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State of Minnesota Gambling Control Board

Annual Report



Fiscal Year 2021

July 1, 2020 – June 30, 2021



FY21 Gambling Control Board Annual Report

Summary and Highlights

October 18, 2021

The Minnesota Gambling Control Board regulates the lawful gambling industry to ensure the integrity of gambling operations and provide for the lawful use of net profits. Lawful gambling may be conducted only by IRS or Minnesota-registered nonprofit organizations. This report summarizes the lawful gambling activity from paper and electronic pull-tabs, paper and electronic bingo, raffles, paddlewheels, and tipboards for fiscal year 2021 (FY21) beginning July 1, 2020, through June 30, 2021.

Highlights:

- On June 30, 2021, there were 1,146 licensed organizations conducting lawful gambling at 2,891 locations throughout Minnesota. The number of organizations and locations has remained relatively constant over the past four years.
- Despite the COVID-related shut down from mid-November to mid-January, FY21 gross receipts (total sales) totaled \$3.1 billion, a 48% increase from FY20 and a 32% increase from FY19.
- Pull-tab gross receipts (paper and electronic) increased 50.6% in FY21 while gross receipts for all other forms of lawful gambling fell 1.2%.
- Electronic pull-tab sales made up 41.6% of total gross receipts in FY21, up from 33.5% in FY20.
- The number of new games approved for sale in Minnesota fell from 5,593 in FY20 to 4,402 in FY21.
- The percentage of net receipts spent on allowable expenses (costs directly related to the conduct of lawful gambling) fell to 47% the lowest level since the late 1990s.

Thanks in part to charities' tenacity and determination to adapt their operations to difficult circumstances, fiscal year 2021 was a good year for Minnesota's 1,146 licensed lawful gambling charities and the 2,891 sales locations that support the charities' missions. The Minnesota Gambling Control Board and staff continue to diligently provide the necessary oversight and regulation of this multi-billion-dollar industry.

Respectfully submitted,

Deno Fragnito

Geno Fragnito Board Chair

Laural While

Laura Wade Interim Executive Director

For information on:	See page	For information on:	See page
Agency budget and licensing data	1	Lawful purpose expenditures	7
FY21 at a glance	2	State taxes on gambling receipts	8
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Agency Statement of Receipts and Expenditures (rounded to nearest \$1,000)

License/permit/testing fees ¹	
Regulatory fee	
	Total Gambling Control Board fees collected ² \$4,715,000
2	

Civil penalties, fines (consent orders, citations) deposited into the state's general fund....... \$27,000

¹ Includes manufacturer, distributor, distributor salesperson, linked bingo game provider, organization, and gambling manager licenses, and premises permit, exempt permit, and game approval/testing fees.

² Fees collected are assigned to a designated account controlled by legislative appropriation.

Board-Issued Licenses and Permits as of June 30, 2021

9	Manufacturers	Produce and sell gambling equipment (pull-tab games, bingo paper, bingo ball selection devices, etc.) to licensed distributors.		
4,402	Games	Manufacturer-produced games tested/approved for sale to licensed distributors		
2	Linked bingo game providers	Provide electronic linked bingo games to licensed lawful gambling organizations.		
9	Distributors	Businesses that sell gambling equipment to licensed, e lawful gambling organizations.	xempt, and	l excluded
66	Distributor salespersons	Distributor employees licensed to sell gambling equipr organizations.	nent to nor	nprofit
1,146	Licensed organizations	Nonprofit organizations licensed to conduct gambling	at permitte	d premises.
	organizations	Type of Nonprofit Organization	<u>Count</u>	<u>Percent</u>
		Veterans—American Legions, VFWs, and Auxiliaries	305	27%
		Fraternal—Eagles, Moose, Elks, Lions	233	20%
		Youth sports and activities	200	18%
		Firefighter relief associations	174	15%
		Civic, religious, outdoor, and other misc. organizations	234	20%
		Total licensed organization	ons 1146	100%
1,146	Gambling managers	Members of licensed nonprofit organizations responsil organizations' lawful gambling operations.	ole for supe	ervising
2,891	Premises permits	Permits a licensed organization to conduct lawful gaml	oling at a lo	cation.
1,791	Exempt permits	1,340 nonprofit organizations were issued permits to conduct limited gambling on up to five days per calendar year. 1,791 activities were conducted in FY21 (July 1, 2020 – June 30, 2021) with tax-exempt total sales of \$31,359,378. These receipts are not included in the total sales amounts for licensed organizations. See page 11 for additional information.		
215	Excluded permits	123 nonprofit organizations were issued permits to con activities. "Excluded" bingo may be conducted for four be conducted up to 12 consecutive days in conjunction celebration, or the State Fair. Sales amounts from excl not included in the licensed organization totals.	or fewer a with a cou	nnual events or inty fair, civic

Licensed Organizations

Calculation of Net Receipts

Gross receipts (see page 3) Prizes paid (see page 4) Net receipts (see page 4) Total Expenditures

· · ·	
Allowable expenses ¹ (see page 6)	\$211,723,000
Lawful purposes ² (see page 7)	+ \$210,558,000
Total expenditures ³	\$422,281,000

¹ Allowable expenses are the costs related to the conduct of gambling such as inventory, wages, and rent.

\$454,995,000

\$3,076,447,000 - \$2,621,452,000

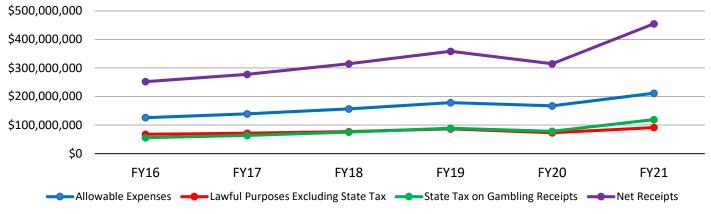
² Lawful purposes include charitable contributions, nonprofit program expenditures, taxes, and fees.

³Net receipts exceeded total expenditures by \$32.7 million. These funds are available for organizations to spend in FY22.

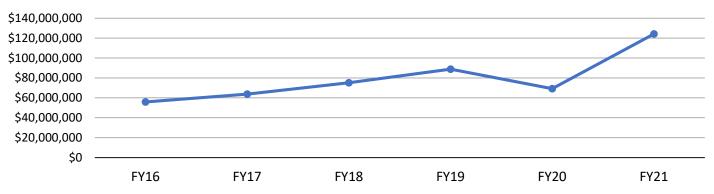
Lawful Purpose Expenditures				
Charitable contributions, nonprofit program expenditures, and regulatory fees (see page 7)	\$91,462,000			
State tax (see page 8)	+ \$119,096,000			
Total lawful purpose expenditures	\$210,558,000			

Net Profit After State Tax				
Net receipts	\$454,995,000			
Allowable expenses	- \$211,723,000			
State tax	- \$119,096,000			
Net profit after state tax (see page 9)	\$124,176,000			

Net Receipts, Allowable Expenses, State Tax, and Lawful Purposes Excluding State Tax



Net Profit After State Tax



FY21 Gross Receipts (\$3.1 billion)

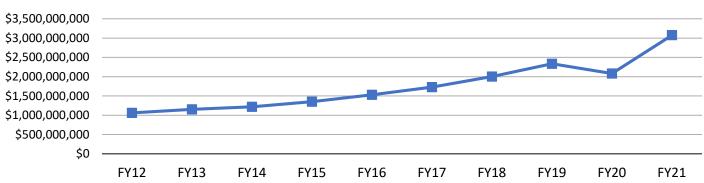
Licensed Organizations

2021 Fiscal Year Sales Activity Summary (in \$1,000s)						
	Gross R	eceipts ¹	Prizes Paid		Net Receipts ²	
Activity	FY21	FY20	FY21	FY20	FY21	FY20
Pull-tabs - Paper	\$1,682,732	\$1,270,804	\$1,437,154	\$1,085,433	\$245,578	\$185,371
Pull-tabs - Electronic	\$1,280,540	\$696,896	\$1,100,679	\$598,113	\$179,861	\$98,783
Bingo - Paper	\$46,801	\$58,117	\$35,360	\$44,096	\$11,441	\$14,021
Bingo - Electronic	\$33,402	\$18,234	\$27,188	\$15,257	\$6,214	\$2,977
Tipboards - Sports	\$1,205	\$3,262	\$934	\$2,540	\$271	\$722
Tipboards - Non-sports	\$10,011	\$8,634	\$7,486	\$6,317	\$2,525	\$2,317
Paddlewheel - w/table	\$2,158	\$3,636	\$1,885	\$3,192	\$273	\$444
Paddlewheel - w/o table	\$9,805	\$11,230	\$6,349	\$7,212	\$3,456	\$4,018
Raffles	\$9,653	\$11,241	\$4,417	\$5,173	\$5,236	\$6,068
Interest	\$140	\$168	\$0	\$0	\$140	\$168
Totals	\$3,076,447	\$2,082,222	\$2,621,452	\$1,767,333	\$454,995	\$314,889

\$400,000,000 \$300,000,000 \$200,000,000 \$100,000,000 \$0 JUL AUG SEP OCT NOV DEC JAN FEB MAR APR MAY JUN -FY20 Gross Receipts - - FY21 Gross Receipts

FY20 and FY21 Gross Receipts by Month*

* The dips in gross receipts in FY20 and FY21 coincide with gambling shutdowns resulting from the COVID19 pandemic.

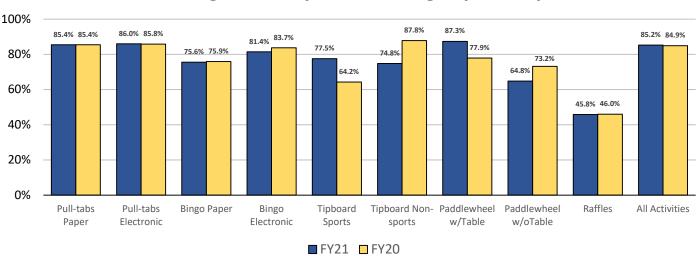


Annual Gross Receipts - 10 Years

Prizes Paid (\$2.6 billion) and Net Receipts (\$455 million)

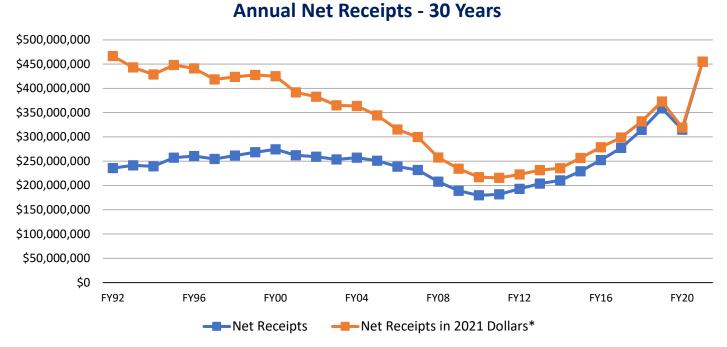
Licensed Organizations

Calculation of Net Receipts		Annual gross receipts increased 190% from FY12 to FY2		
Gross receipts	\$3,076,447,000	while annual net receipts increased just 136%. This was due		
Prizes paid	- \$2,621,452,000	to the average prize payout percentage increasing from		
Net receipts	\$454,995,000	81.8% to 85.2% over the same ten-year period.		

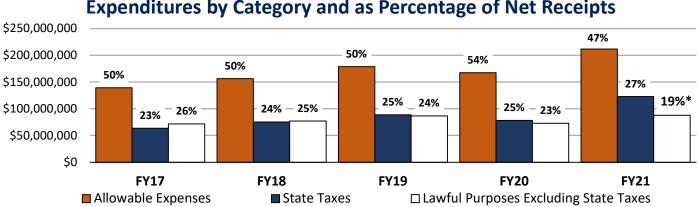


Average Prize Payout Percentage by Activity



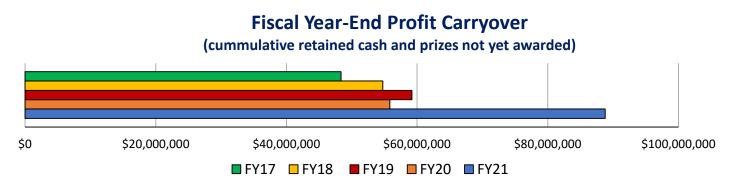


* The U.S. Bureau of Labor Statistics CPI Inflation Calculator was used to determine the value of previous years' net receipts in 2021 dollars. Total net receipts for FY92, when adjusted for inflation, were roughly equivalent to total FY21 net receipts.

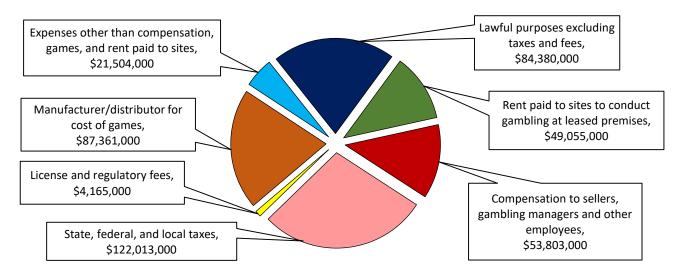


Expenditures by Category and as Percentage of Net Receipts

* Typically, not all net receipts earned during a fiscal year are spent during that same fiscal year. However, the amount carried forward from FY21 to FY22 (\$33 million) was significantly higher than the average amount carried forward each year from FY17 through FY20. Had the unspent FY21 profits been spent during FY21 on charitable contributions and other lawful purposes, the "Lawful Purposes Excluding State Taxes" amount for FY21 would have been 26% of net receipts.



Where Lawful Gambling Dollars Were Spent (\$422 million)*



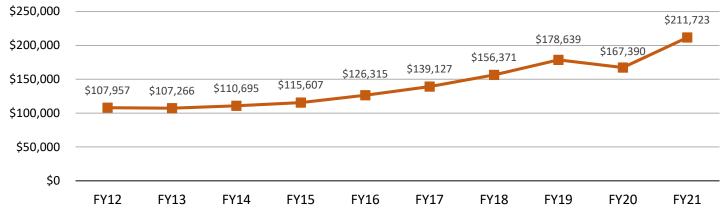
* Excluding prizes, organizations spent \$422,281,000 in FY21. Approximately \$33 million of FY21 lawful gambling profits remained unspent at the end of the fiscal year.

Allowable Expenses (\$212 million)

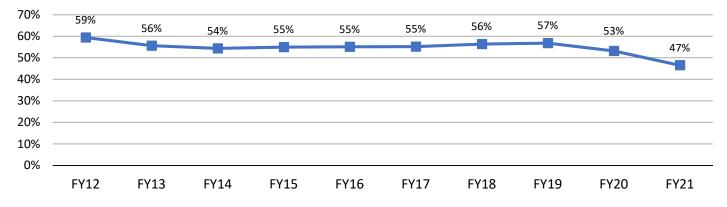
Licensed Organizations

Allowable expenses are operating costs related to the conduct	Allowable Expenses	\$211,723,000
of gambling. Examples include product costs, rent paid to sites,	Lawful Purposes	+ \$210,558,000
wages, accounting fees, and supplies.	Total Expenditures	\$422,281,000

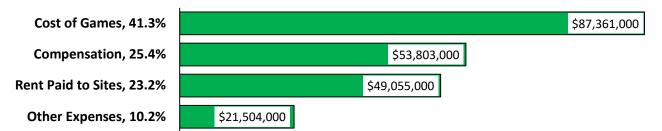
Total Allowable Expenses - 10 Years (in thousands)



Allowable Expenses as a Percentage of Net Receipts - 10 Years



FY21 Allowable Expenses by Category



* See page 9 for rent totals from FY13 – FY21.

** Other expenses include accounting fees, office equipment and supplies, travel expenses, gambling manager's bond, and cash shortages.

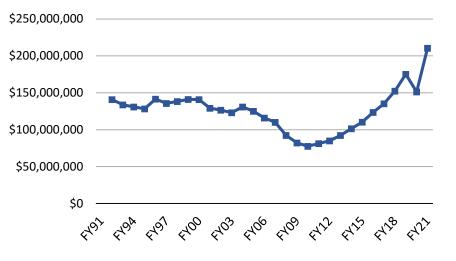
Lawful Purpose Expenditures (\$211 million)

Licensed Organizations

Lawful gambling net profits (net receipts less allowable exp	Net receipts	\$454,995,000	
spent for the lawful purposes described below. The total e category is based on amounts reported to the Board by lice organizations each month.	Allowable Expenses	\$211,723,000	
Each organization's fiscal-year lawful purpose expenditure exceed 30% of that year's net receipts (20% for organization)	•	Retained Earnings	\$32,714,000
gambling exclusively at locations where the primary busine of bingo).		Lawful Purpose Expenditures	\$210,558,000
State gambling taxes\$119,096,000 Contributions to/expenditures by 501(c)(3) or 501(c)(4) festival organizations\$36,330,000	of non-licensed v	ilitary service and suppo eterans' clubs es	\$1,638,000
Programs/projects by the United States, the State of Minnesota, or local units of govern- ment (excluding taxes)\$15,390,000	Wildlife management projects, grooming and maintaining snowmobile and all-terrain vehicle trails approved by DNR, and monitoring		
Youth activities\$10,456,000			\$863,000
Specific utility costs by licensed veterans and fraternal organizations\$3,713,000	Contributions to organization or p	another licensed arent organization (with	۱ ٤/٦٥ ٥٥٢
Public or private nonprofit educational institutions and scholarships\$5,414,000 Lawful gambling license & regulatory fees\$4,165,000	Congregate dinin food shelves for	g, nutritional programs, the disabled or persons	or
Local and federal gambling taxes\$3,146,000 Relieving effects of poverty, homelessness, or disabilities\$2,950,000	Membership events by licensed veterans organizations\$2		
Acquisition or improvement of qualifying capital assets or real property of organization-	Community arts sponsorships	organizations or program	n \$77,000
owned buildings\$2,995,000	Recognition of h	umanitarian service	\$43,000
Real estate taxes\$2,568,000	Compulsive gam	bling programs	\$1,000

Lawful Purpose Program **Expenditures, Taxes, and** Fees (in \$1,000s) State taxes on \$119,096 gambling receipts Charitable contributions and \$84,151 other program expenditures Board license and \$4,165 regulatory fees Federal, local, and unrelated business \$3,146 income taxes Total lawful purpose \$210,558 expenditures

Lawful Purpose Expenditures - 30 Years



State Taxes on Gambling Receipts (\$119 million)

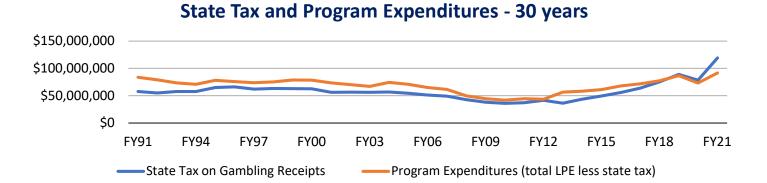
Licensed Organizations

State taxes on lawful gambling include the "net receipts tax" and the "combined net receipts tax". Under state statute, these taxes are categorized as "lawful purpose expenditures".

<u>Net receipts tax</u> is an 8.5% tax on the net receipts from paper bingo, raffles, and paddlewheels.

<u>Combined net receipts tax</u> is a progressive tax on the net receipts from electronic and paper pull-tabs, tipboards, electronic linked bingo, and interest. Each fiscal year, an organization's first \$87,500 of net receipts from these activities is taxed at 9%, the next \$35,000 is taxed at 18%, the next \$35,000 is taxed at 27%, and net receipts over \$157,000 are taxed at 36%.

FY20 and FY21 Totals by Tax Type			State Tax as % of Gross and Net Receipts			
	FY21	FY20	FY	Tax Paid	% Gross Receipts	% Net Receipts
Net receipts tax	\$1,601,000	\$2,087,000	FY21	\$119,096,000	3.9%	26.2%
Net receipts tax	\$1,001,000	\$2,087,000	2020	\$78,303,000	3.8%	24.9%
Combined net receipts tax	\$117,495,000	\$76,216,000	2019	\$88,777,000	3.8%	24.8%
combined net receipts tax	\$117,495,000	\$70,210,000	2018	\$75,178,000	3.7%	23.8%
Total state gambling tax	\$119,096,000	\$78,303,000	2017	\$63,632,000	3.7%	22.9%
Total state gamping tax	\$119,090,000	\$78,505,000	2016	\$55,830,000	3.6%	22.1%

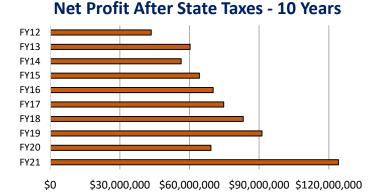


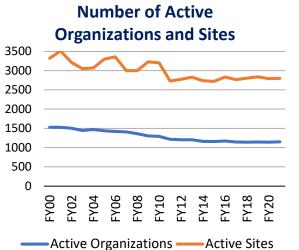
Distribution of FY21 State Tax Paid by Each Licensed Organization



Licensed Organizations

FY21 Net Profit After State Taxes			
Net receipts	\$454,995,000		
Allowable expenses	- \$211,723,000		
State tax	- \$119,096,000		
Net profit after state tax*	\$124,176,000		
* In previous annual reports, this figure is referred to as "available for lawful purposes".			





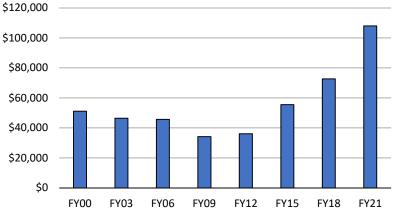
An organization that conducts lawful gambling at a site it owns may use lawful gambling proceeds to pay the property taxes for that site.

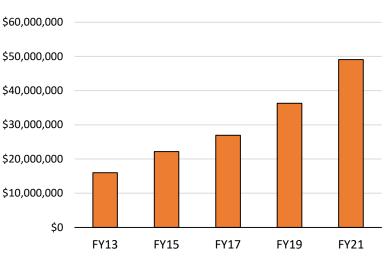
For sites that are not owned, an organization may lease space for the conduct of gambling. Nearly all rent is paid at the following rates:

- 10% of net receipts with a monthly cap of \$1,750 if the organization's employees conduct the gambling;
- 20% of net receipts less cash shortages for paper pull-tabs if the site owner's employees conduct the gambling; and
- 15% for for electronic pull-tabs and electronic linked bingo if the site owner's employees conduct the gambling.

Rent paid to site owners has increased over 200% since electronic pull-tabs were legalized.

Organization Average Net Profit after State Taxes





Rent Paid to Sites

Minnesota Gambling Control Board Annual Report - FY21

Organization (# of active sites as of June 30, 2021)	Total Sales	<u>Prizes</u>	<u>Net Receipts</u>
Merrick Inc (26)	\$40,925,132	\$34,557,833	\$6,367,298
White Bear Lake Area Hockey Assoc (7)	\$37,366,277	\$31,971,512	\$5,394,765
St. Cloud Youth Hockey Association (6)	\$29,109,810	\$25,260,242	\$3,849,568
Northwest Area Jaycees (17)	\$27,241,230	\$23,674,319	\$3,566,912
Centennial Youth Hockey Assoc (8)	\$26,758,480	\$23,592,564	\$3,165,916
Confidence Learning Center (37)	\$24,051,459	\$20,231,380	\$3,820,079
Amvets Post 1 Mendota (14)	\$23,345,926	\$20,338,182	\$3,007,744
Eagan Hockey Assoc (5)	\$22,724,504	\$19,994,405	\$2,730,098
Irving Community Association (32)	\$22,116,746	\$19,039,547	\$3,077,198
Community Charities of Minnesota (32)	\$20,685,748	\$17,564,398	\$3,121,350

Top Ten Organizations by Gross Receipts (Total Sales)

Top Ten Organizations by Net Profit¹ Less Taxes and Fees²

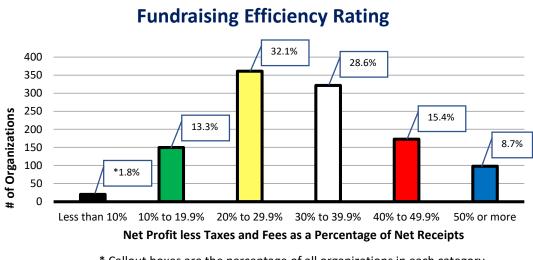
<u>Organization</u>	<u>Amount</u>	Organization ³	<u>% of Net</u> <u>Receipts</u>
White Bear Lake Area Hockey Assoc	\$1,396,153	Knights of Columbus Council 1575 Fairmont	88.8%
Merrick Inc	\$972,232	A.B.A.T.E. of Minnesota	84.0%
Blaine Youth Hockey Assoc	\$935,189	Eagles Aerie 3394 Fairmont	80.6%
Confidence Learning Center	\$801,387	New Prague Hockey Association	76.7%
Andover Huskies Youth Hockey Assoc	\$770,076	Lucan Lions Club	76.1%
Centennial Youth Hockey Assoc	\$718,706	American Legion Post 642 Bowlus	74.8%
Cottage Grove Athletic Assoc	\$694,008	American Legion Post 118 Wayzata	72.1%
Rogers Youth Hockey Association	\$674,110	American Legion Post 317 Emmons	70.1%
Blaine Festival	\$673,951	American Legion Post 391 Storden	69.8%
Burnsville Lions Club	\$662,256	American Legion Post 309 Belview	69.1%
¹ Tc	tal sales less nrizes r	naid less allowable expenses	

¹ Total sales less prizes paid less allowable expenses.

² State, local, and federal taxes on gambling receipts plus state licensing and regulatory fees.

³ Organizations reporting FY21 gross receipts of \$50,000 or more.

The Fundraising Efficiency Rating measures the percentage of each organization's net receipts that are available for lawful purpose program expenditures after all allowable expenses, taxes on gambling receipts, regulatory fees, and licensing fees have been deducted.



Full Licensure not Required

Minnesota Statutes, Section 349.166, allows organizations to conduct some limited lawful gambling activities without obtaining an annual license from the Board or complying with certain regulations (such as having a licensed gambling manager or having two signatures on all gambling account checks). These non-licensed activities are classified as either "exemptions" or "exclusions".

State Tax on Net Receipts Waived

Exempt and excluded gambling activity is not subject to either the net receipts tax or the combined net receipts tax.

		-	
The Board may issue a nonprofit organization an "exempt permit" if it only conducts lawful gambling on five or fewer days in a calendar year (January 1- December 31) and does not award more than \$50,000 in prizes for lawful gambling during that calendar year.	Activity	Gross Receipts	Profit
	Raffles	\$30,007,694	\$19,139,271
	Bingo	\$999,175	\$585,821
	Pull-Tabs	\$68,217	\$15,181
	Paddlewheel	\$71,676	\$42,017
	Tipboards	\$12,616	\$5,425
	Tax-Exempt Totals	\$31,359,378	\$19,787,715

Exempt Lawful Gambling

Excluded Lawful Gambling*

Excluded Raffles

A nonprofit organization may conduct a raffle without a license or permit if, for the calendar year, the total value of all prizes donated and purchased is less than \$1,500, OR if the organization is a 501(c)(3) and the total value of all prizes donated and purchased for one event does not exceed \$5,000.

Excluded Bingo

A nonprofit organization may obtain a permit to conduct excluded bingo if bingo is conducted at 4 or fewer events during the year or if bingo will be conducted 12 or fewer consecutive days in conjunction with a county fair, civic celebration, or the Minnesota State Fair. No fee is required to apply for this permit.

Senior Citizen Bingo

Bingo may be conducted in a nursing home or a senior citizen housing project or by a senior citizen organization if the prizes for a single game do not exceed \$10 and total prizes for the day do not exceed \$200. Only residents and their guests are allowed to play.

* No financial reports are required for excluded lawful gambling.

Board Mission and Functions

The Gambling Control Board regulates the lawful (charitable) gambling industry to ensure the integrity of operations and provide for the lawful use of net profits. The Board performs many tasks to accomplish this mission including an in-depth licensing process, monitoring of licensees' gambling activities and expenditures, and providing education and technical assistance to our clientele regarding a wide range of licensing and compliance questions. Staff conducts compliance audits of organizations' operations, performs inspections of lawful gambling sites, investigates alleged misconduct, theft, and fraud, monitors daily electronic game activity, and tests each electronic and paper game made available for play in Minnesota.

Audits, Inspections, and Investigations

Regulation and guidance are provided to licensed organizations through compliance audits, inspections, and investigations. Organizations are notified of areas that are working well and areas that may require correction. Site inspections are routinely performed to determine if gambling is conducted in compliance with gambling statutes and rules. Board staff also conducts investigations into allegations of misconduct, theft, and fraud.

Education

Education is provided to organizations through the following opportunities:

- **Continuing Education.** Gambling managers are required to complete one continuing education class each calendar year. Continuing education courses were offered online in FY21. Classes are free and available to the public.
- **Gambling Manager Seminars**. A required multi-day online Gambling Manager Seminar is offered monthly for all prospective gambling managers and CEOs of newly licensed organizations. At the end of each seminar, gambling managers are required to pass a test to be eligible for licensure.
- **Mentoring**. The Board's mentoring program provides one-on-one training to organizations on how to properly manage their gambling operation and comply with all reporting requirements.

Monthly Financial Reports

Licensed organizations are required to file a financial report with the Board each month. The report includes information on the organization's receipts and expenses for each site where gambling was conducted, a listing of its lawful purpose expenditures, and a reconciliation of its profit carryover with its bank balance. These reports are used to monitor gambling activity, identify potential problems, and ensure transparency of operations for organization members and the public.

<u>Website</u>

The Board makes several publications available to the public on its website (www.mn.gov/gcb).

- **Gaming News**. The Board's quarterly newsletter provides information on compliance, licensing, and education issues. Gaming News also includes information on legislative and rule changes, continuing education classes, forms, and Board activities. In addition to being available on the website, gambling managers and CEOs are emailed a link to each new edition of *Gaming News* upon publication.
- Lawful Gambling Manual. The Lawful Gambling Manual is a reference guide for CEOs, gambling managers, and organizations. The manual is divided into indexed chapters that are easily referenced for:
 - licensing requirements;
 - o conducting paper and electronic pull-tabs, paper and electronic bingo, raffles, paddlewheels, and tipboards;
 - o establishing and maintaining adequate internal controls over the gambling operation;
 - how net receipts may be spent; and
 - record-keeping and reporting procedures and requirements.
- **Other Information.** Agency annual reports, lists of licensees, staff contact information, links to statutes and rules, forms, crime alerts, bulletins, and many more publications are available on the Board's website.

Board Members

The Gambling Control Board is comprised of seven members. Five are appointed by the Governor. The Attorney General and Commissioner of Public Safety each appoint one of the remaining two members.

Member	Appointed By:	Term
Geno Fragnito, Chair, Woodbury	Governor	9/18 to 6/22
James Nardone, Vice Chair, Grand Rapids	Governor	6/21 to 6/24
Norman Pint, Secretary, New Prague	Public Safety	7/19 to 6/23
Beth Pinkney, Woodbury	Governor	9/18 to 6/22
William English, Plymouth	Attorney General	9/19 to 6/23
Karen Diver, Cloquet	Governor	4/21 to 6/24
Janet Lorenzo, Inver Grove Heights	Governor	7/21 to 6/24

Minnesota Gambling Control Board www.mn.gov/gcb 651-539-1900



Roseville Central Office:

Minnesota Gambling Control Board 1711 County Road B West, Suite 300 South Roseville, MN 55113

Fergus Falls Regional Office:

Minnesota Gambling Control Board 1415 College Way Fergus Falls, MN 56537

Hibbing Regional Office:

Minnesota Gambling Control Board 522 East Howard Street, Suite 208 Hibbing, MN 55746

Mankato Regional Office (temporary address):

Minnesota Gambling Control Board 1819 Adams Street, #402 Mankato, MN 56001