- 1 SB380
- 2 116901-4
- 3 By Senator Bedford (Constitutional Amendment)
- 4 RFD: Tourism and Marketing
- 5 First Read: 04-FEB-10

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SYNOPSIS: This bill would propose an amendment to the 8 Constitution of Alabama of 1901, to authorize 9 10 federally recognized bingo at points of destination 11 in each of the current seven Congressional 12 Districts of the state, to levy taxes on federally 13 recognized bingo operations, to distribute the proceeds to the Education Trust Fund and the 14 General Fund for the benefit of the state Medicaid 15 16 program, as well as to any county that has no local 17 bingo constitutional amendment, to limit federally 18 recognized bingo throughout the state while 19 enhancing tourism through the creation of points of 20 destination, to create a State Gaming Commission to 21 regulate bingo in Alabama and enforce the gambling 22 laws of the state, and to relieve operators of 23 maritime gaming on cruise ships docked in Mobile

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ships.

from the application of certain laws in the state

that adversely affect maritime gaming on cruise

1	A BILL
2	TO BE ENTITLED
3	AN ACT
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5	To amend the Constitution of Alabama of 1901, to
6	authorize federally recognized bingo in each of the current
7	seven Congressional Districts of the state, levy taxes on
8	federally recognized bingo games and distribute the proceeds,
9	limit federally recognized bingo throughout the state while
10	enhancing tourism through the creation of points of
11	destination, create a State Gaming Commission for the
12	regulation of bingo games and for the enforcement of the
13	gambling laws of the state, and to relieve operators of
14	maritime gaming on cruise ships docked in Mobile from the
15	application of certain laws in the state that adversely affect
16	maritime gaming on cruise ships.
17	BE IT ENACTED BY THE LEGISLATURE OF ALABAMA:
18	Section 1. The following amendment to the
19	Constitution of Alabama of 1901, as amended, is proposed and
20	shall become valid as a part thereof when approved by a
21	majority of the qualified electors voting thereon and in
22	accordance with Sections 284, 285, and 287 of the Constitution
23	of Alabama of 1901, as amended:
24	PROPOSED AMENDMENT
25	Section 1. Declarations. Because Alabama has
26	experienced a proliferation of bingo gaming throughout the

state, it is of paramount importance for such bingo

enterprises to be limited, regulated, and taxed. This amendment authorizes federally recognized bingo to be conducted at points of destination in each of the current seven Congressional Districts of the state where a member of the United States House of Representatives is elected, and through taxation of federally recognized bingo, enhances the economic viability of such areas and raises additional revenue for the state General Fund to benefit the state Medicaid program and the Education Trust Fund for the benefit of the public schools, as well as provide additional revenue to any county that has no local bingo constitutional amendment. To prohibit the proliferation of illegal and unregulated gaming in the state, this amendment further creates a State Gaming Commission for the regulation of bingo and for the enforcement of gambling laws of this state and prescribes certain conditions and prohibitions governing gaming activities. This amendment further prescribes minimum investment requirements in non-gaming amenities at points of destination in each Congressional District to assure that federally recognized bingo revenues serve as a catalyst to create jobs and develop an entertainment and tourism industry in the state. This amendment also protects maritime gaming on the cruise ships docked in Mobile from the application of certain laws in the state that adversely affect maritime gaming on cruise ships. Section 2. Definitions. As used in this amendment, the following words and phrases shall have the following

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respective meanings:

"BINGO EQUIPMENT" means any mechanical,

electromechanical, electronic, or video machine or device, or

component thereof, that, for consideration, assists or allows

a player to play a game of federally recognized bingo.

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"BINGO GROSS REVENUE," when used with reference to any facility conducting federally recognized bingo means the total amount of money or value in any form received by the operator of a federally recognized bingo establishment with respect to the playing of federally recognized bingo using bingo equipment, less the total amount of money or value in any form paid as winnings to the players of federally recognized bingo, but before deduction of any expenses incurred in operating the federally recognized bingo establishment, including, without limitation thereto, depreciation or leasing costs of physical facilities and equipment, wages and other employment costs, utilities, interest, and taxes; provided that bingo gross revenue shall not include all or any part of the amounts wagered in pari-mutuel pools on racing and, further, shall not be construed as constituting any amount wagered in such pari-mutuel pools for the purpose of determining any tax levied on pari-mutuel wagering or for any other purpose.

"CLASS II GAMING" means the game of bingo as authorized by IGRA to be conducted for the general public by an Indian tribe in the state without the necessity of a tribal-state compact applicable to such game of bingo. With respect to the interpretation and application of this

amendment, Class II gaming shall be deemed to refer only to the nature of the game of bingo itself that is conducted by the Indian tribe, including the playing of such game with bingo equipment, and any condition imposed by IGRA on Class II gaming related to the use of tribal lands or matters of tribal governance, such as the adoption of a tribal ordinance concerning Class II gaming, the approval of such ordinance by the Chairman of the National Indian Gaming Commission or the issuance of a tribal license for Class II gaming, shall not be relevant in determining whether federally recognized bingo is conducted in the same manner, to the same extent, and under the same conditions as Class II gaming. Further, for purposes of determining the equivalence between Class II gaming and federally recognized bingo, the nature, conditions, and limits of Class II gaming shall not be based upon any theoretical interpretation of IGRA but on the actual game of bingo, including the use of bingo equipment in playing such game, that is conducted by the Indian tribe offering such game to the general public as allowed by the regulations and practices of the National Indian Gaming Commission and as enforced by federal officials pursuant to 18 U.S.C. § 1166.

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"COMMISSION" means the State Gaming Commission created by this amendment.

"CONGRESSIONAL DISTRICT" means one of the seven geographically designated districts that exist on the effective date of this amendment within the state that is

entitled to elect one representative to the United States
House of Representatives.

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"FEDERALLY RECOGNIZED BINGO" means the game of bingo, which is the game of chance, whether or not electronic, computer, or other technologic aids are used in connection therewith, that is played for prizes, including monetary prizes, with cards bearing numbers or other designations, in which the holder of the card covers such numbers or designations when objects, similarly number or designated, are drawn or electronically determined, and in which the game is won by the first person covering a previously designated arrangement of numbers or designations on such cards, including the use of bingo equipment in the playing of such game, that, insofar as the nature of the game itself is concerned, is conducted for the general public on land that is not Indian tribal lands by a person or persons in the same manner, to the same extent, and under the same conditions, excluding regulation and supervision by the National Indian Gaming Commission, as Class II gaming conducted on Indian tribal lands in the state by an Indian tribe.

"GROSS RECEIPTS TAX" means the gross receipts tax levied by the state pursuant to Section 6 hereof, on all federally recognized bingo or illegal gambling in the state.

"IGRA" means the Indian Gaming Regulatory Act enacted by the Congress of the United States, 25 U.S.C. §§ 2701-2721, including all amendments thereof and supplements thereto at any time enacted and the regulations promulgated

thereunder and maintained in effect by the National Indian Gaming Commission.

"LOCAL BINGO AMENDMENT" means any amendment to the Constitution of Alabama of 1901, other than this amendment, which authorizes bingo to be played in a particular county or municipality and which was adopted prior to the effective date of this amendment by the affirmative vote of the entire electorate of the state pursuant to Section 284 of the Constitution of Alabama of 1901, or, alternatively, was adopted at any time, whether before or after the effective date of this amendment, by the affirmative vote of the electorate of a single county pursuant to Amendment 425 or Amendment 555 to the Constitution of Alabama of 1901.

"MARITIME GAMING" means, when used with reference to cruise ships that embark and disembark passengers and take on supplies at saltwater ports in the state, casino gaming conducted for profit on such ships while cruising or anchored on the high seas beyond the territorial jurisdiction of Alabama law. Maritime gaming includes, without limitation thereto, all banked card and table games and games played with "gambling devices" or "slot machines" within the meaning of subsections (5) and (10) of Section 13A-12-20 of the Code of Alabama 1975.

"OPERATOR" means any person, corporation, limited liability company, or other legal entity now or hereafter licensed to conduct federally recognized bingo.

"PERSON" means any natural person, corporation, or limited liability company, partnership, association, or other legal entity, whether or not operated for profit, capable of being sued or made subject to a criminal prosecution.

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"POINT OF DESTINATION" means a licensed federally recognized bingo location designated in Section 7 of this amendment whereby a parcel of land containing a physical plant owned by a business, governmental entity, charitable organization, or racetrack houses at least 1,000 federally recognized bingo machines using bingo equipment and which the cost of the federally recognized bingo playing area of the physical plant of the federally recognized bingo operation, including all non-bingo equipment and fixtures functioning as a part of the federally recognized bingo playing area but excluding bingo equipment, is less than half of the total cost of the entire physical plant, land, outbuildings, parking areas, infrastructure, fixtures, and equipment located on the same parcel of land owned by such business, governmental entity, charitable organization, or racetrack housing such bingo operation and whereby the total cost of such licensed location exceeds one hundred million dollars (\$100,000,000); provided, however, the two existing licensed bingo locations using federally recognized bingo equipment in the City of Whitehall in Lowndes County shall not require any minimum investment and the entire cost of the point of destination using bingo equipment to conduct federally recognized bingo at the racetrack located in Greene County shall exceed fifty

million dollars (\$50,000,000). A federally recognized bingo licensee at a point of destination shall have three years following the effective date of this amendment to comply with these minimum investment requirements to be a point of destination, unless the State Gaming Commission for good cause shown allows an extension of time for such federally recognized bingo licensee to comply with the minimum investment requirements for a period not to exceed five years from the effective date of this amendment.

"RACETRACK" when used with respect to any facility located in the state, means a single facility at which pari-mutuel wagering on live or telecast racing events is authorized by law when this amendment shall become effective, together with any observation facilities, authorized equipment, restaurants, and other physical facilities and improvements that together constitute such racing facility, including facilities necessary or desirable for conducting bingo. There are four racetracks located in the state, one in Mobile County, one in Macon County, one in the City of Birmingham in Jefferson County, and one in Greene County.

"TRADITIONAL BINGO EQUIPMENT" means traditional paraphernalia used in playing bingo and electronic or mechanical equipment used to facilitate the playing of paper or card bingo, including, without limitation thereto, mechanical or electronic systems for selecting by chance the numbers or symbols that are covered or otherwise marked on the grids used in bingo games, electronic or computer terminals

that enable an individual player to play multiple cards or grids in a single game, and electronic or video display equipment that shows the progress, results, and payoffs of bingo games; provided, however, that no paraphernalia or equipment used in playing bingo pursuant to a local bingo amendment shall be deemed to constitute traditional bingo equipment unless the use thereof shall be lawfully authorized by the independent construction of such local bingo amendment without taking into account any provision of this amendment; provided, further that bingo shall not be conducted at any location pursuant to a local bingo amendment, whether or not using traditional bingo equipment, under conditions where more than one bingo game per minute is played at such location. No equipment or device of any kind shall qualify as traditional bingo equipment if it is used to play, or facilitate the playing of, more than one bingo game per minute in any single building, hall, or other location used for playing bingo.

Section 3. Scope of Amendment.

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(a) After the date of ratification of this amendment, any county may authorize federally recognized bingo through ratification of a local constitutional amendment which complies with the provisions set forth in this amendment including regulation by the State Gaming Commission, remittance of fees and tax, and fulfilling point of destination requirements. Only one point of destination may be authorized in such county authorizing federally recognized

bingo after the ratification of this amendment and ratification of the subsequent local constitutional amendment.

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(b) If bingo played with bingo equipment is conducted under the claimed authorization of a local bingo amendment, and any accompanying regulations promulgated thereunder, then the succeeding provisions of this subsection shall also apply, both retroactively and prospectively, to federally recognized bingo conducted by licensees at points of destination set forth in Section 7 of this amendment that previously operated pursuant to such local bingo amendment and accompanying regulations. The conduct of federally recognized bingo at any licensed point of destination with bingo equipment shall not be prohibited, limited, or impaired by (i) any provision or interpretation of Section 65 of the Constitution of Alabama of 1901, (ii) any provision or interpretation of any local bingo amendment, including the particular local bingo amendment pursuant to which the licensee at the point of destination has heretofore and now conducts bingo in any form or on behalf of any charitable organization, (iii) any otherwise applicable provisions of Title 13A, Chapter 12, Article 2, or Title 8, Chapter 1, Article 8, Code of Alabama 1975, (iv) any other statute whenever enacted that is inconsistent with any provision of this amendment, and (v) any judicial judgment, decision or opinion that would otherwise have the effect of prohibiting, limiting, or impairing the conduct of federally recognized bingo or bingo equipment in connection therewith.

1 (c) Bingo equipment, whether considered separately
2 or as a system consisting of multiple components, shall not
3 for any purpose be deemed to be a "gambling device" or "slot
4 machine" within the meaning of Section 13A-12-20(5) and (10),
5 Code of Alabama 1975.

- (d) In no event shall this amendment preclude any nonprofit organization or governmental entity from conducting bingo in this state using traditional bingo equipment in accordance with a local bingo amendment. Also, in no event shall this amendment preclude any licensed third-party entity domiciled in the state from operating a point of destination for one or more nonprofit organizations or governmental entities. Further, to the extent of any conflict with any provision of a local bingo amendment, the terms and provisions of this amendment shall prevail and the local bingo amendment shall be deemed amended to conform to this amendment, provided, further, a local bingo amendment shall no longer apply to the operator of federally recognized bingo using bingo equipment at a point of destination. This amendment shall thereafter apply to such operator.
- (e) In no event shall any person or persons or governmental entity conduct federally recognized bingo anywhere in the state except pursuant to a federally recognized bingo license issued to an operator by the State Gaming Commission for a point of destination.
- (f) No criminal prosecution under any provision of Title 13A, Chapter 12, Article 2, Code of Alabama 1975, shall

be brought or maintained against any person for engaging in
maritime gaming.

Section 4. Exemptions from Conflicting Laws; Compliance with Federal Law.

- (a) The conduct of federally recognized bingo using bingo equipment at points of destination, and any manufacture, sale, transportation, installation, possession, ownership, leasing, or use of authorized equipment or other materials, supplies, or paraphernalia used in conducting federally recognized bingo that are authorized under and done in accordance with this amendment, shall be exempt from laws that prohibit or limit activities of the kind authorized by this amendment, including the provisions of Title 13A, Chapter 12, Article 2 and Title 8, Chapter 1, Article 8, Code of Alabama 1975.
- (b) The State of Alabama, acting by and through the adoption of this amendment, and in accordance with the provisions of 15 U.S.C. § 1172, does hereby declare that any and all bingo equipment, materials, paraphernalia, and supplies, as well as gambling devices for maritime gaming on cruise ships, may be transported in interstate commerce into or out of the state without violating § 1172, or any other applicable federal law, if such bingo equipment, paraphernalia, materials, and supplies are used, or gambling devices for maritime gaming on cruise ships, or are to be used, or have been used, in the conduct of federally

recognized bingo at licensed points of destination, or to conduct maritime gaming on cruise ships.

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Section 5. Licensees at Points of Destination

Authorized to Conduct Federally Recognized Bingo Using Bingo

Equipment and Traditional Bingo Equipment.

(a) The Houston County licensee and the two City of White Hall bingo licensees all being located in Congressional District 2, and the racetrack in Mobile County located in Congressional District 1, the racetrack in Macon County located in Congressional District 3, the racetrack in Greene County located in Congressional District 7, and the racetrack in the City of Birmingham located in Congressional District 6, are each hereby authorized to immediately conduct federally recognized bingo using bingo equipment, as well as traditional bingo equipment, at their respective point of destination designated in Section 7 of this amendment upon payment of the license fee and posting of bond required by Section 14 of this amendment, with the State Gaming Commission to issue a state federally recognized bingo license without application by the licensee. Within 90 days following the effective date of this amendment, any applicant for a license to conduct federally recognized bingo at a point of destination in each of Congressional District 4, Congressional District 5, and Congressional District 6 must first be approved by the local screening committee for the county in which the applicant intends to operate federally recognized bingo at a point of destination. Such local screening committee shall consist of

the district attorney or his or her designee, the chair of the county commission or his or her designee, and the sheriff of such county or his or her designee. If such local screening committee rejects the application of such applicant, the State Gaming Commission shall not consider the applicant for a license to operate federally recognized bingo at such point of destination. Within 180 days following the effective date of this amendment, the State Gaming Commission shall select an operator to conduct federally recognized bingo using bingo equipment, as well as traditional bingo equipment, at one point of destination in each of Congressional District 4, Congressional District 5, and Congressional District 6. Any licensee or applicant for a federally recognized bingo license at any point of destination shall be subject to investigation by the State Gaming Commission and shall comply with this amendment and the rules and regulations of the State Gaming Commission. The State Gaming Commission shall issue the state bingo license to the operator selected by the State Gaming Commission at a point of destination in each of Congressional District 4, Congressional District 5, and Congressional District 6 so long as each operator is in compliance with the qualifications of a bingo licensee as provided in this amendment.

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(b) Any general or local law, ordinance, or regulation affecting dog or horse racing and pari-mutuel wagering thereon now in effect or hereafter enacted to the contrary notwithstanding, the operator of each racetrack shall

be entitled to conduct business, including both pari-mutuel wagering and bingo, with the full participation of betting patrons physically on the premises of such racetrack and on such days and during such times as such operator determines to be necessary or beneficial for the profitability of such racetrack; provided, however, that each racetrack must comply with all generally applicable laws, local acts, and county and municipal ordinances governing the times during which businesses serving the general public may sell alcoholic beverages.

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(c) In order to discourage predatory competition among the points of destination that may legally conduct federally recognized bingo pursuant to this amendment, the operator of any point of destination is authorized to enter into an agreement with the operator of another point of destination to share profits from the conduct of federally recognized bingo in such proportions and to cooperate in such manner with respect to conducting federally recognized bingo as such operators may deem to be mutually beneficial. The provisions of this section shall be retroactive, and any such profit sharing or cooperative agreement entered into by operators prior to the effective date of this amendment shall be given full force and effect and shall be deemed ratified and confirmed by this amendment. For purposes of this section, an operator of a point of destination shall be deemed to include any Alabama corporation, limited liability company, partnership, or other legal entity exercising control of,

being controlled by, or being under common control with, any such operator.

- (d) No licensed federally recognized bingo operator conducting federally recognized bingo using bingo equipment at a given point of destination shall operate without remitting to the state the applicable gross receipts tax on all bingo gross revenue.
- (e) No person under the age of 19 years shall be permitted to play any game of federally recognized bingo using bingo equipment, nor shall any person under the age of 19 years be employed to operate bingo equipment, or to facilitate the playing of federally recognized bingo using bingo equipment, or to serve any persons playing federally recognized bingo using bingo equipment. This subsection shall not be construed to prohibit persons under the age of 19 years from being allowed on the premises of a facility where federally recognized bingo is played or being served in food and beverage service operations located in such facility.
- (f) The racing commissions respectively having jurisdiction of the racetracks, in addition to the powers that each thereof has under existing law, shall have the same powers to regulate and supervise the conduct of federally recognized bingo as each has to regulate and supervise racing activities and pari-mutuel wagering thereon, with such modification of such powers, not inconsistent with the provisions of this amendment, as is necessary or appropriate to adapt them to the purposes of regulating and supervising

bingo; provided, however, the regulatory and supervisory power of each local racing commission over federally recognized bingo at the racetrack shall be subordinate to the regulatory and supervisory power of the State Gaming Commission over the conduct of federally recognized bingo at the racetrack with any enforcement action of the State Gaming Commission to control and prevail.

(g) All monetary obligations in contracts between a federally recognized bingo operator and nonprofit organizations or in contracts between a federally recognized bingo operator and a local governing body entered into prior to the effective date of this amendment shall remain in full force and effect and shall not be terminated as a result of this amendment.

Section 6. State Gross Receipts Tax and Use of the Proceeds Thereof: Local Gross Receipts Tax and Use of the Proceeds Thereof.

(a) (1) A state gross receipts tax on federally recognized bingo games using bingo equipment at each point of destination is hereby levied in an amount equal to 20 percent of the bingo gross revenue derived by the operator therefrom. A local gross receipts tax on federally recognized bingo games using bingo equipment at each point of destination is also hereby levied in an amount equal to five percent of the gross revenue derived by the operator therefrom. The state gross receipts tax and the local gross receipts tax for each calendar month shall be paid to the Alabama Department of

Revenue by the operator of each such licensed or any unauthorized gaming establishment on or before the twentieth day of the next succeeding calendar month.

- (2) A state gross receipts tax of 50 percent on all gross revenue on all unauthorized gaming establishments is also hereby levied in addition to any other civil or criminal liabilities. For purposes of the preceding sentence only, gross revenue shall include the gross revenue of such unauthorized gaming establishment before deduction of any disbursement of winnings to patrons of such unauthorized gaming establishment.
- (b) The Alabama Department of Revenue shall have the same power to make rules respecting the reporting, collection, and enforcement of the state gross receipts tax and the local gross receipts tax as it has with respect to the pari-mutuel pool tax levied by Title 40, Chapter 26A, Code of Alabama 1975, with necessary and appropriate changes to reflect the different nature of the state gross receipts tax and the local gross receipts tax on federally recognized bingo. The levy, collection, and enforcement of the state gross receipts tax and the local gross receipts tax shall be administered by the Alabama Department of Revenue in accordance with the Taxpayers Bill of Rights and Uniform Revenue Procedures Act, as codified in Chapter 2A of Title 40 of the Code of Alabama 1975, or amendatory or successor law.
- (c) For administrative purposes, the Alabama

 Department of Revenue shall establish separate accounts in the

State Treasury for the federally recognized bingo licensee for each point of destination, and the total amount of state gross receipts tax and local gross receipts tax collected from each such point of destination licensee shall be credited as received to the related account. For the fiscal year of the state in which this amendment shall become effective, and for each fiscal year thereafter while the levy and collection of the state gross receipts tax and local gross receipts tax shall remain in effect, there shall be appropriated by the Legislature, as a first charge against the state gross receipts tax and local gross receipts tax, such amount of the actual expenses of the Alabama Department of Revenue as shall be necessary to administer the levy, collection, and enforcement of the state gross receipts tax and local gross receipts tax. Amounts equal in aggregate to the annual appropriation for the administration of the state gross receipts tax shall be charged to and withdrawn from the separate accounts in proportion to the gross collections of state gross receipts tax and local gross receipts tax respectively credited each account; however, no such collection amount shall exceed one percent of all gross receipts tax proceeds.

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(d) All proceeds of the state gross receipts tax not required to satisfy the prior appropriation pursuant to subsection (c) of this section are hereby dedicated and appropriated to the Education Trust Fund for the benefit of public schools in the state and to the state General Fund for

the benefit of the state Medicaid program. The Education Trust Fund shall receive 65 percent of gross receipts tax proceeds and the General Fund shall receive 35 percent of gross receipts tax proceeds for the benefit of the state Medicaid program.

- (e) All proceeds of the local gross receipts tax not required to satisfy the prior appropriation pursuant to subsection (c) of this section are hereby dedicated and apportioned among and paid to the counties in the state where no local bingo constitutional amendments exist on the basis of the ratio of the population of each such county where no local bingo constitutional amendment exists to the total population of all such counties where no local bingo constitutional amendments exist.
- (f) Due to the significant investment and other contractual commitments made by the Houston County licensee to its local governing body in Houston County, notwithstanding any contrary provisions contained herein, the state gross receipts tax on federally recognized bingo games using bingo equipment at the Houston County point of destination shall be 7.5 percent of the bingo gross revenue for the initial five years following the effective date of this amendment, and thereafter the state gross receipts tax on federally recognized bingo using bingo equipment at the Houston County point of destination shall be 20 percent of the bingo gross revenue; provided further, that the Houston County licensee shall pay the local gross receipts tax at five percent of the

1	bingo gross revenue beginning with the effective date of this
2	amendment.
3	Section 7. Limit in the number of bingo points of
4	destination.
5	The seven Congressional Districts in the state shall
6	be allowed one or more points of destination as follows:
7	(1) Congressional District 1, one point of
8	destination which shall be the racetrack in Mobile County;
9	(2) Congressional District 2, three points of
10	destination consisting of the Houston County bingo licensee
11	and the two City of White Hall bingo licensees;
12	(3) Congressional District 3, one point of
13	destination which shall be the racetrack in Macon County;
14	(4) Congressional District 4, one point of
15	destination which shall be selected by the State Gaming
16	Commission;
17	(5) Congressional District 5, one point of
18	destination which shall be selected by the State Gaming
19	Commission;
20	(6) Congressional District 6, two points of
21	destination, one point of destination of which shall be the
22	racetrack in the City of Birmingham in Jefferson County and
23	one point of destination which shall be selected by the State
24	Gaming Commission: and

(7) Congressional District 7, one point of destination which shall be the racetrack in Greene County.

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For all purposes of this amendment, the term

"Houston County Licensee" shall mean the for-profit entity

that currently has a licensing agreement with the Houston

County nonprofit corporation that is licensed by the Houston

County Commission to operate federally recognized bingo.

Section 8. State Gaming Commission, creation, powers.

- (a) There is hereby created a State Gaming

 Commission (the "commission") which shall oversee, regulate,

 provide for consumer protection and safety of gaming patrons,

 enforce gaming laws of the state, and provide for licensing of

 all gaming operations in the state, including licensees

 conducting federally recognized bingo at points of

 destination.
- (b) The commission shall consist of five members of which one member shall be appointed by the Governor with the advice and consent of the Senate, one member shall be appointed by the Attorney General with the advice and consent of the Senate, one member shall be appointed by the Lieutenant Governor with the advice and consent of the Senate, one member shall be appointed by the Speaker of the House of Representatives with the advice and consent of the Senate, and one member shall be appointed by the Chief Justice of the state Supreme Court with the advice and consent of the Senate. These members, where possible, shall represent the gender and racial diversity of the state. Members appointed when the Legislature is not in regular session may serve until or

unless the Senate rejects the appointment at the next regular or special session of the Legislature.

- (1) Members of the commission shall be residents of the State of Alabama, shall be prominent persons in their businesses or professions, and shall not have been convicted of a felony. A member of the commission shall not have been employed by the gaming industry for a period of five years prior to his or her appointment or following his or her service. No person actively engaged or having a direct pecuniary interest in gaming activities shall be a member of the commission. No elected official shall be a member of the commission.
 - shall serve for terms of five years. Any vacancy occurring on the commission shall be filled for the unexpired term by the appointing authority as described in this section. The initial term of office upon ratification of this amendment shall be one year for two members, two years for two members, and three years for one member. The initial term of a member shall be determined by lot. The respective appointing authorities shall meet at the call of the Governor at a meeting to be held within 30 days of ratification of this amendment to draw lots. No member may serve for more than two terms whether consecutive or not.
 - (3) Members of the commission and its employees shall be subject to the Ethics Law, Section 36-25-1, et seq.,

Code of Alabama 1975, and the commission shall be subject to the Administrative Procedure Act.

- (4) Each member of the commission shall serve for the duration of his or her term and until his or her successor shall be duly appointed and qualified; provided, however, that in the event that a successor is not duly appointed and qualified within 120 days after the expiration of the member's term, a vacancy shall be deemed to exist.
- (5) A commission member may be removed from office for misconduct in office, willful neglect of duty, or other conduct evidencing unfitness for his or her office, or for incompetence. A proceeding for removal may be instituted by the Attorney General in the Circuit Court of Montgomery County, Alabama. Notwithstanding any provision of this or any other act, any commissioner or employee of the commission shall automatically forfeit his or her office or position upon conviction of a felony.
- (6) Each member of the commission staff may be paid an annual salary that shall not exceed that established by the State Personnel Board.
- (c) The officers of the commission shall include a chair and a vice chair who shall be members of the commission, and an Executive Director who shall not be a member of the commission.
- (1) The chair shall be elected annually at the organizational meeting of the commission by a majority of the full commission. The chair, as chief executive officer of the

commission, shall schedule and preside at all meetings of the commission; shall appoint the members of the commission to such committees as the commission may, from time to time, establish; shall have the authority to accept for filing all applications; shall have the authority to incur on behalf of the commission such expenses as the commission shall have approved in its operating budget; shall have general supervision, direction, and control of the affairs of the commission; and shall perform such other duties as are incidental to the office and as may be assigned, from time to time, by the commission.

- (2) The vice chair shall be elected annually at the organizational meeting of the commission by a majority of the full commission. The vice chair shall be a member of the commission other than the chair. He or she shall possess such powers and shall perform such duties as may be assigned, from time to time, by the commission. In the absence or inability of the chair to serve or in the event of a vacancy in the office of chair, the vice chair shall be empowered to carry out all of the responsibilities of the chair.
- (3) The Executive Director shall be appointed by the commission and shall serve at the pleasure of the commission. The Executive Director is entitled to an annual salary in the amount specified by the commission, subject to the approval of the State Personnel Board, within the limits of legislative appropriations or authorizations. The Executive Director shall have significant prior experience in the field of gaming, and

shall be a prominent and respected person in his or her profession. The Executive Director shall not have been convicted of a felony. The Executive Director may, in his or her discretion, also appoint a General Counsel and such other qualified staff to serve the Executive Director. The Executive Director may employ the services of such persons as he or she considers necessary for the purposes of consultation or investigation and fix the salaries of or contract for the services of such legal, professional, technical, and operational personnel and consultants, subject to applicable provisions of the State Personnel Board. For the purpose of implementing the provisions of this amendment, additional legal assistance may be retained only with the approval of the Attorney General. Under the supervision of the chair, the Executive Director shall be responsible for the conduct of the administrative affairs of the commission and shall have custody of the commission's seal and its official records. The Executive Director shall keep a record of the proceedings at all meetings of the commission in a minute book and a resolution book or both, to be kept for the purpose, which shall be open at all reasonable times to inspection by any member of the commission. He or she shall cause a verbatim transcript to be made of the public meetings of the commission, according to law. He or she shall affix the seal of the commission to all papers authorized to be executed by the commission requiring such seal to be affixed. He or she shall cause copies to be made of the verbatim transcript of

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the public meetings, and of all minutes, resolutions, and other records and shall cause such copies to be filed with the appropriate authorities according to law. He or she shall give certificates under the seal of the commission to the effect that such copies are true copies and all persons dealing with the commission may rely on such certificates. He or she shall perform such other duties as are incident to his or her office or as may be assigned, from time to time, by the commission or by the chair.

- (d) Regular and special meetings of the commission may be held, at the discretion of the commission, at such times and places as it may deem convenient, but at least one regular meeting shall be held each month on or after the fifteenth day of the month. All meetings shall be subject to the provisions of the Open Meetings Law.
- (e) A majority of the members constitutes a quorum of the commission.

Section 9. Administration of provision for protection of the public; commission and Executive Director duties.

- (a) The provisions of this amendment with respect to state gaming licenses shall be administered by the Executive Director for the protection of the public and in the public interest in accordance with the policy of this state.
- (b) The Executive Director and his or her employees may:

(1) Inspect and examine all premises wherein gaming is conducted or gaming devices or equipment are manufactured, sold, or distributed;

- (2) Inspect all equipment and supplies in, upon, or about such premises, and require security and safety measures to be taken at an operator's expense at any facility for the health and well-being of patrons and employees;
- (3) Summarily seize and remove from such premises and impound any equipment or supplies for the purpose of examination and inspection following a due process hearing; and
- (4) Demand access to and inspect, examine, photocopy, and audit all papers, books, and records of applicants and licensees, on their premises or elsewhere as practicable, in the presence of the licensee or his or her agent, respecting the gross receipts produced by any gaming business, and may require verification of receipts, and respecting all other matters affecting the enforcement of the policy or any of the provisions of this amendment.
- (c) For the purpose of conducting audits after the cessation of gaming by a licensee, the former licensee shall furnish, upon demand of the Executive Director or his or her employee, books, papers, and records as necessary to conduct the audits. The former licensee shall maintain all books, papers, and records necessary for audits for a period of three years after the date of the surrender or revocation of his or her bingo license. If the former licensee seeks judicial

review of a deficiency determination or files a petition for a redetermination, he or she must maintain all books, papers, and records until a final order is entered on the determination.

- (d) The Executive Director and enforcement employees may investigate, for the purpose of prosecution, any suspected criminal violation of the provisions of this amendment. For the purpose of the administration and enforcement of this amendment, the Executive Director and enforcement employees have the powers of a peace officer of this state.
- (e) The commission or Executive Director has full power and authority to issue subpoenas and compel the attendance of witnesses at any place within this state, to administer oaths, and to require testimony under oath. Any process or notice may be served in the manner provided for service of process and notices in civil actions. The commission or the Executive Director may pay such transportation and other expenses of witnesses as the commission or Executive Director deem reasonable and proper. Any person making false oath in any matter before the commission is guilty of perjury. The commission may appoint hearing examiners who may administer oaths and receive evidence and testimony under oath.
- (f) The Executive Director and his or her employees shall investigate the qualifications of each applicant under this amendment before any license is issued or before any registration, finding of suitability, or approval of acts or

transactions for which commission approval is required is granted, and the Executive Director shall continue to observe the conduct of all licensees and other persons having a material involvement directly or indirectly with a licensed bingo operation or registered holding company to ensure that licenses are not issued or held by, nor is there any material involvement directly or indirectly with a licensed bingo operation or registered holding company by, unqualified, disqualified, or unsuitable persons or persons whose operations are conducted in an unsuitable manner or in unsuitable or prohibited places or locations.

- (g) The Executive Director has the authority to recommend to the commission the denial of any application, the limitation, conditioning, or restriction of any license, registration, finding of suitability, or approval or the imposition of a fine upon any person licensed, registered, or found suitable or approved for any cause deemed reasonable by the Executive Director.
- (h) Subject to the due process provisions as hereinafter provided, the commission shall have authority for any violation of this amendment, or any local amendment, or any other laws of the state to deny any application or limit, condition, restrict, revoke, or suspend any license, registration, finding of suitability, or approval, or fine any person licensed, registered, found suitable, or approved, for any cause deemed reasonable by the commission; provided, however, the commission shall have no authority to set the

business hours of operation or limit bingo sessions of a licensed operator or limit the monetary amount of bingo prizes or the number or type of bingo equipment used by the operator so long as such bingo equipment complies with this amendment.

- (i) Any license issued or other commission approval granted pursuant to the provisions of this amendment is a revocable privilege, and no holder acquires any vested right therein or thereunder. Subject to the provisions of subsection (h), the initial decision of the commission to deny, limit, condition, or restrict a license shall be final unless appealed in accordance with the provisions of this amendment.
- (j) The commission shall serve as a hearing panel and settle disputes between operators or between operators and patrons.
- (k) Any person or licensee aggrieved by the refusal of the commission to issue any license, or the suspension or revocation of a license, the imposition of a fine or penalty, the disapproval of a contract, or any other action or failure of action by the commission, may, within 60 days of such action or failure of action, appeal to the circuit court of the county where the bingo facility is located. If such court finds that the action of such commission, or its failure to take action, was arbitrary, unreasonable, or contrary to the provisions of this amendment, the court shall order the issuance or reinstatement of such license, the abatement of such fine or penalty, the approval of such contract, or such other remedial action as the court deems appropriate in the

circumstances. The decision of such court shall be subject to appeal as in other cases at law.

(1) The commission shall coordinate with local communities in developing educational programs and other social programs to enhance social and public awareness of gambling-related issues.

Section 10. Persons excluded from bingo facilities.

- (a) The exclusion or ejection of certain persons from licensed bingo establishments is necessary to effectuate the policies of this amendment and to maintain effectively the strict regulation of licensed bingo.
- (b) The commission may by rule provide for the establishment of a list of persons who are to be excluded or ejected from any licensed bingo establishment. The list may include any person whose presence in the establishment is determined by the commission or the Executive Director to pose a threat to the interests of this state or to licensed bingo, or both. Any licensed bingo establishment may eject persons from such establishment for reasons deemed appropriate except for those found under subsection (d).
- (c) In making that determination, the commission and the Executive Director may consider any:
- (1) Prior conviction of a crime which is a felony in this state or under the laws of the United States, a crime involving moral turpitude, or a violation of the gaming laws of any state;

1 (2) Violation or conspiracy to violate the 2 provisions of this amendment relating to:

- a. The failure to disclose an interest in a bingo establishment for which the person must obtain a license; or
 - b. Willful evasion of fees or taxes.
 - (3) Notorious or unsavory reputation which would adversely affect public confidence and trust that the bingo industry is free from criminal or corruptive elements; or
 - (4) Written order of a governmental agency which authorizes the exclusion or ejection of the person from an establishment at which gaming is conducted.
 - (d) Race, color, creed, sex, national origin, disability, or ancestry shall not be grounds for denying any person the right of entry.
 - Section 11. Penalties; failure by bingo establishments to exclude or eject.
 - (a) The commission may revoke, limit, condition, suspend, or fine an individual licensee or licensed bingo facility in accordance with the laws of this state and the regulations of the commission if that establishment or any individual licensee affiliated therewith knowingly fails to exclude or eject from the premises of the licensed establishment any person placed on the list of persons to be excluded or ejected.
 - (b) Any person who has been placed on the list of persons to be excluded or ejected from any licensed establishment is guilty of a misdemeanor if he or she

- thereafter enters the premises of a licensed establishment
 without first having obtained a determination by the
- 3 commission that he or she should not have been placed on the
- 4 list of persons to be excluded or ejected.

- Section 12. Effective control over internal fiscal affairs.
 - (a) The commission shall prescribe minimum procedures for adoption by each licensee to exercise effective control over the internal fiscal affairs of the licensee, which shall include, but are not limited to provisions for:
 - (1) The safeguarding of assets and revenues, especially the recording of cash and evidences of indebtedness; and
 - (2) The provision of reliable records, accounts and reports of transactions, operations and events, including reports to the commission and the Executive Director to verify bingo gross revenue.
 - (b) The commission shall by rule require periodic reports from each licensee concerning the bingo gross revenue of such licensee.
 - (c) The commission shall by rule require audits of the bingo gross revenue of all federally recognized bingo licensees at points of destination.
 - (1) The audits, compilations, and reviews provided for in subsections (a), (b), and (c) must be made by independent accountants holding permits to practice public accounting in the State of Alabama.

1 (2) For every audit required pursuant to this 2 section:

- a. The independent accountants shall submit an audit report which must express an unqualified or qualified opinion or, if appropriate, disclaim an opinion on the statements taken as a whole in accordance with standards for the accounting profession established by rules and regulations of the Alabama State Board of Public Accountancy, but the preparation of statement without audit does not constitute compliance.
 - b. The examination and audit must disclose whether the accounts, records, and control procedures maintained by the licensee are as required by the regulations promulgated by the commission.
 - (3) If the license of a licensee at a point of destination is terminated within three months after the end of a period covered by an audit, the licensee may submit compiled statements for bingo gross revenue in lieu of an additional audited statement of the bingo gross revenue for the licensee's final period of business.
 - (4) The licensee shall be responsible for the payment of costs or fees generated by any audit required by the commission. Failure to pay such costs and fees for such audit may result in the revocation of his or her license.
- Section 13. Operating license for facility; applicant eligibility.

- 1 (a) No bingo establishment shall operate unless all
 2 necessary licenses and approvals therefor have been obtained
 3 in accordance with this amendment.
 - (b) The proposed operator of a federally recognized bingo facility may not be licensed if the proposed operator or an owner of more than five percent of the proposed operator has ever been convicted of a felony or convicted of any gambling offense or offense involving moral turpitude.

Section 14. Issuance of licenses.

- (a) If satisfied that an applicant is eligible to receive a state bingo license to conduct federally recognized bingo, and upon tender to the Department of Revenue of:
- (1) All license fees and taxes as required by law and regulation of the State Gaming Commission; and
- anticipated in the first month of operation shall be executed by the applicant as principal, and by a corporation qualified under the laws of this state as surety, payable to the State of Alabama and conditioned upon the payment of license fees, taxes, penalties, interest, fines, and the faithful performance of all requirements imposed by law or regulation or the conditions of the license; the commission shall issue licenses for a period of 20 years, which shall be renewed for consecutive five-year periods unless the commission shows cause that a violation of the provisions of this amendment has occurred, and deliver to the applicant a license entitling the

applicant to engage in the federally recognized bingo operation for which he or she is licensed.

- (b) The Executive Director shall prepare and maintain a written record of the specific terms and conditions of any license issued and delivered and of any modification to the license. A duplicate of the record must be delivered to the applicant or licensee.
- 8 Section 15. Payment of fees to make application for 9 or continue license.
 - (a) Subject to the power of the commission to deny, revoke, suspend, condition, or limit licenses, any federally recognized bingo license in force using bingo equipment may be received or continued by the commission upon proper payment of state license fees and any other fees, taxes, and penalties as required by this amendment, including an annual license fee of not less than two hundred thousand dollars (\$200,000).
 - (b) Except for those points of destination initially licensed following the ratification of this amendment, a non-refundable application fee of not less than two hundred fifty thousand dollars (\$250,000) shall be remitted by any new applicant and a renewal fee of two hundred fifty thousand dollars (\$250,000) shall be due from a licensee at any destination point within 30 days following any license renewal. These license and application fees shall be appropriated annually for the operations and maintenance of the commission. At the end of each fiscal year any excess fees shall revert to the General Fund.

(c) All state license fees and fees required by law must be paid to the Department of Revenue on or before the dates respectively provided by law or regulation for each fee.

- (d) Any person failing to pay the state gross receipts tax and local gross receipts tax on bingo gross revenue or the license or application fees due at the times respectively provided shall pay in addition to such license fee or fees, a penalty of not less than 25 percent of the amount due, unless failure to timely pay is due to reasonable cause as determined by the commission. The penalty must be collected as are other charges, license fees, and penalties under this amendment.
- (e) If any licensee fails to pay his or her license fee as provided in this section, the commission may order the immediate closure of all the bingo activity until all necessary fees, interest, and penalties have been paid.
- (f) Counties in which federally recognized bingo activities using bingo equipment are authorized by this amendment are authorized to impose on the operator of a point of destination a bingo equipment license fee which shall not exceed one million five hundred thousand dollars (\$1,500,000) per year; provided, however, the annual bingo equipment license fee for the operator of the point of destination in Greene County shall not exceed seven hundred fifty thousand dollars (\$750,000) per year, and provided, further, that no bingo equipment license fee shall be imposed hereunder for the two operators of points of destination in White Hall and the

operator of the point of destination in Houston County. The 1 2 revenues from the bingo equipment license fee for a given county shall be held in escrow and, pending the disbursement 3 thereof, shall be invested in obligations in which municipalities of the state are authorized to invest their 5 6 surplus funds, until a local act, or general act of local 7 application, pertaining to the county where the point of destination is located shall be enacted by the Legislature to 8 provide for the disbursement of such proceeds. The state gross 9 10 receipts tax and the local gross receipts tax, the state 11 license fees, and the local federally recognized bingo 12 equipment license fees required to be paid pursuant to this amendment shall be in lieu of all other state or local taxes 13 14 or license fees levied with respect to the conduct of 15 federally recognized bingo and the operator; provided, however, that all operators of federally recognized bingo 16 17 games shall continue to be liable for all income taxes, franchise taxes, property taxes, lodging taxes, and sales and 18 19 use taxes on merchandise, food, and beverage generally applicable to all businesses at uniform rates; provided, 20 21 however, any lodging taxes imposed by any county shall not 22 exceed the average lodging tax rate for all counties in the 23 applicable Congressional District and any lodging taxes 24 imposed by any municipality shall not exceed the average 25 lodging tax rate for all municipalities in the applicable Congressional District. 26

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Section 16. Amendment to Be Self-Executing.

This amendment shall be self-executing, but the Legislature shall have the right and power to enact general or local laws supplemental to this amendment to further its purposes or provide for its implementation; provided, however, that such laws shall not be inconsistent with the express provisions of this amendment.

Section 17. Effective Date. This amendment shall take effect as part of the Constitution of Alabama of 1901, upon its adoption by the electors of the state.

Section 2. An election upon the proposed amendment shall be held in accordance with Sections 284 and 285 of the Constitution of Alabama of 1901, now appearing as Sections 284 and 285 of the Official Recompilation of the Constitution of Alabama of 1901, as amended, and the election laws of this state.

Section 3. The appropriate election official shall assign a ballot number for the proposed constitutional amendment on the election ballot and shall set forth the following description of the substance or subject matter of the proposed constitutional amendment:

"Proposing an amendment to the Constitution of Alabama of 1901, (i) to authorize bingo destination points in each of the seven Congressional Districts and provide further for maritime gaming on cruise ships, (ii) to establish the conditions under which bingo as allowed by federal law for Indian tribes may also be played in limited areas in the state, (iii) to levy a state gross receipts tax and local

gross receipts tax on the revenue generated by these bingo 1 2 games, (iv) to create a State Gaming Commission for the regulation of bingo operations throughout the state and to 3 enforce the gaming laws of the state, and (v) to distribute 5 the proceeds of the taxes to the Education Trust Fund, the General Fund for the benefit of the state Medicaid program, 6 7 and to those counties which do not have local bingo constitutional amendments. 8 "Proposed by Act _____." 9 10 This description shall be followed by the following 11 language: 12 "Yes () No ()."