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## Massachusetts Gaming Commission

### Meeting Minutes

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**Date/Time:** April 10, 2025, 10:00 a.m.  
**Place:** Massachusetts Gaming Commission

VIA CONFERENCE CALL NUMBER: 1-646-741-5292  
PARTICIPANT CODE: 112 191 8193

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 551<sup>st</sup> 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](#) (00:31)

- a. January 9, 2023
- b. March 26, 2024
- c. September 26, 2024
- d. March 11, 2025

Commissioner Skinner moved that the Commission approve the minutes for the January 9, 2023, March 26, 2024, and September 26, 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 that the Commission approve the minutes for the March 11, 2025 meeting that are included in the Commissioners' Packet, subject to any necessary corrections for typographical errors or any other non-material matters. Commissioner Brodeur 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.*

3. [Legislative Update](#) (01:59)

Commissioner Hill stated that he does not have a legislative update today but noted that the budget is about ready to be put out by the Massachusetts State House, so he will have an update at the next public meeting.

4. [Administrative Update](#) (02:12)

Executive Director Dean Serpa stated that he had two updates. One was a reminder that the 2025 racing season opens on April 14, 2025 at Plainridge Park Casino. The second update was acknowledging the upcoming departure of Chief Information Officer, Katrina Jagroop-Gomes. The commissioners and other senior leaders recognized the work of Chief Jagroop-Gomes and offered their congratulations to her on her next opportunity.

5. [Discussion regarding collective bargaining of the SEIU Local 888 Agreement](#) (16:39)

a. Executive Session

*Transcriber's Note: The commissioners agreed to discuss and vote on items #5(a) and #6(a) during the same executive session before reconvening the public 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. The public session of the meeting will 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 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.*

## 6. Legal (19:05)

### a. [Meeting Minutes – Executive Session](#) (19:05)

i. February 14, 2023

ii. April 29, 2024 (1:23 PM)

iii. April 29, 2024 (2:12 PM)

iv. May 23, 2024

v. June 17, 2024

vi. June 20, 2024

Chair Maynard read the following language into the record: “The Commission anticipates that it will meet in executive session in conjunction with its review of minutes from previous executive sessions that were convened in accordance with G.L. c. 30A, § 21(a)(3) (February 14, 2023, May 23, 2024, June 17, 2024, and June 20, 2024); G.L. c. 30A, § 21(a)(7) and G.L. c. 4, § 7(26)(f) (May 23, 2024); G.L. c. 30A, § 21(a)(7) and G.L. c. 23N, § 6(i) (May 23, 2024); G.L. c. 30A, § 21(a)(7); and G. L. c. 4, § 7(26)(n) (April 29, 2024 at 1:23PM and April 29, 2024 at 2:12PM ) as their discussion at an open meeting may frustrate the intended purpose for which the executive sessions were convened. The public session of the meeting will reconvene at the conclusion of the executive session.”

Commissioner Skinner 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 to discuss items #5(a) and #6(a) and reconvened the public session of the Commission meeting at 00:47:20.*

- b. [205 CMR 247.03: Petition for a Sporting Event or Wager Category – Discussion and Review of Regulation Amendment and Amended Small Business Impact Statement for final adoption by Commission](#) (47:20)

Associate General Counsel Ying Wang summarized the recommended changes to 205 CMR 247.03 and noted that this regulation has completed the promulgation process. She explained that the Legal Division is now seeking a formal vote to adopt the final version of the proposed regulation. Commissioner O'Brien asked whether this was originally a 3-2 vote. Associate General Counsel Wang affirmed that it was.

Commissioner Hill moved that the Commission approve the amended small business impact statement and the draft of 205 CMR 247.03 as included in the Commissioners' Packet and discussed here today and further that the staff be authorized to take the steps necessary to file the required documentation with the Secretary of the Commonwealth to finalize the regulation promulgation process. Commissioner Brodeur seconded the motion.

*Roll call vote:*

*Commissioner O'Brien: Nay.*

*Commissioner Hill: Aye.*

*Commissioner Skinner: Nay.*

*Commissioner Brodeur: Aye.*

*Chair Maynard: Aye.*

*The motion passed, 3-2.*

- c. [205 CMR 3.00: Harness Horse Racing – Discussion and Review of Regulation Amendments and Small Business Impact Statement for authorization for emergency enactment and to begin the promulgation process by the Commission](#) (50:28)
- i. 205 CMR 3.13(13): Licensee: duties and obligations
  - ii. 205 CMR 3.15(3): Owners
  - iii. 205 CMR 3.21(7): Trainers
  - iv. 205 CMR 3.23(12)(13): Claiming Races
  - v. 205 CMR 3.32(3)(k): Testing
  - vi. 205 CMR 3.33(6): Postmortem Examinations

Associate General Counsel Melanie Foxx summarized the six proposed amendments to the harness horse racing regulations under 205 CMR 3.00. She explained that these amendments are being brought forward with a request for a vote by emergency enactment for two primary reasons: first, these regulations are in the interest of the Commonwealth and its citizens to ensure the health and safety of the public participants and animals involved in racing and second, for the regulations to take effect prior to the start of the racing season which begins on April 14, 2025.

Commissioner Brodeur inquired about the difference between a regulation promulgated by emergency and the ordinary promulgation process. Associate General Counsel Foxx explained that if they were to file these amendments with the Secretary of the Commonwealth by emergency, the amended regulations would immediately go into effect prior to the racing season and that it is valid for 90 days. She further explained that during those 90 days, the regulations would still go through the normal promulgation steps.

Commissioner Hill thanked Dr. Alexandra Lightbown, Director of the Racing Division, and the Legal Division for their hard work on these regulations. He noted that this review has been going on for a while and that a lot of work went into these regulations. Chair Maynard agreed with Commissioner Hill.

Director Lightbown noted that as a courtesy, she met with the Harness Horseman's Association and Steve O'Toole, Director of Racing at Plainridge Park Casino, about these regulations. She noted that she received an email from the Harness Horseman's Association noting their concerns on the medication regulation, but they didn't go any further than saying they would like to discuss it. Director Lightbown still recommended moving forward with these regulations today to remedy a gap in the regulations which was identified last season. She noted that there will be an opportunity for further changes later on.

Commissioner Hill moved that the Commission approve the amended drafts of 205 CMR 3.13(13), 205 CMR 3.15(3), 205 CMR 3.21(7), 205 CMR 3.23(12)(13), 205 CMR 3.32(3)(k), and 205 CMR 3.33(6) as discussed here today and that the staff be authorized to take the steps necessary to file the required documentation with the Secretary of the Commonwealth by emergency and thereafter to begin the regulation promulgation process. He further moved that the staff shall be authorized to modify chapter or section numbers or titles to file additional regulation sections as reserved or to make any other administrative changes as necessary to execute the regulation promulgation process. Commissioner Brodeur 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.*

#### 7. [Presentation by Local Enterprise Assistance Fund \(LEAF\)](#) (1:02:11)

Senior Programs Manager Boniswa Sundai introduced the representatives from the Local Enterprise Assistance Fund (LEAF) and explained that they are going to provide a brief update on their work. She provided background that LEAF was originally awarded a grant by the Commission to develop a database and to provide technical assistance to minority-owned and veteran-owned businesses interested in contracting with the Commission's casino licensees.

Amine Benali, LEAF Managing Director of Strategy and Development, thanked the commissioners and noted that the last update they presented was in March 2022. He provided a brief background on LEAF and explained that they are a Boston-based, immigrant-led non-profit Community Development Financial Institution (CDFI) founded in 1982 to provide funding to the cooperative economy and has provided financing and advisory services to underserved businesses in Massachusetts to preserve and grow jobs in low-income areas since 2016. He explained their eight impact areas of focus, which are categorized into three sections: economic inclusion, access to healthy food, and access to affordable housing. Managing Director Benali then discussed LEAF's Elevate Small Business program. He described their partnership initiatives with the Commission, including assisting local diverse businesses since the pandemic by providing financial management technical assistance and capital, participating in the Quarterly Advisory Team meetings convened by the Commission at various casinos, assisting the Commission in their diverse procurement search, and developing a state-of-the-art online platform for buyers to securely and privately identify vendors for their needs. Managing Director Benali explained how their work and impact has changed since 2022. He described how they have upgraded their platform to make sure their database systems are secure and provided a demonstration of the "vendor universe" of vendor search projects and vendor data platforms.

Commissioner Brodeur inquired about how their work will be impacted long-term by federal funding constraints. Managing Director Benali responded that nothing material has impacted their ability to do their work and that CDFIs have bipartisan support. He emphasized that their financing sources are diverse and that they generate income by providing capital to businesses. Therefore, he doesn't see that as a risk but mentioned that he will continue to monitor the news.

8. [Racing Division](#) (1:23:04)

a. [Jockeys' Guild Recognition](#) (1:23:29)

Director Lightbown stated that under M.G.L. c. 128A, §5(h)(4), pari-mutuel taxes paid to the Commission can be used to pay \$65,000 annually to the organization determined by the Commission to represent the majority of jockeys to provide health and other welfare benefits to active, disabled, or retired jockeys. She noted that, for years, the organization that has represented these jockeys has been the Jockeys' Guild and that her recommendation is that the Commission approve the Jockeys' Guild as the organization that represents the majority of jockeys for the purposes of M.G.L. c. 128A, §5(h)(4).

Attorney Mindy Coleman, Counsel at Jockeys' Guild, Inc., expressed appreciation for the Commission's consideration and noted that these funds are distributed among the qualifying individuals and makes a difference, especially for those former jockeys who are permanently disabled.

Commissioner Hill moved that the Commission approve the Jockeys' Guild as the organization that represents the majority of jockeys for the purposes of M.G.L. c. 128A, §5(h)(4). 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.*

b. [Racing 2024 Annual Report](#) (1:26:23)

Director Lightbown then discussed the Racing Annual Report for 2024. She highlighted the new Commission mission statement included at the beginning of the report. For milestones, the report mentions the paddock renovations at Plainridge Park Casino. She also noted that they recently got new flooring in the test barn. For racing stats or licensing numbers, Director Lightbown noted there wasn't much change from the year before. For testing, Director Lightbown noted they did see a little bit of improvement (down to 12 from 18 in 2023). She described that they also added a section on horse health to the report.

Then Chad Bourque, Financial Analyst in the Racing Division, summarized the Racing Division's financials and parimutuel activity as included in the report.

*Transcriber's Note: The Commission went on break at 1:31:58 and reconvened at 1:42:07. A roll call was conducted, and all commissioners were present.*

9. [Sports Wagering Division](#) (1:42:37)

a. [DraftKings Request to Void Wagers pursuant to 205 CMR 238.35\(2\)](#) (1:42:52)

Andrew Steffen, Compliance and Operations Manager of the Sports Wagering Division, described DraftKings' request to void nine pending wagers from the account of a deceased patron. He stated that the request, made by an attorney representing the patron's spouse, seeks to return the \$106,100 in staked funds to the estate. He explained that pursuant to 205 CMR 238.35(2), the Commission is responsible for reviewing and authorizing requests to cancel or void wagers of a specific type, kind, or subject. Manager Steffen concluded that the Sports Wagering Division has reviewed the request and confirms that all requirements under 205 CMR 238.35(2) have been satisfied. Therefore, it recommended that the Commission approve the request to void these wagers and return the funds to the estate as requested.

Commissioner Brodeur inquired about what would happen if the bets were not voided. Manager Steffen explained that in that situation, the account would either collect the winnings or the wages would be settled as a loss once those games are settled in May or June 2025. In the event of a win, he further explained that the estate would be able to withdraw those winnings after they're settled. Peter Harrington, Director of Legal at DraftKings, Inc., agreed with Manager Steffen's explanation.

Commissioner Skinner moved that the Commission approve DraftKings' request to void wagers as included in the Commissioners' Packet and discussed here today and to authorize the staff to



issue a written order pursuant to 205 CMR 238.35(4). 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.*

b. [Update on Wager Limitations by Operator Discussions](#) (1:47:29)

Carrie Torrisi, Chief of the Sports Wagering Division, updated the Commission on the ongoing review of wager limitations by operators. She explained that the Sports Wagering Division sent a data request to operators in December 2024 seeking data related to patron accounts and activity to see if the data would show a correlation between patrons who are limited who tended to win as well as the inverse of patrons who have their limits raised and who tended to lose. Chief Torrisi explained that they have received submissions from all operators, and the Sports Wagering Division has been reviewing that data internally. She explained that it has become quite clear that the volume of data submitted as well as the intricacies of the data would greatly benefit from the assistance of a data analyst. Chief Torrisi stated that she is proposing two next steps: first, to work with a data analyst to review the data that has already been submitted by the operators and second, to send a second request to the operators seeking answers to several specific questions related to both patron limiting and VIP programs.

Chair Maynard expressed support for moving forward. Commissioner O'Brien agreed.

10. [Research and Responsible Gaming](#) (1:50:29)

a. [Proposed FY26 Research Agenda](#) (1:50:53)

Mark Vander Linden, Director of the Research and Responsible Gaming Division, reviewed the proposed FY26 gaming research agenda. He noted that there are seven key focus areas, including economic impact research, community-engaged research, public safety research, responsible gaming program evaluation, the Massachusetts Gaming Impact Cohort (MAGIC), and data sharing. Director Vander Linden then discussed several multi-year research projects that are currently underway or upcoming from previous years' research agendas. He noted that the proposed FY26 Gaming Research Agenda budget is estimated to be \$1,882,000, which is a slight decrease from the adopted FY25 budget of \$1,930,000.

Commissioner Brodeur expressed his support for studies on youth gaming and the impact and access by youth in the marketplace. Director Vander Linden stated that they will carry this message forward in terms of their plan for the final year of the project. He also mentioned that the Massachusetts Attorney General's Office is currently doing concrete work in this area. Commissioner O'Brien and Chair Maynard agreed with Commissioner Brodeur on an interest in



youth protection and access. Additionally, Chair Maynard expressed an interest in a study on the illegal gaming market.

11. [Commissioner Updates](#) (2:19:29)

No commissioner updates were raised by the commissioners.

12. [Other Business](#) (2:19:39)

No other business was raised by the commissioners.

Commissioner Brodeur moved to adjourn. 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.*

**List of Documents and Other Items Used**

1. [Notice of Meeting and Agenda](#) dated April 8, 2025
2. [Commissioners' Packet](#) from the April 10, 2025 meeting (posted on massgaming.com)