Calendar No. 449

104TH CONGRESS S. 704

A BILL

To establish the Gambling Impact Study Commission.

June 20, 1996

Reported with an amendment

Calendar No. 449

104TH CONGRESS 2D SESSION

S. 704

To establish the Gambling Impact Study Commission.

IN THE SENATE OF THE UNITED STATES

APRIL 6 (legislative day, APRIL 5), 1995

Mr. Simon (for himself, Mr. Lugar, Mr. Gorton, Mr. Lieberman, Mr. Kyl, Mr. Hatfield, Mr. Warner, Mr. Grassley, Mr. Coats, Mrs. Feinstein, Mrs. Kassebaum, Mr. Hatch, Mr. Dorgan, Mr. Bingaman, Ms. Snowe, Mr. Cohen, Mr. Bumpers, Mr. Simpson, Mr. Craig, Mr. Chafee, Mr. Pell, Mr. Bennett, Mr. Breaux, Mr. Inhofe, and Mr. Graham) introduced the following bill; which was read twice and referred to the Committee on Governmental Affairs

June 20, 1996

Reported by Mr. STEVENS, with an amendment

[Strike out all after the enacting clause and insert the part printed in italic]

A BILL

To establish the Gambling Impact Study Commission.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 **SECTION 1. SHORT TITLE.**
- 4 This Act may be cited as the "Gambling Impact Study
- 5 Commission Act".

1 SEC. 2. FINDINGS.

2	Congress finds that—
3	(1) many State and local governments and Na-
4	tive American tribal governments support develop-
5	ment of a gambling industry as a source of jobs and
6	additional revenue; and
7	(2) the benefits to residents and communities of
8	revenue generated by gambling bring problems as
9	well as benefits.
10	SEC. 3. ESTABLISHMENT OF COMMISSION.
11	(a) Establishment. There is established a com-
12	mission to be known as the Gambling Impact Study Com-
13	mission (hereafter in this Act referred to as the "Commis-
14	sion").
15	(b) Membership.—
16	(1) Composition.—The Commission shall be
17	composed of 9 members of whom—
18	(A) 3 shall be appointed by the President;
19	(B) 3 shall be appointed by the president
20	pro tempore of the Senate, upon the rec-
21	ommendation of the majority and minority lead-
22	ers of the Senate; and
23	(C) 3 shall be appointed by the Speaker of
24	the House of Representatives, in consultation
25	with the minority leader of the House of
26	Representatives.

1	(e) PERIOD OF APPOINTMENT; VACANCIES.—Mem-
2	bers shall be appointed for the life of the Commission. Any
3	vacancy in the Commission shall not affect its powers, but
4	shall be filled in the same manner as the original appoint-
5	ment.
6	(d) Initial Meeting.—No later than 30 days after
7	the date on which all members of the Commission have
8	been appointed, the Commission shall hold its first meet-
9	ing as directed by the President.
10	(e) MEETINGS.—After the initial meeting, the Com-
11	mission shall meet at the call of the Chairman.
12	(f) QUORUM.—A majority of the members of the
13	Commission shall constitute a quorum, but a lesser num-
14	ber of members may hold hearings.
15	(g) CHAIRMAN AND VICE CHAIRMAN.—The Commis-
16	sion shall select a Chairman and Vice Chairman from
17	among its members.
18	SEC. 4. DUTIES OF THE COMMISSION.
19	(a) Study.—
20	(1) In General.—The Commission shall con-
21	duet a thorough study of all matters relating to the
22	impact of gambling on States, political subdivisions
23	of States, and Native American tribes.
24	(2) Matters studied.—The matters studied

by the Commission shall include—

1	(A) the impact of gambling on States, po-
2	litical subdivisions of States, and Native Amer-
3	ican tribes; and
4	(B) possible alternative sources of revenue
5	for States, political subdivisions of States, and
6	Native American Indian tribes.
7	(b) REPORT.—No later than 18 months after the
8	date of the enactment of this Act, the Commission shall
9	submit a report to the President and the Congress which
10	shall contain a detailed statement of the findings and con-
11	elusions of the Commission, together with its rec-
12	ommendations for such legislation and administrative ac-
13	tions as it considers appropriate.
1 /	ODG & DOWNDO OD WITH COMMISSION

14 SEC. 5. POWERS OF THE COMMISSION.

15 (a) Hearings.—The Commission may hold such
16 hearings, sit and act at such times and places, take such
17 testimony, and receive such evidence as the Commission
18 considers advisable to carry out the purposes of this Act.
19 (b) Information From Federal Agencies.—The
20 Commission may secure directly from any Federal depart21 ment or agency such information as the Commission con22 siders necessary to carry out the provisions of this Act.
23 Upon request of the Chairman of the Commission, the
24 head of such department or agency shall furnish such in25 formation to the Commission.

1 SEC. 6. COMMISSION PERSONNEL MATTERS.

2	(a) Compensation of Members.—Each member of
3	the Commission who is not an officer or employee of the
4	Federal Government shall be compensated at a rate equal
5	to the daily equivalent of the annual rate of basic pay pre-
6	scribed for level IV of the Executive Schedule under sec-
7	tion 5315 of title 5, United States Code, for each day (in-
8	eluding travel time) during which such member is engaged
9	in the performance of the duties of the Commission. All
10	members of the Commission who are officers or employees
11	of the United States shall serve without compensation in
12	addition to that received for their services as officers or
13	employees of the United States.
14	(b) Travel Expenses.—The members of the Com-
15	mission shall be allowed travel expenses, including per
16	diem in lieu of subsistence, at rates authorized for employ-
17	ees of agencies under subchapter I of chapter 57 of title
18	5, United States Code, while away from their homes or
19	regular places of business in the performance of services
20	for the Commission.
21	(e) Staff.—
22	(1) In General.—The Chairman of the Com-
23	mission may, without regard to the civil service laws
24	and regulations, appoint and terminate an executive
25	director and such other additional personnel as may
26	be necessary to enable the Commission to perform

1 its duties. The employment of an executive director 2 shall be subject to confirmation by the Commission.

- shall be compensated at \$75,000 annually. The Chairman of the Commission may fix the compensation of other personnel without regard to the provisions of chapter 51 and subchapter III of chapter 53 of title 5, United States Code, relating to classification of positions and General Schedule pay rates, except that the rate of pay for such personnel may not exceed the rate payable for level V of the Executive Schedule under section 5316 of such title.
- 13 (d) DETAIL OF GOVERNMENT EMPLOYEES.—Any
 14 Federal Government employee may be detailed to the
 15 Commission without reimbursement, and such detail shall
 16 be without interruption or loss of civil service status or
 17 privilege.
- (e) PROCUREMENT OF TEMPORARY AND INTERMIT19 TENT SERVICES.—The Chairman of the Commission may
 20 procure temporary and intermittent services under section
 21 3109(b) of title 5, United States Code, at rates for individ22 uals which do not exceed the daily equivalent of the annual
 23 rate of basic pay prescribed for level V of the Executive

Schedule under section 5316 of such title.

1 SEC. 7. TERMINATION OF THE COMMISSION.

- 2 The Commission shall terminate 90 days after the
- 3 date on which the Commission submits its report under
- 4 section 4.
- 5 SEC. 8. AUTHORIZATION OF APPROPRIATIONS.
- 6 (a) In General.—There is authorized to be appro-
- 7 priated \$250,000 to the Commission to earry out the pur-
- 8 poses of this Act.
- 9 (b) AVAILABILITY.—Any sums appropriated under
- 10 the authorization contained in this section shall remain
- 11 available, without fiscal year limitation, until expended.
- 12 **SECTION 1. SHORT TITLE.**
- 13 This Act may be cited as the "National Gambling Im-
- 14 pact Study Commission Act".
- 15 SEC. 2. FINDINGS.
- 16 The Congress finds that—
- 17 (1) the most recent Federal study of gambling in
- 18 the United States was completed in 1976;
- 19 (2) legalization of gambling has increased sub-
- 20 stantially over the past 20 years, and State, local,
- 21 and Native American tribal governments have estab-
- 22 lished gambling as a source of jobs and additional
- 23 revenue;
- 24 (3) the growth of various forms of gambling, in-
- 25 cluding electronic gambling and gambling over the
- 26 Internet, could affect interstate and international

1	matters under the jurisdiction of the Federal Govern-
2	ment;
3	(4) questions have been raised regarding the so-
4	cial and economic impacts of gambling, and Federal,
5	State, local, and Native American tribal governments
6	lack recent, comprehensive information regarding
7	those impacts; and
8	(5) a Federal commission should be established to
9	conduct a comprehensive study of the social and eco-
10	nomic impacts of gambling in the United States.
11	SEC. 3. NATIONAL GAMBLING IMPACT STUDY COMMISSION.
12	(a) Establishment of Commission.—There is estab-
13	lished a commission to be known as the National Gambling
14	Impact Study Commission (hereinafter referred to in this
15	Act as "the Commission"). The Commission shall—
16	(1) be composed of 9 members appointed in ac-
17	cordance with subsection (b); and
18	(2) conduct its business in accordance with the
19	provisions of this Act.
20	(b) Membership.—
21	(1) In general.—The Commissioners shall be
22	appointed for the life of the Commission as follows:
23	(A) 3 shall be appointed by the President of
24	the United States.

- 1 (B) 3 shall be appointed by the Speaker of 2 the House of Representatives.
 - (C) 3 shall be appointed by the Majority Leader of the Senate.
 - (2) PERSONS ELIGIBLE.—The members of the Commission shall be individuals who have knowledge or expertise, whether by experience or training, in matters to be studied by the Commission under section 4. The members may be from the public or private sector, and may include Federal, State, local, or Native American tribal officers or employees, members of academia, non-profit organizations, or industry, or other interested individuals.
 - (3) Consultation required.—The President, the Speaker of the House of Representatives, and the Majority Leader of the Senate shall consult among themselves prior to the appointment of the members of the Commission in order to achieve, to the maximum extent possible, fair and equitable representation of various points of view with respect to the matters to be studied by the Commission under section 4.
 - (4) Completion of Appointments; Vacan-CIES.—The President, the Speaker of the House of Representatives, and the Majority Leader of the Senate shall conduct the consultation required under

paragraph (3) and shall each make their respective appointments not later than 60 days after the date of enactment of this Act. Any vacancy that occurs during the life of the Commission shall not affect the powers of the Commission, and shall be filled in the same manner as the original appointment not later than 60 days after the vacancy occurs.

(5) Operation of the commission.—

(A) CHAIRMANSHIP.—The President, the Speaker of the House of Representatives, and the Majority Leader of the Senate shall jointly designate one member as the Chairman of the Commission. In the event of a disagreement among the appointing authorities, the Chairman shall be determined by a majority vote of the appointing authorities. The determination of which member shall be Chairman shall be made not later than 15 days after the appointment of the last member of the Commission, but in no case later than 75 days after the date of enactment of this Act.

(B) Meetings.—The Commission shall meet at the call of the Chairman. The initial meeting of the Commission shall be conducted not later than 30 days after the appointment of

1	the last member of the Commission, or not later
2	than 30 days after the date on which appro-
3	priated funds are available for the Commission,
4	whichever is later.
5	(C) Quorum; voting; rules.—A majority
6	of the members of the Commission shall con-
7	stitute a quorum to conduct business, but the
8	Commission may establish a lesser quorum for
9	conducting hearings scheduled by the Commis-
10	sion. Each member of the Commission shall have
11	one vote, and the vote of each member shall be
12	accorded the same weight. The Commission may
13	establish by majority vote any other rules for the
14	conduct of the Commission's business, if such
15	rules are not inconsistent with this Act or other
16	$applicable\ law.$
17	SEC. 4. DUTIES OF THE COMMISSION.
18	(a) Study.—
19	(1) In general.—It shall be the duty of the
20	Commission to conduct a comprehensive legal and
21	factual study of the social and economic impacts of

ican tribal governments; and

gambling in the United States on—

(A) Federal, State, local, and Native Amer-

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1	(B) communities and social institutions
2	generally, including individuals, families, and
3	businesses within such communities and institu-
4	tions.
5	(2) Matters to be studied.—The matters
6	studied by the Commission under paragraph (1) shall
7	at a minimum include—
8	(A) a review of existing Federal, State,
9	local, and Native American tribal government
10	policies and practices with respect to the legal-
11	ization or prohibition of gambling, including a
12	review of the costs of such policies and practices;
13	(B) an assessment of the relationship be-
14	tween gambling and levels of crime, and of exist-
15	ing enforcement and regulatory practices that
16	are intended to address any such relationship;
17	(C) an assessment of pathological or prob-
18	lem gambling, including its impact on individ-
19	uals, families, businesses, social institutions, and
20	$the\ economy;$
21	(D) an assessment of the impacts of gam-
22	bling on individuals, families, businesses, social
23	institutions, and the economy generally, includ-
24	ing the role of advertising in promoting gam-

1	bling and the impact of gambling on depressed
2	$economic\ areas;$
3	(E) an assessment of the extent to which
4	gambling provides revenues to State, local, and
5	Native American tribal governments, and the ex-
6	tent to which possible alternative revenue sources
7	may exist for such governments; and
8	(F) an assessment of the interstate and
9	international effects of gambling by electronic
10	means, including the use of interactive tech-
11	nologies and the Internet.
12	(b) Report.—No later than 2 years after the date on
13	which the Commission first meets, the Commission shall
14	submit to the President, the Congress, State Governors, and
15	Native American tribal governments a comprehensive re-
16	port of the Commission's findings and conclusions, together
17	with any recommendations of the Commission. Such report
18	shall include a summary of the reports submitted to the
19	Commission by the Advisory Commission on Intergovern-
20	mental Relations and National Research Council under sec-
21	tion 7, as well as a summary of any other material relied
22	on by the Commission in the preparation of its report.
23	SEC. 5. POWERS OF THE COMMISSION.
24	(a) Hearings.—

- (1) In General.—The Commission may hold such hearings, sit and act at such times and places, administer such oaths, take such testimony, and receive such evidence as the Commission considers advisable to carry out its duties under section 4.
 - (2) WITNESS EXPENSES.—Witnesses requested to appear before the Commission shall be paid the same fees as are paid to witnesses under section 1821 of title 28, United States Code. The per diem and mileage allowances for witnesses shall be paid from funds appropriated to the Commission.

(b) Subpoenas.—

(1) In General.—If a person fails to supply information requested by the Commission, the Commission may by majority vote require by subpoena the production of any written or recorded information, document, report, answer, record, account, paper, computer file, or other data or documentary evidence necessary to carry out its duties under section 4. The Commission shall transmit to the Attorney General a confidential, written notice at least 10 days in advance of the issuance of any such subpoena. A subpoena under this paragraph may require the production of materials from any place within the United States.

- (2) Interrogatories.—The Commission may, with respect only to information necessary to understand any materials obtained through a subpoena under paragraph (1), issue a subpoena requiring the person producing such materials to answer, either through a sworn deposition or through written answers provided under oath (at the election of the person upon whom the subpoena is served), to interrogatories from the Commission regarding such information. A complete recording or transcription shall be made of any deposition made under this paragraph.
 - (3) CERTIFICATION.—Each person who submits materials or information to the Commission pursuant to a subpoena issued under paragraph (1) or (2) shall certify to the Commission the authenticity and completeness of all materials or information submitted. The provisions of section 1001 of title 18, United States Code, shall apply to any false statements made with respect to the certification required under this paragraph.
 - (4) TREATMENT OF SUBPOENAS.—Any subpoena issued by the Commission under paragraph (1) or (2) shall comply with the requirements for subpoenas issued by a United States district court under the Federal Rules of Civil Procedure.

(5) Failure to obey a subpoena.—If a person 1 2 refuses to obey a subpoena issued by the Commission 3 under paragraph (1) or (2), the Commission may 4 apply to a United States district court for an order 5 requiring that person to comply with such subpoena. 6 The application may be made within the judicial dis-7 trict in which that person is found, resides, or trans-8 acts business. Any failure to obey the order of the 9 court may be punished by the court as civil contempt. 10 (c) Information From Federal Agencies.—The 11 Commission may secure directly from any Federal depart-12 ment or agency such information as the Commission considers necessary to carry out its duties under section 4. Upon the request of the Commission, the head of such de-14 partment or agency may furnish such information to the Commission. 16 17 (d) Information To Be Kept Confidential.—The 18 Commission shall be considered an agency of the Federal 19 Government for purposes of section 1905 of title 18, United 20 States Code, and any individual employed by an individ-21 ual, entity, or organization under contract to the Commission under section 7 shall be considered an employee of the 23 Commission for the purposes of section 1905 of title 18, United States Code. Information obtained by the Commis-

sion, other than information available to the public, as the

1	$result\ of\ a\ subpoena\ issued\ under\ subsection\ (b)(1)\ or\ sub-$
2	section (b)(2) shall not be disclosed to any person in any
3	manner, except—
4	(1) to Commission employees or employees of
5	any individual, entity, or organization under con-
6	tract to the Commission under section 7 for the pur-
7	pose of receiving, reviewing, or processing such infor-
8	mation;
9	(2) upon court order; or
10	(3) when publicly released by the Commission in
11	an aggregate or summary form that does not directly
12	or indirectly disclose—
13	(A) the identity of any person or business
14	$entity;\ or$
15	(B) any information which could not be re-
16	leased under section 1905 of title 18, United
17	States Code.
18	SEC. 6. COMMISSION PERSONNEL MATTERS.
19	(a) Compensation of Members.—Each member of
20	the Commission who is not an officer or employee of the
21	Federal Government, or whose compensation is not pre-
22	cluded by a State, local, or Native American tribal govern-
23	ment position, shall be compensated at a rate equal to the
24	daily equivalent of the annual rate of basic pay prescribed
25	for Level IV of the Executive Schedule under section 5315

- 1 of title 5, United States Code, for each day (including travel
- 2 time) during which such member is engaged in the perform-
- 3 ance of the duties of the Commission. All members of the
- 4 Commission who are officers or employees of the United
- 5 States shall serve without compensation in addition to that
- 6 received for their services as officers or employees of the
- 7 United States.
- 8 (b) Travel Expenses.—The members of the Commis-
- 9 sion shall be allowed travel expenses, including per diem
- 10 in lieu of subsistence, at rates authorized for employees of
- 11 agencies under subchapter I of chapter 57 of title 5, United
- 12 States Code, while away from their homes or regular places
- 13 of business in the performance of service for the Commis-
- 14 sion.
- (c) Staff.—
- 16 (1) In General.—The Chairman of the Com-
- 17 mission may, without regard to the civil service laws
- and regulations, appoint and terminate an executive
- 19 director and such other additional personnel as may
- be necessary to enable the Commission to perform its
- 21 duties. The employment and termination of an execu-
- 22 tive director shall be subject to confirmation by a ma-
- jority of the members of the Commission.
- 24 (2) Compensation.—The executive director shall
- be compensated at a rate not to exceed the rate pay-

able for level V of the Executive Schedule under sec-

for such personnel may not exceed the rate payable for

level V of the Executive Schedule under section 5316

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- tion 5316 of title 5, United States Code. The Chairman may fix the compensation of other personnel
 without regard to the provisions of chapter 51 and
 subchapter III of chapter 53 of title 5, United States
 Code, relating to classification of positions and General Schedule pay rates, except that the rate of pay
- of such title.

 (3) Detail of Government employee, with the approval of
 the head of the appropriate Federal agency, may be
 detailed to the Commission without reimbursement,
 and such detail shall be without interruption or loss
- of civil service status, benefits, or privilege.
- 17 (d) Procurement of Temporary and Intermit-
- 18 TENT Services.—The Chairman of the Commission may
- 19 procure temporary and intermittent services under section
- 20 3109(b) of title 5, United States Code, at rates for individ-
- 21 uals not to exceed the daily equivalent of the annual rate
- 22 of basic pay prescribed for Level V of the Executive Schedule
- 23 under section 5316 of such title.

1 SEC. 7. CONTRACTS FOR RESEARCH.

2	(a) Advisory Commission on Intergovernmental
3	Relations.—
4	(1) In general.—In carrying out its duties
5	under section 4, the Commission shall contract with
6	the Advisory Commission on Intergovernmental Rela-
7	tions for—
8	(A) a thorough review and cataloging of all
9	applicable Federal, State, local, and Native
10	American tribal laws, regulations, and ordi-
11	nances that pertain to gambling in the United
12	States; and
13	(B) assistance in conducting the studies re-
14	quired by the Commission under section 4(a),
15	and in particular the review and assessments re-
16	quired in subparagraphs (A), (B), and (E) of
17	paragraph (2) of such section.
18	(2) Report required.—The contract entered
19	into under paragraph (1) shall require that the Advi-
20	sory Commission on Intergovernmental Relations sub-
21	mit a report to the Commission detailing the results
22	of its efforts under the contract no later than 15
23	months after the date upon which the Commission
24	first meets.
25	(b) National Research Council.—

- 1 (1) In General.—In carrying out its duties 2 under section 4, the Commission shall contract with 3 the National Research Council of the National Acad-4 emy of Sciences for assistance in conducting the stud-5 ies required by the Commission under section 4(a), 6 and in particular the assessment required under sub-7 paragraph (C) of paragraph (2) of such section.
- 8 (2) REPORT REQUIRED.—The contract entered 9 into under paragraph (1) shall require that the Na-10 tional Research Council submit a report to the Com-11 mission detailing the results of its efforts under the 12 contract no later than 15 months after the date upon 13 which the Commission first meets.
- 14 (c) Other Organizations.—Nothing in this section 15 shall be construed to limit the ability of the Commission 16 to enter into contracts with other entities or organizations 17 for research necessary to carry out the Commission's duties 18 under section 4.

19 SEC. 8. DEFINITIONS.

- 20 For the purposes of this Act:
- 21 (1) GAMBLING.—The term "gambling" means 22 any legalized form of wagering or betting conducted 23 in a casino, on a riverboat, on an Indian reservation, 24 or at any other location under the jurisdiction of the 25 United States. Such term includes any casino game,

- 1 parimutuel betting, sports-related betting, lottery,
- 2 pull-tab game, slot machine, any type of video gam-
- 3 ing, computerized wagering or betting activities (in-
- 4 cluding any such activity conducted over the
- 5 Internet), and philanthropic or charitable gaming ac-
- 6 tivities.
- 7 (2) Native american tribal government.—
- 8 The term "Native American tribal government"
- 9 means an Indian tribe, as defined under section 4(5)
- of the Indian Gaming Regulatory Act of 1988 (25)
- 11 $U.S.C.\ 2703(5)$).
- 12 (3) STATE.—The term "State" means each of the
- 13 several States of the United States, the District of Co-
- 14 lumbia, the Commonwealth of Puerto Rico, the Virgin
- 15 Islands, Guam, American Samoa, and the Common-
- 16 wealth of the Northern Mariana Islands.

17 SEC. 9. AUTHORIZATION OF APPROPRIATIONS.

- 18 (a) In General.—There are authorized to be appro-
- 19 priated to the Commission, the Advisory Commission on
- 20 Intergovernmental Relations, and the National Academy of
- 21 Sciences such sums as may be necessary to carry out the
- 22 purposes of this Act. Any sums appropriated shall remain
- 23 available, without fiscal year limitation, until expended.

- 1 (b) Limitation.—No payment may be made under
- 2 section 6 or 7 of this Act except to the extent provided for
- 3 in advance in an appropriation Act.
- 4 SEC. 10. TERMINATION OF THE COMMISSION.
- 5 The Commission shall terminate 60 days after the
- 6 Commission submits the report required under section 4(b).