### **Final Draft**

### **Amendment 50** Limited Gaming in Central City, Black Hawk, and Cripple Creek

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	Amenament 3	ou proposes	amendind	the Colorado	Constitution	LO:

- allow residents of Central City, Black Hawk, and Cripple Creek to vote to extend casino hours, approve additional games, and increase the maximum single bet limit;
- give most of the gaming tax revenue that results from new gaming limits to Colorado community colleges and to the gaming cities and counties:
- require statewide voter approval for any gaming tax increase if new gaming limits are adopted by any gaming town; and
- 9 exempt the revenue raised from new gaming limits from state and local revenue and spending limits.

#### 11 **Summary and Analysis**

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12 Gaming limits in Colorado today and under Amendment 50. Since 1991 13 Colorado has permitted limited stakes gaming in Central City and Black Hawk in Gilpin County, and Cripple Creek in Teller County. The state constitution places the 14 15 following limits on gaming:

- single bets cannot exceed \$5;
- only slot machines, blackjack, and poker games are allowed; and
- casinos must close between 2:00 a.m. and 8:00 a.m.

Amendment 50 allows Central City, Black Hawk, and Cripple Creek to vote to change the existing gaming limits. Each town may vote to extend the hours of operation of casinos, to add the games of roulette and/or craps, and to increase the amount that can be wagered on any single bet from \$5 up to a maximum of \$100. The towns may vote on changing any or all of these limits.

Distribution of state gaming money today and under Amendment 50. Casinos pay taxes on income from gaming and also pay various fees and fines. Last year, the state collected \$112 million from gaming. After paying to enforce gaming laws, approximately one-quarter of the gaming money goes back to the gaming cities and counties, about one-quarter goes to historic preservation and restoration projects across the state, and about half of the revenue is allocated to the state legislature to spend on programs. These programs currently include assistance to local governments for gaming impacts, tourism promotion, economic development programs, energy efficiency and renewable energy projects, and highway projects.

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Amendment 50 distributes new money from increased gaming activity differently than existing law. First, the money is used to pay to enforce gaming laws related to any changes in the limits. Second, some of the new money provides annual increases to the programs and local governments that currently get gaming money. The rest is distributed as follows:

- 78 percent for financial aid and classroom instruction at Colorado community, junior, and district colleges based on each school's number of students;
- 12 percent to Gilpin and Teller Counties, based on the proportion of the new money raised within each county, to help address the impacts of gaming; and
- 10 percent to Central City, Black Hawk, and Cripple Creek, based on the proportion of the new money raised within each town, to help address the impacts of gaming.

Table 1 shows how new state gaming money is distributed under Amendment 50 assuming that all three gaming towns approve the maximum limits. The actual amount of money distributed may be higher or lower than what is shown because of the difficulty in estimating revenue from current gaming and the amount of new revenue that would be generated by Amendment 50.

Table 1. Estimated Distribution of New Gaming Money under Amendment 50 in Millions of Dollars*								
	Year 1	Year 2	Year 3	Year 4	Year 5			
Additional Money to Current Recipients	\$2	\$3	\$4	\$4	\$5			
Community Colleges	\$29	\$32	\$46	\$52	\$63			
Black Hawk, Central City, and Cripple Creek	\$4	\$4	\$6	\$7	\$8			
Gilpin and Teller Counties	\$4	\$5	\$7	\$8	\$10			

<sup>\*</sup> Assumes new gaming limits begin July 1, 2009. Also, state gaming revenue received each year is distributed to recipients for use in the following year. The table shows the amounts to recipients after estimated additional state administrative costs are paid from the new revenue.

Statewide voter approval for gaming tax increases. The state Gaming Commission sets the tax rates on casino income within the parameters in the state constitution. Currently, the constitution sets the highest allowable tax rate at 40 percent. On July 1, 2008, the highest tax rate actually imposed was 20 percent. If voters in any of the gaming towns approve new gaming limits, a gaming tax increase above the July 1, 2008, level must be approved through a statewide vote.

### **Arguments For**

- 1) Amendment 50 could significantly boost revenue to community colleges without increasing taxes or taking money away from current recipients of gaming revenue. Community colleges are vital to the state's economy and educational system because they provide affordable access to educational and retraining programs. Increasing financial aid helps more Coloradans benefit from the economic opportunities that community colleges can provide. The additional revenue also goes to recruiting and retaining qualified faculty so that Colorado can offer quality education throughout the state.
- 2) The measure gives voters in each gaming community the ability to decide what is best for them. For example, one community may decide to expand casino hours of operation to help manage traffic, while another may choose to attract new visitors by expanding both bet limits and games.
- 3) Amendment 50 makes Colorado more competitive with other gaming states. Colorado has the most restricted gaming in the country. The tourism industries in other gaming states benefit from less restricted gaming, and changing Colorado's gaming limits could result in more tourist spending in the state. Colorado's gaming limits have been in place for seventeen years, and the bet limit of \$5 in 1991 equals about \$3 today.

#### **Arguments Against**

- 1) Amendment 50 could significantly expand gambling in Colorado. It could turn the three historic gaming communities into high-stakes, round-the-clock gambling destinations. Further, Indian casinos that currently operate under the state's gaming limits would likely increase their limits to the maximum allowed by this measure. This expansion could occur even if the voters in Central City, Black Hawk, and Cripple Creek do not choose to change their gaming limits.
- 2) Providing more opportunities to gamble may lead to an increase in the number of compulsive gamblers in the state. The effects of compulsive gambling are costly to families and society. Compulsive gambling can lead to bankruptcy, divorce, child neglect and abuse, domestic violence, suicide, and crime.
- 3) Amendment 50 permanently sets aside state tax money for specific uses, eliminating the ability to evaluate how the new money could be spent most effectively over time. The new money is dedicated to community colleges and the gaming communities each year regardless of how the financial needs of these entities compare to other state programs. As a constitutional measure, Amendment 50 limits the flexibility to use state tax money for the most pressing needs and to respond to changing budget priorities.

### Estimate of Fiscal Impact

**State revenue and spending.** State revenue and spending resulting from Amendment 50 will depend upon the extent to which the three gaming towns approve new gaming limits. The following estimates of tax revenue and spending are based on the assumption that all three towns approve the maximum gaming limits.

- Tax revenue will increase by about \$300 million over the first five years. Table
  1 on page \_\_ provides a five-year estimate of the distribution of state gaming
  revenue under Amendment 50.
- State regulation costs will increase by \$461,000 in budget year 2009 and \$1.0 million in budget year 2010. These costs will be paid from gaming revenue. The state will also incur a one-time computer programming cost of \$21,000 in budget year 2009 to account for both changes in gaming limits and the approval of roulette and craps by any of the gaming towns. This cost will be paid from other state money.

Local government impact. The local governments serving both the gaming communities and surrounding areas could experience increased costs from new gaming limits, such as higher public safety, traffic, and road maintenance costs. The revenue resulting from new gaming limits could help offset any increased costs. Also, the gaming communities could see increased sales tax revenue from an increase in the number of visitors and more property tax revenue if new casinos are built or existing ones are expanded.

#### LYNNETTE HAILEY'S COMMENTS ON LAST DRAFT OF AMENDMENT 50

We are still concerned with the language in the "Arguments Against" section. Under item 1) it again states in part "...., and damage the historic character of these communities". Please note that the gaming entities have done more to retain, preserve and renovate the historic structures and character of the communities than at any time in the past. We would recommend that you review the funds to the State coffers from gaming since inception. To argument anything different is far from the truth and misleading the public. Also, does the legislative staff really think \$100 limits is "high-stakes"?

We sincerely appreciate the opportunity to respond but we have made the same comments on the first two drafts which were not recognized. We would highly suggest that the legislative staff review the Division of Gaming's website as it relates to the financial benefit this industry has afforded to every county in the State. Please consider that in the name of historic preservation gaming has contributed \$1 billion to the State General Fund and out of that \$300 million went directly to the State Historic Preservation fund. This is a far cry from the "Arguments Against" where it states "...and damage the historic character of these communities". Again, the historic preservation efforts in these communities is worth mention in the Arguments For category.

Again, thank you and if you would like additional information, please visit the Black Hawk/Central City Visitors & Convention Bureau website at <a href="https://www.visitbhcc.com">www.visitbhcc.com</a> or call Director Joanne Lah at 303-726-0078 (cell phone).

### Respectfully submitted:

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# Amendment 50 Limited Gaming in Central City, Black Hawk, and Cripple Creek

### Amendment 50 proposes amending the Colorado Constitution to:

- allow residents of Central City, Black Hawk, and Cripple Creek to vote
   to extend casino hours, approve additional games, and increase the
   maximum single bet limit;
  - give most of the gaming tax revenue that results from new gaming limits to Colorado community colleges and to the gaming cities and counties;
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Gaming limits in Colorado today and under Amendment 50. Since 1991
Colorado has permitted limited stakes gaming in Central City and Black Hawk in Gilpin
County, and Cripple Creek in Teller County. The state constitution places the
following limits on gaming:

- single bets cannot exceed \$5;
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Amendment 50 allows Central City, Black Hawk, and Cripple Creek to vote to change the existing gaming limits. Each town may vote to extend the hours of operation of casinos, to add the games of roulette and/or craps, and to increase the amount that can be wagered on any single bet from \$5 up to a maximum of \$100. The towns may vote on changing any or all of these limits.

Distribution of state gaming money today and under Amendment 50. Casinos pay taxes on income from gaming and also pay various fees and fines. Last year, the state collected \$116 million from gaming. After paying to enforce gaming laws, approximately one-quarter of the gaming money goes back to the gaming cities and counties, about one-quarter goes to historic preservation and restoration projects across the state, and about half of the revenue is allocated to the state legislature to spend on programs. These programs currently include assistance to local governments for gaming impacts, tourism promotion, economic development programs, energy efficiency and renewable energy projects, and highway projects.

Amendment 50 distributes new money from increased gaming activity differently than existing law. First, the money is used to pay to enforce gaming laws related to any changes in the limits. Second, some of the new money provides annual increases to the programs and local governments that currently get gaming money. The rest is distributed as follows:

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### Arguments For

- 1) Amendment 50 could significantly boost revenue to community colleges without increasing taxes or taking money away from current recipients of gaming revenue. Community colleges are vital to the state's economy and educational system because they provide affordable access to educational and retraining programs. Increasing financial aid helps more Coloradans benefit from the economic opportunities that community colleges can provide. The additional revenue also goes to recruiting and retaining qualified faculty so that Colorado can offer quality education throughout the state.
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    1 on page \_\_ provides a five-year estimate of the distribution of state gaming
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  - State regulation costs will increase by \$475,000 in budget year 2009 and \$1.0 million in budget year 2010. These costs will be paid from gaming revenue. The state will also incur a one-time computer programming cost of \$21,000 in budget year 2009 to account for both changes in gaming limits and the approval of roulette and craps by any of the gaming towns. This cost will be paid from other state money.

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### Amendment 50 Limited Gaming in Central City, Black Hawk, and Cripple Creek

- Ballot Title: An amendment to the Colorado constitution concerning voter-approved revisions to limited gaming, and, in connection therewith, allowing the local voters in
- 3 Central City, Black Hawk, and Cripple Creek to extend casino hours of operation,
- 4 approved games to include roulette and craps or both, and maximum single bets up to
- 5 \$100; adjusting distributions to current gaming fund recipients for growth in gaming tax
- 6 revenue due to voter-approved revisions in gaming; distributing 78% of the remaining
- 7 gaming tax revenue from this amendment for student financial aid and classroom
- 8 instruction at community colleges according to the proportion of their respective student
- 9 enrollments, and 22% for local gaming impacts in Gilpin and Teller counties and the
- 10 cities of Central City, Black Hawk, and Cripple Creek according to the proportion of
- increased tax revenue from voter-approved revisions in each city or county; and
- requiring any increase in gaming taxes from the levels imposed as of July 1, 2008 to be
- approved at a statewide election, if local voters in one or more cities have approved any
- 14 revision to limited gaming.

### 15 **Text of Proposal:**

- 16 Be it enacted by the People of the State of Colorado:
- 17 **SECTION 1.** Section 9 (3) (d), (4) (b), and (5) (a), and (5) (b) (II) of article XVIII of
- the constitution of the state of Colorado are amended to read:
- 19 Section 9. Limited gaming permitted. (3) Limited gaming shall be subject to the
- 20 following:
- 21 (d) Limited gaming operations shall be prohibited between the hours of 2:00 o'clock
- 22 a.m. and 8:00 o'clock a.m., UNLESS SUCH HOURS ARE REVISED AS PROVIDED IN
- 23 SUBSECTION (7) OF THIS SECTION.
- 24 (4) As certain terms are used in regards to limited gaming:
- 25 (b) "Limited gaming" means the use of slot machines and the card games of
- blackjack and poker, each game having a maximum single bet of five dollars, UNLESS
- 27 SUCH GAMES OR SINGLE BETS ARE REVISED AS PROVIDED IN SUBSECTION (7) OF THIS
- 28 SECTION.
- 29 (5) (a) Up to a maximum of forty percent of the adjusted gross proceeds of limited
- 30 gaming shall be paid by each licensee, in addition to any applicable license fees, for the

privilege of conducting limited gaming. Subject to subsection (7) of this section, such percentage shall be established annually by the commission according to the criteria established by the general assembly in the implementing legislation to be enacted pursuant to paragraph (c) of this subsection (5). Such payments shall be made into a limited gaming fund that is hereby created in the state treasury.

- (II) At the end of each state fiscal year, the state treasurer shall distribute the balance remaining in the limited gaming fund, except for an amount equal to all expenses of the administration of this section 9 for the preceding two-month period, according to the following guidelines AND SUBJECT TO THE DISTRIBUTION CRITERIA PROVIDED IN SUBSECTION (7) OF THIS SECTION: fifty percent shall be transferred to the state general fund or such other fund as the general assembly shall provide; twenty-eight percent shall be transferred to the state historical fund, which fund is hereby created in the state treasury; twelve percent shall be distributed to the governing bodies of Gilpin county and Teller county in proportion to the gaming revenues generated in each county; the remaining ten percent shall be distributed to the governing bodies of the cities of: the City of Central, the City of Black Hawk, and the City of Cripple Creek in proportion to the gaming revenues generated in each respective city.
- SECTION 2. Section 9 of article XVIII of the constitution of the state of Colorado is amended BY THE ADDITION OF A NEW SUBSECTION to read:
- 20 (7) Local elections to revise limits applicable to gaming statewide elections to increase gaming taxes. (a) Through local elections, the voters of the cities of Central, Black Hawk, and Cripple Creek are authorized to revise limits on gaming that apply to licensees operating in their city's gaming district to extend:
- 25 (I) Hours of Limited Gaming Operation;

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- 26 (II) Approved games to include roulette or craps, or both; and
- 27 (III) SINGLE BETS UP TO ONE HUNDRED DOLLARS.
- 28 (b) Limited gaming tax revenues attributable to the operation of this subsection (7) shall be deposited in the limited gaming fund. The commission 30 shall annually determine the amount of such revenues generated in each city.
- 32 (c) From Gaming tax revenues attributable to the operation of this 33 subsection (7), the treasurer shall pay:
- 34 (I) THOSE ONGOING EXPENSES OF THE COMMISSION AND OTHER STATE AGENCIES

1 THAT ARE RELATED TO THE ADMINISTRATION OF THIS SUBSECTION (7);

(II) Annual adjustments, in connection with distributions to limited gaming fund recipients listed in subsection (5)(b)(II) of this section, to reflect the lesser of six percent of, or the actual percentage of, annual growth in gaming tax revenues attributable to this subsection (7); and

- (III) OF THE REMAINING GAMING TAX REVENUES, DISTRIBUTIONS IN THE FOLLOWING PROPORTIONS:
- (A) SEVENTY-EIGHT PERCENT TO THE STATE'S PUBLIC COMMUNITY
  COLLEGES, JUNIOR COLLEGES, AND LOCAL DISTRICT COLLEGES TO SUPPLEMENT EXISTING
  STATE FUNDING FOR STUDENT FINANCIAL AID PROGRAMS AND CLASSROOM INSTRUCTION
  PROGRAMS; PROVIDED THAT SUCH REVENUE SHALL BE DISTRIBUTED TO INSTITUTIONS
  THAT WERE OPERATING ON AND AFTER JANUARY 1, 2008, IN PROPORTION TO THEIR
  RESPECTIVE FULL-TIME EQUIVALENT STUDENT ENROLLMENTS IN THE PREVIOUS FISCAL
  YEAR;
- 15 (B) TEN PERCENT TO THE GOVERNING BODIES OF THE CITIES OF CENTRAL,
  16 BLACK HAWK, AND CRIPPLE CREEK TO ADDRESS LOCAL GAMING IMPACTS; PROVIDED
  17 THAT SUCH REVENUE SHALL BE DISTRIBUTED BASED ON THE PROPORTION OF GAMING
  18 TAX REVENUES, ATTRIBUTABLE TO THE OPERATION OF THIS SUBSECTION (7), THAT ARE
  19 PAID BY LICENSEES OPERATING IN EACH CITY; AND
- 20 (C) TWELVE PERCENT TO THE GOVERNING BODIES OF GILPIN AND TELLER
  21 COUNTIES TO ADDRESS LOCAL GAMING IMPACTS; PROVIDED THAT SUCH REVENUE SHALL
  22 BE DISTRIBUTED BASED ON THE PROPORTION OF GAMING TAX REVENUES, ATTRIBUTABLE
  23 TO THE OPERATION OF THIS SUBSECTION (7), THAT ARE PAID BY LICENSEES OPERATING
  24 IN EACH COUNTY.
- (d) After July 1, 2009, the commission shall implement revisions to limits on gaming as approved by voters in the cities of Central, Black Hawk, or Cripple Creek. The general assembly is also authorized to enact, as necessary, legislation that will facilitate the operation of this subsection (7).
  - (e) If local voters in one or more cities revise any limits on gaming as provided in paragraph (a) of this subsection (7), any commission action pursuant to subsection (5) of this section that increases gaming taxes from the levels imposed as of July 1, 2008, shall be effective only if approved by voters at a statewide election held under section 20(4)(a) of article X of this constitution.

35 CONSTITUTION.

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1 (f) Gaming tax revenues attributable to the operation of this subsection (7) shall be collected and spent as a voter-approved revenue change without 3 regard to any limitation contained in section 20 of article X of this 4 constitution or any other law.