



Massachusetts Gaming Commission Meeting Minutes

Date/Time: March 11, 2025, 10:00 a.m.
Place: Massachusetts Gaming Commission

VIA CONFERENCE CALL NUMBER: 1-646-741-5292
PARTICIPANT CODE: 111 826 5143

The Commission conducted this public meeting remotely utilizing collaboration technology. The use of this technology was intended to ensure an adequate, alternative means of public access to the Commission's deliberations for any interested member of the public.

Commissioners Present:

Chair Jordan Maynard
Commissioner Eileen O'Brien
Commissioner Bradford Hill
Commissioner Nakisha Skinner
Commissioner Paul Brodeur

1. [Call to Order](#) (00:00)

Chair Maynard called to order the 548th Public Meeting of the Massachusetts Gaming Commission ("Commission") at 10:00 a.m. Roll call attendance was conducted, and all five Commissioners were present for the meeting.

2. [Meeting Minutes](#) (00:44)

- a. January 6, 2023
- b. January 18, 2023
- c. March 28, 2024
- d. February 6, 2025

Commissioner Skinner noted that there were two meetings on January 18, 2023, and the set currently before the commissioners is for the 2:00 PM meeting that day. She noted that the Commission previously approved the minutes for the earlier meeting that day.

Commissioner Skinner moved that the Commission approve the minutes for the January 6, 2023, January 18, 2023 at 2:00 PM, and March 28, 2024 meetings that are included in the

Commissioners' Packet, subject to any necessary corrections for typographical errors or any other non-material matters. Commissioner O'Brien seconded the motion.

Roll call vote:

Commissioner O'Brien: Aye.

Commissioner Hill: Aye.

Commissioner Skinner: Aye.

Commissioner Brodeur: Abstain.

Chair Maynard: Aye.

The motion passed, 4-0 with one abstention.

Commissioner Skinner further moved to approve the minutes for the February 6, 2025 meeting that are included in the Commissioners' Packet, subject to any necessary corrections for typographical errors or any other non-material matters.

Commissioner O'Brien clarified a comment she made during the February 6, 2025 meeting and asked for that change to be made before seconding the motion.

Roll call vote:

Commissioner O'Brien: Aye.

Commissioner Hill: Aye.

Commissioner Skinner: Aye.

Commissioner Brodeur: Aye.

Chair Maynard: Aye.

The motion passed unanimously, 5-0.

3. [Administrative Update](#) (03:29)

Executive Director Dean Serpa provided two program updates related to Problem Gambling Awareness Month.

The first update Executive Director Serpa provided was regarding the "Problem Gambling Screening Day" on March 11, 2025 in which interested patrons could visit the GameSense information centers at the casinos for screenings with GameSense advisors. He mentioned that the Encore Boston Harbor GameSense team was going to be joined by staff from Casa Esperanza, which is a mental health recovery service provider contracted by the Department of Public Health, and that individuals who complete a screening would receive a special ceramic coffee mug. Executive Director Serpa also noted that sports wagering patrons could access remote screenings with a GameSense advisor by live chat.

The second update provided was regarding a training session for interested Commission staff on March 19, 2025 focused on helping them better understand and address gambling harm. Executive Director Serpa noted that the session will include segments by Director of Research and Responsible Gaming Mark Vander Linden and Director of Player Health for the Massachusetts Council on Gaming and Health, Amy Gabrila.

4. [Racing Division](#) (6:56)

a. [Plainridge Park Casino Request for Capital Improvement Fund Consideration \(test barn renovations\)](#) (7:15)

Financial Analyst Chad Bourque introduced a request for consideration by Plainridge Park Casino for funds in the amount of \$16,250 to cover the paving of the state test barn. He noted that he reviewed the submission and supporting documents, considers the request in good order, and recommends the Commission approve the request.

Commissioner Hill moved that the Commission approve the Harness Horse Capital Improvement Trust Fund request for an additional \$16,250 in accordance with M.G.L. c. 128A, §5(g) for funding for renovations of the test barn, as included in the Commissioners' packet and discussed here today. Commissioner O'Brien seconded.

Roll call vote:

Commissioner O'Brien: Aye.

Commissioner Hill: Aye.

Commissioner Skinner: Aye.

Commissioner Brodeur: Aye.

Chair Maynard: Aye.

The motion passed unanimously, 5-0.

Commissioner Hill asked about track safety and requested a snapshot from Director of Racing at Plainridge Park Casino, Steve O'Toole, about how safe the track is for training this time of year. Director O'Toole explained that they started blading the snow and ice off the track three weeks ago and added salt. He noted that all reports are good and that the agreement with the horsemen is that they wouldn't open until the racetrack was deemed safe.

b. [Report on 2023 unpaid winnings and possible subsequent authorization for CFAO to pay out funds approved by the Commission](#) (12:52)

- i. Plainridge Racecourse
- ii. Suffolk Downs
- iii. Wonderland Park
- iv. Raynham Park

Director of the Racing Division Dr. Alexandra Lightbown introduced the topic of unclaimed winnings from 2023 and explained that Financial Analyst Bourque met with each of the racing meeting licensees to discuss their unclaimed winning amounts (Plainridge Racecourse - \$119,889.781; Sterling Suffolk Racecourse - \$114,379.51; Raynham/Taunton/Massasoit Greyhound Association - \$105,723.77; no unclaimed winnings for Wonderland Greyhound Park). Dr. Lightbown stated that the Racing Division is requesting approval from the Commission for the Finance Division to distribute the amounts to the appropriate licensees or Fund once funds have been submitted by the licensees and cleared the Commission's bank

accounts.

Commissioner Brodeur asked where the funds are kept in the interim and whether they are kept specifically in an interest-bearing account. Financial Analyst Bourque explained that the funds are kept with the racetracks. Director O'Toole confirmed that the funds are handled collectively as they transition business from day-to-day and recorded in the Tote system. He further explained that what usually goes uncashed are refunds and that really comes to fruition through simulcasting.

Commissioner Hill moved that the Commission authorize the Finance Division to distribute funds from unclaimed tickets from Plainridge Racecourse in the amount of \$119,889.78 to the Plainridge Racecourse purse account and from the Sterling Suffolk Racecourse in the amount of \$114,379.51 to the Sterling Suffolk Racecourse purse account and from Raynham/Taunton/Massasoit Greyhound Association in the amount of \$105,723.77 to the Racing Stabilization Fund. Commissioner Brodeur seconded.

Roll call vote:

Commissioner O'Brien: Aye.

Commissioner Hill: Aye.

Commissioner Skinner: Aye.

Commissioner Brodeur: Aye.

Chair Maynard: Aye.

The motion passed unanimously, 5-0.

5. [Discussion regarding collective bargaining of the SEIU Local 888 Agreement](#) (20:06)

a. Executive Session

Chair Maynard read the following language into the record: "The Commission anticipates that it will meet in executive session in accordance with G.L. c. 30A, § 21(a)(3) to discuss strategy with respect to collective bargaining of the SEIU Local 888 Agreement, as discussion at an open meeting may have a detrimental effect on the bargaining position of the Commission."

Commissioner Brodeur moved that the Commission enter executive session for the reasons stated by the Chair. Commissioner O'Brien seconded the motion.

Roll call vote:

Commissioner O'Brien: Aye.

Commissioner Hill: Aye.

Commissioner Skinner: Aye.

Commissioner Brodeur: Aye.

Chair Maynard: Aye.

The motion passed unanimously, 5-0.

Transcriber's note: The Commission entered executive session and reconvened the public session of the Commission meeting at [1:15:22](#).

6. [Investigations and Enforcement Bureau](#) (1:15:36)

- a. [Briefing on noncompliance related to Category 3 Sports Wagering American Wagering, Inc. d/b/a Caesars Sportsbook, and discussion regarding next steps. Alleged noncompliance relates to wagers on an unauthorized event in violation of G.L. c. 23N § 3, 205 CMR 247.01\(2\)\(i\), and the Massachusetts Sports Wagering Catalog](#) (1:30:58)

Chair Maynard confirmed with Director of the Investigations and Enforcement Bureau, Caitlin Monahan, at [1:15:41](#) that she is okay with starting with item 6(b) before going back to item 6(a).

Following the executive session, the Commission returned to this agenda at [1:30:57](#).

Enforcement Counsel Zachary Mercer introduced the alleged non-compliance incident involving Category 3 Sports Wagering licensee, American Wagering Inc. d/b/a Caesars Sportsbook and which implicates M.G.L. c. 23N § 3, 205 CMR 247.01(2)(i), and the Massachusetts Sports Wagering Catalog. He explained that the operator offered an unapproved golf event for wagering, resulting in the placement of 15 wagers with a total stake of \$1,103.29. He noted that upon inquiry, Caesars explained that the unapproved market was made available due to a mistaken belief that the event was permitted under The Match Series. Counsel Mercer asked for the Commission's guidance on next steps with the options being to move the matter to an adjudicatory hearing, to refer the matter to the IEB pursuant to 205 CMR 232 or, under M.G.L. c. 23N, §16, to issue a civil administrative penalty.

Chair Maynard responded that he is fine with referring the matter to the IEB given the dollar amount involved. Commissioner O'Brien agreed with Chair Maynard and asked what the event involved as compared to what's currently permitted. Counsel Mercer explained that it is a golf event where teams of two go head-to-head in a showdown instead of a tournament. Commissioner O'Brien also asked whether we have updated the Catalog, noting that there has been a seismic shift with golf and asked whether this is a part of the issue, too. Counsel Mercer confirmed this was not an approved event as it was not part of The Match Series. Commissioner O'Brien stated that it seems like there are two infractions (one being the approved event, and the second being the unapproved event in general). The other commissioners agreed with Chair Maynard as well.

- b. [Discussion of firearms security at MGM Springfield](#) (1:15:38)

- i. Executive Session

Chair Maynard read the following language into the record: "The Commission anticipates that it will meet in executive session in accordance with G.L. c. 30A, § 21(a)(4), G.L. c. 30A, § 21(a)(7), G.L. c. 23K, § 21(a)(7), and 205 CMR 139.02 to discuss the use and deployment of security personnel, devices, or strategies with respect thereto, specifically with regard to firearm

safety at MGM Springfield and to discuss the response to the Commission’s internal control related directive submitted by MGM Springfield related to the same subject matter.”

Commissioner Brodeur moved that the Commission enter executive session for the reasons stated by the Chair. Commissioner Skinner seconded the motion.

Roll call vote:

Commissioner O’Brien: Aye.

Commissioner Hill: Aye.

Commissioner Skinner: Aye.

Commissioner Brodeur: Aye.

Chair Maynard: Aye.

The motion passed unanimously, 5-0. An executive session was entered.

Chair Maynard informed attendees at [1:17:00](#) that the Commission will return to the public meeting following this executive session.

Transcriber’s note: The Commission entered executive session. After conclusion of the executive session, the public session reconvened at [1:30:58](#) and agenda item #6(a) was reviewed. Roll call was taken, and all Commissioners were confirmed present.

7. [Sports Wagering Division](#) (1:35:46)

- a. [DraftKings request to use an alternate method of KYC identity authentication at the time of sports wagering account establishment pursuant to 205 CMR 248.04\(4\)](#) (1:36:02)

Chief of the Sports Wagering Division Carrie Torrisi stated that the Sports Wagering Division is presenting KYC processes for approval in accordance with 205 CMR 248.04(4) for DraftKings and Penn Sports Interactive. She explained that by regulation, sports wagering operators must utilize identity authentication questions that require a patron to provide information known only to the patron through security questions unless an alternate method of authentication is approved by the Commission. She summarized that following the Commission’s review, the Sports Wagering and Gaming Technical Compliance Divisions recommend that the Commission approve both DraftKings’ and Penn Sports Interactive’s alternate methods of KYC pursuant to 205 CMR 248.04(4).

- i. [Executive Session](#) (1:37:33)

Chair Maynard read the following language into the record: “The Commission anticipates that it will convene in an Executive Session in conjunction with its review of DraftKing’s methods of KYC in accordance with G.L. c. 30A, § 21(a)(7) and G. L. c. 4, § 7(26)(n) to review certain materials in connection with the sports wagering operator’s processes and parameters during account creation related to customer verification and authentication, as these matters relate to cyber security within the Commonwealth, and the public discussion or disclosure of which is likely to jeopardize public safety or cyber security.”

Commissioner Brodeur moved that the Commission enter executive session for the reasons stated by the Chair. Commissioner Skinner seconded the motion.

Roll call vote:

Commissioner O'Brien: Aye.
Commissioner Hill: Aye.
Commissioner Skinner: Aye.
Commissioner Brodeur: Aye.
Chair Maynard: Aye.

The motion passed unanimously, 5-0.

Transcriber's note: The Commission entered executive session. After conclusion of the executive session, the public session reconvened at [1:51:50](#).

Commissioner Skinner moved that pursuant to 205 CMR 284.04(4) the Commission approve the alternate methods of KYC identity authentication currently utilized by DraftKings. Commissioner Hill seconded the motion.

Roll call vote:

Commissioner O'Brien: Aye.
Commissioner Hill: Aye.
Commissioner Skinner: Aye.
Commissioner Brodeur: Aye.
Chair Maynard: Aye.

The motion passed unanimously, 5-0.

- b. [Penn Sports Interactive request to use an alternate method of KYC identity authentication at the time of sports wagering account establishment pursuant to 205 CMR 248.04\(4\) \(1:53:00\)](#)
 - i. [Executive Session \(1:53:24\)](#)

Chair Maynard read the following language into the record: “The Commission anticipates that it will convene in an Executive Session in conjunction with its review of Penn Sports Interactive’s methods of KYC in accordance with G.L. c. 30A, § 21(a)(7) and G. L. c. 4, § 7(26)(n) to review certain materials in connection with the sports wagering operator’s processes and parameters during account creation related to customer verification and authentication, as these matters relate to cyber security within the Commonwealth, and the public discussion or disclosure of which is likely to jeopardize public safety or cyber security.”

Commissioner Brodeur moved that the Commission enter executive session for the reasons stated by the Chair. Commissioner Hill seconded the motion.

Roll call vote:

Commissioner O'Brien: Aye.

Commissioner Hill: Aye.
Commissioner Skinner: Aye.
Commissioner Brodeur: Aye.
Chair Maynard: Aye.

The motion passed unanimously, 5-0.

Chair Maynard informed attendees at [1:54:39](#) that the Commission will return to the public meeting following this executive session.

Transcriber's note: The Commission entered executive session. After conclusion of the executive session, the public session reconvened at [1:58:23](#).

Commissioner Hill moved that pursuant to 205 CMR 284.04(4) the Commission approve the alternate methods of KYC identity authentication currently utilized by Penn Sports Interactive. Commissioner Skinner seconded the motion.

Roll call vote:

Commissioner O'Brien: Aye.
Commissioner Hill: Aye.
Commissioner Skinner: Aye.
Commissioner Brodeur: Aye.
Chair Maynard: Aye.

The motion passed unanimously, 5-0.

8. [Community Affairs Division](#) (1:59:36)

a. [FY26 Community Mitigation Fund Application Summary](#) (2:00:12)

Chief of the Community Affairs Division Joe Delaney updated the Commission that as of January 31, 2025, the Community Affairs Division received 35 applications for the FY 2026 round of Community Mitigation Fund grants. He did note that one application was received late, by approximately three hours, due to difficulties in transmitting the application. He explained that the total request for FY 2026 is \$24.4 million with approximately \$21.3 million from municipalities and \$3.1 million from regional agencies. He also noted that waiver requests totaled just over \$5 million. Chief Delaney also spoke about the future of the Community Mitigation Fund budget and explained that once there is a better understanding regarding the State budget proposals, the Commission may need to make some decisions to guide staff review of the applications.

Both Chair Maynard and Commissioner Skinner stated that we must review the applications in a fair manner and based upon the criteria set at the beginning of the application process.

Commissioner Skinner stated that the bigger concern is what to do next fiscal year. She asked whether a late application has ever been accepted and under what circumstances, noting a desire to ensure consistency moving forward. Chief Delaney stated he could not recall a previous instance where that happened. A discussion ensued about whether a waiver request is necessary in order to accept a late application. The consensus among the commissioners was to accept the

application. Commissioner O'Brien noted that the Commission should have a formal vote to accept the late application during the Commission's review of said application.

b. [MGM Springfield Quarterly Report and ILEV Update](#) (2:12:23)

Vice President and Legal Counsel of MGM Resorts International, Gus Kim, introduced the MGM team followed by Vice President of Finance at MGM Springfield, Arlen Carballo, and Director of Compliance at MGM Springfield, Daniel Miller, who presented their quarterly report for Q4 which included the following topics: gaming revenue and taxes, lottery sales, diversity and local spend, compliance, employment numbers, and workforce and hiring initiatives.

Commissioner O'Brien asked about MGM Springfield's efforts to increase the number of employees who identify as women. Vice President Carballo noted she will work with their talent and acquisition teams and circle back with the Commission on those efforts. President and Chief Operating Officer of MGM Springfield Louis Theros noted that the participation of women in Western MA is at 42% in the workforce and that they will get back to the Commission about what they have done specifically and on areas of improvement.

Director Miller resumed the presentation about community outreach and special events, including entertainment at the MassMutual Center and MGM Springfield.

Commissioner Brodeur asked Director Miller about whether there is an expectation that bartenders will still ID patrons once they're on the gaming floor and their ID is already checked at a security checkpoint. Director Miller explained that the rule of thumb is to check IDs for anyone who appears to be under the age of 30 years old and that employees should not assume the patron went through a security checkpoint. Commissioner Brodeur followed up with a question about whether there is discipline associated with these kinds of issues. Director Miller noted that there is disciplinary action in the affirmative if the interaction was significant enough.

Transcriber's note: Discussion under agenda item #9 and #10 occurred prior to agenda item #8. The commissioners resumed agenda item #8 at [2:33:10](#).

Chair Maynard stated that the Commission anticipated that it would meet in executive session in accordance with G.L. c.30A, §21(a)(7) to comply with G.L. c.23K, §21(a)(7) for the specific purpose of reviewing the proposed multi-year capital expenditure plan described in 205 CMR 139.09, and any corresponding materials, submitted relative to MGM Springfield, as discussion of this matter in public would frustrate the purpose of the statute and associated legal authorities where the capital expenditure plan at issue is covered by a nondisclosure agreement between the Massachusetts Gaming Commission and Blue Tarp Redevelopment doing business as MGM Springfield. He noted that the public session of the Commission meeting would not reconvene at the conclusion of the executive session.

Commissioner Brodeur moved that the Commission enter executive session for the reasons stated by the Chair. Commissioner Hill seconded the motion.

Roll call vote:

Commissioner O'Brien: Aye.
Commissioner Hill: Aye.
Commissioner Skinner: Aye.
Commissioner Brodeur: Aye.
Chair Maynard: Aye.

The motion passed unanimously, 5-0.

Transcriber's note: The Commission entered executive session and did not reconvene the public meeting.

9. [Commissioner Updates](#) (02:32:51)

Transcriber's note: Discussion under agenda items #9 and 10 occurred prior to agenda item #8.

No commissioner updates were raised prior to entering the executive session.

10. [Other Business](#) (02:33:05)

No other business was raised by the Commissioners prior to entering the executive session.

List of Documents and Other Items Used

1. [Notice of Meeting and Agenda](#) dated March 7, 2025
2. [Commissioners' Packet](#) from the March 11, 2025 meeting (posted on massgaming.com)