35%	39.3%	

As of May 2019, MGM had 2,303 employees, of which 1,734 were MA residents.

ENCORE BOSTON HARBOR

EBH Supplier Diversity		Design		Construction	
Demographic	Goal	Results	Goals	Results	
MBE	7.9%	8.5%	5%	5.8%	
WBE	10%	8.2%	5.4%	12.5%	
VBE	1%	6.0%	1%	2.8%	

As of June 30, 2019, EBH had awarded contracts (design and construction) totaling \$2.31 billion, with \$278.3 million in qualified contracts to M/W/VBEs.

EBH Workforce		Construction	
Demographic	Goal	Results	
Minority	15.3%	25.7%	
Women	6.9%	7.2%	
Veteran	3%	5.3%	

As of June 30, 2019, over 5,980,774 work hours had been completed on the EBH project by 7,740 individuals

PLAINRIDGE PARK CASINO

PPC Supplier Diversity		Operations	
Demographic	Goal	Results	
MBE	6%	6%	
WBE	12%	17%	
VBE	3%	4.5%	

PPC Workforce*		Operations	
Demographic	Goal	Results	
Minority	15%	26%	
Women	50%	51%	
Veteran	2%	5%	





LITIGATION MATTERS

CITY OF BOSTON/REVERE/MOHEGAN SUN ET AL. V. MGC

On September 22, 2015, Judge Sanders, in the Suffolk Superior Court – Business Litigation session, heard oral argument on the MGC’s motions to dismiss concerning the claims asserted by the City of Boston, City of Revere, Mohegan Sun, the International Brotherhood of Electrical Workers 103 (“IBEW”) and the individual citizens. These claims (by the non-Boston entities) included allegations that the MGC failed to follow the Gaming Act, that the Gaming Act and certain of its regulations were unconstitutional and that the MGC violated the Open Meeting Law.

On December 3, 2015, the MGC’s motion was granted, and all of Boston’s claims were **dismissed**. On that same date, the Court dismissed all of the claims of the IBEW, Revere, Mohegan Sun, and the individual citizen plaintiffs except for Mohegan’s claim of a right to certiorari review. All of the parties except for Boston appealed to the single justice of the Appeals Court but were denied. The MGC then appealed to the full Appeals Court and also sought direct appellate review by the Supreme Judicial Court. The other dismissed plaintiffs (aside from Boston) have appealed their respective dismissals to full Appeals Court.

The Supreme Judicial Court heard oral argument on December 5, 2016, and published a decision on March 10, 2017. In its decision, the Supreme Judicial Court affirmed the dismissal of Revere and the Union’s claims against the MGC while remanding the citizen claims of Open Meeting Law violations and Mohegan Sun’s certiorari claim back to the Superior Court. The administrative record in the certiorari claim has now been assembled; however, the plaintiffs recently moved to amend their complaint to assert additional claims relating to the Investigation and Enforcement Bureau’s report on the Wynn investigation and the subsequent suitability hearing that took place in April 2019. The MGC has opposed this motion, but there is not yet a confirmed date for argument.

The Open Meeting Law claims have been bifurcated from the certiorari claim. The parties filed cross-motions for summary judgment in December 2018, and the court held a hearing on May 14, 2019. **The court granted the MGC’s motion for summary judgment on July 12, 2019, dismissing the open meeting claims.**

FBT V. MGC

On November 14, 2016, the Commission was sued for tortious interference with respect to the plaintiff’s agreement to sell property to the licensee for the Category 1 facility in Everett. The plaintiff is requesting damages as determined at trial. On April 7, 2017, the Commission filed a motion to dismiss the suit, which was granted by the court on June 7, 2017; however, the plaintiff filed an amended complaint while the court was in the process of issuing its decision. The court’s decision stands, and the Commission has filed a motion to dismiss the claims in the amended complaint. The Commission’s motion to dismiss was argued in October 2017. In his order on the motion, Judge Leibensperger raised questions concerning whether he had subject matter jurisdiction necessary to rule on the motion. The parties jointly had the matter reassigned to a judge in Middlesex County to remedy the jurisdictional questions, and the motion was argued again in front of Judge Kaplan. In May 2018, Judge Kaplan dismissed the FBT plaintiff’s claims for a per se taking and impairment of contract rights but allowed their regulatory taking claims to survive. The Commission filed an Answer as to the surviving count on June 15, 2018, and on July 5, 2018, filed a Third Party Complaint adding Wynn MA, LLC, as a defendant.

Wynn MA, LLC, was served with the Third Party Complaint and filed a motion to dismiss the Third Party Complaint in August 2019. The MGC opposed this motion and after a hearing, Wynn MA, LLC’s motion to dismiss was denied in part and they remain a party to the case. Written discovery is ongoing, but depositions have not yet begun. The Court recently held a status conference on this case and scheduled another status conference for May 20, 2020.

OTHER MATTERS — THE LAND-IN-TRUST CHALLENGE TO THE TRIBE

Littlefield et. al. v. United States Dept. of the Interior et al. (D. Mass. 2016)

MGC is not a party to this legal challenge, but as an interested observer and as directed by Statute, the MGC will continue to monitor the developments and status of the Mashpee Wampanoag Tribe (“Mashpee” or “Tribe”) and their efforts to build a casino in Taunton.

In this matter, the plaintiffs and defendants filed cross-motions for summary judgment on the plaintiff's first cause of action concerning the Tribe's eligibility as beneficiaries under the Indian Reorganization Act ("IRA") and the authority of the Secretary of Interior to take land into trust for their benefit. In finding for the plaintiffs, Judge Young interpreted the definition of "Indian" set forth in section 479 of the IRA. The definition states:

The term "Indian" as used in this Act shall include [1] all persons of Indian descent who are members of any recognized Indian tribe now under Federal jurisdiction, and [2] all persons who are descendants of such members who were, on June 1, 1934, residing within the present boundaries of any Indian reservation, and shall further include [3] all other persons of one half or more Indian blood.

The Supreme Court decision in Carcieri v. Salazar previously held that the term "now under Federal jurisdiction" refers to those tribes that were under federal jurisdiction when the IRA was enacted in 1934. The Mashpee, in this case, were arguing that they qualified as Indian under the IRA under the second definition; however, such an argument necessarily turns on the interpretation of the term "such members." The plaintiffs argued that the term "such members" referred to the preceding use of "members." Thus, the descendant of a recognized Indian tribe could only qualify as Indian for land in trust purposes if that tribe was under federal jurisdiction in 1934. The Mashpee were not federally recognized until 2007. The government, in turn, argued that the term "such members" was ambiguous.

Judge Young reviewed the definition and use of the word "such" in several other cases, ultimately concluding that the Secretary erred in finding that the Mashpee fell within the second definition of "Indian" in the IRA. He explained that the Mashpee were not a tribe under federal jurisdiction in 1934 (taking them out of the first definition) and that the term "such members" from the second definition referred back to the use of members in the first definition. Given that recognition under the second definition requires descent from members of a tribe under Federal Jurisdiction in 1934 and the Mashpee were not recognized until nearly 70 years later, **Judge Young concluded that the Secretary lacked the authority to acquire land in trust for the Mashpee** and remanded the matter to the Secretary for further proceedings consistent with his opinion.

The Bureau of Indian Affairs filed a motion for reconsideration, which was denied by the District

Court, and the Mashpee Wampanoag filed a motion to intervene, which was granted. In December 2016, the U.S. Department of the Interior and the Mashpee Wampanoag each filed a notice of appeal to the U.S. Court of Appeals for the First Circuit. On April 24, 2017, the Mashpee Wampanoag filed an assent to the motion to stay briefing pending the revised decision from the Department of the Interior. On May 8, 2017, the federal appellants in this matter moved to withdraw their appeal. The Department of the Interior has not issued a revised decision but instead has requested a further briefing from the parties. The Mashpee Wampanoag have asked the court to further stay the matter pending a decision from the Department of the Interior, and the court has agreed to the requested stay.

On September 7, 2018, the Department of the Interior produced a revised decision in accordance with the request of the United States District Court for the District of Massachusetts. After evaluation of the voluminous materials submitted by the tribe, the Department concluded that the tribe did not satisfy the "under Federal jurisdiction" requirement of the first definition of "Indian" as put forth by the IRA. Specifically, the assistant secretary wrote that "The record before me contains little indicia of Federal jurisdiction beyond the general principle of plenary authority, and little if any evidence demonstrating that the United States took any actions establishing or reflecting Federal obligations, duties, responsibilities for or authority over the Tribe in or before 1934." The combination of the Department's finding and the District Court's ruling that the Tribe did not qualify under the second definition of "Indian" in IRA, could result in the tribe losing its land in trust and its official tribal status entirely. In accordance with the instructions provided by the First Circuit Court of Appeals, the tribe was required to explain how, following the Department's decision, the tribe can be qualified to have land taken in trust by the federal government.

On September 27, 2018, the Tribe filed a separate Complaint in the U.S. District Court for the District of Columbia challenging the conclusion of the new record of decision by the DIA and the citizen group plaintiffs from the Massachusetts case intervened without opposition. The tribe recently filed a motion for summary judgment, in that case, arguing that the 2018 DOI record of decision be vacated. Opposition briefs are pending. As a result of the initiation of the District of Columbia action, the First Circuit requested that the parties file briefs to show cause as to why the First Circuit action was not mooted. Both parties filed briefs on this issue in September 2019, but no formal decision has issued.

CHALLENGE TO THE AQUINNAH WAMPANOAG TRIBE'S PLAN TO INTRODUCE ELECTRONIC BINGO GAMING ON THE TRIBE'S MARTHA'S VINEYARD LANDS

Commonwealth of Massachusetts, et al v. The Wampanoag Tribe of Gay Head (Aquinnah), et al (D. Mass. 2015)

The case originated in 2015 on a complaint by the Commonwealth, joined by a local Martha's Vineyard community organization and the Town of Aquinnah (collectively, the "Commonwealth Plaintiffs"), to block the Aquinnah Tribe's stated intention to open an electronic bingo facility on its reservation land. The Tribe had obtained approval from the National Indian Gaming Commission to do so pursuant to the federal Indian Gaming Regulatory Act (IGRA). (Under IGRA, a federally recognized Tribe may sponsor electronic bingo games — so called, "Class 2" gaming — on its lands without the approval of state authorities. For conventional casino gaming, for example, in a resort with table games, state approval under IGRA is required through a formal compact process.)

The principal basis of the Commonwealth Plaintiffs' complaint was that the Aquinnah Tribe had surrendered whatever rights it otherwise would have had to conduct gaming on its tribal lands on account of the Tribe in 1987 having agreed to settle pending litigation involving the Tribe's claims to substantial portions of Martha's Vineyard. The Tribe alleged that these lands had been conveyed to non-tribal members over many decades in violation of federal law restricting the transfer of Indian land to non-Indians. That settlement agreement was incorporated into a federal statute, the Indian Claims Settlement Act of 1987 (the "1987 Federal Act").

The Tribe acknowledged that pursuant to the settlement agreement, it waived its right to conduct gaming on the

property transferred to it in the settlement. However, the Tribe submitted that the 1987 Federal Act was impliedly repealed and superseded by the permissive provisions of IGRA, which was passed and became law a year later in 1988.

In November 2015, the U.S. District Court in Boston (Saylor, J.) granted the Commonwealth Plaintiffs' motion for summary judgment. The Court concluded that the Tribe had exercised insufficient governmental authority over its lands to qualify for IGRA-approved gaming. It also concluded that, in any event, the Tribe was bound by the terms of its 1987 settlement agreement because IGRA did not repeal the 1987 Federal Act.

In April 2017, however, the First Circuit Court of Appeals reversed the District Court, rejecting its conclusion as to the insufficiency of the Tribe's exercise of governmental authority and finding that, in fact, IGRA did impliedly repeal the 1987 Federal Act.

The Commonwealth Plaintiffs' motion for en banc review by the First Circuit was denied.

On August 8, 2017, the Commonwealth Plaintiffs filed an application for certiorari review before the Supreme Court of the United States. The application was denied.

In February 2019, the Tribe started clearing land for the construction of the facility. They were challenged in federal court in Massachusetts by the town of Aquinnah for failing to comply with local permitting laws. In June 2019, the Tribe was ordered to follow the local permitting requirements related to the construction of the bingo facility. The Tribe appealed this ruling in August 2019.





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