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中國公益彩票事業研究所



澳門理工學院

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國際學術研討會**

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主題嘉賓

Keynote Speakers

Lessons from the West: What the Experience of Legalization of Gaming in America and Europe can Teach Asian Countries

William R. Eadington

Abstract: Since the 1960s, various countries and states in North America and Europe have authorized lotteries and casino-style gambling, primarily to fulfill a variety of economic objectives, ranging from tourism development to job creation to tax revenue generation. But a willingness by governments to allow gaming to be guided primarily by market forces has been rare. Usually, a wide variety of regulatory, ownership, and market structure constraints have been imposed, often influenced by concerns over the potential for unintended negative consequences associated with the widespread availability of legal gaming.

Various Asian countries, including China, Japan, Thailand, Korea, India, the Philippines, Singapore, and Taiwan, are considering—or have recently debated—either legalization of a variety of forms of gambling, such as casinos, or liberalizing their current gaming laws. The concerns among such countries at the policy level are similar to those experienced in the West: effects of expanded gambling on criminal activities, political corruption, social impacts associated with problem gambling, and displacement of other sectors of the economy.

This paper looks at the broad lessons learned in the West from the spread of legal gambling over the past four decades, and their relevance for policy considerations in various Asian countries. Economic and social impacts are examined in light of cultural and political differences, as well as historic attitudes toward gambling, between East and West.

INTRODUCTION

In light of the recent flurry of interest in developing lotteries, casinos and other forms of commercial gaming in a number of Asian countries, it is appropriate to look at the past thirty years of gaming expansion in many Western countries to extract whatever lessons that might be applicable. The purpose of this analysis is to draw a number of important observations from the experience of countries, states and provinces that have gone forward with the legalization and regulation

of gaming industries, to see what lessons they hold for emerging jurisdictions, especially those in Asia.

The following listing of recommendations provides a framework of the major areas that Asian governments should evaluate when strategically planning new or expanded gaming industries. Even though there may be substantial differences in approach from country to country due to the wide variations in cultural values, government structures, social concerns, and economic conditions, these recommendations lend themselves to considerable generalization.

1. BE CLEAR ON THE OBJECTIVES OF LEGALIZATION OR LIBERALIZATION OF GAMING LAWS

Legalization of commercial gaming, whether in the form of casinos, lotteries, or other types of popular gambling activity, is seldom advanced solely or even primarily for the benefit of those consumers who want to participate in the activity, but rather for a wide variety of alternative objectives. Some of these alternatives might include using gambling:

- to create an important source of revenues for national or state government;
- as an important catalyst for economic or tourism development or redevelopment;
- as a source of funding for major infrastructure or tourism projects that will have broad economic benefits for a region;
- to generate substantial foreign exchange from either foreign visitors or through the process of import substitution;
- to attract significant amounts of Capital Investment or Foreign Direct Investment;
- to displace significant and threatening illegal gambling markets that presently exist within the country in question, or in neighboring countries;
- to create a labor intensive industry that can absorb considerable amounts of unemployment in those regions where gambling activity will be concentrated.

A problem that many jurisdictions have experienced is moving forward with gaming legislation on a mistaken belief that the economic forces unleashed by permitted gambling are strong enough to resolve multiple objectives without having to be concerned about

trade-offs among those objectives. A related difficulty arises when the original purposes of the gaming legislation becomes less important than other goals and objectives over time, and subsequently legislation or tax rates are altered to fulfill those other objectives. Such actions can, at minimum, reduce the level of confidence in a government's willingness and ability to sustain a stable and relatively certain economic environment for potential investors. If governments change the rules of engagement with respect to private sector companies involved in the gaming industry too often or at a significant level, they can undermine the willingness of major private sector entities and publicly traded corporations to make substantial commitments to invest in their jurisdictions.

Once decision-makers have chosen and prioritized their objectives, it is critically important that they carefully assess how realistic their objectives are, and how they might be achieved in light of the variety of approaches that might be undertaken to achieve those objectives. For example, if a government wishes to achieve substantial foreign exchange as a result of casino development, then there has to be a realistic possibility of either attracting a significant portion of the casino's visitation from international passport holders, or alternatively, many domestic citizens who presently choose to gamble abroad would have to be enticed to utilize these gaming facilities instead.

It should also be remembered that most jurisdictions that offer casino-style gambling cater predominantly to a local or regional clientele. There are very few venues throughout the world that have become successful as tourist-driven casino resorts (though some of these venues, such as Las Vegas, Atlantic City, the Australian Gold Coast, and Sun City in South Africa, are among the most famous casino locales in the world.) Thus, many jurisdictions that are considering legalization of casinos for the primary purpose of establishing an export-oriented tourist gaming market may not be able to achieve that particular objective.

2. MAKE AN EFFORT TO FULLY UNDERSTAND THE ATTITUDES OF THE GENERAL PUBLIC AND OF KEY POLICY MAKERS ON THE ACCEPTANCE OF THE PROPOSED GAMING AS AN ONGOING PRESENCE IN SOCIETY

It has not been overly surprising that many jurisdictions have