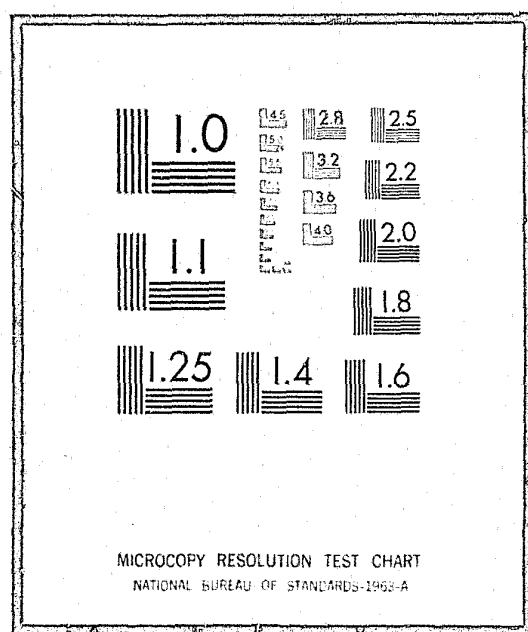


NCJRS

This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.



Microfilming procedures used to create this fiche comply with the standards set forth in 41CFR 101-11.504

Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U.S. Department of Justice.

U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

10/21/77

Date filmed

RACE

ME

SER

TABLE OF CONTENTS

SENATE RESOLUTION 447.....	iii
LETTER TO HONORABLE MEMBERS OF THE GENERAL ASSEMBLY...	v
INTRODUCTION.....	1
I COMPLAINTS.....	7
II INSPECTIONS.....	13
III INTERVIEWS WITH GOVERNMENT AND RACING INDUSTRY OFFICIALS.....	27
IV FISCAL IMPACT.....	37
V CONCLUSIONS AND RECOMMENDATIONS.....	41
Appendix RACE TRACK MESSENGER SERVICES IN ILLINOIS..	47

NCJRS

MAR 25 1977

ACQUISITIONS

THIS REPORT IS RESPECTFULLY
SUBMITTED PURSUANT TO SENATE
RESOLUTION 447 ADOPTED BY THE
ILLINOIS SENATE ON DECEMBER 2,
1976.

SENATE RESOLUTION 447

This resolution was sponsored by the following
Senators:

Howard R. Mohr
John W. Carroll
John A. Graham
William C. Harris

John J. Nimrod
James "Pate" Philip
Philip J. Rock

The resolution was adopted by the Illinois Senate
on December 2, 1976, and is quoted below:

"WHEREAS, There has recently been established in
the State of Illinois messenger services which re-
lay bets to race tracks; and

"WHEREAS, These services have reduced or may have
a tendency to reduce attendance at the licensed
race tracks in Illinois; and

"WHEREAS, Reduced attendance at the licensed race
tracks and racing meets reduces revenues to con-
cessionaires and race meet operators licensed by
the State of Illinois and as a result reduces
revenues to the State of Illinois and municipali-
ties in the vicinity of such race tracks; and

"WHEREAS, There has occurred a drop in revenues
to the State of Illinois; therefore, be it

"RESOLVED, BY THE SENATE OF THE SEVENTY-NINTH
GENERAL ASSEMBLY OF THE STATE OF ILLINOIS, that
the Illinois Legislative Investigating Commission
is directed to investigate such messenger services
and any other activity, and their legality together
with any fiscal impact on the revenues of State
and Local Governments of such messenger services
or other activities; and be it further

"RESOLVED, That the Illinois Legislative Investi-
gating Commission report the results of its investi-
gations together with any recommendation or proposed
legislation to the Illinois General Assembly no
later than February 15, 1977; and be it further

"RESOLVED, That a copy of this preamble and resolu-
tion be transmitted forthwith to the Illinois Legis-
lative Investigating Commission to the end that this
investigation may begin forthwith."

CO-CHAIRMEN:
SEN. PHILIP J. ROCK
REP. JOSEPH G. SEVCIK

SENATE MEMBERS:

Samuel C. Maragos
JAMES "PATE" PHILIP
JOHN B. ROE
FRANK D. SAVICKAS



STATE OF ILLINOIS
LEGISLATIVE INVESTIGATING COMMISSION
300 WEST WASHINGTON STREET - SUITE 414
CHICAGO, ILLINOIS 60606
TELEPHONE: (312) 793-2606

HOUSE MEMBERS:
Jane M. Barnes
Peter P. Peters
W. TIMOTHY SIMMS
JAMES C. TAYLOR

Acting
EXECUTIVE DIRECTOR:
Ronald Ewert

TO: HONORABLE MEMBERS OF THE GENERAL ASSEMBLY

This is a report of our findings pursuant to Senate Resolution 447, passed by the Illinois Senate on December 2, 1976.

SR 447 was adopted in response to the proliferation of race track messenger services during the past year and one-half. These are businesses which, for a 10 percent service charge, deliver wagers to the various race tracks.

SR 447 directed this Commission to investigate these messenger services in order to determine their legality and their fiscal impact on the revenues of State and local governments.

Our eight-week investigation involved an inspection of a selected number of Chicago-area messenger services: we interviewed owners and employees about their operational procedures; we requested information regarding dollar and customer volume; we conducted personnel background checks.

At the Cook County State's Attorney's office we reviewed a number of consumer complaints filed against various messenger services. Our investigators then interviewed several people who were unable to collect their winnings.

We also contacted officials in State and local government and representatives of the racing industry. We sought their insights and observations concerning messenger services, and their opinions regarding whether they believed the services should be regulated or abolished.

We also met with confidential sources, who provided firsthand accounts of messenger service practices and abuses.

Finally, we conducted a statistical analysis of the impact of the messenger services upon the revenue of State and local governments.

These various investigative approaches lead us to several inescapable conclusions:

--that many owners and employees of messenger services are persons with long records of criminal arrests and convictions;
 --that messenger services provide ample opportunity to conduct bookmaking activities;
 --that the services have had an adverse effect upon race track revenue;
 --that messenger services would be almost impossible to regulate.

We therefore strongly recommend the passage of legislation making it unlawful to accept anything of value to be wagered or delivered for wager to Illinois race tracks.

The rapid growth of the messenger services makes clear that these businesses offered an extremely popular service. We also recommend, therefore, that the Legislature consider the feasibility of establishing a quasi-governmental Off-Track Betting system. We believe that this would be a far superior alternative to the messenger services, and one which might prove mutually beneficial to the public, the racing industry and the State of Illinois.

We direct your attention to chapter V of this report for a more detailed explanation of our conclusions and recommendations.

Respectfully submitted:

Co-Chairmen:

Sen. Philip J. Rock

Rep. Joseph G. Sevcik

Senate Members:

Samuel C. Maragos

James "Pate" Philip

John B. Roe

Frank D. Savickas

House Members:

Jane M. Barnes

Peter P. Peters

W. Timothy Simms

James C. Taylor

Acting Executive Director:

Ronald Ewert

INTRODUCTION

On the 4th of July, 1975, a business called Pegasus--named after the mythical winged horse--opened its doors in a second floor office at 343 South Dearborn in Chicago. Pegasus provided a service for those who like to play the horses, but unlike the backroom bookie who talks only from the side of his mouth and who knows his regulars by name, the owners of Pegasus conducted their business as openly and impersonally as a bank teller.

Bookmaking and off-track betting are, of course, illegal in Illinois, but the Pegasus operation was founded upon a tissue-thin distinction between bet-making and order-taking. Whereas the bookie accepts bets and pays off out of his own pocket, Pegasus accepted only "orders" for bets, and then delivered the "orders" to the race tracks. When one news reporter, for instance, walked in and said he wanted to place a bet, the Pegasus agent corrected him: "Sir, we don't accept bets. That's against the law. However, we will place a bet for you at the track."

The agent's words were well-considered, for the only place State law allows betting on horses is at the track--where the system of parimutuel wagering is carefully controlled by the Illinois Horse Racing Act. But for many gamblers, going to the track is another kind of handicap: it means bucking traffic and spending as much as \$10 in admission, parking and scratch sheets. Pegasus was offering to take the customer's orders directly to the tracks of his choice--Arlington, Washington, Balmoral, Sportsman's, Maywood, Hawthorne--for 10 percent of the ticket purchased. Particularly for the steady horse player, this seemed an attractive alternative.

To the Chicago Police Department the Pegasus operation seemed only a thinly-disguised book joint. Three days after Pegasus had opened shop police conducted a raid and arrested several employees. But Pegasus opened for business the following day and then survived several more raids. When a Cook County Circuit Court judge ruled that the proprietor did not violate Illinois gambling laws, almost overnight "messenger services" began appearing in store fronts all over the city: Finish-Line Express, 4 Horsemen, Horseshoe, Jackpot, Mr. Lucky, On the Rail, Pony Express, Turf Center, Wire-to-Wire. In fact, the Commission determined that in the last year and one-half more than 370 locations were established in the Chicago metropolitan area. Already they are doing a multimillion dollar business.

More than a year later, the question of the legality of race track messenger services is still unresolved. Although the Cook County State's Attorney's office appealed the ruling of the Circuit Court, the Illinois Appellate Court returned the case to the lower court without issuing a judgment. In addition, the services are totally unregulated--accountable to no governmental agency. Not surprisingly, therefore, the first year of the messenger services was one marked by constant problems.

Many customers who got lucky on big trifectas and daily doubles found their luck take a cruel turn indeed: the messenger services where they had placed their "orders" refused to pay off, claiming either that they were robbed, or that their "runners" had not made it to the track in time to place the bets. A few services were in fact the victims of thieves, and all of the services post signs absolving them of responsibility in the event that circumstances prevent their getting to the track on time. Such excuses of course did little to placate stunned horse players--most of whom had placed winning orders amounting anywhere from several hundred to several thousand dollars. The worst victim was a 67-year old woman who won on a \$20,826 trifecta placed at 4 Horseman's. When she tried to collect she was told that her winning ticket had been stolen during a break-in at one of the firm's branch offices.

There was increasing evidence, also, that organized crime had infiltrated some of the messenger services and that many of them were either booking the bets themselves or laying them off on syndicate-run wire rooms or "nerve centers." Undercover policemen who placed some orders at one establishment maintained a continuous surveillance--but they observed no one actually deliver the bets to the track. The wire room was later discovered on Chicago's Northwest Side, where police made eight arrests.

In December, 1976, three south side messenger services were hit by arsonists, further underscoring the belief that the criminal element had infested this latest form of gambling.

Along with the complaints of cheated customers and frustrated police authorities were the reports by Illinois racing officials that the messenger services had cut substantially into track attendance and revenue. Although most of the area tracks took care to accommodate the betting services by opening up special windows, officials contended that the increase in bets was offset by the loss in concessions, parking, and admissions. According to Anthony Scariano, Chairman of the Illinois Racing Board, the State lost almost \$1,000,000 in tax revenue during the second half of 1976.

As the problems and complaints continued to mount, State and local officials spoke increasingly about the need for some kind of action: either outlawing the messenger services completely, or rigidly regulating them. Those who proposed outright banishment noted that both Kentucky and Louisiana had passed legislation outlawing messenger services, and that Illinois was now the only State in the country where they were still free to operate. (Two bills which would ban messenger services have been drafted for consideration by the General Assembly.) There is considerable uncertainty as to which, if any, State agency should have the responsibility for regulating messenger services.

In the meantime, several municipalities--Berkeley, Berwyn, Forest Park, Harwood Heights, Oak Park--have passed ordinances preventing messenger services from securing business licenses. A similar ordinance is soon to be voted on by the Chicago City Council. Even so, there is speculation that these ordinances may prove unconstitutional: the village of Harwood Heights is now awaiting the disposition of a suit filed by Wire-to-Wire messenger service against that city's recent ordinance.

Alongside the growing controversy there has been much talk about the possibility of a State-operated Off-Track Betting (OTB) program--modelled on the one established in New York five years ago. Proponents of OTB argue that as long as people are going to gamble, the State may as well benefit from the additional tax revenue which OTB would generate. Opponents argue that OTB would create an interest in gambling among those people who can least afford it; others say that OTB would hurt the State's already shaky racing program.

The following pages of this report focus upon each of the main issues cited in this Introduction: complaints of non-payment to winners; evidence of criminal involvement, bookmaking, and other illegal activities; and the question of the fiscal impact of the messenger services upon State and local governments. In chapter V we present our conclusions and recommendations.



Pegasus Company No. 006543
CHICAGO, ILLINOIS

DATE			TRACK								
DAILY DOUBLE			PERFECTAS OR QUINELLAS				INDIVIDUAL RACES				
FIRST RACE	SECOND RACE	AMOUNT	RACE	WIN	PLACE	AMOUNT	RACE	HORSE	WIN	PLACE	SHOW
TRIFECTA											
TOTAL			TOTAL				TOTAL				

I herewith appoint any person provided by Pegasus Company, to act as my attorney in fact in purchasing parimutuel tickets for me, as above indicated. I do so subject to the terms and conditions on the reverse side hereof. I direct my agent to redeem my parimutuel tickets unless otherwise indicated.

☐ DO NOT redeem my parimutuel tickets

I authorize and direct Pegasus to deliver money or property accruing hereunder to the bearer of this receipt upon demand.

Signature by Initial

FOR PEGASUS CO.

AGENT'S COPY

TERMS AND CONDITIONS

PEGASUS COMPANY, a corporation chartered under the laws of the State of Illinois, provides attorney-in-fact (herein referred to as agents) for appointment by individual principals, who confer upon such agents the power to purchase parimutuel tickets for such empowering principal to the extent that such principal can himself lawfully make such purchase. An agent, if empowered to redeem parimutuel tickets for his principal, will do so when the principal could himself lawfully redeem.

Money paid to Pegasus does not constitute a bet or wager. When tendered to Pegasus by a principal, Pegasus will provide an agent to be empowered by that principal to place such money in the parimutuel pool (designated on the reverse hereof) of any enclosed race track which is licensed by the Illinois Racing Commission to conduct race meetings.

In consideration for providing an agent, Pegasus Company charges the principal a fee of 10% of the cost of any parimutuel ticket purchased. Said fee is payable regardless of the outcome of the event to which a ticket relates. Neither Pegasus nor any agent provided by Pegasus shall be entitled to further compensation, regardless of the outcome of such event.

In case of late scratches, all money will be returned to principal less the 10% fee. In case of early scratches, all money will be returned to principal.

Scratch of part of entry does not revoke the agent's authority to purchase parimutuel tickets on the remaining part of such entry.

Notwithstanding any other representation contained herein, agents provided by Pegasus will not redeem any parimutuel ticket where redemption is conditioned upon identification by the holder of such ticket. In such case, the agent will deliver the redeemable ticket to Pegasus for delivery to the principal.

A parimutuel ticket which either is not redeemed or not redeemable will be delivered on demand to the holder of this receipt.

Redemption of this receipt must be made within 14 days of issue, for either parimutuel tickets or their redemption value. No ticket will be held in excess of 14 days. Redeemable tickets held by Pegasus will be redeemed by Pegasus upon the expiration of such 14 day period.

Neither Pegasus nor any agent provided by Pegasus warrants performance hereunder, or assumes liability for default by either, caused by circumstances over which neither Pegasus nor such agent has control (e.g., traffic delays, robbery, etc.). Where performance by agents is frustrated in consequence of such events, a principal shall be entitled to a refund of all money. Such refund shall be deemed liquidated damages, and principal shall not be entitled to any further damages or compensation.

PEGASUS COMPANY

Orders for bets placed at race track messenger services are usually recorded on triplicate receipts, such as the Pegasus receipt shown here. The customer's copy must then be submitted in order to redeem a winning ticket.

The above contract appears on the reverse side of the customer's receipt. Almost all of the messenger services have copied identically this contract of Pegasus. However, some of the services added a clause requiring payment of an additional 5 percent fee if the customer wants to be presented with his losing ticket(s).

I

COMPLAINTS

The following complaints against messenger services were filed with the Cook County State's Attorney's office. Commission investigators interviewed each of these persons but we did not have enough time to investigate the services against which they lodged their complaints. Their stories are briefly summarized here only as an example of some of the dramatic problems which helped to bring the whole messenger service controversy to a head.

(Interviews with these individuals took place in December, 1976 and January, 1977. It is possible that there have been more recent developments since publication of this report.)

Jackpot Messenger Service, 10658 South Wentworth, Chicago

On November 1, 1976, Mrs. Anne Hyler of Chicago went to the Jackpot Messenger Service and placed an order on a daily double combination (5 and 12) at Hawthorne Race Track. The bet was a winner and should have paid \$1,748.20. But when Mrs. Hyler returned to Jackpot the following day to collect her winnings she was offered only \$600. She refused to settle for it.

Later that day Mrs. Hyler returned to Jackpot with her daughter, Christine. They demanded to be paid the full \$1,748.20 and this time they were offered \$1,000. The owners told them that 35 percent of their winnings had to be deducted in order to pay the tax. When the Hylers requested to be given the winning ticket so that they could cash it themselves, they were told that it had been cashed. Again, the Hylers refused the settlement offered, and it was at this point that they filed their complaint with the State's Attorney's office.

The Hylers paid several more visits to Jackpot in an effort to collect the full amount of the winning ticket. But on November 13, 1976 Jackpot suddenly closed down its operation, and at this writing the Hylers have yet to receive their money.

* * * * *

Luther R. Hall of Chicago told Commission investigators that he placed an order for a bet with Jackpot Messenger Service on November 13, 1976. Hall's bet, a trifecta 10-3-7

combination at Sportsman's Park, proved to be a winner, and it should have paid him \$1,535.70. However, when he returned to collect his winnings on Monday, November 15th, he found that Jackpot had closed down. Hall said that several other people were standing around outside the Jackpot establishment, waiting to collect on their winning tickets. Hall said that one of those persons had the same winning trifecta which he had bet.

* * * * *

The following story was told to Commission investigators by Jerald S. Zivic, an attorney with the law firm of Robinson, Sternberg, Jaffe and Grant.

According to Zivic, his client, Algie Crivens, of Chicago placed an order for a bet with Jackpot Messenger Service on November 13, 1976--the same 10-3-7 trifecta combination at Sportsman's Park which Luther Hall had placed. As stated above, this combination won and should have paid \$1,535.70, but when Crivens attempted to collect he was refused by Jackpot personnel. Zivic said that after Crivens contacted him, he personally paid a visit to Jackpot a week later and found the place closed down.

Zivic then filed a complaint with the State's Attorney's office on behalf of Crivens.

4 Horsemen Messenger Service, Inc.,
2806 West Belmont, Chicago

Olive Alexander of Chicago told the Commission that on October 28, 1976 she went to the 4 Horsemen Messenger Service and purchased a \$3 trifecta ticket on the 6-4-12 combination at Hawthorne Race Track. This ticket was a winner, and the payoff, at the track, was \$20,826.30. However, when Mrs. Alexander returned to 4 Horsemen the following day to collect her winnings, she was told that the service's branch office at 2631 West 39th Place had been robbed and that they did not have the money. A clerk told her that since the money was supposed to be insured, the firm's attorney would be contacting her.

Eventually Mrs. Alexander was contacted by Attorney Mark M. Barnett of the law firm Barnett and Ettinger, 77 West Washington Street, Chicago. Barnett explained to Mrs. Alexander that 4 Horsemen's insurance company would not compensate them for the stolen ticket. He asked her to settle for \$7,000. When Mrs. Alexander refused, Barnett asked her how much she would settle for. She responded: \$20,826.30.

Mrs. Alexander told our investigators that Barnett's parting words were: if you decide on anything less, you call me and let me know.

On November 5th Mrs. Alexander reported her complaint to the Illinois Racing Board, the Illinois Bureau of Investigation, the Chicago Police Department Vice Squad, and the Cook County State's Attorney's office. As of this writing, she has yet to receive her money. The 4 Horsemen Messenger Service is no longer in business.

It should be noted that the Commission contacted Hawthorne Race Course and was advised that all six winning tickets purchased for the trifecta in question were cashed. There seems, therefore, to be one of three possibilities one can consider based on this information: (1) the individual who allegedly stole the winning ticket cashed it (this seems highly unlikely since one would expect the ownership of 4 Horsemen to contact Hawthorne and arrange to have the suspect detained); (2) an employee of 4 Horsemen cashed the ticket but elected not to pay Alexander her winnings; or (3) 4 Horsemen, for some unknown reason, never even placed Alexander's wager at the track.

* * * * *

Stella C. Urbanski told the Commission that on November 18, 1976 she visited the 4 Horsemen Messenger Service at 2631 West 39th Place and ordered a trifecta combination which won and paid \$3,219.00. But when she returned the next day to collect her winnings she found the place closed. Later she discovered that the betting service had reopened under the name Raceway, Incorporated, but when she told her problem to the manager, he told her he would be glad to pay her if only he could collect from 4 Horsemen. Ms. Urbanski reported her complaint to the State's Attorney's office; she has yet to be paid on her winning ticket.

* * * * *

In an interview with a Commission agent, Dewery King of Chicago stated that on November 5, 1976 he placed an order for a bet with the 4 Horsemen Messenger Service. His bet, a winning trifecta, should have paid \$3,211.50. However when King returned to 4 Horsemen on November 6th he was told that the pink file copy of his order could not be located. King was told to return the following day.

When King returned on November 9th, the clerk told him that there had undoubtedly been a mistake; that the runner

who takes the bets to the track must have made a mistake in calling off the numbers. The clerk volunteered to pay King \$50 a week out of his own pocket, but King refused. 4 Horsemen closed down a short time later; King has yet to collect his winnings.

Mr. Lucky Messenger Service, 1552 West 69th Street, Chicago

Eddie Buckner of Chicago purchased three trifecta tickets from Mr. Lucky Messenger Service on October 16, 1976; each ticket was for a 5-6-3 combination at Balmoral Park, which won and paid \$2,071.20. Thus, Buckner's winnings should have totalled \$6,213.60.

When he returned to Mr. Lucky on Monday, October 18th, he was told that the file copies of his orders could not be found. Without the file copies, the clerk told him, he could not be paid without permission from the manager, Raymond Brown. After numerous efforts Buckner finally confronted Brown and demanded his winnings. Brown told him that he could not pay because the tickets had been stolen. He suggested to Buckner that Buckner attempt to sue Mr. Lucky Messenger Service. Buckner then reported his experience to the State's Attorney's office, the Attorney General's office, and the Illinois Racing Board.

He has never been paid the \$6,213.20 due him.

* * * * *

Nina Mae Wilson of Chicago told our investigators that on November 13, 1976 she placed an order for a daily double wager at Maywood Park Race Track with Mr. Lucky's Messenger Service. The ticket won and should have paid \$126.40. However, when Mrs. Wilson attempted to collect her winnings on November 15th she was told that her order was "written over" and that it could not be cashed in. The Commission investigators who interviewed Mrs. Wilson viewed her order firsthand and noted no additional markings--as Mr. Lucky contended.

Mrs. Wilson made several efforts to collect, to no avail. Finally she reported her complaint to the State's Attorney's office.

Daily Double Express, 414 South Kedzie, Chicago

Geraldine J. Evans of Chicago explained to a Commission investigator that she placed an order for a trifecta wager (combination 3-4-2) at Balmoral Race Track with Daily Double Express on November 10, 1976. This bet proved to be a winner

and Ms. Evans should have been paid \$3,394.50. However, when she returned to the service the following day she was told that Daily Double Express had been robbed the previous evening, and that her wager, along with others, had been stolen.

Ms. Evans is convinced that her bet was not in fact stolen. She pointed out that the robbery reportedly occurred at around 7:30 p.m. (as press accounts agree), and that Daily Double Express stops taking bets for Balmoral at 6:00. She noted that about three days before the November 10th bet she attempted to place an order for a race at Balmoral but that she was told by Daily Double Express personnel that it was too late. In other words, she believes that her bet would have been delivered to the track well before the robbery.

Ms. Evans reported her complaint to the State's Attorney's office; she has yet to be paid her winnings.

On the Rail, 1645 East 71st Street, Chicago

Lester Quinn of Chicago placed an order for a trifecta wager at Maywood Park with On the Rail messenger service on November 13, 1976. Upon consulting the next day's newspaper Quinn learned that his trifecta combination had won, paying \$857.10. He then proceeded to the On the Rail office--and found the place closed.

Quinn returned to On the Rail every day for a week, but it never reopened.

Quinn told our investigators that he had used the services of On the Rail once before and had no problem collecting his \$35 winnings. He noted, however, that at the suggestion of one of the employees at On the Rail, he re-bet \$10 of his winnings.

Quinn said that he now patronizes Mr. Lucky Messenger Service.

Horseshoe Messenger Service, 309 West Chicago Avenue, Chicago

On November 4, 1976 Charles Peterson of Chicago placed an order for a \$2 daily double wager at Sportsman's Park with the Horseshoe Messenger Service. This service is above the Soto hardware store, and is operated by Soto.

Peterson's daily double selection was a winner and it paid \$437, but when he returned to Horseshoe to collect he was told that his order had not been transferred to the track.

When Soto refused to pay him, Peterson filed a complaint with the State's Attorney's office.

Peterson told the Commission that shortly after he filed this complaint Soto decided to pay him. But Peterson was paid in the form of two checks: one for \$200, the other for \$237. The latter check was returned for insufficient funds, and only after repeated processing did the check finally clear.

II

INSPECTIONS

Commission investigators conducted inspections and interviews at seven messenger services. We asked owners and employees about specific procedures used in their operations. From most of them we requested information regarding dollar and customer volume, location of branch offices, and the names and addresses of all owners, stockholders and employees.

We selected several of the large, multi-branched organizations simply because of the impact they have had. But we also purposely selected several single-office operations in an effort to arrive at some conclusions concerning the amount of business that is required for a messenger service to realize a profit.

Since there are hundreds of messenger services in the Chicago area, it is understood that an investigation of seven of them cannot be treated as the last word. It is possible that one or two of the services we looked at are not characteristic of most; on the other hand, there are undoubtedly aspects of many messenger services which our limited investigations missed.

Even so, we believe that the general picture which emerges is fair and accurate.

Pegasus Company

Pegasus, the first messenger service in the Chicago area, currently has 17 outlets which combined are receiving an average volume of approximately \$250,000 a week in orders. Pegasus' president is Mitchell Caplan. Caplan is an officer of the law firm of Oliver, Caplan and Belkind which represents Pegasus. Along with Caplan, Frank Oliver and Arthur Lewis Belkind are three of the seven principal shareholders of the Pegasus company. The headquarters for both Pegasus and the law firm are at 343 South Dearborn, Chicago.

Pegasus' other shareholders are: William Rose, 1100 North Dearborn; M. Elizabeth Rose, 432 Ferne Street, Wheeling; John Goldberg, 35 East Wacker Drive; and Joan Bourdeaux, 2820 Dundee Road, Northbrook.

In interviews with Commission investigators and in documents they provided for our inspection, Frank Oliver and Mitchell Caplan insistently rehearse the theme that Pegasus

is engaged in a legal and legitimate business, that the firm takes extraordinary recordkeeping procedures to ensure that such legality can be provided, and that Pegasus welcomes the opportunity to reveal its records to law enforcement officials and to any government agency which may some day assume the responsibility for regulating messenger services. The point of Caplan and Oliver's arguments is to convince officials that there is a distinction between bookmaking and order-taking, and that Pegasus--perhaps unlike some of its competitors--is not engaged in bookmaking.

Caplan took Commission investigators on a step by step tour of Pegasus and explained exactly how the operation worked. The first step is order-taking, in which the customer employs a Pegasus agent to buy a parimutuel ticket for him (Caplan is careful to point out that Pegasus is not a "messenger service," but an agent).

The second step involves the reduction of all orders to a kind of master sheet, upon which orders are classified according to track, race, dollar amount of ticket, and horse number.

This information is then transmitted by photostatic telecopiers to Pegasus offices located near the various Chicago area tracks. From these relay stations, Pegasus purchasing agents, often accompanied by security guards, depart for the track carrying the money necessary to place wagers for all of the orders on his master sheet. Winning tickets are redeemed at the track the following day, and customers may collect by bringing their original receipts any time after 10:30 a.m.

Losing tickets are filed by date with other losing tickets purchased for that race. However, Caplan noted that many ticket purchases are consolidated: for instance, five \$2 bets on the same horse are reduced to one \$10 bet. Therefore, to prove that all tickets were in fact purchased at the track would require an accounting of the number of orders placed and the amount of money wagered.

Caplan underscored the point that if a "messenger service" cannot account for the losing tickets, then there is justifiable reason to suspect bookmaking. There is another method of arriving at a preliminary indication of whether or not an operation may be bookmaking, however. A document supplied by Pegasus to the Commission explains that a quick audit of Pegasus records for a particular day should reveal:

--cost of all tickets (see re-cap sheets) minus
cost of winning tickets (see "summary of winning

tickets") equals cost of losing tickets (from physical count of losing tickets).

The document states that a "substantial patterned imbalance in this little formula raises the inference of bookmaking."

The document also notes that any audit of an operation engaged in bookmaking will show an abnormal spread of selections: for instance, an inordinate number of long-shots represented in the ticket purchases, or a consistently greater number of "gimmick" ticket purchases than "straight" ticket purchases. (The idea is that those involved in bookmaking will protect themselves by placing those bets which may result in large payoffs.)

The Pegasus officials also cite their customer refund account as further evidence of the company's legitimacy. The account is maintained for those customers who fail to redeem their winning orders, and it is Caplan and Oliver's contention that any operation which cannot systematically account for such unclaimed funds is in effect gambling.

The Pegasus officials also prepared a document outlining the kind of ordinance which they would like to see license "businesses engaged in supplying agents to transmit purchases of parimutuel tickets for third-party principals."

They stated that "the legality of the business derives from the proposition that what one can do lawfully, he may do by appointing an agent to do for him." An effective ordinance, they say, would require a licensee to maintain the following records:

- 1) Copies of all customer orders, serially numbered, with accountability for missing order forms;
- 2) Copies of all customer orders surrendered by the customer when payment is made to him on winning selections;
- 3) All losing tickets;
- 4) Recapitulation of ticket purchases for each race, showing the amounts paid for tickets on each entry for each of the three winning finishing positions;
- 5) Summary of winning tickets purchased for each race; and
- 6) Daily record of money due customers.

Pegasus argues that any ordinance should require bonding of messenger services in order to protect the public from fraud or defalcation. A "fairly high" licensing fee should be required, and a 25¢ tax should be levied on each transaction, or "order." Proof of a licensee's good character should at the very least exclude those with recent gambling violations.

Finally, Pegasus argues for strict inspection of messenger service records by designated authorities. Revocation of license should follow immediately upon proof of gambling--which "should be deemed to have been proved where the licensee failed to maintain the records required by the ordinance."

Pegasus provided the Commission with the following figures concerning the operation's financial activities for the eight-week period from 11-20-76 to 1-8-77.

<u>WEEK ENDING</u>	<u>ORDERS (\$)</u>	<u>ORDERS (No.)</u>
11-20-76	\$ 287,421.00	18,382
11-27-76	\$ 248,026.00	16,237
12-04-76	\$ 238,868.00	15,516
12-11-76	\$ 249,367.00	16,562
12-18-76	\$ 256,452.00	16,727
12-25-76	\$ 191,260.00	11,669
01-01-77	\$ 205,176.00	12,146
01-08-77	\$ 206,666.00	13,340
TOTALS	<u>\$ 1,883,236.00</u>	<u>120,579</u>

Pegasus also submitted a financial statement indicating that the operation lost \$30,000 during its first year of business.

Finish-Line Express, Inc.

At this writing, Finish-Line Express has 23 outlets--more than any messenger service in the Chicago area. Its main office is at 506 West Van Buren Street in Chicago. Its principal owners are Joyce W. Maddox, 429 Roscoe Street, Chicago, and Jesse L. Bogan, 601 North Lockwood, Chicago. It employs about 62 people.

Counsel for Finish-Line Express, Robert L. Tucker of Tucker, Watson, Butler and Todd, reports that the firm's average dollar volume is \$30,000 per day, or \$180,000 per week.

Regarding the number of patrons who frequent Finish-Line Express, the firm's counsel reported:

Our client advises that it is virtually impossible to ascertain, with any reasonable degree of accuracy, the number of patrons serviced by the corporation on a daily or weekly basis since each individual written request for services may from time to time involve multiple transactions, for and on behalf of more than one person. Nor is it possible, at this time, to accurately document the number of requests for services made by the same individuals during the course of a single day. Nevertheless, we have received from Mr. Walter Rhodes, the manager of operations, his best opinion and reasonable approximation of the number of patrons as being between 2,500 to 3,000 persons per day.

In response to the Commission's request for information regarding the number of individual bets Finish-Line Express handles, the firm's counsel advised that:

...no bets or wagers of any kind or nature takes (sic) place on any of the premises owned, maintained or operated by Finish-Line Express, Inc. The sole business in which the corporation is engaged is providing services by contract, as agent or attorney in fact for, and at the express request of members of the public in the purchasing and redemption of parimutuel tickets, or participating in the certificate method of wagering on horse racing events at, within and upon the grounds of duly established and licensed race tracks in the State of Illinois. In the foregoing connection, it (is) necessary to advise that Finish-Line Express, Inc., has no interest in the outcome of the particular race or racing event; nor does the corporation have any interest in the proceeds which may be the product of the purchase of any parimutuel ticket or certificate method of wagering.

Commission investigators conducted an inspection of the premises of Finish-Line Express headquarters at 506 West Van Buren on December 30, 1976. At the same time, we interviewed the company's general manager, Walter Rhodes.

When asked if he could prove that Finish-Line actually took all orders for bets to the track, Rhodes admitted that Finish-Line does not keep the losing parimutuel tickets. Such a practice, he said, would present too much of a storage

problem. When asked what would happen if a customer requested a losing ticket, Rhodes said: "That's a good question."

Rhodes outlined the following procedures for "ordering bets" at Finish-Line. First, the customer comes into the office and places his "order." Office personnel transfer the information to "order sheets," the customer receiving one copy. All orders from the various Finish-Line branch offices are called in, recorded on tape and paper, and transferred to master sheets. The orders are then given to the "messengers," who drive out to the tracks and place the bets. A customer with a winning "order" can come in the following day and present his receipt for payment.

Rhodes said that the Purolator Courier Corporation handles all of Finish-Line's money pickups. Finish-Line keeps an account at the Sears Bank.

Rhodes said that Finish-Line operates under a cut-off schedule for the placing of "orders." The cut-off times are 12:00 p.m., 3:00 p.m., and 7:00 p.m.

We asked Rhodes if any Finish-Line customers had filed complaints with either the State's Attorney's office or the Illinois Racing Board. Rhodes said that although for a time there were some rumors "floating around," he called the racing board and determined that there was no substance to any of these rumors.

Rhodes stated that Finish-Line has had no problems with any type of labor groups or unions, and that to the best of his knowledge there has been no attempt by organized crime to "muscle in" on Finish-Line.

Rhodes admitted that Finish-Line Express hires what may be termed "unemployables": disabled veterans, people on relief. He also said that in the beginning Finish-Line's hiring policy was not very stringent and that someone with a criminal record may well have been hired. He added, however, that Finish-Line now performs superficial background checks on all applicants, and that it would not be likely that he would hire someone with an arrest record for gambling or for any offense which could jeopardize the business.

Rhodes further said that Finish-Line would rather refund a customer's money or even pay on a "bad" complaint than suffer a loss of business. "If there is a mix-up with ticket purchases, we pay off anyway. Small outfits can't do this because they don't have enough money." He added: "We have to take our bumps occasionally; it doesn't matter to an individual if a mistake is made after he places a bet."

Rhodes said that the only refunds that Finish-Line is obliged to make are on scratches. In this case, the customer would have to return for his money. In response to a question, however, Rhodes admitted that Finish-Line does not have a separate customer refund account to handle this situation. The money reverts to the regular cash flow.

Mercury Messenger Service, Inc.

The Mercury Messenger Service was incorporated in Illinois on March 15, 1976. Its president is Timothy J. Dorsey, 650 Murry Lane, Des Plaines; its secretary-treasurer is John Cardamon, 2403 Drury Lane, Arlington Heights. Mercury Messenger currently has seven branches, including offices in Arlington Heights, Elgin, Glen Ellyn, Waukegan, Aurora, and Chicago.

Commission investigators interviewed Dorsey and Cardamon and inspected the premises of the office at 2400 East Oakton in Arlington Heights. Mercury uses telecopiers to transmit betting orders from its various offices to relay stations near the tracks. Dorsey said that the company keeps all order receipts on file and that until mid-December all losing tickets were kept on file. Since that time, however, Mercury has been throwing away losing tickets because "nobody cared to see them," and because preserving them requires too much trouble and expense.

When asked if Mercury Messenger keeps a separate account for winnings which have not been claimed, Dorsey said that a "back payout" account is maintained for such funds at the Countryside Bank. He said that the money will stay in this account until his attorney advises him of a proper legal method of using it.

Dorsey believes that messenger services should be regulated by the State in order to "help remove the stigma of bad operations." The services should be bonded, he said, so that they could use checks to place the bets at the tracks. He would also like to see telecopiers placed at the tracks so that the messenger services could relay betting orders directly, thus alleviating the problem of traffic delays or errors which result in bets not being placed. Although he admitted that such a use of telecopiers or totalizer boards could hurt track attendance, he said that Mercury Messenger handles customers who would not be able to go to the race tracks.

Dorsey said that Mercury Messenger has helped several smaller services get started by supplying runners and other administrative aid for a two percent charge. One such service was Horseshoe Messenger.

Commission investigators also interviewed the attorney for Mercury Messenger, Constantine Xinos, 35 East Wacker Drive, Chicago. Xinos, in addition to providing us with a copy of Mercury's incorporating papers, said that his client had advised him that Mercury Messenger's dollar volume of business is between \$30,000 and \$50,000 per week, and that approximately 500 steady customers patronize the business five days a week.

The total number of patrons, notwithstanding repeat customers, is about 2,500 per week. The average customer selects three horses on which he wants tickets purchased. Thus, the average number of individual wagers placed per week is 7,500.

Xinos also offered this opinion: messenger services, as they now operate, should probably be closed down. He said that they would be too difficult to regulate, and that too many "undesirables" are involved in their operation.

Two persons, while performing their duties for Mercury Messenger's Glen Ellyn office, were arrested and later convicted for gambling violations in December, 1976.

Turf Center, Inc.

Turf Center, Inc., 7601 West Madison Street, Forest Park, was incorporated on September 16, 1976. Its registered agent, James P. Hassett, 1547 North 21st Avenue, Melrose Park, was interviewed by a Commission investigator who was also given a tour of Turf Center's operation.

Hassett told the Commission that he is Turf Center's only employee; anyone else working around the office would simply be "a friend helping out." He said that he averages only about 10 customers a week--and that not all of them even place orders. Hassett then stated that between January 3, 1977 and January 8, 1977, he received 285 orders for bets. If business is slow, Hassett said, he will place the bets at Mr. Lucky's Messenger Service and at Pegasus rather than drive out to the track.

Hassett said that he maintains a file of all losing pari-mutuel tickets and receipts on a day-to-day basis. Upon request, he produced two manilla envelopes containing tickets and receipts for the preceeding two days. The tickets were thrown into the envelopes haphazardly. Our investigator examined the contents, looking for four losing tickets which had been purchased by a Commission agent two days earlier. The tickets were not there, but Hassett was able to produce them several days later.

Hassett provided the Commission with Turf Center's ledger sheet for the month of December, 1976, which he said was prepared by his accountant. Orders totalled \$16,338. Turf Center's 10 percent commission was \$1,633.80. Expenses included rent: \$180; racing forms (\$7 a day): \$182; parking and admissions fees (\$6 a day): \$156; gas and oil: \$144.60; runner fees: \$250. The figures compute to a gross profit of \$27.76 a day for the 26 business days of December, and this profit does not include any utility bills, or the accountant's fee. Nor does it include expenses Turf Center paid for promotion and car repairs.

Hassett was one of four individuals who applied for Forest Park business licenses to set up messenger services in August, 1976. All four applications were rejected by the village, but Turf Center opened anyway. In addition to Hassett, who is listed as President, the other corporate officers are Joann Hassett, Vice-President, and Cheryl Maggio, Secretary-Treasurer.

Mr. Lucky Messenger Service

Mr. Lucky Messenger Service, incorporated in February, 1976, has 12 offices in the Chicago area. The company's principal officers are Arthur Brown, Jr., 6520 South Eberhart, Chicago, and Milton Robertson, 7311 South Hermitage, Chicago. Commission investigators interviewed Raymond Brown, who described himself as a salaried employee, at Mr. Lucky headquarters, 1875 East 71st Street, Chicago. (Raymond Brown is Arthur Brown's brother.)

Raymond Brown told Commission investigators that neither he nor any of the principals of Mr. Lucky have any background or experience in racing. He said that information regarding procedures necessary to open the business was obtained by going to Pegasus and by "talking with different people." He said that employees are hired on a referral basis, and that applicants are given a polygraph test administered by Fact Finders International.

In describing Mr. Lucky's operation, Brown said that the office at 4636 South Cicero Avenue--located near Hawthorne and Sportsman's tracks--serves as a relay station where money and bet orders are taken from the various branch offices, tabulated onto master sheets, and transported to the tracks. He said that although he occasionally calls the Cicero Avenue office to make last minute addition/changes to orders, he was aware that transmitting wagering information via telephone is illegal, and he denied using it for this type of activity.

When asked what happens when and if Mr. Lucky is not able to reach the tracks on time to place the bets, Brown said that this has not happened since the company has been open. Asked if there had been any complaints from irate customers for not being paid, he said that there had been a few minor complaints but that those resulted from mistakes in the newspapers' racing results. All complaints have been explained to the customers' satisfaction, he said. (See complaints by Eddie Buckner and Nina Mae Wilson in chapter I.)

Brown said that it was Mr. Lucky's policy to keep all losing tickets for 15 days, after which they are destroyed. However, when investigators asked Brown to produce the losing tickets for the last or most recent races, he became evasive and said that he wanted to seek the advice of his attorney. Commission investigators later contacted Mr. Lucky's attorney, Robert L. Tucker, who submitted the following information:

- a. Dollar volume per week, \$20,000 per day, or \$120,000 per week.
- b. Number of patrons: Our client advises that it is not possible to ascertain, with accuracy, the number of patrons serviced by corporation on a daily or weekly basis. Nor is it possible, at this time, to accurately document the number of requests for services made by the same individuals during the course of a single day. As a reasonable estimate, however, the company asks that you be advised that the approximate number of patrons are between 2500 and 3000 persons per day.
- c. Number of Individual Bets: Responding to Item No. 4 (c) it is necessary to advise that no bets or wages (sic) of any kind or nature take place on any of the premises owned, maintained or operated by Mr. Lucky Messenger Service, Inc. The sole business in which the corporation is engaged is providing services by contract, as agent or attorney in fact for, and at the express request of members of the public in purchasing and redemption of parimutuel tickets, or participating in the certificate method of wagering on horse racing events at, within and upon the grounds of duly established and licensed race tracks in the State of Illinois. In the foregoing connection it is necessary to advise that Mr. Lucky Messenger Service, Inc. has no interest in the outcome of the particular race or racing event; nor does the corporation have any interest in the proceeds which may be the product of the purchase of any parimutuel ticket or certificate method of wagering.

Pony Express Ltd.

Pony Express Ltd. was a messenger service operating at 4251 South Indiana Avenue, Chicago. One of the two owners, who shall be called Mr. Adams (due to the current Grand Jury investigation into the operation of Pony Express Ltd.), told the Commission the following story, which we were able to verify.

He had leased the storefront at the Indiana Street address in the fall of 1976 for the purpose of opening up a messenger service. Mr. Adams actually had not planned to operate the business himself; rather he had simply secured the location as a personal favor to a friend who was to become the main operator, a Ms. Baker (this too is a pseudonym).

It is quite possible that Ms. Baker had wanted to keep her ownership of the messenger service secret since she was (and still is) a full time professional employee of a criminal justice agency.

We were told that for several months Pony Express took in between \$200 and \$500 a day in wager orders, not a very substantial sum considering the fact that the operation could only expect to retain a 10 percent service fee. This service fee would only generate between \$20 and \$50 a day, minus expenses. Mr. Adams maintained that he never realized a profit from this operation.

Several months passed, during which time Ms. Baker maintained close contact with the operation, oftentimes taking the orders out to the track herself (in spite of her other full time job).

Finally, on Saturday, November 27, 1976, a sign was placed in the storefront window announcing that the previous day's winners would have to wait until after 1:30 p.m. to be paid. Unfortunately for the unsuspecting customers, the sign was actually a means to hold off the winning customers until after Ms. Baker could take in all of Saturday's orders and then abscond with two days' worth of orders.

Mr. Adams, stuck with the lease, took over the operation of Pony Express, and opened up the service on Monday, November 29th. Adams, although in a most unenviable position, was fortunate in that there had not been a major winner over that two-day period of time. Nevertheless, Adams had to face approximately 25 unpaid customers, several of which he personally paid off. Adams also indicated that he decided to advise the State's Attorney's office about what had taken place.

Adams mentioned that eventually his employees' fears that a disgruntled customer would return to the establishment and seek revenge forced him to permanently close the establishment just before Christmas 1976. During a subsequent interview with Adam's aunt, who was employed by Pony Express while Ms. Baker was involved, it was indicated that other activities of a suspicious nature were engaged in. Specifically, it was indicated that several times Ms. Baker would take the orders and leave for the track in plenty of time. However, she would return to the establishment and state that she was unable to make it there in time. These unplaced losing bets would then become "profit."

Additionally, it was learned from Adam's aunt that children as young as 10 and 11 years old would come in and attempt to place orders for their parents (these orders were not accepted). Also somewhat surprising was that even after the irregularities experienced at Pony Express, new customers continued to frequent the Pony Express establishment.

All of the information the Commission gathered about the operation of the Pony Express Ltd. has been turned over to the Cook County State's Attorney's office.

Messenger Service, 10 South Wabash

The unincorporated messenger service at 10 South Wabash in Chicago's Loop currently has no other name except "Messenger Service." For a short time it was associated with Finish-Line; then it was associated with Man-O-War. The service still uses Man-O-War order forms.

The operator of the messenger service at 10 South Wabash is Nathan Zuckerman, alias Nate Sugarman, who opened the business on November 1, 1976. Zuckerman was questioned by Commission investigators on a number of occasions, and he admitted that he had been arrested for bookmaking and gambling many times during his 76 years, a fact which is verified by police records. Howard Cervone, who works at the service with Zuckerman, said that he too used to be a bookie, but that he has never been arrested.

Zuckerman's rent for the office at 10 South Wabash is \$3,000 a month. Zuckerman told the Commission that his messenger service takes in about \$200 a day in orders--which leaves Zuckerman with \$20 a day to pay all expenses. Zuckerman told us that he is two months behind on his rent--\$6,000--and that he does not intend to pay any more.

The property at 10 South Wabash was leased to Zuckerman by one James Glatt, who was a trustee of Lewis University.

The lease is signed by "Nat Zuckerman," and states that the business to be conducted on the premises is retail jewelry. Glatt told us that Lewis University had planned to buy the building at 10 South Wabash but the deal fell through. Glatt said he had not known that Zuckerman was going to set up a messenger service when the lease was negotiated.

Zuckerman refused to answer specific questions about how his messenger service conducted business and refused to show us any records without a subpoena. It is the Commission's opinion that Zuckerman maintains no detailed records.

III

INTERVIEWS WITH GOVERNMENT AND RACING INDUSTRY OFFICIALS

In an attempt to arrive at some solutions to the problems created by messenger services, Commission investigators interviewed a number of officials in State and City of Chicago government as well as representatives of the racing industry. The Illinois Racing Board provided us with support data to aid our investigation. They are currently engaged in an ongoing independent investigation.

We asked these officials whether they favored outlawing or regulating messenger services: if regulation, how so and by what agency? if outlawing them, what alternatives might be considered? We also sought specific information regarding the effects messenger services have had upon the horse racing industry.

Here is a summary of their observations and insights.

* * * * *

Lt. Richard J. Brzeczek, Executive Assistant to the Superintendent of the Chicago Police Department, and Lt. Edward Berry, Commander of the Gambling Unit of the Chicago Police Department, both expressed concern over the current problems with messenger services. The official Department position is that messenger services are illegal on the basis of the laws prohibiting the use of a book for recording wagers and the use of telephone equipment to transmit betting information. Official policy calls for raiding all new services at least once. Brzeczek explained that additional action by the Chicago Police Department involves having an officer place a last minute bet and then wait to see if anyone leaves to place the bet at the track. If no one does, the service is raided.

Both suspect organized crime to be involved in messenger service operations, and Brzeczek suggests the possibility of street gang involvement. Both claim that some services are making book or laying off bets to other services. Usually though, Berry explains, only straight bets are booked, while gimmick bets are actually placed at the tracks.

Brzeczek and Berry agree that messenger services should be outlawed. Brzeczek recommends an amendment to the criminal code prohibiting third party wagering. If it is not outlawed, he suggests either government run off-track betting or a system of licensing individual store owners as messengers

(run similarly to the State Lottery). Serious consideration should be given to determine the appropriate government level for regulation. Berry adds that if messenger services were to be legalized, a separate agency would be essential for proper regulation and control.

* * * * *

Sergeant Clarke J. Buckendahl, Vice Control Division, Cook County Sheriff's Department, said that the Sheriff's Department has developed relatively little information on the operations of messenger services. Department policy only allows involvement in unincorporated areas of Cook County, and investigations therefore depend upon cooperation from suburban police departments.

Like the Chicago Police Department, Sheriff's Department policy dictates that each new messenger service be raided at least once to determine that the services are conducted legitimately and not as bookmaking operations. Buckendahl explained, though, that the owners are informed before opening for business that they will be raided.

* * * * *

Edward M. Burke, Alderman of the 14th Ward, City of Chicago, said that the current situation with messenger services demands official intervention. He suggested regulation of the services rather than prohibition, since he regards the problems of crime to be minimal and the potential for revenue to be great.

Additionally, Burke fears that a prohibition of messenger services might be in violation of fair employment practice laws, since a similar ban of massage parlors was overturned on those grounds. He therefore cosponsored a city ordinance which provides for licensing with a \$10,000 annual fee, a prohibition of applicants with criminal records, a 25¢ transaction tax, a \$100,000 bond to be filed with the city, and a limit of 150 messenger services to be in operation in any given year. These are the same ordinance recommendations made by Pegasus (see section on Pegasus in chapter II).

Burke emphasized the need for some type of away-from-track betting, since the people want it, and maintained that regulated messenger services could provide a desperately needed source of income for the city. Although he realized that not many services could comply with the stringent requirements, Burke argued that the proposed licensing fee and transaction tax could accrue as much as \$4,000,000 in revenue per annum.

Burke's secondary concern is assuring adequate control over operations of the services. Although he rejected the argument that messenger services create gamblers or attract those who can least afford to gamble, Burke recognizes the potential problems of organized crime involvement. He claims, though, that the problem is minimized by the ban on those with criminal records and by the requirement for all books and records to be available at all times for inspection by the Director of Revenue and the Superintendent of Police. This provision allows for unannounced inspections. Burke further argued that existing gambling statutes are sufficient for the FBI, IBI, IRS, and the Chicago Police Department to prohibit organized crime influence in messenger services operations.

* * * * *

Nicholas Trovato, Assistant Corporation Counsel for the City of Chicago, explained that since the current laws are so vague and the courts have made no rulings on messenger services, his office is taking no official position and has not conducted any investigation into the operation of the services. They are waiting for new State legislation, city ordinances, or a judicial decision. Trovato admitted, however, that the Chicago Police Department has a policy of raiding each new messenger service at least once, to determine that operations are legitimate. No convictions have resulted from any of these arrests.

* * * * *

Marvin S. Lieberman, Chairman of the Illinois Commerce Commission (ICC), has strong doubts about whether the ICC would be the appropriate agency to regulate messenger services. Anthony Scariano, Chairman of the Illinois Racing Board, had previously suggested that messenger services operate in violation of the State Motor Carrier Act and that they should be certificated by the ICC.

Lieberman said that upon being notified of Scariano's suggestion he contacted the Illinois Attorney General's office asking for an opinion regarding ICC's jurisdiction over messenger services, but at this writing Lieberman has yet to receive a response.

One section of the Motor Carrier Act states that ICC certification of motor carriers does not apply to "Motor vehicle transportation of property by any person incident to or in furtherance of any private commercial enterprise of such person other than the business of transporting property of others for hire."

What would have to be determined, Lieberman said, is whether the messenger service's use of vehicles is incident to their business or an integral part of it. The ICC regulates other messenger services, such as Brinks, because Brinks is in the business of transporting property for hire.

Lieberman said that at the moment the ICC would not have enough manpower to regulate messenger services. He noted that his agency has enough trouble just trying to police the trucking industry.

Lieberman offered the opinion that the Illinois Department of Registration and Education would probably be the best agency to regulate messenger services, but he favored outlawing the services altogether.

* * * * *

Ronald Stackler, former Director of the Illinois Department of Registration and Education (DRE), suggested that DRE is the best existing agency to monitor legalized messenger services. Besides a sufficient enabling Act, DRE has experience in licensing, in investigations, and in conducting administrative hearings.

Stackler pointed out that decisions of administrative hearings are subject to judicial review and that any criminal activity uncovered during investigations can be prosecuted in criminal court. Further, Stackler praised the threat of revocation as the single, most effective method of imposing compliance with regulations, and he deemed revocation as a far more desirable punishment than fines, which he said tend to encourage corruption.

Stackler offers the Collection Agency Act as a good model of the comprehensive, fair legislation necessary for the regulation of messenger services. The most important factor in regulation, according to Stackler, is the guarantee of competition. For this purpose, he urges a system of registration rather than licensing. The latter should not be used as a method of raising revenue, since high fees (more than \$50 or \$100) act to limit competition and thereby encourage corruption.

Stackler recognizes, however, the problems of controlling the criminal element in messenger service operations and suggested that a \$10,000 bond and a \$500,000 liability insurance requirement could aid regulation. Rather than banning all applicants with a criminal record, he recommended a system of checking applicant fingerprints with the IBI and

holding administrative hearings for those with "questionable" backgrounds. Furthermore, he opposes any requirements on credit rating or moral character, but he could justify a requirement of Illinois residency for owners and/or employees and a limit on services to horse race betting and to customers and tracks in Illinois. Open competition, Stackler emphasized, is the easiest and best method of avoiding corruption.

Finally, Stackler said that the legislature must assure sufficient funding. The amount required will certainly be high, since \$70,000-\$80,000 only covers the salaries of a few investigators and an attorney. Stackler estimates the need for one investigator for perhaps every ten messenger services. He urged against allowing the Racing Board to regulate the services.

* * * * *

George T. Rummel, Deputy Director of Legal Services for the Illinois Department of Revenue, believes some system of regulation of away-from-track betting should be established.

Rummel recommended creation of a Commission of Special Revenue with jurisdiction over all types of gambling, including horse racing, bingo, and off-track betting. The Commission would require special investigators, both auditors and law enforcement personnel, and should be equipped with powers of arrest and subpoena.

In the absence of a special Commission or in an interim capacity until a Commission could be established, Rummel said that the Department of Revenue would be the most suitable existing agency to monitor legalized messenger services. The Department of Revenue has experience in auditing, investigating, and in licensing (State Lottery). Rummel estimates that an additional three to five investigators, with supporting clerical staff, could initially handle the job. This would, of course, require providing the Department with arrest and subpoena authority for a messenger service division.

For regulation purposes, Rummel suggested computerized licensing for each messenger service location. He would also urge bonding and liability insurance requirements. Rummel recommends against regulation by the Illinois Racing Board. Finally, he said that off-track betting would probably provide greater revenue for the State than legalized messenger services, since the State would receive a percentage of the money from both off-track betting and the tracks.

* * * * *

A. T. Tsoumas, Director of the Illinois Department of Financial Institutions (DFI), admitted a very limited knowledge of the operation of messenger services. DFI's only authority concerning the services stems from the Abandoned Property Act, which requires the reporting of abandoned property after seven years (uncollected winnings or refunds). Tsoumas speculated that it was unlikely that the services would abide by this law. Although he feels DFI would be the wrong agency to monitor messenger services, in the event of legalization, Tsoumas recommends legislation with teeth, so that the agency receiving responsibility would have full authority to examine all premises and books, revoke licenses, delineate penalties, and establish guidelines for the disposition of uncollected winnings.

* * * * *

Charles W. Bidwell, Jr., President of National Jockey Club, which owns Sportsman's Park Race Track, holds a pessimistic view of messenger services. Although Sportsman's Park has not yet been significantly harmed, the existence of messenger services has played some havoc.

Bidwell reported that revenue from attendance, handle and other services has dropped. Additional trifecta lines have been needed to serve the messenger services exclusively. Attendance by some 3,500 hard core bettors, by Bidwell's definition those that attend the track at least three times a week and bet on at least the daily double or on the final races, has decreased.

If the services are still in operation this spring, Bidwell fears that Sportsman's Park's problems will worsen. He pointed to Arlington Park's experience and terms the impact of the messenger services there "horrendous." He expects that if the current trend of expansion continues, the horses will be racing without an audience, a situation financially fatal.

Although Bidwell sees some form of permanent away-from-track betting to be inevitable, he is particularly opposed to the current messenger services. In his opinion, they hurt the State, the racing associations, the horsemen, and the general public. His biggest fear is that licensing would be inadequate, and he recommends that, if messenger services are to be the forum, a separate licensing agency, other than the Illinois Racing Board, be established with broad powers to conduct background checks on applicants, conduct unannounced inspections, and require stringent record keeping. A State operated off-track betting system

would not be too offensive to Bidwell, if handled differently from New York's. Bidwell claims that New York's system had initially failed to give a fair share of the money to the racing association and to the horsemen and that attendance did drop. Of all possibilities, he prefers that the tracks themselves operate off-track betting.

* * * * *

Sheldon Robbins, Treasurer of Arlington Park/Washington Park Race Track Corporation, said that the Corporation sustained significant financial damages due to the operation of messenger services.

Estimating average attendance loss at 1,500 to 3,000 persons per day and profit from attendance at \$3.02 per capita, Robbins set minimum income loss from decline in attendance at \$4,500 per day, or close to one half million dollars in a 100-day racing season. Moreover, Robbins asserted that messenger services decrease the total handle, claiming losses at the Corporation's Arlington Park races at \$69,000 per day.

He emphasized that the most important factor influencing the decrease in handle is "roll over betting," which refers to the additional bets each person would place if present at the track. While the average bet at Pegasus is \$16 per capita (according to Pegasus), the average bettor at the track wagers \$120 per day.

A significant decline in handle adversely affects everyone involved, since, as Robbins explained, 8% goes to the State in taxes, 8% to the track and horsemen, and 84% to the bettors in the payoff. Though most of the track's profits accrue from attendance-related income, Robbins regards the harm from the drop in handle as significant.

Robbins also said that had the messenger services not been in operation, the track would have realized a 4% increase in handle. Instead, he estimated a decline in total handle of 5%, and a decrease in attendance of 15.3%. (These figures relate to the second meet at Arlington Park Race Track--August 3 through October 2, 1976.) This, Robbins said, does not reflect the total extent of the situation, since most of the impact of the messenger services was not felt until the fall of 1976. In May, 1976, there were approximately 20 messenger services in operation; by September, some 200 existed. Thus, Robbins warned that his statistics do not indicate the full degree of harm inflicted by the services.

(In contrast to the situation at Hawthorne Race Course, Arlington Park had to increase the number of mutual clerks to fill the four windows reserved for messenger service trifecta wagers. While the messenger services place an average of \$12,000 on trifecta bets per day, the additional clerks each earn approximately \$60 per day.)

* * * * *

Thomas S. Sweeney, Vice-President and General Manager of Balmoral Park Trot, Inc., argued that messenger services cut into both State and track revenue and that the services could be scandalous to the racing industry. He believes they should be abolished.

Sweeney, who is also a Vice-President of the Balmoral Racing Club, said that the people who frequent the messenger services are those who would normally attend the tracks themselves. He said that revenue is lost due to a decline in "roll-over" betting--the tendency of many horse players to gamble their winnings--and because the tracks suffer losses in parking fees, admissions, concessions, and sale of racing literature. Sweeney estimated that the tracks make a profit of \$2.40 per person on such incidentals.

Night harness racing was held at Balmoral Park from October 13th through November 28th for a total of 34 racing dates. The season's attendance was 107,148; the total handle was \$10,776,878. Thoroughbred racing was held at Sportsman's Park from November 8th through December 22nd for a total of 39 racing dates. Attendance was 316,098, with a handle of \$46,000,448. No comparable racing dates were held in 1975 by the Balmoral Park Trot Club.

Although Sweeney accepts the fact that Illinois will some day legalize off-track betting, he sees it as a necessary evil. He believes that if and when OTB does become legal, it should be administered by the racing industry which has, he said, the expertise and the knowledge to run it properly.

* * * * *

Joseph Joyce, Jr., President of Arlington Park/Washington Park Race Track Corporation and former Vice-President of New York City's Off Track Betting Corporation, firmly believes that messenger services are destructive to the racing industry. He argues that they reduce income from handle, attendance and related sources, and that messenger services provide opportunity for bookmaking and other illegal activities. In short, he is strongly opposed to messenger services.

Joyce does, however, regard a New York style off-track betting system as a potential benefit to both the State and the racing industry. Joyce noted that New York's system provides government operated locations with computerized connections to the tracks' tote boards. Thus, the odds are computed to include the OTB wagers. All OTB bets, however, must be placed before the racing program begins. In addition to the regular privilege tax, all OTB winnings are subject to a 5 percent surtax. To work effectively, Joyce believes the tracks and horsemen must receive some share of the privilege tax. Though the State percentage need be small, additional revenue should accrue from an increase in betting.

The amount of increase in betting is the key to success in any off-track betting system, since, as Joyce explained, track attendance will inevitably decline for a period of time. Joyce recalled that New York's OTB handle in 1976 totaled \$800,000,000, with revenue of \$132,000,000. Of this profit, \$30,000,000 was returned to the racing industry and \$100,000,000 went to the government. Attendance, however, decreased 30 percent at thoroughbred races, with a corresponding 22 percent decrease in at-track betting. Harness racing attendance declined 24 percent, with a 17 percent reduction in at-track betting.

Joyce estimates that Cook County OTB could yield approximately half of New York's total, or some \$400,000,000 in handles with \$65,000,000 in revenue. This revenue, Joyce claims, would more than compensate the tracks during the period of decreased attendance, and a reverse trend of attendance should occur within a few years.

* * * * *

Robert F. Carey, Managing Director of Hawthorne Race Course, said that messenger services have been hurting the track's business. Handle, attendance and related income have all decreased with the rise of the services. Although Hawthorne has reserved several separate windows for messenger services, decreasing attendance has forced a reduction in the total number of mutual clerks. Carey emphasized that Hawthorne will positively lose money if the messenger services continue operating, since income from the betting is insufficient to maintain business.

Carey would prefer no system of away-from-track betting, but suggested several methods of correcting the current situation. If messenger services are allowed to continue operations, then Carey recommends strict licensing, with background

and character checks. He suggested tickets be punched on location and tied into the tote board, but he also recognizes the inherent problems of supervising such a system. If the State were to run off-track betting, Carey would like a 6 percent service fee charged on all bets, to be returned to the tracks. This, he said, might even be beneficial for the tracks.

The best alternative, however, would be for the tracks to run off-track betting. With people already knowledgeable in the operations, the administrative problems would be minimized. Moreover, Carey thinks the tracks would be willing to run the service at cost of operation or at a small profit.

* * * * *

Sid E. Anton, Executive Vice President of Maywood Park Trotting Association, opposes messenger services under any conditions. He said that attendance, concessions, and handle have all declined at Maywood Park due to the operation of the messenger services.

The drop in handle has occurred despite Maywood Park's opening of seven additional trifecta windows for the services. Anton blamed part of this decline on messenger services "making book" rather than placing straight bets at the track. (He said that most services will not play with trifecta bets due to the possibly large payouts.)

Although Anton would prefer no away-from-track betting, he argued that the best system would have the tracks extend their mutuels departments to include off-track betting. This would still result in a decrease in attendance and concessions, but Anton claims the extent of the impact is too difficult to determine at this time.

IV

FISCAL IMPACT

The fiscal impact messenger services might have on State and local revenues is directly related both to race track attendance and to the total dollars bet at the track (handle). The State collects an admission tax of 15¢ per person, receives a percentage of the total daily handle, and collects sales tax from concessionaires at the track. Local governments collect an admission tax of 10¢ per person, and collect a portion of the sales tax.

It was not possible for the Commission to evaluate the impact on the individual municipalities; nor was it possible to examine the sales tax figures. However, we did obtain daily attendance and handle figures from the Illinois Racing Board for all upstate tracks over the past seven years. Since State and local revenues are directly related to attendance and handle, an examination of these values provides insight into whether State and local revenues have been increasing, decreasing or remaining fairly static.

Unfortunately, any change in attendance and handle values (whether an increase or decrease) from 1975 to 1976 cannot be automatically attributed to the rapid expansion of the messenger services. Many factors affect betting and attendance patterns--the general economy, the weather, racing dates, track preferences, the quality of horses and many other variables all interact in a complex formula. None of these variables has remained constant over the past several years, and there were major changes, indeed, between 1975 and 1976.

Nevertheless, our analysis of the betting and attendance trends for upstate harness and thoroughbred racing over the past seven years indicates that the messenger services did have an adverse impact on the average weekly revenues for the tracks, the State and the local governments during the latter part of 1976. But because of the extended racing season this year, total revenues increased in 1976 over 1975.

In 1975, for example, upstate thoroughbred racing generated 26.3 million dollars in taxes from admissions and handle. In 1976 the State share was 30.8 million dollars, an increase of 17 percent. The revenues generated from upstate harness racing also increased: in 1975 the figure was 27.6 million; this rose 6.5 percent to 29.4 million in 1976. The increase was realized in spite of the fact that the State admission tax was reduced from 40¢ per person in 1975 to 15¢ per person in 1976.

A comparison of comparable racing periods for both harness and thoroughbred racing, however, begins to reveal some of the adverse impact we believe messenger services had on racing income. For purposes of comparison, we limited statistics to the following dates: for harness racing the periods are February 24, 1975 to December 6, 1975, and February 21, 1976 to December 4, 1976; for thoroughbred racing the figures are April 20, 1975 to November 22, 1975, and April 18, 1976 to November 20, 1976.

During the above periods, the total handle for harness racing increased from 304.3 million in 1975 to 306.1 million in 1976. But attendance declined from 2.7 million in 1975 to 2.6 million in 1976. The handle for thoroughbred racing declined from 305.6 million in 1975 to 302.4 million in 1976. Attendance, too, declined from 2.5 million in 1975 to 2.4 million in 1976.

When considered in the aggregate, the differences between 1975 and 1976 for both thoroughbred and harness racing are statistically insignificant. One might conclude that the differences are caused by people spreading out their attendance and betting over the extended racing season.

However, beginning in the fall of 1976, a greater drop in attendance at both thoroughbred and harness tracks was observed than would normally be expected at that time of year. Indeed, attendance decreased to a level equal to the level of attendance during 1972, the lowest year in the past seven. But the total handle did not decrease as much as would be expected, considering the decrease in attendance.

It seems apparent that the messenger services, in full swing by the fall of 1976, drew bettors away from the tracks. At the same time the services were placing bets at the tracks which tended to prevent the handle from decreasing as greatly as would be expected by the decrease in attendance.

It also seems apparent that the messenger services were not transferring all of the money they collected back to the tracks. If, as many contend, the messenger services allow numerous people to place bets who could not otherwise attend the races, as well as draw away a few who would attend the races if the messenger services did not exist, one would expect to see a decline in attendance but an increase in the handle--at least the handle should remain at the same level. The loss of "roll over" betting, referred to by many, cannot alone account for the observed reduction in the handle.

Consequently, our analysis leads us to the conclusion that had messenger services not existed, the additional

revenues generated for the State and local governments by the extended racing year would have been even greater. The State would have realized greater revenues from increased betting at the track, from admission taxes, and from sales taxes. Local governments would have realized greater revenues from their share of admission and sales taxes.

The impact on the tracks was even more adverse. The State and the tracks were similarly affected by the loss of the betting dollar. However, the State and local governments lose only 15 and 10 cents, respectively, on admissions whenever an individual places a bet at a messenger service instead of paying admission to the track, while the track loses anywhere from \$1.35 to \$3.50 (in addition to losses of parking revenues) for each such person. Finally and obviously, the reduction in retail sales by concessionaires more greatly affects the track than the State or local governments.

CONCLUSIONS AND RECOMMENDATIONS

This Commission concludes that the Illinois Legislature should take immediate steps to pass legislation prohibiting race track messenger services and any operations which allow a person to employ an agent for the purpose of buying pari-mutuel tickets. At the same time, we recommend that the Legislature consider the feasibility of establishing a quasi-governmental Off-Track Betting system.

It is unfortunate that messenger services have been permitted to exist for the past year and one-half. When messenger services attempted to set up shop in Louisiana and Kentucky, those states rapidly passed legislation outlawing a practice which is founded on the most transparent of semantic rationales.

For the messenger services to argue that their's are not gambling houses is nonsense. Messenger services are, plain and simply, off-track betting services in a State which prohibits off-track betting. Whether the businesses are called messenger services or attorney's-in-fact is beside the point.

As the Louisiana Attorney General noted in a brief on behalf of the State versus a messenger service called Countdown: "The simple fact of this case is that if you want to bet on a horse race, you can do it by going to Countdown, Inc. They accept bets on horses. Wagers are made there. You can put your money down on your choice of horses there and you can pick up your winnings there." The brief also noted that the fee charged by Countdown had nothing to do with the service performed or the costs involved. "The fee is not a service charge. It's a percentage--a piece of the action--the traditional gambling house's cut."

Since Illinois courts have thus far been unwilling or unable to use such logic to strike down messenger services, we urge that the legislature amend the statutes so as to eliminate the semantic quibbling which has allowed more than 370 messenger services to glut the Chicago area. The service provided by these operations is finally a disservice to the people of Illinois.

There are those who urge that if messenger services were appropriately licensed and regulated by city or State government, many of the problems surrounding these businesses could be controlled. To argue so suggests little understanding or appreciation of the immensity of the problems.

First, this Commission conducted extensive background investigations into the owners and hired employees of a random selection of messenger services, and we can affirm involvement of the criminal element in these operations.

There is no question but that there are many honest and upstanding citizens working for messenger services. We sympathize with the feelings of many people who are grateful to the messenger services for providing an opportunity to work. Indeed, one important argument for a government-operated Off-Track Betting system--which will be discussed below--is precisely the job opportunities it would create. New York City's OTB Corporation employs 3,000 people.

Having made this qualification, however, the Commission has a duty to state the plain fact that the very nature of the business engaged in by messenger services attracts many persons which few respectable businesses would want on their payrolls. Many of these people have long records of criminal arrests and convictions. Some of them have direct links with organized crime or are known associates of underworld types. A Commission informant--a Chicago-area bookie--told us outright that there is a strong incentive for bookies to set up messenger services and thereby give the appearance of legality.

It is precisely the underworld element in messenger services which has resulted in such abuses and problems as bookmaking, wire rooms, nonpayment to winners, and even a number of arsons.

The news media have devoted considerable attention to the dramatic stories of outraged horse players who, after placing a winning "order," were unable to collect their winnings. Several such stories are presented in this report.

Whenever a messenger service cannot pay a winning bet, it uses the very excuses cited in the "Terms and Conditions" on the betting order receipt: the company is not liable for "circumstances over which...agent has no control (e.g. traffic delays, robbery, etc.)."

For some betting services this is a handy clause indeed: an almost incontestable explanation for covering the practice of simply pocketing the client's wager (in the hope that the horse will lose), or pocketing the client's winnings. The former practice is outright bookmaking; the latter is outright fraud.

It is clear, then, that licensing and regulation of messenger services could not prevent nonpayment to winners--unless the State law were revised to legalize off-track betting. That is a matter which we will discuss shortly, but we mention it here only to underscore our earlier point that the business of messenger services is gambling. The "Terms and Conditions" disclaimer that "Money paid to Pegasus does not constitute a bet or wager" is patently false--another example of the sophistry by which these operations defend their precarious existence.

Then there is the problem of trying to police and detect those messenger services which are established for the express purpose of bookmaking. The Commission has no doubt whatsoever but that there has been wholesale bookmaking activity taking place among the more than 370 messenger services which have operated during the past year and one-half. Some of them have been caught by law enforcement agencies, but the vast majority book bets without anyone ever knowing. Getting caught is difficult.

The main reason most of the services book bets is that the 10 percent service charge is hardly profitable--unless an office can take in well over \$1,000 a day in orders (a figure very few of them achieve). A Commission informant told us about one messenger service which has been averaging \$600 a day in orders; the \$60 service fee, he said, will hardly pay expenses. But he said that if a substantial number of those bets are being booked the profit is around 80 percent. As a result, many of the services place the risky trifectas at the track and simply book most of the straight bets.

The informant's explanation is supported by intelligence information and by the Commission's own statistical analysis. A Chicago Police Department vice squad which observed the activity at Hawthorne Park's special messenger service windows reported that only 10-15 "runners" used those windows during the first six races. But then, when these windows began taking trifecta wagers for the 10th race, some 30-40 messenger service runners showed up. This is commonplace.

In addition, only a small percentage of the services registered at the tracks actually appear at the parimutuel windows. We simply do not accept the explanation that all of these services are laying off their bets on other messenger services.

Finally, as we showed in the previous section on "Fiscal Impact," a statistical analysis of track attendance and handle

supports the thesis that not all of the money being taken in by messenger services is bet at the race tracks. Particularly, the analysis supports the hypothesis that the messenger services place the trifecta wagers and book the straight bets themselves. Attendance at the tracks in the fall of 1976 fell to the same level as that of 1972--which was the worst year for attendance. Not coincidentally, 1972 was also the same year that "gimmick" betting was temporarily eliminated.

What we can conclude, then, is that many people who are attracted mainly to gimmick betting are going to the messenger services instead of to the tracks. But while the increase in trifecta betting is apparent at the parimutuel windows, the total handle has not increased nor even remained the same, as would be expected. Messenger services are simply booking many of the straight bets.

A regulation which would require messenger services to retain all losing tickets for inspection would no doubt curtail bookmaking--as well as put many of them out of business. But the expense of policing them would surely exceed whatever tax revenue licensing would generate.

Therefore, the Commission recommends that the Legislature initiate a serious and extensive study to determine the feasibility of a quasi-governmental off-track betting system. If nothing else, the astonishing growth of the messenger services makes clear beyond any doubt that they provide an extremely popular service. Rather than simply denying the public this service, the State would do well to consider a way of improving upon it.

The scope of this investigation did not permit a thorough study of OTB, but the Commission has little doubt but that a system such as New York's network of Off-Track Betting corporations is a far superior alternative to the messenger services. A non-profit public benefit parimutuel wagering system could generate millions of dollars in revenue to State and local governments. It would create thousands of jobs. The public would never have to worry about not being paid its winnings. And while OTB might not eliminate bookie operations, it would at least be able to compete with illegal wagering.

New York's tracks suffered losses in attendance and handle for about two years after establishment of OTB, and it is likely that the same thing would happen in Illinois. But since the Illinois racing program is not as strong as New York's, great care must be taken to ensure that our tracks can survive a possible two-year struggle.

We believe therefore that implementation of OTB here should be delayed a few more years until the State's horse racing industry is stronger. Although the Illinois Racing Act of 1975 is apparently successful, it will take more time for that legislation to achieve a truly quality racing program. In the meantime, the State should be carefully studying an OTB system so that when it is introduced, the trial and error period which New York experienced can be avoided. As a starting point, the Legislature should consider the suggested model OTB statute contained in the recently issued final report of the Commission on the Review of the National Policy Toward Gambling.

Appendix

RACE TRACK MESSENGER SERVICES IN ILLINOIS

There follows the name and address of nearly every race track messenger service established in the Chicagoland area since July 4, 1975, when the first such service opened for business. As comprehensive as this listing may be, some of these services may have gone out of business yesterday, change their names today, or emerge as new businesses tomorrow. It should be pointed out that a similarity in the names of these establishments does not necessarily indicate commonality in their ownership.

Across the Board, Inc.
7646 South Vincennes Avenue
Chicago 60620

Arnolds Pony Express
704 North River Road
Mount Prospect 60056

Action Gate
8205 South Exchange Avenue
Chicago 60617

ATH Messenger Service
6107 South King Drive
Chicago 60637

Action Messenger Service
5786 North Lincoln Avenue
Chicago 60659

At the Post, Inc.
442 North Kedzie Avenue
Chicago 60612

All Sports Couriers, Inc.
1516 West 47th Street
Chicago 60609

At the Post Messenger Service
125 East 35th Street
Chicago 60616

All Track Messenger Service, Inc.
3204 West North Avenue
Chicago 60647

Backstretch Messenger Service
339 North Laramie Avenue
Chicago 60644

And There Off
2042 North Cicero Avenue
Chicago 60639

Beetle Bomb Express Messenger
Service, Inc.
4632 West Fullerton Avenue
Chicago 60639

Apex Messenger Service
211 East 47th Street
Chicago 60653

Berwyn Messenger Service
6923 West Ogden Avenue
Berwyn 60402

Apex Messenger Service
916 East 47th Street
Chicago 60653

Big Al's Messenger Service, Inc.
4639 South State Street
Chicago 60609

Argentry Messenger Service
1606 South Pulaski Road
Chicago 60623

Black Express Messenger Service
2867 East 79th Street
Chicago 60649

C and H Whirlaway Messenger
Service
305½ East Garfield Boulevard
Chicago 60637

C and H Whirlaway Messenger
Service
1820 East 79th Street
Chicago 60649

C. Homestretch Messenger
2313 East 95th Street
Chicago 60617

Cavallo Messenger Service
1515 East Rand Road
Palatine Township 60067

Centaur (Scorpius Enterprises)
2804 North Clark Street
Chicago 60657

Centaur Central Messenger
Service, Inc.
1947 West Howard Street
Chicago 60626

Centaur Central Messenger
Service, Inc.
126 East Pershing Road
Chicago 60653

Centaur Central Messenger
Service, Inc.
332 West 71st Street
Chicago 60621

Centaur Messenger Service
2532 East 75th Street
Chicago 60649

Centaur Messenger Service
7458 South Colfax Avenue
Chicago 60649

Centaur Messenger Service
1154 West 69th Street
Chicago 60621

Chicagoland Parimutuel Express
4121 North Ozanam
Norridge 60634

Chicagoland Parimutuel Express
6272 West North Avenue
Chicago 60639

Chicagoland Parimutuel Express
5603 West Chicago Avenue
Chicago 60651

Citation Messenger Service
5454 West Higgins Avenue
Chicago 60630

Colt Messenger Service, Inc.
5739 West Grand Avenue
Chicago 60639

Community Messenger Service
1543 East 63rd Street
Chicago 60637

Cook County Messenger
2316 East 71st Street
Chicago 60649

Daily Double Express, Inc.
414 South Kedzie Avenue
Chicago 60612

Daily Double Express, Inc.
2159 West Madison Street
Chicago 60612

Daily Double Express, Inc.
1018 North Milwaukee Avenue
Chicago 60622

Daily Double Express, Inc.
1164 North LaSalle Street
Chicago 60610

Daily Double Express, Inc.
7645 North Paulina Street
Chicago 60626

Daily Double Express Messenger
Service
1200 West 63rd Street
Chicago 60636

Dell's Messenger Service
7519 South Halsted Street
Chicago 60620

Dependable Messenger
10240 South Ridgeland
Chicago Ridge 60415

Derby Day
2406 West 63rd Street
Chicago 60629

Derby Day
6305 South Kedzie Avenue
Chicago 60629

Derby Day
6354 South Pulaski Road
Chicago 60629

Derby Day
6323 South Central Avenue
Chicago 60638

Derby Track Messengers
737 East 75th Street
Chicago 60619

Donna-Mite Messenger
322 East 47th Street
Chicago 60653

Early Bird Express, Inc.
3470 North Elston Avenue
Chicago 60618

Eldorado Messenger
15 North Ashland Avenue
Chicago 60607

Equine Company
3809 West 63rd Street
Chicago 60629

Exact Messenger Service, Inc.
4300 West Fullerton Avenue
Chicago 60634

Exact Messenger Service, Inc.
3635 West Diversey Avenue
Chicago 60647

Expert Messenger Service
4244 West Cermak Road
Chicago 60623

E-Z Bet, Inc.
4325 South Halsted Street
Chicago 60609

E-Z Bet Messenger Service, Inc.
1616 West Howard Street
Chicago 60626

E-Z Bet Messenger Service, Inc.
2222 West Devon Avenue
Chicago 60659

Falcon Race Track Messenger
Service, Inc.
470 North Ogden Avenue
Chicago 60622

Falcon Race Track Messenger
Service, Inc.
2840 North Broadway
Chicago 60657

Fast Buck Messenger Service
451 East 79th Street
Chicago 60619

Fast Luck Messenger Service, Inc.
8010½ South Ashland Avenue
Chicago 60620

Fast Track Messenger Service
261 North Chicago Street
Joliet 60431

Fast Track Messenger Service
510½ East 63rd Street
Chicago 60637

Fast Track Messenger Service
51 West Chicago Avenue
Chicago 60610

FCC Messenger Service
2848 West Montrose Avenue
Chicago 60618

58th Street Express Line Messenger
Service
210 East 58th Street
Chicago 60637

Final Stretch, Inc.
2857 North Damen Avenue
Chicago 60618

Final Stretch, Inc.
2920 West Roosevelt Road
Chicago 60612

Final Stretch, Inc.
2059 North Western Avenue
Chicago 60647

Final Stretch, Inc.
2512 West Roosevelt Road
Chicago 60608

Finish Line Express
1064 West Argyle Street
Chicago 60640

Finish Line Express
1070 West Granville Avenue
Chicago 60660

Finish-Line Express, Inc.
506 West Van Buren Street
Chicago 60607

Finish-Line Express, Inc.
4803 West Madison Street
Chicago 60644

Finish-Line Express, Inc.
346 North Clark Street
Chicago 60610

Finish-Line Express, Inc.
4609 North Sheridan Road
Chicago 60640

Finish-Line Express, Inc.
3928 South State Street
Chicago 60609

Finish-Line Express, Inc.
521 East 47th Street
Chicago 60653

Finish-Line Express, Inc.
3920 West Roosevelt Road
Chicago 60624

Finish-Line Express, Inc.
5112 West Chicago Avenue
Chicago 60651

Finish-Line Express, Inc.
3655 West Chicago Avenue
Chicago 60651

Finish-Line Express, Inc.
26 North Pulaski Road
Chicago 60624

Finish-Line Express, Inc.
1607 North Austin Avenue
Chicago 60639

Finish-Line Express, Inc.
372 East 71st Street
Chicago 60619

Finish-Line Express, Inc.
3751 West 16th Street
Chicago 60623

Finish-Line Express, Inc.
1941 West Irving Park Road
Chicago 60613

Finish-Line Express, Inc.
903 West 87th Street
Chicago 60620

Finish-Line Express, Inc.
731 South Homan Avenue
Chicago 60624

Finish-Line Express, Inc.
335½ North Central Avenue
Chicago 60644

Finish-Line Express, Inc.
5333 West Madison Street
Chicago 60644

Finish-Line Express, Inc.
238 East 35th Street
Chicago 60616

Finish-Line Express, Inc.
8557 South Cottage Grove Avenue
Chicago 60619

Finish-Line Express, Inc.
5106 South Archer Avenue
Chicago 60632

Finish-Line Express, Inc.
622 South Pulaski Road
Chicago 60624

Finish-Line Express, Inc.
1923 West Howard Street
Chicago 60626

Finish-Line Express, Inc.
2724 North Lehmann Court
Chicago 60614

Finish-Line Express, Inc.
1312 East 47th Street
Chicago 60653

Finish-Line Express, Inc.
2130 South Indiana Avenue
Chicago 60616

Finish-Line Express, Inc.
700 West Maxwell Street
Chicago 60607

Finish-Line Express, Inc.
3641 West Cermak Road
Chicago 60623

First Class Company
3760 North Broadway
Chicago 60613

First Class Company, Inc.
1421 West Irving Park Road
Chicago 60613

First Line Track Service
13 North Halsted Street
Chicago 60606

First Line Track Service
852 West Van Buren Street
Chicago 60607

First Line Track Service
4750 North Rockwell Street
Chicago 60625

First Line Track Service
3754 North Central Avenue
Chicago 60634

First Line Track Service
509 West Jackson Street
Chicago 60606

First Line Track Service
322 South Halsted Street
Chicago 60606

First Line Track Service
3004 North Lincoln Avenue
Chicago 60657

First Line Track Service
819 West Randolph Street
Chicago 60607

First Place Messenger Service, Inc.
6503 South Normal Avenue
Chicago 60621

Flash Messenger Service
543 North Ogden Avenue
Chicago 60622

Fleet Foot LTD
1119 Fulton Market
Chicago 60607

Fleet Foot LTD
2137 North Milwaukee Avenue
Chicago 60647

Fleet Food LTD
3427½ West Diversey Avenue
Chicago 60647

4 Horsemen Messenger Service, Inc.
5946½ West Roosevelt Road
Chicago 60650

4 Horsemen Messenger Service, Inc.
503 West 79th Street
Chicago 60620

4 Horsemen Messenger Service, Inc.
548 West 63rd Street
Chicago 60621

4 Horsemen Messenger Service, Inc.
2631 West 39th Place
Chicago 60632

4 Horsemen Messenger Service, Inc.
2806 West Belmont Avenue
Chicago 60618

Four Leaf Clover, Inc.
1247 West 79th Street
Chicago 60620

Four Legged Messenger
8248 South Cottage Grove Avenue
Chicago 60619

Four Legged Messenger Service
5850 West Chicago Avenue
Chicago 60651

Four Legs Messenger Service
1613 East 87th Street
Chicago 60617

Front Runner Messenger Service
963 South Milwaukee Avenue
Wheeling Township 60090

Front Runner Messenger Service
4933 West Dempster
Skokie 60076

Fury Messenger Service
1146 South California Avenue
Chicago 60612

Galaxy Sure Pay Messenger Service
1954½ East 79th Street
Chicago 60649

Gambit Messenger Service
5990 South Archer Avenue
Chicago 60638

Goldfinger, Inc.
2916 West Belmont Avenue
Chicago 60618

Grandstand Messenger Service, Inc.
3212½ West Lawrence Avenue
Chicago 60625

Handicappers Club, Inc.
957 West 79th Street
Chicago 60620

Hasty House Messenger Service, Inc.
7201 South Halsted Street
Chicago 60621

Hickey's Messenger Service, Inc.
229 East 58th Street
Chicago 60637

Hobby Horse (Gemini & Associates)
1009 West Belmont Avenue
Chicago 60657

Home Stretch Express Company
18 East Chicago Avenue
Chicago 60611

Home Stretch Express Company
5103 North Harlem Avenue
Chicago 60656

Home Stretch Messenger Service
1022 East 82nd Street
Chicago 60619

Home Stretch Messenger Service
810 West 69th Street
Chicago 60621

Home Stretch Messenger Service
4816 West North Avenue
Chicago 60639

Horse and Buggy Messenger
5952 West Roosevelt Road
Chicago 60650

Horse and Buggy Messenger Service
6457 South Central Avenue
Chicago 60638

Horse and Buggy Messenger Service
107 West Van Buren Street
Chicago 60605

Horse Cents, Inc.
3128 North Lincoln Avenue
Chicago 60657

Horseshoe Messenger Service, Inc.
4153½ West 26th Street
Chicago 60623

Horseshoe Messenger Service, Inc.
309 West Chicago Avenue
Chicago 60610

Horseshoe Messenger Service, Inc.
1543 West Division Street
Chicago 60622

Horses Mouth
5212 West Irving Park Road
Chicago 60641

Horses Mouth, Inc.
1339 West Morse Avenue
Chicago 60626

Horsing Around
5528 South Damen Avenue
Chicago 60636

Inside Track Messenger Service
4060 North Milwaukee Avenue
Chicago 60641

Instant Messenger Service
235 East 51st Street
Chicago 60615

Irish Mary's Messenger Service
413 West Chicago Avenue
Chicago 60610

Jackpot Messenger Service
10658 South Wentworth Avenue
Chicago 60628

Jetliner Messenger Service
2506 East 79th Street
Chicago 60649

Jetliner Messenger Service
11365 South Michigan Avenue
Chicago 60628

Jetliner Messenger Service
5046½ South Cottage Grove Avenue
Chicago 60615

Jetliner Messenger Service
335 East Pershing Road
Chicago 60653

Jetliner Messenger Service
1721½ East 79th Street
Chicago 60649

Jetliner Messenger Service
8200 South Cottage Grove Avenue
Chicago 60619

Jockey and Turf Company
6819 West North Avenue
Chicago 60635

Jockey's Winner's Circle
416 East 47th Street
Chicago 60653

Lady Luck, Inc.
349 West 79th Street
Chicago 60620

Lady Luck Messenger Service
324 East 51st Street
Chicago 60615

Lady Luck Messenger Service
11106 South Michigan Avenue
Chicago 60628

Lawrence Company
4007 West Lawrence Avenue
Chicago 60630

Lightening Fast
6402 South Cottage Grove Avenue
Chicago 60637

Lightening Fast Messenger Service
5154 South Halsted Street
Chicago 60609

Lightening Fast Messenger Service
8237 South State Street
Chicago 60619

Lightening Fast Messenger Service
2749 West Madison Street
Chicago 60612

Lightening Fast Service
3007 West Madison Street
Chicago 60612

Light Messenger Service
808 West 52nd Street
Chicago 60609

Little Al's Messenger Service
4715 North Kedzie Avenue
Chicago 60625

L & L Enterprises Messengers
5851 West Madison Street
Chicago 60644

Lucky Buck
2631 West 63rd Street
Chicago 60629

Lucky Horseshoe Messenger Service
2029 West North Avenue
Chicago 60647

Lucky Lady Messenger Service
412 East 43rd Street
Chicago 60653

Lucky Runner's Messenger
4125 West Madison Street
Chicago 60624

Lucky Runner's Messenger
1355 South Ashland Avenue
Chicago 60622

Lucky Runner's Messenger
1221 West Roosevelt Road
Chicago 60608

Lucky Runner's Messenger
5631 West Madison Street
Chicago 60644

Lucky Star
11254 South State Street
Chicago 60628

Mama Lucy's Messenger Service
12750 South Halsted Street
Chicago 60628

Mama Lucy's Messenger Service
1850 East 79th Street
Chicago 60649

Man O' War
4848 West North Avenue
Chicago 60639

Mecca's Win, Place, Show
3646 West Lawrence Avenue
Chicago 60625

Mercury Messenger Service, Inc.
2400 East Oakton Street
Arlington Heights 60005

Mercury Messenger Service, Inc.
13 North Spring Street
Elgin 60120

Mercury Messenger Service, Inc.
650 West Roosevelt Road
Glen Ellyn 60137

Mercury Messenger Service, Inc.
218 East Washington Street
Waukegan 60085

Mercury Messenger Service, Inc.
12 North Broadway
Aurora 60505

Mercury Messenger Service, Inc.
5320 West Lawrence Avenue
Chicago 60630

Mercury Messenger Service, Inc.
112 East 43rd Street
Chicago 60653

Mercury Messenger Service, Inc.
408 South State Street
Chicago 60605

Mercury Messenger Service, Inc.
6733 North Olmstead Avenue
Chicago 60631

Messenger Service
10 South Wabash Avenue
Chicago 60603

Mobile Messenger Service
849 East 79th Street
Chicago 60619

Mr. Ace Messenger Service
305 East 51st Street
Chicago 60615

Mr. B's Winning Circle, Inc.
9405 South Ashland Avenue
Chicago 60620

Mr. Lucky Messenger Service, Inc.
51 West Lake Street
Maywood 60153

Mr. Lucky Messenger Service, Inc.
1869 East 71st Street
Chicago 60619

Mr. Lucky Messenger Service, Inc.
746 East 79th Street
Chicago 60619

Mr. Lucky Messenger Service, Inc.
824 West 79th Street
Chicago 60620

Mr. Lucky Messenger Service, Inc.
748 East 63rd Street
Chicago 60637

Mr. Lucky Messenger Service, Inc.
1550 West 69th Street
Chicago 60636

Mr. Lucky Messenger Service, Inc.
4636 South Cicero Avenue
Chicago 60638

Mr. Lucky Messenger Service, Inc.
2053 East 95th Street
Chicago 60617

Mr. Lucky Messenger Service, Inc.
106 East Cermak Road
Chicago 60616

Mr. Lucky Messenger Service, Inc.
11334 South Michigan Avenue
Chicago 60628

Mr. Lucky Messenger Service, Inc.
223 East Garfield Boulevard
Chicago 60637

Mr. Lucky Messenger Service, Inc.
2726 East 75th Street
Chicago 60649

Mr. Lucky Messenger Service, Inc.
810 West 69th Street
Chicago 60621

Mr. Lucky Messenger Service, Inc.
7531 North Clark Street
Chicago 60626

Mr. Lucky's Race Track Messenger
Service
4342 West Madison Street
Chicago 60624

Mustang Messenger Service, Inc.
4837 1/2 West Irving Park Road
Chicago 60641

Off Track
415 East 63rd Street
Chicago 60637

Off Track Bonanza
202 West Cermak Road
Chicago 60616

Off Track Bonanza
655 East 47th Street
Chicago 60653

Off Track Delivery Service
11 West Grand Avenue
Chicago 60610

On the Rail Messenger Service
1645 East 71st Street
Chicago 60649

OTB Messenger Service
1103 West Bryn Mawr Avenue
Chicago 60660

Paddock Messenger Service, Inc.
417 East 61st Street
Chicago 60637

Pari-Mutuel Messenger Service
413 West 14th Street
Chicago Heights 60411

Pegasus Company
1313 West Lake Street
Aurora 60506

Pegasus Company
1667 West Mannheim Road
Stone Park 60165

Pegasus Company
343 South Dearborn Street
Chicago 60604

Pegasus Company
7140 West Grand Avenue
Chicago 60635

Pegasus Company
2502 West Devon Avenue
Chicago 60659

Pegasus Company
157 East Ohio Street
Chicago 60611

Pegasus Company
4912 North Western Avenue
Chicago 60625

Pegasus Company
112 East 51st Street
Chicago 60615

Pegasus Company
3354 North Broadway
Chicago 60657

Pegasus Company
3115 North Central Avenue
Chicago 60634

Pegasus Company
2501 North Kedzie Avenue
Chicago 60647

Pegasus Company
4600 South Pulaski Road
Chicago 60632

Pegasus Company
5969 West Chicago Avenue
Chicago 60651

Pegasus Company
7123 South Archer Avenue
Chicago 60638

Pegasus Company
4755 West Fullerton Avenue
Chicago 60639

Pegasus Company
1720 North Cleveland Avenue
Chicago 60614

Personal Messenger Service, Inc.
709 Wentworth
Calumet City 60409

Personal Messenger Service, Inc.
9915 South Ewing Avenue
Chicago 60617

Personal Messenger Service, Inc.
21620 Lincoln Highway
East Chicago Heights 60411

Photo Finish
167 East 157th Street
Harvey 60426

Photo Finish, Inc.
5609 North Kimball Avenue
Chicago 60659

Photo Finish Messenger Service
3002 West Irving Park Road
Chicago 60618

Pony Express
6854 South Stony Island Avenue
Chicago 60649

Pony Express LTD
4251 South Indiana Avenue
Chicago 60653

Pony Express Messenger Service
5416 North Broadway
Chicago 60640

Pony Express Messenger Service
354 South Pulaski Road
Chicago 60624

Pony Express Messenger Service
3552 West Belmont Avenue
Chicago 60618

Post Time
6257 South State Street
Chicago 60621

Post Time
4907 West Chicago Avenue
Chicago 60651

Post Time
3817 West Chicago Avenue
Chicago 60651

Post Time
4746 West Madison Street
Chicago 60644

Post-Time
4412 West Madison Street
Chicago 60624

Post Time - Kingsway Enterprises
1541 North Pulaski Road
Chicago 60651

Postward Messenger Service
4119 South Ashland Avenue
Chicago 60609

Postward Messenger Service
4623 South Kedzie Avenue
Chicago 60632

Quicksilver Messenger Service Co.
6354 North Broadway
Chicago 60660

Racetime Messenger Service, Inc.
220 South State Street
Chicago 60604

Race Track Messenger Service
6244 South Archer
Summit 60501

Race Track Messenger Service
407 East 69th Street
Chicago 60637

Race Track Messenger Service
2883 North Milwaukee Avenue
Chicago 60618

Race Track Messenger Service
4022 North Sheridan Road
Chicago 60613

Race Track Messenger Service, Inc.
3034 West Belmont Avenue
Chicago 60618

Race Track Messenger Service, Inc.
3960 North Elston Avenue
Chicago 60618

Race Track Messenger Service, Inc.
1582 North Clybourn Avenue
Chicago 60622

Racetrack Messenger Service, Inc.
4034 West Montrose Avenue
Chicago 60641

Raceway, Inc.
317 Howard Street
Evanston 60202

Raceway, Inc.
2631 West 39th Place
Chicago 60632

Raceway, Inc.
4802 North Broadway
Chicago 60640

Raceway, Inc.
4308 South Archer Avenue
Chicago 60632

Railbird Express
5140 North Elston Avenue
Chicago 60630

Revere Messenger Service
206 East 43rd Street
Chicago 60653

RTM Messenger Service
3255 West 63rd Street
Chicago 60629

RTM Messenger Service
5905 South Wentworth Avenue
Chicago 60621

Ruth Schuman and Sons, Inc.
922 West Belmont Avenue
Chicago 60657

Saddle and Sulky
1535 North Western Avenue
Chicago 60622

Saddlelite, Inc.
9001 South Ashland Avenue
Chicago 60620

Sandman Messenger, Inc.
6315 South Cottage Grove Avenue
Chicago 60637

Sea Biscuit Company
4457 South Archer Avenue
Chicago 60632

South Suburban Messenger Service
5425 West 95th Street
Oak Lawn 60453

South Suburban Messenger Service
2048 Ridge Road
Homewood 60430

Sport of Kings
13 East 69th Street
Chicago 60637

Sportsman Messenger Service, Inc.
6150 North Lincoln Avenue
Chicago 60659

Sprinter's Circle Express Messenger
Service
2112 West Roscoe Street
Chicago 60618

Starting Gate
8313 South Racine Avenue
Chicago 60620

Starting Time Courier
954 West Fulton Street
Chicago 60607

Starting Time Courier
2998 South Archer Avenue
Chicago 60608

Star Track Messenger Service
2407 East 75th Street
Chicago 60649

State Line Messenger Service
9149 South Baltimore Avenue
Chicago 60617

State Line Messenger Service
13551 South Brainard Avenue
Chicago 60633

State Line Messenger Service
9348 South Cottage Grove Avenue
Chicago 60619

Statewide Messenger Service
1143 West 79th Street
Chicago 60620

Stretchline Express
4342 West Madison Street
Chicago 60624

Stretch Runner Express
5538 West North Avenue
Chicago 60639

Stretch Runner Express
911 North State Street
Chicago 60610

Stretch Runner Express
1139 West Argyle Street
Chicago 60640

Stretch Runner Express
5618 West Division Street
Chicago 60651

Stretch Runner Express
4915 1/2 West Fullerton Avenue
Chicago 60639

Suburban Messenger Service
108 Main Street
West Chicago 60185

Sure-Win, Inc.
11307 South Michigan Avenue
Chicago 60628

Sure-Win, Inc.
10500 South Michigan Avenue
Chicago 60628

TBO's Messenger Service
1757 West 79th Street
Chicago 60620

Thoroughbred Messenger Service
5727 West Lake Street
Chicago 60644

T. M. S., Inc.
2106 Sheridan Road
North Chicago 60064

Top Value Messenger Service, Inc.
3004 East 100th Street
Chicago 60617

Top Value Messenger Service, Inc.
1908 East 87th Street
Chicago 60617

Track and Back
4715 South Ashland Avenue
Chicago 60609

Track Five
208 East 69th Street
Chicago 60637

Track Shacks
78 West Harrison Street
Chicago 60605

Track Shacks
2731 North Austin
Chicago 60639

Track Side LTD, Inc.
2033 South Halsted Street
Chicago 60608

Track Time
7519 South Cottage Grove Avenue
Chicago 60619

Track Time Messenger Service
3653 West 16th Street
Chicago 60623

Track Time Messenger Service
203 South Pulaski Road
Chicago 60624

Track Time Messenger Service
3148 West Cermak Road
Chicago 60623

Track II
13707 South Leyden
Chicago 60627

Track II LTD
7211 South Vincennes Avenue
Chicago 60621

Track II LTD
6716 South Stony Island Avenue
Chicago 60649

Tri-County Messenger Service
108 South Bloomington
Streator 61364

Tri-County Messenger Service
100 West Superior Street
Ottawa 61350

Triple A
752 West 69th Street
Chicago 60621

Triple Crown
3304 West 137th Street
Robbins 60472

Triple Crown
1603 South Pulaski Road
Chicago 60623

Triple Crown Messenger Service
Corporation
120 West Downer Place
Aurora 60506

Triple Crown Messenger Service
Corporation
1722 North Mannheim
Stone Park 60165

Trojan Horse
309 North Cicero Avenue
Chicago 60644

Trojan Horse
501 East 79th Street
Chicago 60619

Turf Center, Inc.
7601C West Madison Street
Forest Park 60130

Turf Service
3431 North Harlem Avenue
Chicago 60634

Turf Service LTD
3100 West Fulton Street
Chicago 60612

Turf Service LTD
3247 North Pulaski Road
Chicago 60641

Turf Service LTD
3900 North Cicero Avenue
Chicago 60641

Unicorn
2370 North Clybourn Avenue
Chicago 60614

Urban Messenger Service
34 West Clinton Street
Joliet 60431

U-Rite Messenger
461 East 87th Street
Chicago 60619

Victory Lane, Inc.
4003 North Monticello Avenue
Chicago 60618

Victory Lane, Inc.
3213 North Cicero Avenue
Chicago 60641

Wally's Messenger Service
11441 South Michigan Avenue
Chicago 60628

Western Messenger
7054 South Western Avenue
Chicago 60636

Western Messenger
4758 Clark Street
Chicago 60640

Western Messenger
6000 West Irving Park Road
Chicago 60634

Western Messenger
6057 West Belmont Avenue
Chicago 60634

Western Messenger
5752 South Pulaski Road
Chicago 60629

Western Messenger
7116 West Higgins Avenue
Chicago 60656

White Horse (Caballo Blanco)
2649 West Division Street
Chicago 60622

White Stallion Messenger Service
3428 West North Avenue
Chicago 60647

Windy City Messenger Service
753 East 75th Street
Chicago 60619

Winner Circle, Inc.
7100 South Paxton Avenue
Chicago 60649

Winner Line Express
4957 West Diversey Avenue
Chicago 60639

Winner's Circle
2920 East 79th Street
Chicago 60649

Winner's Circle
(Metropolitan Messenger Service)
36 West Randolph Street
Chicago 60601

Winner's Circle
(Metropolitan Messenger Service)
40 North Wells Street
Chicago 60606

Winners Circle Messenger Service
4702 South King Drive
Chicago 60615

Winners Circle Messenger Service
3547 West Madison Street
Chicago 60624

Winning Circle
2336 West 79th Street
Chicago 60620

Winning Messenger Service
1544 West 63rd Street
Chicago 60636

Winning Messenger Service
2017 West Roosevelt Road
Chicago 60608

Winning Ticket
1008 West 79th Street
Chicago 60620

Winning Ticket Messenger Service
2006 West 21st Street
Chicago 60608

Winning Ticket Messenger Service
1953 South Kedzie Avenue
Chicago 60623

Winning Ticket Messenger Service
1573 South Kedzie Avenue
Chicago 60623

Winning Track
4230 South Archer Avenue
Chicago 60632

Win, Place, or Show
153 East 154th Street
Harvey 60426

Win, Place, Show
14420 South Crawford
Midlothian 60445

Win, Place, Show Messenger Service
1542 West 79th Street
Chicago 60620

Win, Place, Show Messenger Service
2480 East 75th Street
Chicago 60649

Win, Place, Show Messenger
Service, Inc.
5254 West Chicago Avenue
Chicago 60651

Wire to Wire
2010 North Pulaski Road
Chicago 60639

Wire to Wire
5516 West Belmont Avenue
Chicago 60641

Wire to Wire
4738 North Harlem Avenue
Norridge 60656

WSP
16740 South Oak Park
Tinley Park 60477

Your On Messenger Service
113 West Huron Street
Chicago 60610

Zebra Express
3611½ South Cottage Grove Avenue
Chicago 60653

Zenith Messenger
7835 South Halsted Street
Chicago 60620

Zephyrus Express, Inc.
7928 South Halsted Street
Chicago 60620

END