

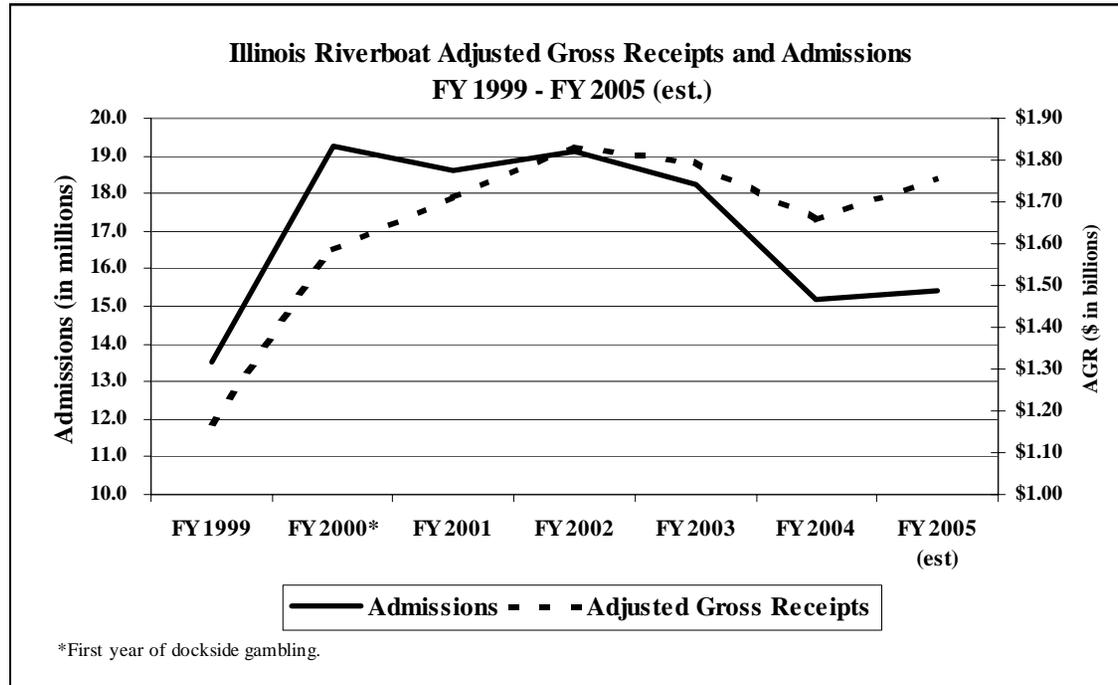
Commission on Government Forecasting and Accountability

*Discussion on Riverboat Gaming
in Illinois*

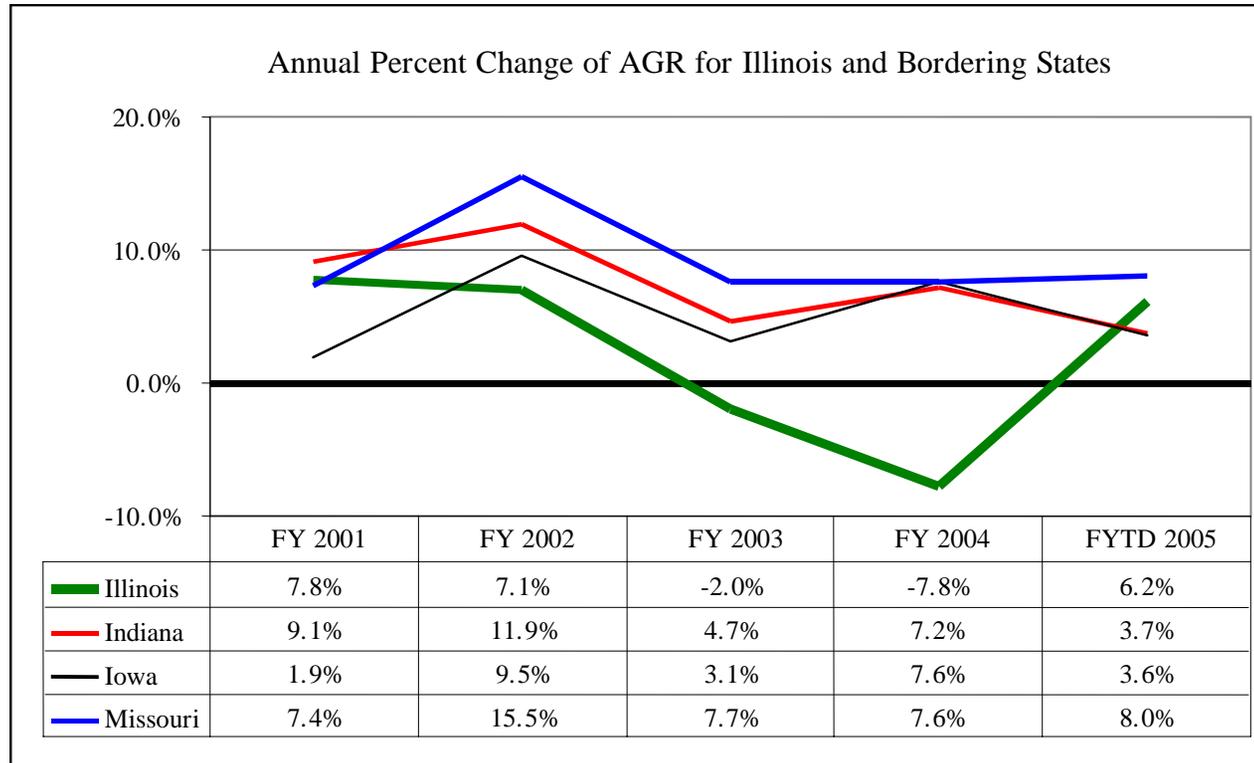


April 6, 2005

Overview of Midwest Riverboat States				
	Illinois	Indiana	Iowa	Missouri
Current # of Operating Casinos	9	10	13 (10 riverboats, 3 racetrack casinos)	11
State Population (Census Bureau 2003 estimate)	12.7 million	6.2 million	2.9 million	5.7 million
Gaming Format	Riverboat/Dockside	Riverboat/Dockside	Riverboat, racetrack casino	Riverboat
Legalization Date	February 1990	November 1993	July 1989	August 1993
First Casino Operating Date	September 1991	December 1995	September 1991	May 1994
Mode of Legalization	Legislative action	Legislative action, local option vote	Legislative action, local option vote	Legislative action, statewide vote, local option vote
Maximum Number of Gaming Positions	1,200 per riverboat	No Limit	No Limit	No Limit
Current # of Gaming Positions	223 Table Games, 9,839 Slots	622 Table Games, 18,173 Slots	241 Table Games, 8,977 Slots	528 Table Games, 17,718 Slots
State Gaming Tax Rate	Graduated tax rate from 15% to 70% of gross gaming revenue, \$3 - \$5 per patron admissions tax	Graduated tax rate from 15% to 35% of gross gaming revenue, \$3 per patron admissions tax	Graduated tax rate with a maximum tax of 20% on gross gaming revenue	20% tax on gross gaming revenue, \$2 per patron admission fee per excursion split between home dock community and the state
How Taxes Spent	Education assistance, local government	Economic development, local government	Infrastructure improvements, local government, general fund, schools and universities, the environment	Education, local public safety programs, compulsive gambling treatment, veterans programs, early childhood programs
Admissions (FY 2004)	15.2 million	26.5 million	19.5 million	24.9 million
Admissions % Change (FY 03 to FY 04)	-16.9%	1.0%	1.4%	5.0%
Adjusted Gross Receipts (AGR) FY 2004	\$1.657 billion	\$2.313 billion	\$1.052 billion	\$1.405 billion
AGR % Change (FY 2003 to FY 2004)	-7.8%	7.2%	7.3%	7.6%
AGR per Admission (FY 2004)	\$109.01	\$87.28	\$53.95	\$56.43
AGR per Table per Day	\$2,881.00	\$1,689.56	\$972.00	\$891.55
AGR per Slot per Day	\$409.00	\$293.42	\$198.00	\$190.62
FY 2004 Gaming Tax Revenue	\$767.7 million	\$742.1 million	\$238.8 million	\$386.7 million
Gaming Tax Revenue % Chg (FY 03 to FY 04)	12.3%	10.7%	7.5% (Riverboats Only)	6.4%
Casino Employees (2003)	9,101	16,555	8,764	10,700
Casino Jobs % Change (CY 02 to CY 03)	-17.0%	0.0%	-0.4%	-7.0%
Casino Employee Wages (includes benefits and tips)	\$376.4 million	\$589.5 million	\$278.5 million	\$310 million
Sources	American Gaming Association, Illinois Casino Gaming Association, Illinois Gaming Board	American Gaming Association, Indiana Gaming Commission, Casino Association of Indiana	American Gaming Association, Iowa Racing and Gaming Commission, Iowa Gaming Association	American Gaming Association, Missouri Gaming Commission, Missouri Riverboat Gaming Association



- In FY 2002, riverboat admissions reached 19.1 million, and adjusted gross receipts reached a high-mark of \$1.834 billion. The maximum tax rate during this year was 35%.
- In FY 2003, a tax increase raised the maximum tax rate to 50%. During this year, riverboat admissions fell 4.6% to 18.2 million, while adjusted gross receipts fell 2.0% to \$1.798 billion.
- In FY 2004, another tax increase was implemented, raising the maximum tax rate to 70%. During this year, riverboat admissions fell 16.9% to 15.2 million patrons, while adjusted gross receipts fell 7.8% to \$1.657 billion.
- In FY 2005, the second year under the 70% maximum tax rate, riverboat admissions are expected to increase approximately 1.2% from FY 2004 levels, but will still be well below levels experienced in prior years. Adjusted Gross Receipts are anticipated to increase by approximately 6.0% to \$1.657 billion, but are also below levels experienced in the past.



- Over the last five fiscal years, Illinois is the only midwestern state to experience a decline in riverboat adjusted gross receipts (AGR). (Illinois had declines of 2.0% in FY 2003 and 7.8% in FY 2004).
- While Illinois' AGR dropped 7.8% in FY 2004, the surrounding states' AGR increased an average of 7.5%, suggesting that many Illinois residents may have crossed borders to gamble.
- Through February of 2005, each Midwestern state, including Illinois, are experiencing increases in their FY 2005 AGR levels, ranging from 3.6% in Iowa to 8.0% in Missouri.

REASONS FOR THE DECLINE IN ILLINOIS RIVERBOAT FIGURES

- Illinois' graduated wagering tax schedule of up to 70% is by far the highest in the nation. In fact, Illinois will continue to be the highest taxing riverboat state in the nation, even when the tax rates revert back to the maximum tax rate of 50% in FY 2006 (as is scheduled under current law).
- In response to the high tax rates, certain Illinois riverboats lowered expenses by reducing operating hours and cutting payroll. For example, four casinos (Alton, Aurora, Joliet Empress, and Joliet Harrah's) were granted permission by the Illinois Gaming Board to reduce operating hours. Not surprisingly, these were the same four boats that experienced the largest declines in admissions in FY 2004.
- In addition to the higher wagering taxes, the admissions tax was also increased to as much as \$5 per admission in FY 2004. In past years Illinois riverboats have paid this tax themselves, in order to offer, as an incentive, free admission. However, in FY 2004, some riverboats decided to pass this admissions tax onto the patron, creating a disincentive for the riverboat consumer and, thus, another reason for the decline in admissions and in AGR.
- Illinois residents are likely going elsewhere to gamble. Some believe that Illinois operators who also own casinos outside of Illinois may have chosen to redirect their marketing, capital, and operating expenses to their riverboats in lower-taxed states, such as Indiana, in order to maximize profits.
- According to the American Gaming Association, "While figures in most states remained relatively unchanged from 2002 to 2003, there were some noteworthy differences. In Illinois, a significant tax increase translated to fewer employees, lower wages paid and a drop in admissions as well as in overall casino revenue. Neighboring Indiana was the beneficiary, with a nearly 13 percent increase in admissions, a 6 percent increase in gross gaming revenue and a 29 percent increase in tax revenue."

REGION BY REGION ANALYSIS

In order to better understand Illinois' gaming landscape and the competition that exists with other states, the following sections briefly analyze Illinois riverboat gaming in the three largest metropolitan border areas of the State: Quad City Area, Chicago Area, and the St. Louis Area.

QUAD CITY AREA

Adjusted Gross Receipts (AGR) in the Quad City Region						
<i>(IOWA)</i>						
Riverboat	FY 03	FY 04	% Change	FYTD 04	FYTD 05	% Change
Rhythm City (Davenport)	\$65,819,053	\$76,079,829	15.6%	\$50,241,190	\$51,886,545	3.3%
Isle of Capri (Bettendorf)	\$99,591,614	\$105,415,991	5.8%	\$70,246,715	\$69,488,605	-1.1%
Quad City Area	\$165,410,667	\$181,495,820	9.7%	\$120,487,905	\$121,375,150	0.7%
AGR % of Quad City Area	80.7%	82.3%		82.3%	82.7%	
<i>(ILLINOIS)</i>						
Riverboat	FY 03	FY 04	% Change	FYTD 04	FYTD 05	% Change
Rock Island	\$39,473,000	\$38,928,000	-1.4%	\$25,839,000	\$25,387,000	-1.7%
Quad City Area	\$39,473,000	\$38,928,000	-1.4%	\$25,839,000	\$25,387,000	-1.7%
AGR % of Quad City Area	19.3%	17.7%		17.7%	17.3%	
TOTAL QUAD CITY AREA AGR	\$204,883,667	\$220,423,820	7.6%	\$146,326,905	\$146,762,150	0.3%

- Iowa's two Quad City area riverboats experienced a 9.7% increase in AGR in FY 2004. In comparison, Illinois' Rock Island riverboat's AGR declined by 1.4%.
- Iowa's riverboats make up approximately 82% of the Quad City region's AGR (\$181 million in FY 2004), while Illinois' riverboat makes up 17% of the total (\$39 million in FY 2004). In perspective, in the Quad City metropolitan area, Iowa (Scott County) makes up approximately 51.5% of the population, while Illinois (Rock Island County) makes up 48.5%. This may indicate Illinois is losing gaming positions to the Iowa riverboats.

ST. LOUIS AREA

Adjusted Gross Receipts (AGR) in St. Louis Region						
<i>(MISSOURI)</i>						
Riverboat	FY 03	FY 04	% Change	FYTD 04	FYTD 05	% Change
Harrah's (Maryland Heights)	\$236,467,336	\$254,674,008	7.7%	\$167,887,221	\$199,094,715	18.6%
President (St. Louis)	\$73,444,145	\$71,843,573	-2.2%	\$47,561,985	\$47,498,952	-0.1%
Ameristar (St. Charles)	\$243,416,402	\$284,747,394	17.0%	\$185,311,751	\$194,999,785	5.2%
St. Louis Area	\$553,327,883	\$611,264,975	10.5%	\$400,760,957	\$441,593,452	10.2%
AGR % of St. Louis Area	66.9%	69.6%		69.7%	70.9%	
<i>(ILLINOIS)</i>						
Riverboat	FY 03	FY 04	% Change	FYTD 04	FYTD 05	% Change
E. St. Louis	\$157,876,000	\$163,513,000	3.6%	\$105,757,000	\$108,990,000	3.1%
Alton	\$116,136,000	\$103,589,000	-10.8%	\$68,137,000	\$72,261,000	6.1%
St. Louis Area	\$274,012,000	\$267,102,000	-2.5%	\$173,894,000	\$181,251,000	4.2%
AGR % of St. Louis Area	33.1%	30.4%		30.3%	29.1%	
TOTAL ST. LOUIS AREA AGR	\$827,339,883.00	\$878,366,975.00	6.2%	\$574,654,957.00	\$622,844,452.00	8.4%

- Missouri's three St. Louis area riverboat's total AGR increased by 10.5% to \$611.3 million in FY 2004. In comparison, Illinois two St. Louis area location's (Alton and E. St. Louis) total AGR decreased by 2.5% to \$267.1 million.
- While Illinois' St. Louis area riverboat's FY 2005 AGR is up 4.2% through Feb. 2005, it is still well below Missouri's FYTD AGR percentage change of 10.2%.
- In FY 2003, the Missouri riverboats made up 66.9% of the St. Louis area's total AGR, while Illinois locations made up 33.1%. Through February 2005, Missouri's portion of total AGR has increased to nearly 71%, while Illinois has dropped to near 29%.

CHICAGO REGION

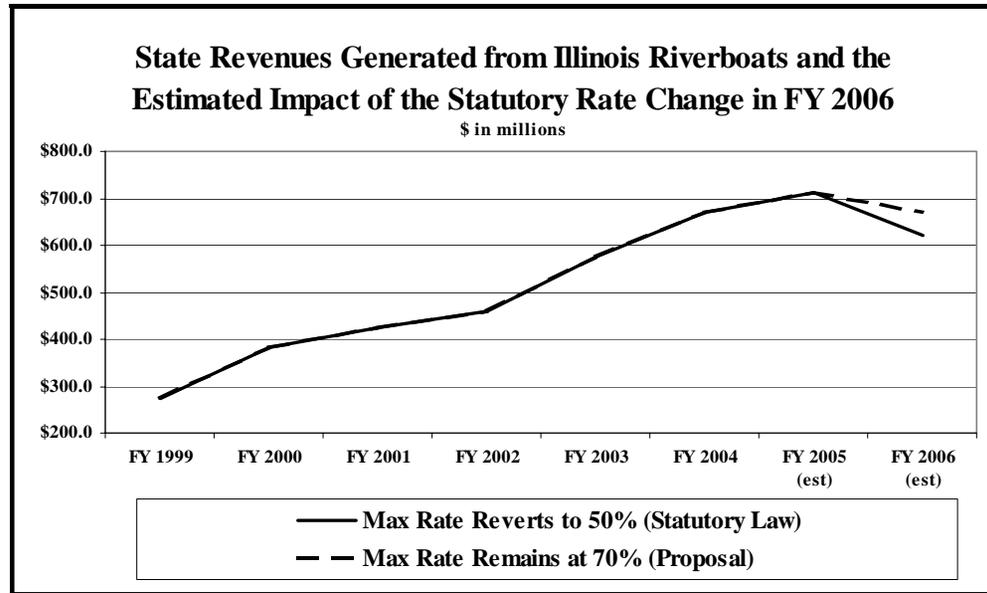
Adjusted Gross Receipts (AGR) in Chicago Region						
<i>(INDIANA)</i>						
Riverboat	FY 03	FY 04	% Change	FYTD 04	FYTD 05	% Change
Harrah's (East Chicago)	\$289,933,986	\$312,825,725	7.9%	\$210,813,290	\$211,740,369	0.4%
Horseshoe (Hammond)	\$339,549,872	\$362,136,764	6.7%	\$240,915,526	\$265,290,464	10.1%
Majestic Star (Gary)	\$138,695,175	\$145,562,089	5.0%	\$93,270,313	\$96,678,156	3.7%
Trump (Gary)	\$128,844,668	\$143,863,604	11.7%	\$95,693,101	\$87,462,466	-8.6%
Chicago Area	\$897,023,701	\$964,388,182	7.5%	\$640,692,230	\$661,171,455	3.2%
AGR % of Chicago Area	42.7%	47.2%		47.7%	46.4%	
<i>(ILLINOIS)</i>						
Riverboat	FY 03	FY 04	% Change	FYTD 04	FYTD 05	% Change
Joliet Empress	\$237,282,000	\$218,527,000	-7.9%	\$144,003,000	\$154,727,000	7.4%
Joliet Harrah's	\$305,030,000	\$249,157,000	-18.3%	\$159,559,000	\$187,551,000	17.5%
Aurora	\$280,356,000	\$221,380,000	-21.0%	\$143,026,000	\$151,051,000	5.6%
Elgin	\$383,221,000	\$388,975,000	1.5%	\$255,811,000	\$269,072,000	5.2%
Chicago Area	\$1,205,889,000	\$1,078,039,000	-10.6%	\$702,399,000	\$762,401,000	8.5%
AGR % of Chicago Area	57.3%	52.8%		52.3%	53.6%	
TOTAL CHICAGO AREA AGR	\$2,102,912,701	\$2,042,427,182	-2.9%	\$1,343,091,230	\$1,423,572,455	6.0%

- The four Indiana riverboats across the border from Chicago saw their AGR increase by an average of 7.5% in FY 2004 to \$964 million (a gain of \$67.4 million). Conversely, Illinois' four Chicago area riverboats' AGR fell 10.6% from FY 2003 levels to \$1,078 million (a loss of \$127.9 million).
- While the vast majority of the population in the Chicago area is in Illinois, Indiana makes up nearly half of the total AGR in that area. Indiana's portion of total riverboat AGR in the Chicago area increased from 42.7% in FY 2003 to 47.2% in FY 2004, while Illinois' portion dropped from 57.3% to 52.8% in FY 2004.
- Through February 2005, FY 2005 cumulative AGR statistics show improvement for Illinois riverboats in this area (up 8.5%), while Indiana's rate of growth has slowed to 3.2%.

ANNUAL PERCENT CHANGE OF RIVERBOAT STATE REVENUES						
Comparison of FY 2003, FY 2004, & FY 2005 (EST)						
\$ in millions						
	FY 2003	FY 2004	Annual	FY 2005 (EST)	Annual	
	STATE REVENUE	STATE REVENUE	% change	STATE REVENUE	% change	
ELGIN (Grand Victoria)	\$144.2	\$194.5	34.9%	\$206.1	5.9%	
JOLIET HARRAH'S	\$109.4	\$105.3	-3.8%	\$120.8	14.8%	
AURORA (City Lights I & II)	\$95.8	\$86.6	-9.6%	\$91.6	5.8%	
JOLIET EMPRESS (I & II)	\$76.9	\$85.2	10.8%	\$93.1	9.3%	
EAST ST. LOUIS (Casino Queen)	\$42.7	\$61.6	44.2%	\$63.9	3.6%	
METROPOLIS	\$33.9	\$48.5	43.3%	\$49.1	1.3%	
EAST PEORIA (Par-A-Dice)	\$37.7	\$47.3	25.7%	\$46.3	-2.1%	
ALTON (Alton Belle)	\$28.1	\$33.3	18.6%	\$34.9	4.8%	
ROCK ISLAND (Casino RI)	\$6.7	\$7.3	9.6%	\$7.0	-4.4%	
TOTAL	\$575.3	\$669.7	16.4%	\$712.8	6.4%	
\$ Change over Prior Year		\$94.5		\$43.1		
Source: Illinois Gaming Board Monthly Riverboat Casino Report, CGFA FY05 Estimates						

- Despite the significant declines in admissions and adjusted gross receipts in FY 2004 that coincided with the 70% maximum tax rate, State revenues statewide increased by 16.4%.
- Two riverboats experienced declines in State revenue generated in FY 2004 (Joliet Harrah's -3.9% and Aurora -9.6%), despite the tax increase. These two locations, however, are estimated to have significant increases in FY 2005, which will surpass the levels experienced in FY 2003.
- The Commission estimates that in FY 2005, approximately \$713 million in State revenues will be collected, a 6.4% increase over FY 2004 levels, and nearly 24% higher than the amount of State revenues collected in FY 2003 under the maximum 50% tax rate.

WHAT IS THE IMPACT OF THE RATES REVERTING TO THE 50% MAX TAX RATE IN FY 2006?

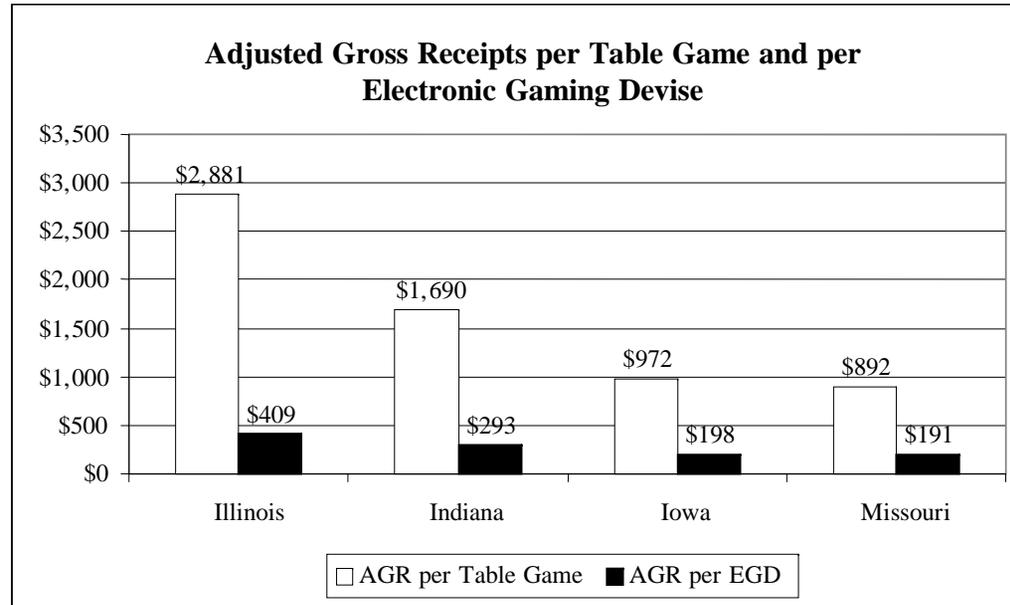


The Commission currently estimates that \$588 million in State revenues will be collected in FY 2006 when the graduated taxing structure for riverboats returns to the statutory lower levels (maximum tax rate of 50%). This estimate assumes a modest increase in Statewide AGR and admission figures. However, many gaming experts believe that, because riverboat operators will likely again direct a significant portion of their marketing, capital, and operating expenses towards the Illinois riverboats, in addition to the normal growth patterns of riverboats, Illinois could regain much of the market lost to neighboring states, and would approach annual growth percentages seen in the other states over the last couple years (approximately 7.0%). If this does take place, State revenues would near \$620 million. (In FY 2003, the last fiscal year at a max of 50%, the State received \$575 million).

However, in the Governor’s FY 2006 Budget Book, the wagering tax on Illinois riverboats is assumed to continue the current higher graduated tax rate (maximum of 70%) for FY 2006. If the 70% rate were continued into FY 2006, it is likely that the growth experienced thus far in FY 2005, which many believe is due to marketing changes in anticipation of the lower rates, would not be repeated and growth would become stagnant or even decline. If it were assumed that AGR and admissions would return to the levels experienced in FY 2004 (the first year of the 70% tax rate), the State would receive \$670 million in riverboat revenues in FY 2006 under a continued 70% max tax rate. **Therefore, under these scenarios, keeping the current rate structure would generate approximately \$50 million more than what would be expected under a 50% maximum tax rate.**

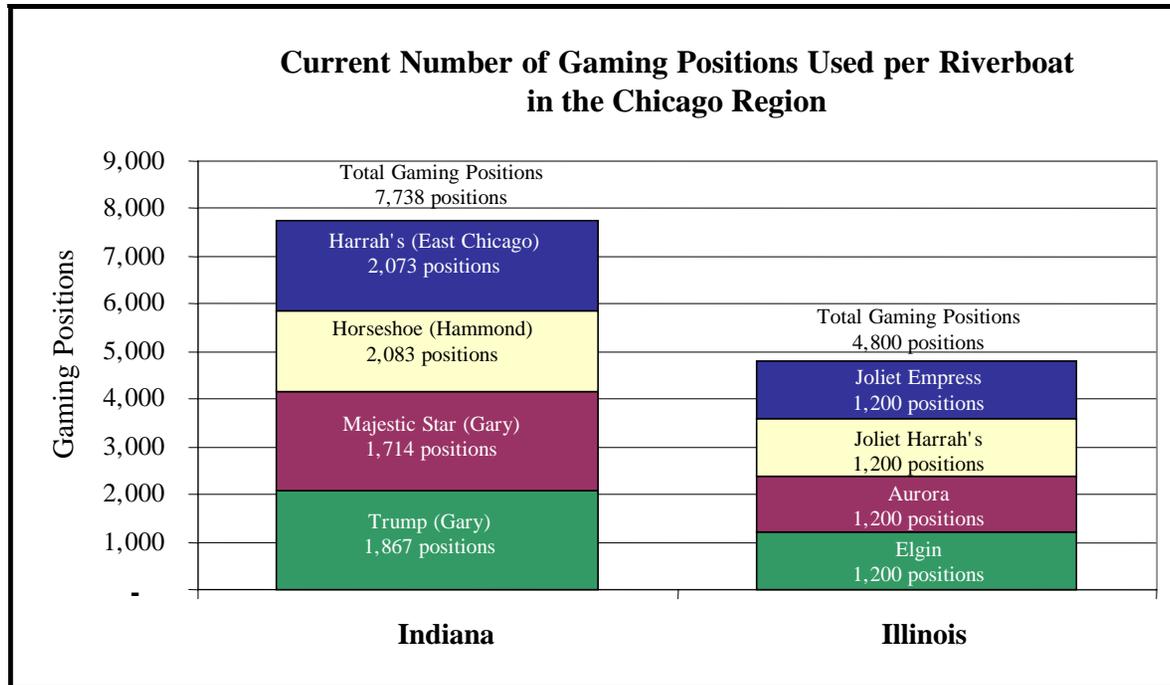
GAMING POSITIONS

There are many in the gaming industry that feel that Illinois riverboats are at a competitive disadvantage with other states because Illinois only allows a maximum of 1,200 gaming positions per riverboat. While this law controls the number of slots and table games that a riverboat may operate, it also creates waiting times for the more popular games during the peak hours at many of the competitive locations. This creates a disincentive for the riverboat patron, which some would argue causes them to go to locations with no position limit. To illustrate this point, the following graph displays the AGR per EGD (electronic gaming device, i.e. slot machine) for each of the midwestern riverboat states. Highlights of the graph are pointed out below.



- Illinois' AGR per Table Game and AGR per EGD are significantly higher than the other neighboring states.
- These figures would suggest that Illinois gamblers spend more money on gambling than other states and that the gaming positions in Illinois are being utilized more frequently than other states, which would support the argument that the Illinois riverboats are overcrowded.
- Often riverboats will increase the minimum on table games during peak hours to maximize revenue in the positions allowed. While this entices "high-rollers" to play and creates larger AGR totals, it creates a deterrent for the "casual" table player.

There is a question of how many additional gaming positions would be necessary to put Illinois on an equal footing with the riverboats of other states. Since states like Indiana do not have a gaming position limit, the number of positions that they utilize should give a good representation of the optimal number of positions that would meet the economics of supply and demand. The following graph displays the number of gaming positions available at the Chicago Area riverboats for Indiana and Illinois. (Gaming positions are calculated using the following formula: slot machines count as 0.9 positions, craps tables count as 10 positions, and other tables count as 5 positions).



- The four Indiana riverboats closest to Chicago have a total of 7,738 gaming positions. That is 2,938 more positions than the four Illinois Chicago area riverboats.
- The four Indiana riverboats closest to Chicago make up nearly 62% of all gaming positions in that region.
- The average number of positions for the Indiana riverboats in this region is 1,935 positions. Therefore, recent proposals that would increase Illinois' maximum number of positions to 2,000 would appear to adequately fill the riverboat market's demand in this area.

WHAT IS THE FISCAL IMPACT OF INCREASING THE NUMBER OF POSITIONS?

Many wonder what the impact on State revenues would be from increasing the maximum number of gaming positions on State revenues. The following discusses this question. *However, it must be stressed that comprehensive changes to the gaming landscape are highly unpredictable and therefore very difficult to estimate with any degree of certainty.*

Most of the proposals dealing with increased positions contain provisions that state that additional positions must be purchased in packs. **For example, SB 0019, as amended by Senate Amendment 1, would allow 800 additional positions and sell them in packs of 100 at \$3.0 million per pack. In this scenario, if every existing riverboat purchased these extra positions, the State would receive a one-time revenue amount of \$216 million.** However, some of the boats may not purchase all of the possible positions due to lack of floor space. For example, the riverboats in Alton and Rock Island have less than the 1,200 gaming positions currently allowed. *(However, gaming experts believe that more floor space would be constructed to allow for additional positions once the tax rate goes down and more money could be used towards these improvements).*

Additional gaming positions would likely benefit the E. St. Louis boat and the Chicago area boats the most, while the smaller downstate boats in lower densely populated areas may not use the maximum number of positions allowed. **Every license holder would have to conduct their own feasibility studies to determine the most economically beneficial number of gaming positions to purchase due to diminishing returns as the number of positions increase. Each additional bundle would incrementally become less valuable as dilution of profit considerations would come into play.**

In determining prior estimates, the Commission generally takes a riverboat's current AGR per position figure and multiplies it by the number of new positions. To account for some cannibalism due to the increase in position availability, the Commission generally assumes a 10% dilution factor to this product to determine a rough estimate. For example, if the FY 2004 statewide AGR amount of \$1.657 billion were divided by 10,210 (the number of gaming positions currently used), an AGR/position amount of \$162,292 would result. If this amount were multiplied by 7,200 positions (800 new positions x 9 boats) and a 10% dilution factor were applied to all positions (current and new), an additional \$886 million in AGR would result. If this amount were multiplied by the approximate overall blended tax rate of 32% (at the statutory FY 2006 50% max tax rate), an additional \$284 million in State revenue would result. *However, due to the many uncertainties that accompany this estimate, it is impossible for the Commission to precisely determine the amount of revenue that each riverboat would generate from these additional positions.*

OTHER NOTES OF INTEREST

- Indiana has approved an 11th license to be located in French Lick Indiana. This riverboat will be State owned and managed by a riverboat company. The Indiana Gaming Commission stated that the legislation approving the 11th license specifically stated that French Lick would be the recipient of this new riverboat. One company was selected to operate the casino, but failed to meet certain criteria in a timely fashion. Therefore, the status and opening of the 11th Indiana license continues to be uncertain.
- In September of 2004, the Missouri Gaming Commission chose Pinnacle Entertainment Inc. to develop two casinos in the St. Louis region, one on the Landing in the City of St. Louis and one in south St. Louis County. This, of course, would have a significant negative impact on Illinois' two St. Louis region riverboats. According to St. Louis Post-Dispatch, the 75,000-square-foot casino in St. Louis is expected to open in early 2007. The hotel and entertainment development in south St. Louis County would open about a year later.
- Wisconsin Indian tribes are seriously considering building casinos on the Illinois border, one in Beloit and one in Kenosha. These locations would be aimed at the "untapped" Illinois gaming markets of Rockford and the Northern Suburbs of Chicago. One report states that the Beloit Casino would be a 100,000 square feet facility with approximately 3,000 slots and 75 gaming tables and would result in \$150 million in operating expenses per year. According to the Beloit Daily News, the Bureau of Indian Affairs is currently reviewing public responses to the casino's Environmental Impact Study and is expected to make a decision on the casino in the coming months.