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September 30, 1992

Maureen Kennedy
State Policy Program
The Aspen Institute
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Dear Maureen:

Although things are hectic here at the moment I thought it a good time to give you an update on the "*Small Stakes Gambling in Rural Communities: Policy Implications for State Government*" project.

As you know, the topic is a timely one. It seems that every newspaper you pick up has some reference to a gambling initiative; people are hungry for information to assist them in making appropriate decisions. Even the exploratory study conducted by my students in the tourism impacts course I taught last Spring has resulted in news reports on all seven of the major TV stations in Colorado, over 25 local newspaper articles, an appearance on the Tom Brokaw Nightly News, a mention in the Wall Street Journal, and a recent presentation to a Business and Community Relations committee of the University of Colorado system. We are, of course, pleased that The Aspen Institute is funding this project and intend to make every effort to contribute in a major way to the development of meaningful and effective state policy in regards to small stakes casino gambling in rural communities.

I have enclosed a number of documents for your information (they are numbered so I can reference them in this letter). The first is an overview of this project that we distribute upon request. The second is the list of participants of the workgroup session we conducted on Tuesday, July 28, 1992. This group represented both Colorado and South Dakota and many varied interests including the gambling industry, social services, historic preservation, planning, elected officials, and residents of both existing gambling towns and communities proposing gambling. The third document contains the results of the brainstorming sessions conducted during the planning session. As you will note we identified personal, institutional and community perspectives of change, determined which were measurable, and then ranked them by importance. We then went on to identify subjective indicators of change and developed a list of suggestions for state

policy. This state policy list was then ranked by the group as to their degree of importance.

The fourth document is the questionnaire that is currently being distributed to all households in Deadwood (SD), with similar versions to be administered over the next few weeks in Cripple Creek, Black Hawk and Central City (CO). The fifth document is the version being administered to high school juniors and seniors in the same communities. Finally, I have included for you a copy of an article that I recently published with a colleague on rural tourism planning in which some of the data from our study conducted last Spring in Black Hawk is presented.

Everyone involved with the project is busy, busy, busy! This is exciting work and we are receiving tremendous cooperation wherever we seek information. Derek Liston is heading the section of the workplan on objective indicators, Jo Clark is heading up state policy issues and I am busy with the data collection in the communities and general project administration. As you probably know there are many opinions about gambling but now we have the opportunity to clearly identify the facts.

I am considering making a trip to DC the last week in October (26-29). Would you be able to meet with me and let me give you a first hand report on our activities? Let me know--I can be reached at (303) 492-2381. I suspect you are very busy with your dual role and wish you the best with your work.

Sincerely,

A handwritten signature in black ink, appearing to read 'Patrick T. Long', with a stylized flourish at the end.

Patrick T. Long
Associate Professor

Enclosures (6)

Small Stakes Gambling in Rural Communities: Policy Implications for State Government

On Overview

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Patrick Long & Jo Clark

Gambling in all its forms is sweeping the country, but there is little in hard evidence to guide state and community decisions on whether gambling is in their general best interests. Recently, the Aspen Institute of Washington, D.C., as part of its State Policy Program, has provided funding to the University of Colorado at Boulder to study the impacts of small stakes casino gambling in Deadwood, South Dakota, and Central City, Black Hawk, and Cripple Creek, Colorado. The focus of the study is to learn from the experiences of these communities and to encourage well-planned and thoughtful state policy on gambling.

Background. Gaming as a government sanctioned industry has been around for a long time, but with the exception of Nevada (1931) and New Jersey (1976), it has been relatively small scale. Horse and dog races have been popular, but limited, favorites for a long time. Charitable gaming has been allowed in most states for some time, but again have been limited by number of games offered, frequency of opportunities, location, hours of operation, and size of stakes. State lotteries have grown rapidly over the last twenty years, but it has not been until the last five years that the growth in gaming has exploded. Casino gaming, river boat gaming, Indian gaming, electronic video gaming, new forms of lottery, and off-track betting are appearing in new states every year, and the likelihood is that most states will offer some form of gaming in the near future. The enticement of rapidly expanding revenues, together with the push to stay competitive in the search for tourist dollars, will make it very difficult for states to withstand the pressures for expansion.

Historically, most of this country has taken a very moralistic, anti-gambling stance. This stance is changing rapidly for a variety of reasons. The experience of those adding gambling has not been crime nor hazard ridden, and revenues have vastly exceeded expectations in the short run. The declining ability of the federal government to support state and local governments fiscally, the increased demand on local governments for services, and the restive nature of taxpayers has lead to the search for new sources of revenue. Gambling has moved quickly to the front of the list of options.

Due to the lack of information about the newer forms of gambling -- small stakes casino gaming, river boat gaming, tribal gaming, and video gaming -- it is difficult to determine their impact on rural community life. There are apparently dramatic social and cultural aspects which tend to be down-played in the face of all the dollars promised from gambling. The four communities to be studied have experienced incredible changes that have made them different places than their recent histories as quiet mountain mining towns and tourist destinations. With the increased numbers of people visiting, working, and living in the gambling towns comes dramatically increased demands on the towns' infrastructures. Of primary concern is the ability of water, sewer, and road systems to serve the communities, as well as fire and police protection, medical facilities and basic services such as food, gasoline, banks, and parking. These towns are scrambling to ensure adequate services so that the quality of the visitor experience does not deteriorate to the point of deterring future or return gamblers.

What Policy Makers Need to Know. The initiation of small stakes gambling, because of its many and varied dramatic impacts on a rural area, should be of great importance to policy makers in any state sanctioning or considering it. The introduction of gambling usually requires a state policy action on the part of the Governor, state legislature, or citizens. If gambling, in some fashion, is approved, intelligent decisions about how to regulate and maximize its benefits while minimizing the adverse effects are a necessity.

The results of this research is important to those communities weighing whether to join the race for gambling dollars and for states trying to make revenue and expenditure projections. States and local communities need to understand the cost/benefits of implementing a gambling industry. Will law enforcement, gambling addiction, welfare costs, and highway expenditures increase? Will schools have growing problems? And even more broadly, will long time residents be forced out? Will new residents be a plus or a minus for the state? Will gambling affect other activities? Will gambling change people's attitudes or perceptions about the state? Will gambling prove to be a harmless, fun tourist diversification or will it provide admittance to large money interests from outside the state or country who have no concern for the broader public interest?

In short, states and communities may be "gambling on gambling". Colorado, South Dakota, and the many other states considering gambling, need to understand what the impacts of gambling are on small communities and how those impacts might change as gambling expands. All this points to the need for state policy makers at the very least to be aware of the range and severity of impacts from gambling and hopefully to act in a manner that serves the best interests of the citizens of the states.

Goals and Objectives of the Research. The intent of this project is to seek definitive evidence regarding tradeoffs states and communities must consider as they decide whether to pursue small stakes casino gambling within their jurisdictions. The goals include:

- Collecting and analyzing objective information on economic, sociological, cultural, and historical changes in the communities and neighboring areas as a result of the introduction of gambling;
- Conducting opinion surveys and focus groups for current and former residents, local officials, and business leaders regarding the impacts of gambling and to determine their perceptions of and reactions to the changes taking place in their community;
- Collecting and analyzing regulations and policies from states currently engaged in gambling; and,
- Analyzing all information collected in the context of state policy and preparing a state "best practices" guide.

Although it is not the intention of this project to evaluate tribal casino gambling in full detail, it is important to review available information in order to understand the relationships and implications of tribal gambling on state gambling policies. The concept of a "level playing field", where non-indian gambling communities may demand the same opportunities that have been negotiated between tribes and state governments, may complicate a state's ability to produce equitable and consistent gambling policies for an entire state.

This project contributes to the State Policy Program of the Aspen Institute by identifying the critical concerns and by developing a factual basis by which state and local leaders can make informed decisions about small stakes casino gambling as an economic development strategy for rural communities. In addition, this project will 1) suggest how states can customize and integrate existing services from a range of state agencies; 2) help states anticipate what kind of services will be needed, in what proportion and in what priority; 3) suggest what controls and regulations should be considered; 4) identify who the winners and losers might be and how that could affect the type of assistance made available; and, 5) consider whether gaming is in fact the "pot of gold at the end of the rainbow" and thus worth the investment.

Work Plan and Methodology. The three Colorado towns of Cripple Creek, Central City, and Black Hawk, and Deadwood, South Dakota, will serve as specific case studies for this policy development effort. In addition, information from gaming commissions, state agencies, tribal government, and local communities from other states will be sought where appropriate to help in accomplishing the goals. The work plan and methodology consists of the following:

1. Literature Review - What Do We Know?

a. Expand existing literature review on impacts of gambling on community life.

During this past academic semester, under the supervision of Dr. Long, an exploratory study was conducted by seniors enrolled in a tourism impacts course. The title of this study was "An assessment of the social impacts of gambling, as perceived by local government and agency officials, on the lives of permanent residents of Black Hawk [Central City] [Cripple Creek], Colorado." In preparation for this student research effort a cursory (due to time constraints) literature review was conducted. This literature review will be expanded to ensure it is comprehensive and will be combined with an existing comprehensive literature review on the economic, environmental, and social impacts of tourism development.

2. Data Collection and Analysis - What Do We Need To Know?

a. Identify objective indicators of change in community life resulting from gambling, and establish a methodology for tracking such change over time.

A listing of objective indicators will be identified and a grid developed to suggest to communities how change might be tracked over time. Examples of such indicators include infrastructure, bonded indebtedness, revenues, expenditures, public education, social services, employment and income, taxation, population demographics and migration, health care, and housing. Where gaps of information exist, methodology will be suggested.

b. Construct and administer a resident questionnaire that identifies the perceptions (subjective indicators) of the impact that gambling has had on community life.

Building upon a number of data collection efforts conducted over time on impacts of tourism and recreation development on community life satisfaction, an instrument will be developed and a study conducted in the above named towns. This research effort will target current residents, and, where possible, past permanent residents who have moved since the time gambling was approved. Besides soliciting information on tourism development, relationship of respondents to the gambling industry, and general perceptions of community quality of life, the questionnaire will seek information on community affiliation/social rewards, empowerment, freedom, safety/security, amenities, community attachment and/or involvement, and community competence.

c. Collect, analyze, and critique information from states that currently administer small stakes gambling to determine appropriate and successful incentives for communities considering gambling and for monitoring and/or regulating the industry.

This information, secured primarily from state regulatory agencies, will be content analyzed to determine what and how information is made available to communities, how such agencies are organized in state government, how taxation is determined and distributed, and other commonalities that become apparent in the analysis. This information will be incorporated in the "best practices guide" for states.

3. Synthesis - Best Practices for State Policy

a. Identify the information needed at both the state and local levels to plan effectively to accommodate change resulting from gambling.

Focus Groups will be used to 1) collect information from select community groups on how best to plan for the rapid change brought about by gambling, and 2) create an environment for exchange between local government and state agency representatives of planning needs and techniques. The lessons learned from the experience of "boom/bust" communities impacted by the energy industry will be helpful in preparing and conducting this process. The focus groups will be video-taped and analyzed for content.

b. Identify state policies and actions that contribute to the long-term success of the gambling industry in rural communities and prepare a "best practices guide" for states.

The Best Practices Guide will be the summation of the work of the research team conducted in all of the above stated areas. It will contain policy and action recommendations and will reflect the guideline expectations of the State Policy Program of the Aspen Institute.

Dissemination. There is no indication that the interest in gambling as a tourism attraction and an economic revitalization tool will slow down anytime soon. The type of information to be collected should be useful to every state and local community considering gambling. Because this project will look at both objective and subjective indicators, because the perceptions and attitudes of residents toward the changes in their community will be determined, and because comparisons will be made across a number of states, this research effort is unique and most timely.

There are a number of ways to distribute this information that increase the likelihood of its use. *First*, a copy should be sent to each governors' office, state gaming commission, tourism division, and/or division of local government. *Second*, the United States Travel and Tourism Administration has expressed interest in distributing this report through its new Rural Tourism Initiative. *Third*, the Department of Agriculture, County Extension network needs access to this information. *Fourth*, articles need to be published in select outlets such as Small Town, Journal of Travel Research, and Annals of Tourism Research, as well as in the national public press which no doubt will show great interest in this effort. *Fifth*, presentations need to be made to legislative groups, public interest groups, and to scholars. *Finally*, an abbreviated report will be made available for broader distribution.

Time Frame for Reports and Final Projects. This project will commence on July 1, 1992, with all reports completed by June 30, 1993. Information will be released periodically as it becomes available and updates will be provided throughout the course of the project to the Aspen Institute.

Project Staff

Patrick T. Long, Co-Principal Investigator. Dr. Long is an Associate Professor in the Tourism Management Program, College of Business and Administration, University of Colorado at Boulder. He has chiefly studied recreation and tourism development in rural communities, and how this development affects both the local economy and perceptions of the quality of community life. He is a researcher, writer, and teacher, and has published in all of the major tourism journals. He is founder and past director of the Center for Recreation and Tourism Development and currently is directing a research program on tourism impacts on rural communities funded by the US WEST Foundation. Dr. Long has served as a Senior Research Fellow for the Hunter Valley Research Foundation, N.S.W., Australia, as a Scholar for the Western Governors' Association, as a member of the Advisory Committee for the National Rural Tourism Development Training Program and a consultant on projects such as the Tourism Initiative of the National Trust for Historic Preservation.

Jo Clark, Co-Principal Investigator. Ms. Clark is Director of Programs for the Western Governors' Association and has an understanding of state policy and state roles as they apply to a broad range of issues. In particular, Clark has directed the rural development initiative which has looked at economic development strategies, community identity and integrity, and the use of institutions of higher education to provide on-going technical assistance to rural communities. She has also managed WGA's tourism and recreation program, including impacts from tourism and the potential for tribal tourism. Over the last year, Clark has been fully involved in issues associated with indian gaming. Clark serves on the Colorado Outdoor Recreation Resources Project, and has been on numerous advisory panels for environmental protection, natural resources management, and community development, including those for the U.S. Forest Service, Congressional Research Service, Advisory Commission on Intergovernmental Relations, South Florida Water Management District, and other state and university efforts. Before joining WGA, Clark was with the Denver Urban Observatory, a consortium of the City and County of Denver and four area universities. While at the Observatory, Clark worked on regional service delivery, charter revision, and neighborhood redevelopment.

Richard R. Perdue, Researcher. Dr. Perdue is an Associate Professor and Coordinator of the Tourism Management curriculum in the University of Colorado College of Business and Administration. He is a widely recognized researcher who has published extensively in the tourism research literature. He currently serves on the editorial boards of the Journal of Travel Research, the Journal of Travel and Tourism Marketing, and Leisure Sciences, on the board of directors of the Society of Park and Recreation Educators, and on the U.S. Travel and Tourism Administration task force on accountability research. Perdue has conducted research projects for state tourism offices in North Carolina, Tennessee, Nebraska, and Colorado, for the National Oceanic and Atmospheric Administration, the National Marine Fisheries Service, and for numerous local and regional tourism development authorities. His particular interests and expertise focus on tourism marketing and regional development.

Derek C. Liston, Researcher. Mr. Liston is a Consultant with the Washington, D.C. office of the Western Governors' Association and a Graduate Student in Public Policy at the Georgetown University. He is a former full-time Policy Analyst with the Denver office of the Western Governors' Association. Specializing in research design and data analysis, Liston focuses primarily on tourism, international trade and investment, and economic development issues. Liston received his BA in Economics and Political Science from the University of Colorado in Boulder in 1990.

**SMALL STAKES GAMBLING IN RURAL COMMUNITIES:
POLICY IMPLICATIONS FOR STATE GOVERNMENT**

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**SMALL STAKES GAMBLING IN RURAL COMMUNITIES:
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**Small Stakes Gambling in Rural Communities:
Policy Implications for State Government**

**Working Group #1
July 28, 1992**

PERSONAL, INSTITUTIONAL AND COMMUNITY PERSPECTIVE OF CHANGE

Results of Brainstorming Session

1. Rental housing availability
2. Mine waste/construction & development
3. Crime - econ. growth - gaming
4. Real property tax structure/goes up
5. Scale of the industry
6. Knowledge of capacity infrastructure & services
7. Willingness & preparedness to deal with it
8. Where does the existing community go
9. How do you find the right balance
10. Changes in values, norms and customs
11. Standard of living
12. Changes in racial relationships
13. Getting used to introspective reviews
14. Problem gambling etc. appropriate benchmarks
15. Highest and best use
16. Money to manage infrastructure impact/state relationship
17. Legislative structure - "Charity night"
18. Intergovernmental communication
19. Tax revenue distribution (direct toward impacts)
20. Expectations - what do you lack that you expect to get
21. Local benefits - ownership's and jobs created
22. Local training programs
23. Locals v/s new money
24. Support services - daycare, convenience stores, etc. - availability
25. Stress level in community effect on kids, etc.
26. Inflationary effects
27. Small town capacity to plan
28. Planning democratic, uniform & honest
29. Political upheaval
30. Effect of money campaigns on small town politics
31. What to protect in the community
32. What needs to be changed
33. How to modify planning as community changes
34. Concern over the loss of "community"
35. Impact of "static" on the system
36. Impact of issues on minutes
37. Dealing with the systems of regulations
38. Expectations on state & national level change
39. Long term revenue bonding - long term environment
40. Contiguous county impact - state capacity to deal with
41. Absence of state involvement in voter amendments - multiple initiatives
42. Quality of life
43. Relationship of gaming tourism to other types of tourism

44. If community doesn't plan industry will do it
45. Significance of unanticipated effects
46. Shakeouts just begun - long term commitments (lack of)
47. State stake regarding long term expectation
48. Subsidized housing
49. Balance economic benefits to concentrated social impacts - good of community v/s good of state
50. Limits on individual rights
51. Rules for new comers v/s older residents
52. Changes in population structure - displacement
53. Prohibition of decision involvement by financial stockholders
54. Coexistence with outlying communities
55. Writing a master plan in the midst of chaos
56. National economy relationship to small town interest in gambling
57. Relationship of overall employment to construction employment
58. Construction project influx of people looking for work
59. Job market for adjacent towns - higher wages
60. Worry over what happens if gaming disperses
61. What costs paid directly by industry v/s those paid by community
62. Recording original expectation
63. Sources of information and technical assistance
64. Integration of industry and the community
65. How to treat the revenues coming in e.g. reserve fund v/s ongoing budget
66. Rising expectations as \$ show up
67. Historic preservation v/s change in community e.g. 1890s rules apply to exterior - understanding what is really important and valued
68. "Moving the pharmacy upstairs"
69. Portapoties outside casinos
70. Getting at real values e.g.: historic like v/s historic
71. Translating goals into legislation and regulations
72. String effect - drawing the line - problems
73. Determining what's the level that works for us
74. Supporting state field development specialists
75. Forecasting the visitor 10-15 yr. from now
76. "Destination community" - following thru 18hr. community.
77. Progression toward vacation commitment - long lead time decision
78. Effect of hotel room limitations
79. Comparison to ski towns and other "single industry" towns
80. Gambling excludes under 21
81. Who is a newcomer and who is an oldtimer - shifts
82. "Introduction" of people/things coming in
83. Locals get lower paying jobs - no reaching out for mgt's upper level
84. Presence of community festivals

MEASURABLE Items of Personal, Institutional and Community Change

1. Rental housing availability
2. Numbers of crime calls related to gambling and others
3. Numbers of public safety calls/making causal connection
4. Transportation numbers and cycles
5. Utility hookups/demo. changes
6. SIC code changes/types of industry (business) and mix (sales tax)
7. Alcohol related deaths and injuries correlated to traffic counts
8. Bonding capacity changes
9. Infrastructure capacities (roads, sewers, parking)
10. Measure the size of the gambling industry -- persons and \$
11. Hotel room numbers
12. Inventory existing diversity
13. Governance infrastructure capacity
14. Recreational carrying capacity
15. Educational & still inventory/demographics income levels, etc. community profile data base
16. Residents cost of living
17. Health care's emergency services
18. Social service case levels
19. Industry related jobs & wage levels
20. Service business inventory
21. Current levels of employment including destinations
22. Inflation impact on cost of living
23. Extent of problem gambling inc. demography - use of SOGS
24. Population density
25. Environmental quality - air, water, etc.
26. Unemployment statistics
27. Property tax profile
28. Adjusted gross proceeds tax profile
29. Land use potential inventory
30. Macro economic impact of gambling
31. Stress level measures
32. Retail and service business demand analysis
33. Restricted land use inventory
34. Real Estate sales - - who and how much
35. Effect on pre-gambling draws and attractions
36. Retail business analysis
37. Court caseloads by type
38. Banking data/consumer debt load/bankruptcies etc.
39. Visitors profile
40. Surrounding commodity analysis
41. Job seekers profile
42. Gaming employees profiles - where they live, econ. etc.
43. Suicide rates - - other vital stats.
44. Levels of support for gaming
45. Educational stats - - dropouts, test scores, etc.
46. Regulatory process/actions
47. Community language skills
48. Child care facilities
49. Memberships in community organizations
50. Charitable giving/etc. attendance
51. Municipal licenses & permits
52. Liquor License
53. Health markers/indicators
54. Litter levels
55. Noise pollution levels
56. Adultery/prostitution

GROUP RANKING OF MEASURABLE Items of Personal, Institutional and Community Change

1. Infrastructure capacities (roads, sewers, parking) (37)
2. Numbers of crime calls related to gambling and others (24)
3. Transportation numbers and cycles (13)
4. SIC code changes/types of industry (business) and mix (sales tax) (13)
5. Social service case levels (12)
6. Visitors profile (12)
7. Extent of problem gambling inc. demography - use of SOGS (10)
8. Measure the size of the gambling industry - - persons and \$ (8)
9. Rental housing availability (8)
10. Utility hookups/demo. changes (7)
11. Residents cost of living (7)
12. Court caseloads by type (7)
13. Surrounding commodity analysis (7)
14. Health markers/indicators (7)
15. Gaming employees profiles - where they live, econ., etc. (6)
16. Land use potential inventory (6)
17. Population density (5)
18. Current levels of employment including destinations (5)
19. Retail and service business demand analysis (4)
20. Child care facilities (4)
21. Alcohol related deaths and injuries correlated to traffic counts (3)
22. Governance infrastructure capacity (3)
23. Service business inventory (3)
24. Bonding capacity changes (2)
25. Industry related jobs & wage levels (2)
26. Levels of support for gaming (2)
27. Educational stats - - dropouts, test scores, etc. (2)
28. Municipal licenses & permits (1)
29. Macro economic impact of gambling (1)
30. Property tax profile (1)
31. Inflation impact on cost of living (1)
32. Inventory existing diversity (1)

SUBJECTIVE Indicators of Change

GROUP 1

1. Sense of community - Changes in norms/values/customs
How has your life changed - personally/socially
 - church
 - community organizations
 - Do you know your neighbors (or want to know your neighbors)
- Survival of community
 - alternatives to gambling?
2. Quality of life
 - availability of services
 - employment - locals v. outsiders
 - at what level employed?
 - perception of safety
 - level of crime
 - # of hazards
3. Involvement in community
 - participation of residents in political life
 - satisfaction of resident with political leadership
 - sense of being informed about goings-on
 - how is local gov't /business adjusting to meet residents' needs
4. Perceptions of visitors
 - not only greater numbers - but how have the visitors changed?
 - are they somehow less sensitive to the community?

GROUP 2

1. Cohesiveness, belonging, empowerment, homogeneity
2. Issues related to industry town - - leadership, fairness, etc.
3. Benefits from gaming industry for towns & nearby towns
4. Scale of industry desired
5. Mix of retail & services before & since gaming
6. Leadership to manage gaming no one in charge

GROUP 3

1. Political empowerment - involvement, control, influence
2. Confidence in local leadership to plan for the future
3. Commitment image - what should be left in the past - what are we trying to protect?
4. Youth - sense of "small town." Safety, friendly, look out after each other
5. Youth - quick success/free lunch mentality. Loss of work ethics
6. Elderly - perception of benefits v/s reality

Model State Policy

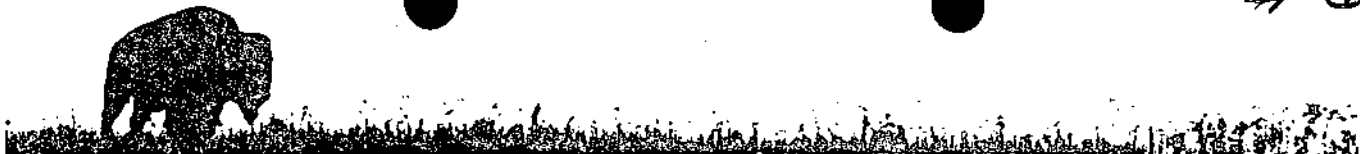
Results of Brainstorming Session

1. Community leadership training to manage change - in county & cont. communities
2. Industry assessed cost for regulation and infrastructure - phys's soc.
3. Spell out relationship to native American lands
4. Comprehensive data collection
5. Initiate the enabling legislation/cont. & plan
6. Recognize addictive quality of gambling and initiate concomitant appropriate action (% for addiction programs through state programs)
7. Create formal connection link between appropriate fed., state & local officials
8. Create a "prep. period" between decision and implementation of gambling
9. Have state assist the communities prepare - ahead of curve esp. infrastructure
10. Respect local capacity
11. (2-4yr.) moratorium after initial efforts
12. Set up appropriate election laws for initiation (with one year wait)
13. Provide information dissemination from analysis during moratorium
14. Provide facilitation personnel
15. Moratorium include types of gambling (bet limits, etc.)
16. Designate a state level agency to reg. & enforce gaming laws
17. Prepare to address social impacts
18. Require a state approved comprehensive plan
19. Direct from first 3 yr. period (80%) of funds back to local community for infrastructure
20. Loans, bonding guarantees etc. - to help early prep.
21. Avoid discrimination of gaming officials from local office
22. Develop adjacent historical towns/gaming physically separate
23. Cover cost of direct state impacts
24. Treat gambling basically as any new industry impact - - provide workforce training funds
25. Put gaming revenues first into a special fund with appropriate reserves
26. Take into account special fund formulas in allocating impact \$
27. Construct a master plan for community economic health (analyze appropriate size)
28. Develop strategy to prevent total industry domination of town
29. Allocate some defined % for overall benefit of state (but ear make it)
30. Lease licenses (don't sell)
31. Get Congress to provide state control of Reservation gambling

GROUP RANKING OF Model State Policy

1. Direct from first 3 yr. period (80%) of funds back to local community for infrastructure (17)
2. Create formal connection link between appropriate fed., state & local officials (13)
3. Create a "prep. period" between decision and implementation of gambling (12)
4. Have state assist the communities prepare - ahead of curve esp. infrastructure (12)
5. (2-4 yr.) moratorium after initial efforts (12)
6. Set up appropriate election laws for initiation (with one year wait) (10)
7. Require a state approved comprehensive plan (10)
8. Comprehensive data collection (8)
9. Recognize addictive quality of gambling and initiate concomitant appropriate action (% for addiction programs through state programs) (8)
10. Treat gambling basically as any new industry impact - - provide workforce training funds (7)
11. Moratorium include types of gambling (bet limits, etc.) (6)
12. Designate a state level agency to reg. & enforce gaming laws (6)

13. Spell out relationship to native American lands (5)
14. Respect local capacity (5)
15. Initiate the enabling legislation/cont. & plan (4)
16. Put gaming revenues first into a special fund with appropriate reserves (4)
17. Construct a master plan for community economic health (analyze appropriate size) (4)
18. Loans, bonding guarantees etc. - to help early prep. (3)
19. Get Congress to provide state control of reservation gambling (3)
20. Avoid discrimination of gaming officials from local office (1)



WESTERN WILDLANDS

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Jennifer O'Loughlin

COVER PHOTO
Brooks Range, Alaska
Photo/George Wuerthner

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MONTANA FOREST AND CONSERVATION EXPERIMENT STATION

Sidney S. Frissell, Station Director

The Montana Forest and Conservation Experiment Station was established by the Montana State Legislature in 1937 as a non-profit organization devoted to scientific investigation of natural resource problems. The station serves as the research unit of the University of Montana School of Forestry with the Dean functioning as station director. The station seeks, through this magazine and other publications, to enhance public understanding of forestry and conservation and contribute to wise use of our nation's forest, water, range, wildlife and recreation resources.

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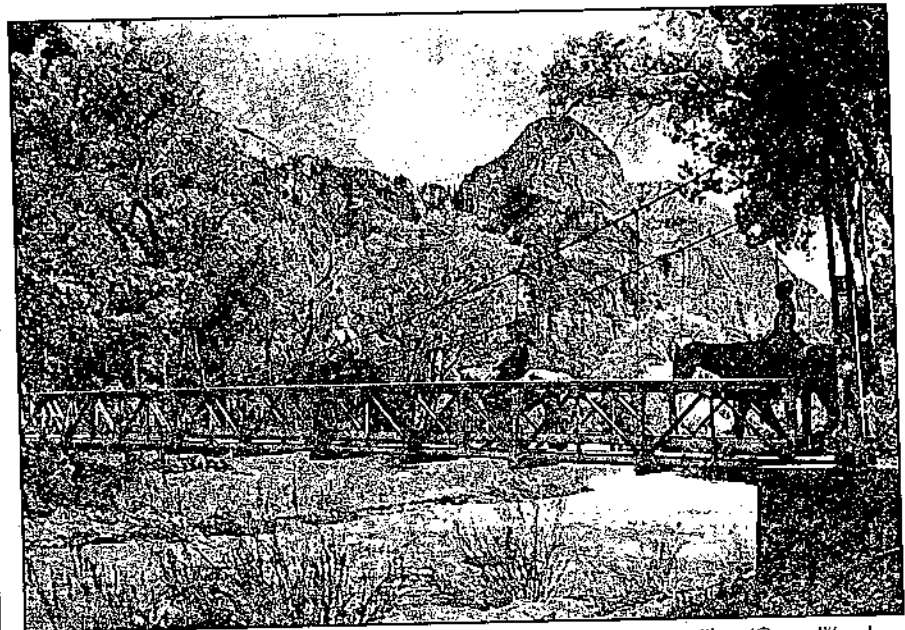
Rural Tourism Development: Balancing Benefits and Costs

Patrick T. Long
Jonelle Nuckolls

In his poem *Out Where The West Begins*, Arthur Chapman refers to the West as a place where "the hand clasp was a little stronger, the smile a little longer, the skies a trifle bluer, and friendships were a little truer." In the book *Why Save Rural America*, Hobbs (1987) points out that this idealized rural America "is a product of images, some based on experience, some created and some based on selective perception and nostalgia," including "images of bedrock values, virtue and general well-being. It is always in an outdoor setting that one popular commercial concludes, "Times don't get any better than this."

Today, communities across the West, especially small, rural communities, are trying to capitalize on this imagined America by promoting rural tourism. Their attempts do not necessarily constitute an exploitation of city folks' romantic illusions by small-town sharpsters. Rather, tourism development is one of the few options left to enhance or, in some cases, salvage the economies of many rural communities.

There is now widespread interest among local leaders and community development specialists in strategies and models for developing tourism in rural communities. In April 1992, the first National Rural Tourism Conference was held in Kansas City. Sponsored by the U.S. Travel and Tourism Administration, the gathering brought together representatives from the U.S. Departments of Commerce, Agriculture and Interior, the



Photo/George Wuerthner

Economic Development Administration, National Endowment for the Arts, Minority Business Development Agency, U.S. Forest Service, National Park Service, Bureau of Land Management and regional, state and local tourism agencies and organizations.

The theme of the four-day conference was "train the trainer," the intention being to create a team of knowledgeable people to help communities build the increasingly important economic tool called tourism. As President George Bush noted in taped opening remarks:

... the solid record of growth in the tourism industry has not gone unnoticed by small communities and rural areas facing the chal-

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Jonelle Nuckolls is a research associate for the Tourism Impacts and Planning Research Project-Tourism Management Program in the College of Business and Administration at the University of Colorado.

lege to diversify their economies. More and more rural communities are making tourism a part of the economic development options for the '90s. The U.S. Travel and Tourism Administration, along with other government agencies, is working to put small-town America on the tourism map.

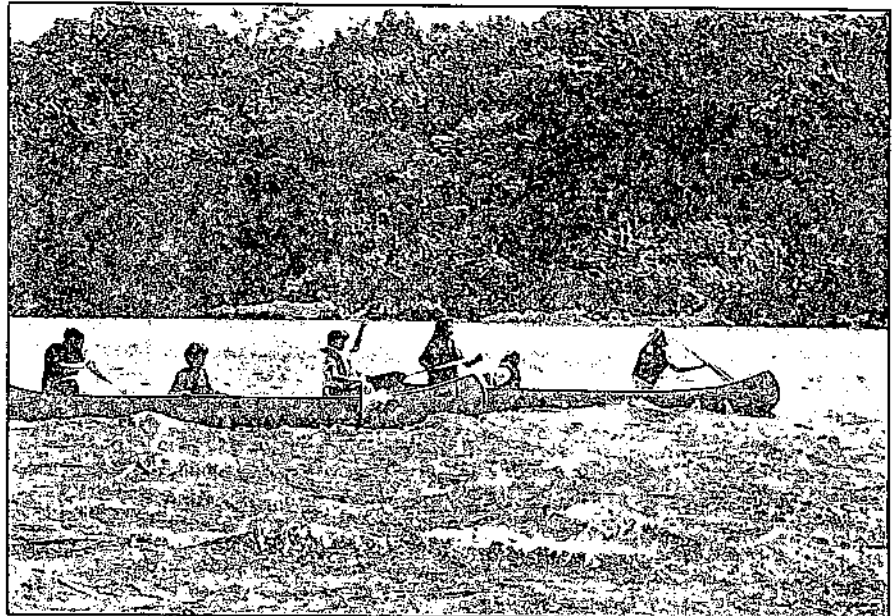
Although conferences and training seminars for rural tourism development are nothing new, the federal interest evident at this national conference created an optimistic atmosphere for future development efforts.

Other recent indicators that rural tourism development is becoming more important include Economic Development Administration funding of the National Rural Tourism Development Project at the University of Minnesota; the *Tourism On Our Terms* Scholars Initiative of the Western Governors Association; the National Trust for Historic Preservation's Heritage Tourism Initiative; recreation and tourism initiatives of the U.S. Forest Service, National Park Service and Bureau of Land Management; and the Intermountain Rural Recreation and Tourism Development Project funded by the US West Foundation. Financial assistance is also now available for development of rural-based transportation and recreation amenities, including interpretive signs, visitor centers, scenic easements, pedestrian and bicycle facilities, trails and scenic and historic byways.

Although there is obviously a great deal of speculative hope that tourism can benefit rural communities, there are few standards by which to measure success. Lacking are proven planning techniques to ensure broad community participation, understanding of how tourism can be developed as part of a balanced economic strategy, how to sustain tourism through economic cycles, and accepted indicators that can be used to trace the positive and negative impacts of tourism on community life over time.

‡

In the 18 member states recently surveyed by the Western Governors Association, there are more than 4,800 communities with a population less than 5,000. Western rural areas are increasingly popular as places to visit and enjoy,



Photo/Chuck Robbins

attracting millions of domestic and foreign visitors every year. Many rural towns are attempting to develop tourism to capture a share of this market.

Tourism development is important to Western rural communities because it can help diversify and stabilize a local community, contribute to its tax base, create jobs and business opportunities and bring in new money. But tourism also involves costs: social, environmental and economic. Although research on the positive and negative impacts of tourism development is limited, some level of costs-benefit analysis is critical when developing tourism and planning for potential impacts.

A study of residents' community satisfaction and perceived quality of life with varying levels of tourism and recreation development (Long et al. 1988) provides valuable insights. Slightly more than 1,300 residents of 22 rural towns across Idaho, Wyoming and Colorado were asked how they felt about various components of local tourism development. Eighty-six percent believed that tourism improves a local economy, 89 percent felt that such development increases employment opportunities, 57 percent believed that tourism development improves a town's appearance and increases the quality of community life, and 68 percent felt their town should attract more tourists.

Yet only 29 percent believed that their town was doing a good job with tourism planning.

Residents were also asked about the relationship between the degree of tourism development and certain dimensions of community life. They seemed to feel that tourism most heavily affects public services, environmental concerns and opportunities for citizen involvement. Low to moderate tourism development was considered beneficial, but when more than 30 percent of local retail sales were derived from tourism, residents' opinions tended to become more negative. That is, a high level of tourism appears to make residents feel they have less influence in the community and decrease their general feelings of camaraderie. As might be expected, residents who believed they benefited from tourism approved of more development, while those who felt negatively affected disapproved of it.

How can rural communities capitalize on the current trend toward using tourism as a tool for rural revitalization? Unfortunately, a community's rural nature, often its strength, can also be its greatest barrier. Faced with limited resources and often over-extended leaders and volunteers, small communities now must compete with a rapidly growing number of rural towns attempting to use tourism for economic development. To

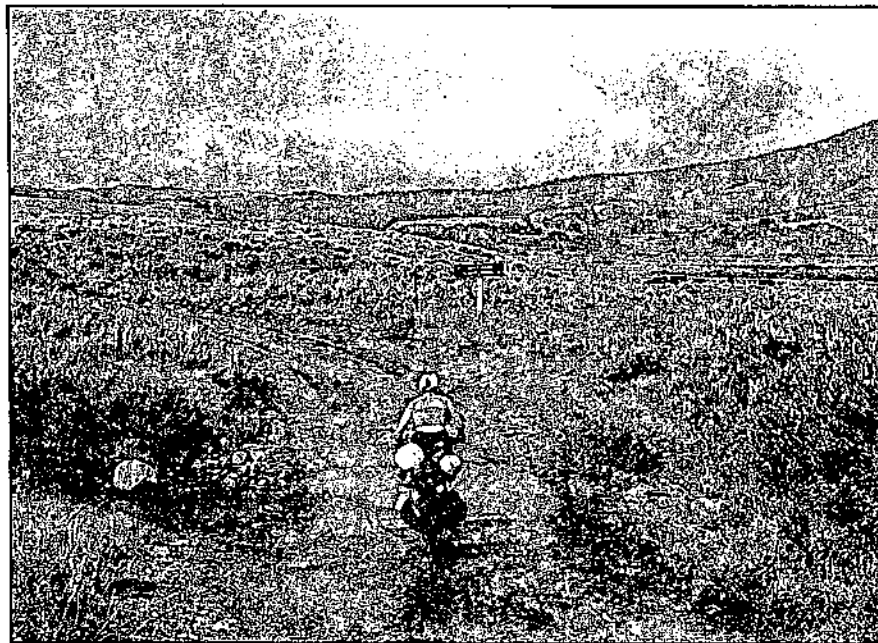
be successful, communities must be innovative—ready and willing to confront and respond to change, able to take advantage of new technologies and markets and to build on local energy and sense of community.

A community considering tourism must ask itself whether it is committed to tourism development over the long term and not simply looking for a quick fix. The community must view tourism as a stable industry, one that can bring a return without exceeding the social and physical conditions needed to meet anticipated visitor demand. Tourism development must be viewed as a strategy related to broader aspects of community development, not simply as an economic strategy. Furthermore, a community must determine to what degree it is willing to alter its character to attract and satisfy visitors.

‡

There is something to be learned from the Western rural communities that experienced the "boom and bust" of the energy and extraction industries. The discovery of precious minerals, coal, oil, oil shale, gas and uranium in rural areas galvanized sleepy rural towns. They became the homes for construction workers, miners and many others working for related industries and services. Once relatively homogeneous communities centered around ranching and farming were faced with rapid population growth and accompanying social and physical impacts. As Davenport (1980) noted, "...our ability to extract and process mineral riches is not matched by our ability to deal with the social consequences and human costs of rapid growth and development." Or as Bleiker (1982) stated:

Responsible community planning... explores, develops, proposes and implements courses of action that are designed to protect and/or enhance the quality of life of the jurisdiction's people... For community planning to be successful in boom towns it has to be rigorous, responsive and responsible... a boom town situation is inherently a very unforgiving planning environment; planning errors catch up with a community planning effort much faster and with a vengeance in a boom town. The speed and



Photo/Mike McCoy

vengeance with which planning errors catch up with you in a boom-town planning effort are unequaled.

There are some notable parallels between the planning needs of these boom towns and those of a rural community where development of a new tourism attraction results in rapid change. An example is small-stakes casino gambling in the rural communities of Central City, Black Hawk and Cripple Creek, Colorado. In November 1990, Colorado voters approved a constitutional amendment allowing small-stakes gambling in these three historic mining communities. With little time for planning and less time for infrastructure development, gambling began on October 1, 1991.

Although each of the three communities has a history of boom-and-bust cycles, they have not faced such rapid growth and change since the gold rush days of the late 1800s and early 1900s. In fact, it is possible that such rapid change had never before taken place in any Western community. It is estimated that between 500,000 and 700,000 tourists have driven the narrow mountain roads to visit Colorado casinos since last October. State tax revenues on the adjusted gross proceeds, defined as the amount of money wagered minus the amount paid out in prizes, totaled \$618,832 for November, the second month that gambling was legal. Another indication of this attraction's apparent

economic success is the fact that 54 towns, counties and municipal and regional airports in the state are now circulating petitions to have their gambling initiatives appear on the upcoming November ballot.

In a study of social problems in boom towns, Moen (1982) reported that:

Energy boom towns are small, rural communities which may double or triple in population within a few years... The facilities, services and administrative capability of these towns are highly inadequate (at least in the early phase of the boom), the traditional power structure and socioeconomic hierarchy of the community may be overturned, and there is generally friction between the long-time residents and the newcomers. The social consequences of the rapid growth, change and turnover in the population... are most obvious in increased rates of problems such as alcoholism, drug use, family violence, suicide, divorce, crime, depression and more severe forms of mental illness.

How prepared were the three Colorado towns for the rapid physical and social changes that came with gambling? Not very. Construction continues furiously today, although one community has set a temporary moratorium on building due to lack of water. The volume of traffic in the so-called "off season" has already exceeded summer targets, and heavy traffic and drunk driving have contributed

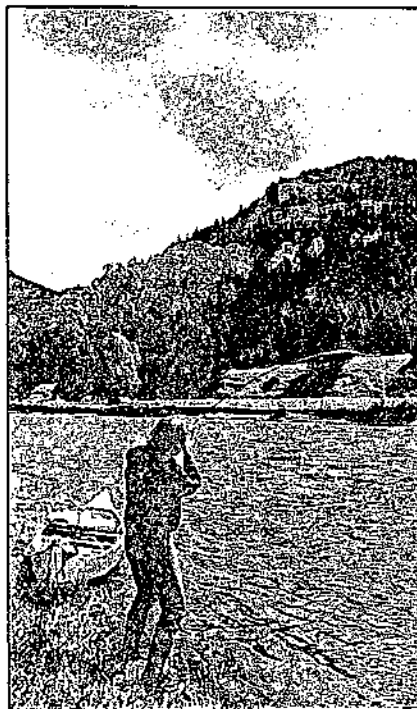
to 15 accidents and 7 deaths since gambling began. The parking needed to accommodate visitors will not be available for many months. Because they are boxed in by canyons, two of the communities have little room for expansion and/or addition of badly needed services for permanent residents. Local government officials, squeezed into temporary quarters in the midst of construction, are making decisions at an unprecedented pace on critical issues such as law enforcement issues and basic and emergency services about which they have little information.

In response to questions about teenagers' attitudes toward gambling, respondents believed that most teenagers' opinions reflected their parents' views. Some teens have taken advantage of relatively high-paying jobs in restaurants or as parking lot attendants. Some are enamored of the glamour and excitement of gambling, while others feel cheated that they have lost their "hangouts" and have no alternative places. Organized activities continue to center around the school. Despite some increase in defiant behavior by youth, most respondents believed there had been little change in teenage behavior.

Before gambling was introduced, the historic nature of the community, the area's beauty and peace and special community activities were the main tourist attractions. Now, respondents felt, tourists came to Black Hawk to gamble. They were increasingly worried about safety, and some believed that residents' attitudes toward tourists were worsening.

The final question asked participants to share any other opinions about their community now. Responses ranged from, "You can either have gambling or a community," to "People are frustrated and do not understand at all" to "Some residents feel that gambling was the only way to save the community from becoming a ghost town."

The experience of Black Hawk is similar to any boom-town situation. Rapid change without sufficient planning has created an environment that disrupts normal community life. Although the economic impact is considerable, the price paid by permanent residents is still uncertain. Eventually, if gambling remains a substantial attraction, without



Photo/George Wuerthner

too much competition from other communities, these communities will "catch up" with the physical changes, and community attention will shift to other community matters.

†

Relative to tourism, gambling is a "high impact" attraction, so it brings significant positive and negative impacts to host communities. Any attraction, however, will bring both benefits and costs if developed. Communities considering tourism development need to inventory their attractions, assess their potential impact and evaluate the community's ability to support associated growth and changes, be they rapid and dramatic or slow and methodical. Permanent residents play an extremely important role in the success of community tourism, so it is essential that any tourism development "blend" with the overall character of the community.

Unfortunately, few Western states have any formal policies for rural tourism development. Most states provide substantial resources to promote and market statewide tourism, but they give little or, at best, fragmented support for local and regional tourism development.

Effective tourism development requires leadership, planning and technical assistance (Nuckolls and Long 1992). Leadership at the local level should reflect a balance between the private and public sector. A truly representative group can develop a governing board, coordinate with groups from other sectors and establish committees to carry out its goals. This leadership group can then develop relationships with individuals, businesses, government agencies and organizations interested and willing to work together and share ideas and resources to develop tourism. A sound organizational structure and a specific outline of activities may also make it easier for the community to get outside funding for development.

Planning at this stage guides the group and should emphasize how the leadership can get widespread support, physical and financial resources and expertise to help them develop and maintain tourism as a viable industry. Planning essentially provides a road map to guide the group rather than a physical plan for development and marketing.

Both organizational and physical planning could incorporate nine planning activities:

- Identify community values: Involve residents and ask what's really important, in terms of the community's quality of life
- Identify critical concerns and opportunities: Address the immediate concerns of individuals in the group and ensure that unique opportunities are not lost
- Develop a mission statement that defines the group's purpose and describes how the local economy can be enhanced by socially and environmentally sound tourism development
- Create a vision: Involve residents in describing how the community should look and feel
- Develop goals, broad statements providing direction for the various committees
- Develop objectives, action-oriented statements that propose how to achieve the goals
- Develop actions and funding strategies, specific actions that outline in detail

how each objective will be achieved, including committee tasks

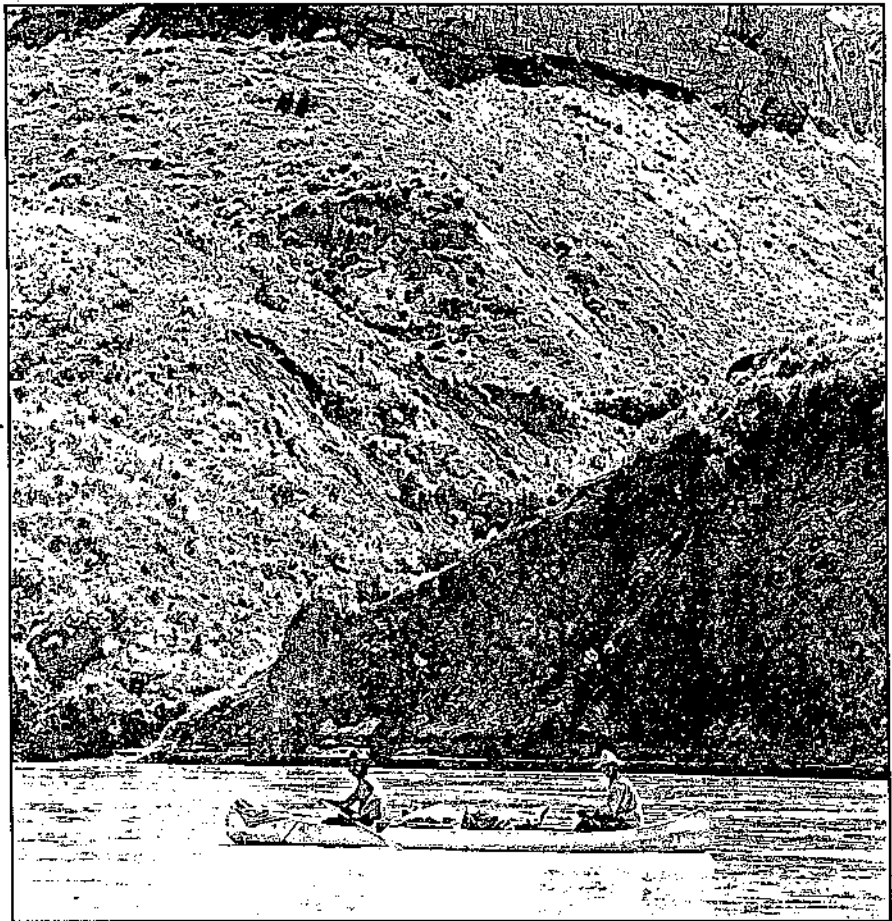
- Evaluate progress: Periodically review all planning activities to determine the effectiveness of the group's efforts and provide information for sponsors, funders, participants and the public
- Update and modify the plan as needed: Make changes while ensuring that the group's original mission and vision are not lost in the transition

The final ingredient in effective organization for tourism development is technical assistance. Such assistance is available from a variety of public and private, local, state and federal agencies, usually in the form of funding or professional expertise. No one technical assistance agency, public or private, can meet all the needs of groups interested in tourism development. However, partnerships among representatives of business, government, special interest groups and local residents, which foster cooperation and sharing of resources, can address a variety of needs.

‡

Rural tourism development has recently become a topic of great interest, largely because it is one of the few options available for rural areas seeking economic revitalization and diversification. Before a community embarks on any program to enhance community tourism, it is important to ask: Is tourism the best form of economic development to meet the community's particular needs? If the answer is yes, the next question should be: How can the community balance tourism with other development strategies and maximize benefits while minimizing costs?

Tourism is unique among industries, because it requires residents to play host to visiting guests. That fact alone emphasizes the need for effective planning. Whether a community faces rapid or gradual growth, implementation of tourism must reflect local values and serve the permanent residents as well as the visitors. Acknowledging community values, assessing potential impacts and involving local residents in the planning and decision process will give rise to local support for tourism and a better probability of long-term economic success.



Photo/Travel Montana

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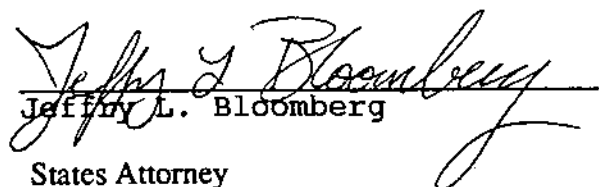
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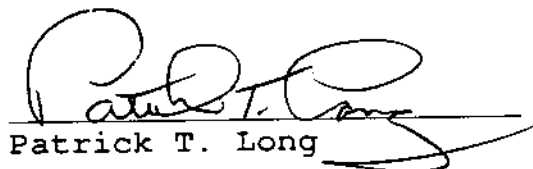
Life in Deadwood and Lead: A Students View

Dear Juniors and Seniors:

Today, junior and senior high school students of Lead and Deadwood are being asked to share their opinion about life in this area since gambling began. The purpose of this survey is to gather information that is helpful in understanding how gambling has impacted your life. This information is important to local, county, and state officials in South Dakota and to high school students and officials of other rural communities across the country considering gambling.

This survey is being funded by the Aspen Institute of Washington, D.C. as part of its effort to assist states in developing policies to support rural economic development. The survey was designed and is being administered by the University of Colorado at Boulder (Dr. Patrick Long 303 492-2381) in cooperation with Black Hills State University (Dr. Jeffrey Zeiger 605 642-6341). Your candid opinions about life in your community and gambling in Deadwood are critical to the success of this effort. We ask that you please complete this questionnaire and assist in this important policy and planning effort. Should you have any questions feel free to ask your teacher or contact Ron Prey, Guidance Counselor.


Jeffrey L. Bloomberg
States Attorney


Patrick T. Long
Researcher

About the questionnaire . . .

We are seeking your personal opinion about how you perceive life in your community and the impacts of gambling in Deadwood.

Each section of this questionnaire will have instructions on how to complete that section.

Once you have completed the questionnaire please **return it** to your teacher.

*Your responses are fully confidential and no response will be attributed to any individual. You have the right not to participate, the right to omit answers to any question, and the right to withdraw from the study at any time. **THANK YOU** in advance for completing this questionnaire and helping with this important effort!*

Please CIRCLE where you live:	In DEADWOOD 1	In LEAD 2	Outside of DEADWOOD/LEAD 3
--------------------------------------	--	--------------------------------------	---

SECTION 1: HOW DO YOU FEEL ABOUT LIVING IN THE DEADWOOD/LEAD AREA?

We would like to find out how you feel about life in the Deadwood/Lead area. For each statement, circle the **ONE** response that indicates the extent that you agree or disagree with the statement using 1 as **STRONGLY DISAGREE** and 7 as **STRONGLY AGREE**.

	Strongly Disagree		Neutral		Strongly Agree		
I feel appreciated by the other residents	1	2	3	4	5	6	7
I feel like I'm an important part of my community	1	2	3	4	5	6	7
I feel like I belong here	1	2	3	4	5	6	7
I feel safe here	1	2	3	4	5	6	7
My family is safe here	1	2	3	4	5	6	7
My home and possessions are secure here	1	2	3	4	5	6	7
I would like to move away from here	1	2	3	4	5	6	7
I feel very committed to working for the betterment of my community	1	2	3	4	5	6	7
Not much can be said in favor of my community	1	2	3	4	5	6	7
I take an active role in community activities	1	2	3	4	5	6	7
Preserving Deadwood's history is an important part of its future	1	2	3	4	5	6	7
I try to buy most of what I need from local businesses	1	2	3	4	5	6	7
I am satisfied with my community as a place to live	1	2	3	4	5	6	7
This community is an ideal place to live	1	2	3	4	5	6	7
The future of my community looks bright	1	2	3	4	5	6	7
This community has good leaders	1	2	3	4	5	6	7
It is important that Deadwood maintain its National Historic Landmark status	1	2	3	4	5	6	7
People work together to get things done here	1	2	3	4	5	6	7
I am satisfied with the quality of life here	1	2	3	4	5	6	7
What do you LIKE MOST about living here?							
1. _____							
2. _____							
3. _____							

What do you LIKE LEAST about living here?

1. _____
2. _____
3. _____

Taking everything into account (family, work, leisure, self, etc.) how satisfied are you with the **QUALITY OF LIFE** here?

1	2	3	4	5	6	7	8	9	10
Not at all Satisfied									Extremely Satisfied

SECTION 2: NOW WE WOULD LIKE TO KNOW HOW YOU FEEL GENERALLY ABOUT GAMBLING IN DEADWOOD?

For each of the following statements, circle the **ONE** response that indicates the extent to which you **AGREE OR DISAGREE** using 1 as **STRONGLY DISAGREE** and 7 as **STRONGLY AGREE**.

	Strongly Disagree	Neutral	Strongly Agree
Gambling is not appropriate for Deadwood	1 2 3 4 5 6 7		
It is hard for me to accept gambling in Deadwood	1 2 3 4 5 6 7		
I boast about living in/near a gambling community	1 2 3 4 5 6 7		
I personally receive SOCIAL benefits from gambling (improved quality of life meeting interesting people, and personal satisfaction)	1 2 3 4 5 6 7		
I don't care if we have gambling in Deadwood	1 2 3 4 5 6 7		
All of the money from gambling in Deadwood goes to outsiders	1 2 3 4 5 6 7		
I am embarrassed that I live in/near a gambling community	1 2 3 4 5 6 7		
Having gambling in Deadwood is a pleasure	1 2 3 4 5 6 7		
Deadwood made the right choice to develop gambling	1 2 3 4 5 6 7		
I personally receive ECONOMIC benefits from gambling (income, employment, lower property taxes)	1 2 3 4 5 6 7		
Overall, I benefit from gambling in Deadwood	1 2 3 4 5 6 7		
If we had it to do over again, I would support approval of gambling in Deadwood	1 2 3 4 5 6 7		
I think the "small stakes" limit on gambling in Deadwood should be increased	1 2 3 4 5 6 7		
Without gambling, Deadwood would have no future	1 2 3 4 5 6 7		
Gambling has made Deadwood a better place to live	1 2 3 4 5 6 7		
Many people have moved away from Deadwood because of gambling	1 2 3 4 5 6 7		
Because of gambling, traditional tourists no longer come to Deadwood	1 2 3 4 5 6 7		

SECTION 3: HAS DEADWOOD CHANGED? IF YES, WAS THAT CHANGE CAUSED BY GAMBLING?

Below is a list of community characteristics for Deadwood. For each of these characteristics, we would like you to answer two questions: (1) has that *characteristic* **CHANGED IN DEADWOOD IN THE LAST THREE YEARS** and (2) if you feel that characteristic has changed, **WAS THAT CHANGE CAUSED BY GAMBLING?**

Scale for Change: 1 = Large Decrease, 3 = No Change, 5 = Large Increase, or ? = Don't Know

Scale for Cause: 1 = Yes, 2 = Partially, 3 = No, or ? = Don't Know

<i>Characteristic</i>	CHANGE IN DEADWOOD IN THE LAST THREE YEARS					WAS CHANGE CAUSED BY GAMBLING				
	Large Decrease		No Change		Large Increase	Don't Know	Yes	Partially	No	Don't Know
personal income of local residents	1	2	3	4	5	?	1	2	3	?
level of traffic congestion	1	2	3	4	5	?	1	2	3	?
number of jobs for local residents	1	2	3	4	5	?	1	2	3	?
variety of shopping stores	1	2	3	4	5	?	1	2	3	?
revenue generated in the local economy	1	2	3	4	5	?	1	2	3	?
amount of local property taxes collected	1	2	3	4	5	?	1	2	3	?
number of driving hazards in the area	1	2	3	4	5	?	1	2	3	?
opportunities to meet interesting people	1	2	3	4	5	?	1	2	3	?
variety of entertainment	1	2	3	4	5	?	1	2	3	?
size of crowds in public areas of town	1	2	3	4	5	?	1	2	3	?
variety of restaurants	1	2	3	4	5	?	1	2	3	?
resident awareness of local culture and heritage	1	2	3	4	5	?	1	2	3	?
amount of income going to local businesses	1	2	3	4	5	?	1	2	3	?
restoration and protection of historical buildings or structures	1	2	3	4	5	?	1	2	3	?
noise levels	1	2	3	4	5	?	1	2	3	?
quality of the natural environment	1	2	3	4	5	?	1	2	3	?
number of jobs available for people with my education and skills.	1	2	3	4	5	?	1	2	3	?
number of jobs for young adults	1	2	3	4	5	?	1	2	3	?

Did you fill out both columns for each characteristic where appropriate?

SECTION 3 (CONT):

CHANGE IN DEADWOOD
IN THE LAST THREE YEARS

WAS CHANGE
CAUSED BY GAMBLING

<i>Characteristic</i>	CHANGE IN DEADWOOD IN THE LAST THREE YEARS				WAS CHANGE CAUSED BY GAMBLING					
	Large Decrease	No Change	Large Increase	Don't Know	Yes	Partially	No	Don't Know		
number of serious crimes in the area	1	2	3	4	5	?	1	2	3	?
cost of living in Deadwood	1	2	3	4	5	?	1	2	3	?
quality of services (e.g., police, fire, medical, utilities)	1	2	3	4	5	?	1	2	3	?
amount of local sales taxes collected	1	2	3	4	5	?	1	2	3	?
opportunities to learn about other people and cultures	1	2	3	4	5	?	1	2	3	?
wildlife (plants, birds, animals) in the area	1	2	3	4	5	?	1	2	3	?
demand for historical activities and programs	1	2	3	4	5	?	1	2	3	?
ability of services to meet demand (e.g., police, fire, medical, utilities)	1	2	3	4	5	?	1	2	3	?
variety of cultural facilities and activities	1	2	3	4	5	?	1	2	3	?
financial resources of service agencies	1	2	3	4	5	?	1	2	3	?
size of crowds that affect your enjoyment of activities in public places	1	2	3	4	5	?	1	2	3	?
quality of recreation opportunities for residents	1	2	3	4	5	?	1	2	3	?
quality of education programs	1	2	3	4	5	?	1	2	3	?
physical environment	1	2	3	4	5	?	1	2	3	?
variety of social opportunities for residents	1	2	3	4	5	?	1	2	3	?
resident understanding of different people and cultures	1	2	3	4	5	?	1	2	3	?
life and vitality of Deadwood	1	2	3	4	5	?	1	2	3	?

Did you fill out both columns for each characteristic where appropriate?

In what ways is your life **BETTER** because of the introduction of gambling in Deadwood?

1. _____
2. _____
3. _____

In what ways is your life **WORSE** because of the introduction of gambling in Deadwood?

1. _____
2. _____
3. _____

SECTION 4: HOW MUCH CONTACT WITH GAMBLERS DO YOU HAVE?

Each item below describes two opposite aspects of CONTACT which you may have with gamblers. Please place **ONE** check mark in a place along the line for each item that best describes the type of contact you have with gamblers. For example, if your contact with gamblers is highly related to one end of the scale (e.g, very rare), you would place your check mark as follows:

Example Rare : : : : Frequent

If your contact with gamblers is only slightly related to one end of the scale (e.g, slightly or somewhat frequent) you would place your mark as follows:

Example Rare : : : : Frequent

IN GENERAL, MY CONTACT WITH GAMBLERS IS:

Rare	_____	Frequent
Voluntary	_____	In-voluntary
Competitive	_____	Cooperative
Negative	_____	Positive
Intimate	_____	Casual
Direct	_____	In-direct
Trusting	_____	Non-trusting
Pleasant	_____	Un-pleasant

Have you ever tried to gamble at a Deadwood gambling establishment? (circle one please)

- 1 yes
- 2 no

If yes, how many times _____

If yes, how many times were you allowed to stay and gamble? _____

Are you employed in a job in a Deadwood gambling establishment? (circle one please)

- 1 yes
- 2 no

If yes, please give the job title or a brief job description _____

Is any other member of your household employed in a gambling or gambling related job? (circle one please)

- 1 yes
- 2 no

If yes, please identify household member and job title or brief description of job (e.g. father, card dealer)

Please describe any negative effects (financial stress, arguing, etc.) your family has experienced because of gambling.

SECTION 5: GENERAL STATEMENTS ABOUT VARIOUS TOPICS

Below are a number of statements about various topics. They have been collected from different groups of people and represent a variety of opinions. There are no right or wrong answers; for every statement there are large numbers of people who agree and disagree. Please indicate whether you agree or disagree with each statement by circling ONE response using the following scale:

SD = STRONGLY DISAGREE D = DISAGREE A = AGREE SA = STRONGLY AGREE

Many times I feel that we might just as well make many of our decisions by flipping a coin	SD	D	A	SA
Getting a good job seems to be largely a matter of being lucky enough to be in the right place at the right time	SD	D	A	SA
It is difficult for ordinary people to have much control over what politicians do in office	SD	D	A	SA
It isn't wise to plan too far ahead because most things turn out to be a matter of good or bad fortune anyhow	SD	D	A	SA
When things are going well for me I consider it due to a run of good luck	SD	D	A	SA
I have usually found that what is going to happen will happen, regardless of my actions	SD	D	A	SA
Success is mostly a matter of getting good breaks	SD	D	A	SA
There's not much use in worrying about things. . . what will be, will be	SD	D	A	SA
Success in dealing with people seems to be more a matter of the other person's moods and feelings at the time rather than one's own actions	SD	D	A	SA
I think that life is mostly a gamble	SD	D	A	SA
Many times I feel I have little influence over the things that happen to me	SD	D	A	SA

SECTION 6: STATISTICAL INFORMATION

The following information will help us in grouping responses when the results of the survey are reported. Your personal response to each and every question on this questionnaire is **Absolutely Confidential**. It will be impossible and it is not our intent to identify any individual's responses.

1. How many months/years have you lived in Deadwood? _____ months _____ years
2. Were you living in Deadwood when gambling was approved? (circle one please)
 - 1 yes
 - 2 no
 - 3 don't know
3. Were you living in South Dakota when gambling was approved? (circle one please)
 - 1 yes
 - 2 no
 - 3 don't know
4. How many blocks or miles is it from your residence to the nearest gambling establishment?

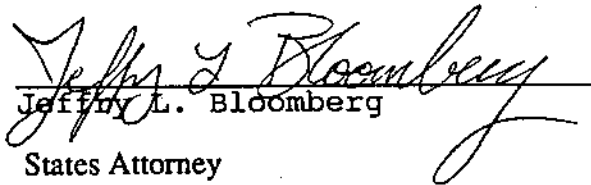
_____ blocks _____ miles


Life in Deadwood -- A Resident's View

Dear Female/Male Head of Household:

Over the next few days residents of Deadwood are being asked to share their opinion about life in this community since gambling began. The purpose of this survey is to gather information that is helpful in understanding how gambling has impacted your life. This information is important to local, county, and state officials in South Dakota and to residents and officials of other rural communities across the country considering gambling.

This survey is being funded by the Aspen Institute of Washington, D.C. as part of its effort to assist states in developing policies to support rural economic development. The survey was designed and is being administered by the University of Colorado at Boulder (Dr. Patrick Long 303 492-2381) in cooperation with Black Hills State University (Dr. Jeffrey Zeiger 605 642-6341). Your candid opinions about gambling in Deadwood are critical to the success of this effort and your responses are fully confidential. We ask that you please take time to complete this questionnaire and assist in this important policy and planning effort. Should you have any questions feel free to call either of us.


Jeffrey L. Bloomberg
States Attorney
578-1707


Bruce Oberlander
Mayor
578-2600

About the questionnaire . . .

ONLY a "head of household" member who is 18 years of age or older should complete this questionnaire.

Each section of this questionnaire will have instructions on how to complete that section.

Once you have completed the questionnaire please return it **only** to a person from the survey team.

Your responses are fully confidential and no response will be attributed to any individual. You have the right not to participate, the right to omit answers to any question, and the right to withdraw from the study at any time. THANK YOU in advance for completing this questionnaire and helping with this important effort!

SECTION 1: HOW DO YOU FEEL ABOUT LIVING IN DEADWOOD?

We would like to find out how you feel about life in Deadwood. For each statement, circle the **ONE** response that indicates the extent that you agree or disagree with the statement using 1 as **STRONGLY DISAGREE** and 7 as **STRONGLY AGREE**.

	Strongly Disagree		Neutral			Strongly Agree	
	1	2	3	4	5	6	7
I feel appreciated by the other residents	1	2	3	4	5	6	7
I feel I can contribute to politics if I want to	1	2	3	4	5	6	7
I feel like I'm an important part of Deadwood	1	2	3	4	5	6	7
Deadwood seeks my participation in civic affairs	1	2	3	4	5	6	7
I feel like I belong here	1	2	3	4	5	6	7
I feel safe here	1	2	3	4	5	6	7
My family is safe here	1	2	3	4	5	6	7
My home and possessions are secure here	1	2	3	4	5	6	7
I would like to move away from Deadwood	1	2	3	4	5	6	7
I feel very committed to working for the betterment of Deadwood	1	2	3	4	5	6	7
Not much can be said in favor of Deadwood	1	2	3	4	5	6	7
I take an active role in community affairs	1	2	3	4	5	6	7
In proportion to my annual income, I contribute a lot to local charities	1	2	3	4	5	6	7
Preserving Deadwood's history is an important part of its future	1	2	3	4	5	6	7
I try to buy most of what I need from local businesses	1	2	3	4	5	6	7
I am satisfied with Deadwood as a place to live	1	2	3	4	5	6	7
This community is an ideal place to live	1	2	3	4	5	6	7
The future of Deadwood looks bright	1	2	3	4	5	6	7
This community has good leaders	1	2	3	4	5	6	7
It is important that Deadwood maintain its National Historic Landmark status	1	2	3	4	5	6	7
People work together to get things done for Deadwood	1	2	3	4	5	6	7
I am satisfied with the quality of life in Deadwood	1	2	3	4	5	6	7

What do you **LIKE MOST** about living in Deadwood?

1. _____
2. _____
3. _____

SECTION 3: HAS DEADWOOD CHANGED? IF YES, WAS THAT CHANGE CAUSED BY GAMBLING?

Below is a list of community characteristics. For each of these characteristics, we would like you to answer two questions: (1) has that *characteristic* **CHANGED IN DEADWOOD IN THE LAST THREE YEARS** and (2) if you feel that characteristic has changed, **WAS THAT CHANGE CAUSED BY GAMBLING?**

Scale for Change: 1 = Large Decrease, 3 = No Change, 5 = Large Increase, or ? = Don't Know

Scale for Cause: 1 = Yes, 2 = Partially, 3 = No, or ? = Don't Know

<i>Characteristic</i>	CHANGE IN DEADWOOD IN THE LAST THREE YEARS						WAS CHANGE CAUSED BY GAMBLING			
	Large Decrease		No Change		Large Increase	Don't Know	Yes	Partially	No	Don't Know
personal income of local residents	1	2	3	4	5	?	1	2	3	?
level of traffic congestion	1	2	3	4	5	?	1	2	3	?
number of jobs for local residents	1	2	3	4	5	?	1	2	3	?
variety of shopping stores	1	2	3	4	5	?	1	2	3	?
revenue generated in the local economy	1	2	3	4	5	?	1	2	3	?
amount of local property taxes collected	1	2	3	4	5	?	1	2	3	?
number of driving hazards in the area	1	2	3	4	5	?	1	2	3	?
opportunities to meet interesting people	1	2	3	4	5	?	1	2	3	?
variety of entertainment	1	2	3	4	5	?	1	2	3	?
size of crowds in public areas of town	1	2	3	4	5	?	1	2	3	?
variety of restaurants	1	2	3	4	5	?	1	2	3	?
resident awareness of local culture and heritage	1	2	3	4	5	?	1	2	3	?
amount of income going to local businesses	1	2	3	4	5	?	1	2	3	?
restoration and protection of historical buildings or structures	1	2	3	4	5	?	1	2	3	?
noise levels	1	2	3	4	5	?	1	2	3	?
quality of the natural environment	1	2	3	4	5	?	1	2	3	?
number of jobs available for people with my education and skills.	1	2	3	4	5	?	1	2	3	?
number of jobs available for people with education and skills like my spouse/partner's	1	2	3	4	5	?	1	2	3	?
number of jobs for young adults	1	2	3	4	5	?	1	2	3	?

Did you fill out both columns for each characteristic where appropriate?

SECTION 3 (CONT):

CHANGE IN DEADWOOD
IN THE LAST THREE YEARS

WAS CHANGE
CAUSED BY GAMBLING

<i>Characteristic</i>	CHANGE IN DEADWOOD IN THE LAST THREE YEARS					WAS CHANGE CAUSED BY GAMBLING				
	Large Decrease	No Change	Large Increase	Don't Know	Yes	Partially	No	Don't Know		
number of serious crimes in the area	1	2	3	4	5	?	1	2	3	?
cost of living in Deadwood	1	2	3	4	5	?	1	2	3	?
quality of services (e.g., police, fire, medical, utilities)	1	2	3	4	5	?	1	2	3	?
amount of local sales taxes collected	1	2	3	4	5	?	1	2	3	?
opportunities to learn about other people and cultures	1	2	3	4	5	?	1	2	3	?
wildlife (plants, birds, animals) in the area	1	2	3	4	5	?	1	2	3	?
demand for historical activities and programs	1	2	3	4	5	?	1	2	3	?
ability of services to meet demand (e.g., police, fire, medical, utilities)	1	2	3	4	5	?	1	2	3	?
variety of cultural facilities and activities	1	2	3	4	5	?	1	2	3	?
financial resources of service agencies	1	2	3	4	5	?	1	2	3	?
size of crowds that affect your enjoyment of activities in public places	1	2	3	4	5	?	1	2	3	?
quality of recreation opportunities for residents	1	2	3	4	5	?	1	2	3	?
quality of education programs	1	2	3	4	5	?	1	2	3	?
physical environment	1	2	3	4	5	?	1	2	3	?
variety of social opportunities for residents	1	2	3	4	5	?	1	2	3	?
resident understanding of different people and cultures	1	2	3	4	5	?	1	2	3	?
life and vitality of Deadwood	1	2	3	4	5	?	1	2	3	?

Did you fill out both columns for each characteristic where appropriate?

In what ways is your life **BETTER** because of the introduction of gambling in Deadwood?

1. _____
2. _____
3. _____

In what ways is your life **WORSE** because of the introduction of gambling in Deadwood?

1. _____
2. _____
3. _____

SECTION 4: HOW MUCH CONTACT WITH GAMBLERS DO YOU HAVE?

Each item below describes two opposite aspects of CONTACT which you may have with gamblers. Please place ONE check mark in a place along the line for each item that best describes the type of contact you have with gamblers. For example, if your contact with gamblers is highly related to one end of the scale (e.g, very rare), you would place your check mark as follows:

Example Rare ✓ : _ : _ : _ : _ Frequent

If your contact with gamblers is only slightly related to one end of the scale (e.g, slightly or somewhat frequent) you would place your mark as follows:

Example Rare _ : _ : _ : ✓ : _ Frequent

IN GENERAL, MY CONTACT WITH GAMBLERS IS:

Rare	_____	Frequent
Voluntary	_____	In-voluntary
Direct	_____	In-direct
Competitive	_____	Cooperative
Negative	_____	Positive
Intimate	_____	Casual
Trusting	_____	Non-trusting
Pleasant	_____	Un-pleasant

How often do you gamble at the local gambling establishments? (circle one please)

- 0 never
- 1 no more than a few times a year
- 2 once a month
- 3 two to five times a month
- 4 six to ten times a month
- 5 more than ten times a month

A. Are you employed in a gambling or gambling related job? (circle one please)

- 1 yes
- 2 no

B. Is any other member of your household, employed in a gambling or gambling related job? (circle one please)

- 1 yes
- 2 no

IF YES TO EITHER A or B, approximately what percentage of your household income is obtained from employment in gambling or gambling related jobs?

_____ percent

Do you have any investments in gambling related businesses in Deadwood? (circle one please)

- 1 yes
- 2 no

SECTION 5: INFLUENCE OF GAMBLING ON POLITICAL DECISIONS?

In general, how much **POLITICAL INFLUENCE** do you feel (i) residents and (ii) gambling businesses have in each of the situations described below? For each item, circle **ONE** number for residents and **ONE** for gambling businesses.

		Have No Influence				Have Extremely High Influence		
On city commission decisions in general								
(i)	Residents	1	2	3	4	5	6	7
(ii)	Gambling Businesses	1	2	3	4	5	6	7
On city commission decisions influencing gambling								
(i)	Residents	1	2	3	4	5	6	7
(ii)	Gambling Businesses	1	2	3	4	5	6	7
On city budget decisions								
(i)	Residents	1	2	3	4	5	6	7
(ii)	Gambling Businesses	1	2	3	4	5	6	7
On community decisions regarding construction and use of public facilities (e.g., parking lots, roads, etc)								
(i)	Residents	1	2	3	4	5	6	7
(ii)	Gambling Businesses	1	2	3	4	5	6	7
On city commission elections								
(i)	Residents	1	2	3	4	5	6	7
(ii)	Gambling Businesses	1	2	3	4	5	6	7
On control over how gambling revenues are allocated to support other community services								
(i)	Residents	1	2	3	4	5	6	7
(ii)	Gambling Businesses	1	2	3	4	5	6	7
On appointment of city officials								
(i)	Residents	1	2	3	4	5	6	7
(ii)	Gambling Businesses	1	2	3	4	5	6	7

Generally, how has **YOUR ABILITY TO INFLUENCE** local government/political decisions changed as a result of legalizing and introducing gambling in Deadwood? (circle one number)

-5	-4	-3	-2	-1	0	+1	+2	+3	+4	+5
I have far less political influence		No Change					I have far greater political influence			

SECTION 6: STATISTICAL INFORMATION

The following information will help us in grouping responses when the results of the survey are reported. Your personal response to each and every question on this questionnaire is **Absolutely Confidential**. It will be impossible and it is not our intent to identify any individual's responses.

1. How many months/years have you lived in Deadwood? _____ months _____ years

2. Were you living in Deadwood when gambling was approved? (circle one please)

- 1 yes
- 2 no

IF YES: Did you vote to approve gambling in the local initiative? (circle one please)

- 1 yes
- 2 voted against gambling
- 3 chose not to vote
- 4 was not a registered voter

3. Were you living in South Dakota when gambling was approved? (circle one please)

- 1 yes
- 2 no

IF YES: Did you vote to approve gambling in the state referendum? (circle one please)

- 1 yes
- 2 voted against gambling
- 3 chose not to vote
- 4 was not a registered voter

At the time of the vote, how many gamblers did you think would be attracted to Deadwood if gambling was approved? (circle one please)

- 1. fewer than have actually been here
- 2. about the same as have actually been here
- 3. more than have actually been here

4. How many blocks is it from your residence to the nearest gambling establishment?

_____ blocks

5. Do you (circle one please)

- 1 Own your residence
- 2 Rent your residence.

If you rent your residence, is the rental (please circle one)

- A long term
- B seasonal
- C short term (weekly or less)

6. Your Age _____

7. Are you (circle one please):

- 1 female
- 2 male

8. Including yourself, how many people live in your household? _____

9. How many household members are children under the age of 18? _____

IF YOU HAVE YOUNG CHILDREN, Are adequate day care programs available in Deadwood? (circle one please)

- 1 yes
- 2 no
- 3 don't know

10. What is your ethnic origin? (circle one please)

- 1. Asian
- 2. Black
- 3. Hispanic
- 4. Native American
- 5. White (Caucasian)
- 6. other _____
please specify

11. Are you (circle one please):

- 1 retired
- 2 unemployed
- 3 self employed
- 4 employed

IF SELF-EMPLOYED OR EMPLOYED what is your occupation? _____
(please be as specific as possible)

12. Are you (circle one please):

- 1 married (living together)
- 2 divorced
- 3 separated
- 4 widowed
- 5 single

IF MARRIED OR LIVING TOGETHER: Is your spouse/partner currently (circle one please):

- 1 retired
- 2 unemployed
- 3 self employed
- 4 employed

IF your spouse is SELF-EMPLOYED OR EMPLOYED what is his/her occupation? _____
(please be as specific as possible)

13. Please indicate the highest educational level you have completed. (circle one please)

- 1 grade school
- 2 some high school
- 3 high school graduate
- 4 some college or technical school
- 5 college graduate
- 6 some post-graduate study
- 7 graduate degree

14. Please indicate your total pretax household income for 1991. (circle one please)

- | | | | |
|---|-------------------|---|---------------------|
| 1 | under \$10,000 | 5 | \$40,000 - \$49,999 |
| 2 | \$10,000-\$19,999 | 6 | \$50,000 - \$59,999 |
| 3 | \$20,000-\$29,999 | 7 | \$60,000 - \$69,999 |
| 4 | \$30,000-\$39,999 | 8 | \$70,000 or more |

SECTION 7: OTHER COMMENTS

THANK YOU for completing this questionnaire. We realize and appreciate the time and effort you have given us. This final section is to allow you an opportunity to make any other comments or suggestions on:

1. Gambling in Deadwood?

2. Many other communities in the United States are thinking about legalizing gambling. On the basis of Deadwood's experience, what would you recommend? (circle one please).

1. legalize gambling
2. don't legalize gambling
3. it depends

WHY?

3. Any other comments or suggestions?

AGAIN, THANK YOU FOR YOUR ASSISTANCE