



Massachusetts Gaming Commission Meeting Minutes

Date/Time: May 21, 2026, 10:00 a.m.

Place: Massachusetts Gaming Commission

VIA CONFERENCE CALL NUMBER: +1-213-631-9908

PHONE CONFERENCE ID: 235 009 085#

The Commission conducted this public meeting remotely utilizing collaboration technology. 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 589th Public Meeting of the Massachusetts Gaming Commission ("Commission"). Roll call attendance was conducted, and all five Commissioners were present for the meeting.

2. [Meeting Minutes](#) (01:05)

a. April 23, 2026

The April 23, 2026 public meeting minutes were included in the Commissioners' Packet on pages 5 through 8.

Commissioner Brodeur moved that the Commission approve the meeting minutes from the April 23, 2026 public meeting as included in the Commissioners' Packet and subject to discussion today, subject to necessary edits for typographical errors or any other non-material matters. 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.

3. Research and Responsible Gaming (02:03)

a. Presentation of report, "Potential Impacts of iGaming on Public Health in Massachusetts"

Head of Responsible Gambling Education and Policy at the Centre of Excellence in Responsible Gaming from the University of Gibraltar Dr. Judith Glynn presented the report "Potential Impacts of iGaming on Public Health in Massachusetts" with topics including the following: research questions, gambling policy context, policy review, potential public health impacts, risks to young people, and recommendations. *The research snapshot, report, and presentation were included in the Commissioners' Packet on pages 9 through 186.*

Commissioner Brodeur asked if prediction markets were an unknown factor in the research due to the way in which they are currently treated. Dr. Glynn stated that prediction markets are a uniquely American phenomenon and noted that one of the report's recommendations was to ask the legislature to establish legal clarity regarding prediction markets.

Commissioner O'Brien asked if there was any research regarding risk mitigation tools for individuals under the age of twenty-five, such as time limitations or bet limitations. Dr. Glynn stated that while some jurisdictions are implementing protections, she had not seen any research evaluating the effectiveness of those policies.

Commissioner Hill thanked Dr. Glynn for her research and presentation. Commissioner Skinner noted that the Commission had a responsibility to do the right thing and adhere to the insights provided in this research. She stated that there were efforts underway to have Dr. Glynn present her report to the Massachusetts Legislature. Chair Maynard thanked Dr. Glynn and Director of Research and Responsible Gaming Mark Vander Linden. He noted that he was on the Gaming Policy Advisory Committee and that he may reach out for Dr. Glynn's input regarding how iGaming would affect jobs in Massachusetts.

4. Community Affairs Division (1:06:36)

a. Encore Boston Harbor Quarterly Report

Wynn MA LLC d/b/a Encore Boston Harbor's ("EBH") Vice President and General Counsel Juliana Catanzariti and EBH's Executive Director of Security and Investigations Tom Coffey presented EBH's quarterly report, with topics including the following: gaming revenue and taxes, sports wagering revenue and taxes, lottery sales, workforce and supplier diversity,

compliance, employee awards, and community relations. *EBH's quarterly report presentation was included in the Commissioners' Packet on pages 187 through 209.*

Commissioner O'Brien noted that the number of women in supervisory roles seemed to be lower than it was in the past and asked if there was a reason for the change. Ms. Catanzariti stated that turnover was low and that she was unsure why that percentage had changed. She stated that she would look into what caused the decreased numbers and send an answer to the Commission.

5. Sports Wagering Division (1:16:55)

a. Caesars Request to Integrate Racebook App into Sportsbook App

Sports Wagering Compliance and Operations Manager Tom Lam introduced American Wagering Inc. d/b/a Caesars Sportsbook's ("Caesars") Technical Compliance Executive Floyd Barroga to present Caesars' request to integrate the NYRABets racebook platform into its sports wagering platform. *A memorandum, Caesars' request, and the accompanying presentation were included in the Commissioners' Packet on pages 210 through 221.*

Commissioner Skinner asked if the website would limit access to users who were 21 years or older. Chief Development Officer at Caesars Digital Dan Shapiro explained that the website had never accepted users under the age of 21. He explained that Caesars planned to sunset the use of the separate racebook platform and website once the platforms were integrated in more jurisdictions. Commissioner Skinner asked if any issues arose in the ten jurisdictions where the platform had been integrated. Mr. Shapiro stated that no issues arose and that Caesars saw greater engagement with horse racing following integration of the platforms.

Commissioner Skinner asked when the racebook would be integrated in Massachusetts. Mr. Shapiro stated that Caesars intended to integrate the platforms before the Belmont Stakes on June 6, 2026. Commissioner Skinner inquired about the patron's experience of the integrated platforms. Mr. Shapiro stated that a horse icon is located in the corner of the platform. He explained that when the platforms are integrated, Caesars would email its customers and include banner advertisements in the platform. He noted that there were pop-up notifications for big races and that similar notification methods would be used in Massachusetts.

Commissioner Skinner asked what would happen to funds in the patron's wallet on the NYRABets platform. Mr. Shapiro stated that the standalone racebook platform would still be available in order to access funds in the patron's account.

Commissioner Hill moved that the Commission approve the request of American Wagering Inc. d/b/a Caesars Sportsbook to integrate the NYRABets Racebook Application into the Caesars Sportsbook mobile app and website, as included in the Commissioners' packet and discussed here today. 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.

b. Sterling Suffolk's Request to add DraftKings Racing as an Approved ADW Provider
(1:36:09)

Director of the Racing Division and Chief Veterinarian Dr. Alex Lightbown presented Sterling Suffolk Racecourse LLC d/b/a Suffolk Downs' request to add DraftKings Racing as an approved advanced deposit wagering ("ADW") provider. *A memorandum and Suffolk Downs' request were included in the Commissioners' Packet on pages 222 through 226.*

Commissioner Hill moved that the Commission approve Sterling Suffolk Racecourse, LLC's request that DraftKings Racing be approved as an ADW Provider, as included in the Commissioners' packet and discussed here today. 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.

c. DraftKings Request to Integrate Racebook App into Sportsbook App (1:39:04)

Manager Lam introduced Crown MA Gaming, LLC d/b/a DraftKings' Senior Director of Government Affairs Chris Cipolla to present DraftKings' request to integrate its racebook platform into its sports wagering platform. *DraftKings' presentation regarding its request was included in the Commissioners' Packet on pages 227 through 234.*

Commissioner Skinner asked why there was no timeline to implement wager limits specific to horse racing. Mr. Cipolla stated that wager limits were on the product roadmap but that there was no implementation date at this time. Commissioner Skinner asked DraftKings to keep the Sports Wagering Division apprised of any updates regarding implementing the wager limit feature for horse racing.

Commissioner Skinner asked when DraftKings anticipated integrating the platforms and what communications would be made to patrons. Mr. Cipolla stated that DraftKings anticipated integrating the platforms prior to the Belmont Stakes on June 6, 2026. He stated that DraftKings would provide five-to-seven days' notice to patrons that DK Horse would be migrated to the sports wagering platform and that if funds were not withdrawn, they would be transferred to the integrated platform. He stated that multiple communications would be sent to the patrons.

Commissioner Skinner asked if DraftKings had any issues with integration in other jurisdictions. Mr. Cipolla stated that there were no issues with integration in other jurisdictions, noting that DraftKings used account matching that helped with the migration of accounts. Commissioner Brodeur expressed excitement regarding the additional access and public exposure to horse racing.

Commissioner Skinner moved that the Commission approve DraftKings' request that its racebook (previously named "DK Horse") be integrated into its Sportsbook as "DraftKings Racing", as included in the Commissioners' packet and discussed here today. 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.

d. 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)
(2:12:23)

Technical Compliance Coordinator Nathan Saylor presented DraftKings' request to use alternate methods of know-your-customer ("KYC") identity authentication. *A memorandum regarding DraftKings' request was included in the Commissioners' Packet on page 235.*

1. Executive Session (2:14:17)

Chair Maynard stated that the Commission anticipated that it would convene in an Executive Session in conjunction with its review of DraftKings' methods of KYC in accordance with G.L. c. 30A, § 21(a)(7), G. L. c. 4, § 7(26)(n), and G.L. c. 23N, § 6(i) 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, the public discussion or disclosure of which is likely to jeopardize public safety or cyber security, and further, which constitute trade secrets, competitively-sensitive information or proprietary information, the disclosure of which would be detrimental to the operator.

Commissioner Brodeur moved that the Commission go into executive session on the matter and for the reasons just 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 returned to the public meeting session at [2:24:31](#).

Commissioner Skinner moved pursuant to 205 CMR 248.04(4) that the Commission approve DraftKings' two alternate methods of KYC authentication, ID scan with selfie verification and Manual Review, at the time of account establishment as included in the Commissioners' Packet and discussed here today. 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.

e. [Updates to Penn Sports Interactive's \(d/b/a theScore Bet\) House Rules](#) (2:26:01)

Compliance Officer David Harrison presented proposed updates to Penn Sports Interactive, LLC d/b/a theScore Bet's ("PSI") House Rules. *A memorandum and the proposed updates to PSI's House Rules were included in the Commissioners' Packet on pages 236 through 240.*

Commissioner O'Brien moved that the Commission approve the updates to Penn Sports Interactive's (d/b/a theScore Bet) House Rules as included in the Commissioners' Packet and discussed here today. 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.

f. [Updates to Bally's Interactive's \(d/b/a Bally Bet\) House Rules](#) (2:32:08)

Compliance Officer Griffin Miniutti presented proposed updates to Bally's Interactive, LLC d/b/a Bally Bet's ("Bally's") House Rules. *A memorandum and the proposed updates to Bally's House Rules were included in the Commissioners' Packet on pages 241 through 247.*

Commissioner Hill moved that the Commission approve the updates Bally Bet's House Rules, as included in the Commissioners' Packet and discussed here today. 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.

g. Discussion of UFC Freedom 250 Event (2:36:48)

Commissioner Brodeur began discussion of the Ultimate Fighting Championship ("UFC") Freedom 250 Event to be held on June 14, 2026 at the White House. He noted that there are several unique factors regarding the event that distinguishes it from typical UFC events. He stated that it is the first commercial sporting event to be held on White House grounds, that the President was promoting the event, that the promotional activity prominently features the White House, and that there was a potential conflict of interest as Trump Media had invested heavily in crypto.com, which was a sponsor of the event. He noted that the Trump family had also invested \$23 million in combat sports.



Commissioner Brodeur noted that federal law prohibited charging admission for events hosted at the White House but that there was a pay-to-play aspect involved in this event by which promoters developed a sponsorship program which gave access to cage-side seats and amenities. He stated that media is reporting that the sponsorship is being run through President Trump's campaign enterprises and allowed de facto political contributions to be made by wealthy donors in exchange for proximity and favor from the President.

Commissioner Brodeur explained that he had requested that the Sports Wagering Division investigate certain aspects of the event regarding event regulation. He noted that Washington D.C. has a combat sports commission but that the UFC had instead opted

to use the Association of Boxing Commissioners and Combative Sports (“ABC”) for the event. He stated that this concern was appropriate for the Commission’s consideration.

Compliance and Operations Manager Andrew Steffen provided an overview of the upcoming event. *A memorandum regarding the UFC Freedom 250 event was included in the Commissioners’ Packet on pages 248 through 252.*



Manager Steffen stated that there were no identified integrity concerns regarding the event and that 32 other jurisdictions are allowing wagers to be offered on this event. He stated that he was not aware of any jurisdiction that had prohibited or restricted wagering on the event and that UFC events were available for wagering in Massachusetts through the Sports Wagering Catalog.

Commissioner O’Brien asked if a private entity would be permitted to use federal grounds for a similar event. Manager Steffen stated that no similar events have been held on federal property previously. He noted that the focus of the Sports Wagering Division’s research was the integrity of the event, the regulatory process of sanctioning the event, and the safety of the athletes. Commissioner O’Brien noted that individuals were prohibited from placing bets on federal property.

Commissioner O’Brien stated that UFC events were permitted by default in the catalog but that she did not want the UFC Freedom 250 to be an approved event. Chair Maynard noted that there were previously congressional baseball games held on federal property for charitable purposes.

Commissioner Brodeur stated that the ABC was typically used when a state did not have an available regulatory entity. He stated that because UFC events were approved in Massachusetts and the ABC was an approved sanctioning body, the Commission would have to take proactive steps to prohibit wagers on this event. Manager Steffen stated that other states were considering this event to be a standard UFC event.

Commissioner Hill stated that he reviewed this event narrowly in terms of integrity, public safety, and the safety of participants. He stated that the memorandum from the Sports Wagering Division addressed his concerns and that he was comfortable that there were no integrity issues.

Chair Maynard agreed that this event was unique. He expressed concern that prohibiting wagers on this event would encourage Massachusetts patrons to go to the illegal market or prediction markets while allowing wagers on this event would allow the Commission to have regulatory oversight.

Commissioner Skinner stated that she was concerned about integrity and insider information and asked how it was determined that there were integrity safeguards in place. Manager Steffen stated that Integrity Compliance 360 (“IC360”) did not identify any integrity concerns. Commissioner Skinner asked if the UFC had a history of integrity concerns related to insider

information. Manager Steffen stated that he did not have that information in front of him. Commissioner Skinner stated that she would want more information regarding how IC360 reached a determination that there were no integrity concerns.

Commissioner Brodeur stated that the media had not reported many issues regarding the UFC and integrity and further, that the UFC took an active part in policing concerns about match fixing by cooperating with regulators. He stated that the UFC had a reputational interest in ensuring that integrity is maintained on a match-by-match basis. He reiterated that the heart of his concern was regarding the integrity of the matches and safety of the fighters. He explained that he was puzzled by the decision to use the ABC instead of the District Combat Sports Commission and was troubled by the idea that the UFC could choose its own regulator for the event. Chair Maynard reiterated that he would still want the Commission to have regulatory oversight of this event to protect the residents of Massachusetts.

Manager Steffen stated that he could provide the additional information requested by Commissioner Skinner later in the meeting.

Transcriber's Note: the Commission went to the next agenda item and returned to this discussion at: [3:23:13](#).

Chair Maynard asked if bets were being placed on this event in Massachusetts. Manager Steffen stated that the event was being offered for wagering but that he was unsure if wagers had been placed. Chair Maynard noted that prediction markets were offering this event. Commissioner Skinner noted that wagers were prohibited from being placed on some athletes and asked if any of those athletes were participating. Manager Steffen stated that any restrictions in place would apply but that none of those fighters were on the fight cards for this event.

Manager Steffen outlined previous integrity issues in the UFC that centered around suspicious betting activity. He stated that in 2022 and last year, individuals connected to fights were suspended due to unusual betting activity and noted that the UFC strengthened its integrity policies as a result. He stated that IC360's review of the UFC Freedom 250 event was consistent with standard monitoring for other events. He further stated that no integrity concerns were identified with the 14 fighters involved in the event and that integrity monitoring would continue through the wagering period. Commissioner O'Brien reiterated that she was opposed to allowing wagers for this event. Commissioner Skinner expressed that she had to rely upon the information before her but that she was with Commissioner O'Brien in spirit. Commissioner Brodeur stated that it was a close call but that he was also opposed to allowing wagers on the event. He further stated that he understood that there were not enough Commissioners in favor of disallowing wagering on the event, but he was happy with the discussion on the issues that come within the Commission's direct purview.

Transcriber's note: Hearing no further discussion on this topic, the Commission returned to Agenda Item 7(b).

h. [Review of Proposed FY27 Audit Topics Pursuant to 205 CMR 239.07](#) (3:07:43)

Chief of the Sports Wagering Division Carrie Torrisi presented the FY27 sports wagering audit topics pursuant to 205 CMR 239.07. *A memorandum regarding the FY27 audit topics was included in the Commissioners' Packet on pages 253 through 254.*

Commissioner Skinner moved that the Commission approve, pursuant to 205 CMR 239.07, the four audit topics for FY27 included in the Commissioners' Packet and discussed here today. 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. Investigations and Enforcement Bureau (3:11:26)

a. Encore Boston Harbor's Request for Service Registration Exemption

Licensing Manager Richard Lawless presented EBH's request for a service registration exemption. He explained that EBH wanted to exempt a new position, the Guest Experience Attendant. He stated that the job duties for this position were collecting and returning lost items, assisting with printing services, greeting guests, and helping guests navigate the valet parking ticket machines. He stated that after review, the Licensing Division recommended approval of EBH's request. *A memorandum and EBH's request were included in the Commissioners' Packet on pages 255 through 260.*

Commissioner Hill moved pursuant to G.L. c. 6, § 172(o) and 205 CMR 134.03(1)(b) that the Commission approve Encore Boston Harbor's request for a Service Registration Exemption as included in the Commissioners' Packet and discussed here today. 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. Plainridge Park Casino's Request for an Amendment to the Beverage License (3:14:37)

Manager Lawless presented Plainville Gaming and Redevelopment LLC d/b/a Plainridge Park Casino's ("PPC") request for an amendment to its beverage license. He noted that the

amendment would extend the hours of the sportsbook to be from 8 A.M. to 1 A.M. seven days a week. He noted that this would bring the sportsbook hours in line with the other licensed beverage areas. He stated that after review, the Licensing Division recommended approval of PPC's request. *A memorandum and PPC's request were included in the Commissioners' Packet on pages 261 through 265.*

Commissioner Skinner inquired as to why the sportsbook's hours were different from the other outlets at PPC. Manager Lawless stated that he was not certain why the sportsbook had different hours but that they were different during the beverage license renewal in 2024.

Commissioner Skinner moved pursuant to G.L. c. 23K, § 26, and 205 CMR 136.03 and 136.04 that the Commission approve the application submitted by Plainridge Park Casino to amend its beverage license to change the hours of service for the Sportsbook at Plainridge licensed area. 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.

7. [Legal Division](#) (3:18:02)

- a. 205 CMR 3.00: Harness Horse Racing - Discussion and Review of Regulations and Amended Small Business Impact Statement for Final Review and Adoption, and Authorization to send the Regulations to the Clerks of the Senate and the House

Associate General Counsel Melanie Foxx presented proposed amendments to 205 CMR 3.00. *A memorandum, the proposed amendments to 205 CMR 3.00, and the Amended Small Business Impact Statement were included in the Commissioners' Packet on pages 266 through 281.*

Commissioner Brodeur moved that the Commission approve the Amended Small Business Impact Statement and adopt the drafts of 205 CMR 3.02, 205 CMR 3.28, and 205 CMR 3.29 as included in the Commissioners' Packet and discussed here today, and further, that staff be authorized to take the steps necessary to file the required documentation with the Secretary of the Commonwealth and the Clerks of the State Senate and House of Representatives. 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. [Executive Session Minutes](#) (3:23:03)

Chair Maynard stated that the Commission would take Agenda Items 8 and 9 and then return to the discussion of Agenda Item 5(g) before entering executive session as the Commission did not anticipate returning to the public meeting session.

i. Executive Session (3:32:08)

Chair Maynard stated that the Commission anticipated that it would meet in executive session to review minutes from previous executive sessions as their discussion at an open meeting may frustrate the purpose for which the executive session was convened, pursuant to G.L. c. 30A, § 21(a)(7) and G.L. c. 23K, § 21(a)(7): February 26, 2026 at 10:37 A.M., 11:01 A.M., and 11:33 A.M.; and G.L. c. 30A, § 21(a)(7), G.L. c. 23N, § 6(i) and G.L. c. 4, § 7(26)(b); April 9, 2026.

Commissioner Brodeur moved to go into executive session on the minutes and for the reasons just 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 the executive session at 1:49 P.M. and did not return to the public meeting session.

8. [Commissioner Updates](#) (3:22:49)

Chair Maynard asked if there were any Commissioner updates and received no response.

9. [Other Business](#) (3:22:52)

Hearing no other business, the Commission returned to the discussion of Agenda Item 5(g).

List of Documents and Other Items Used

1. [Notice of Meeting and Agenda dated May 19, 2026.](#)
2. [Commissioners' Packet from the May 21, 2026 meeting](#) (posted on massgaming.com).