

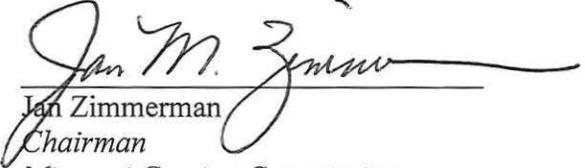
MISSOURI GAMING COMMISSION

COMMISSION RESOLUTION NO. 25-055
REGARDING APPROVAL OF PROPOSED RULES

May 13, 2025

BE IT RESOLVED, that the Missouri Gaming Commission approves the filing of the proposed rules to the rules listed on Exhibit A.

SO ADOPTED.



Jan Zimmerman
Chairman
Missouri Gaming Commission

EXHIBIT A**Proposed Amendments**

1. 11 CSR 45-13.052 Sports Wagering Hearings
2. 11 CSR 45-20.010 Definitions
3. 11 CSR 45-20.140 Cooperation with Investigations
4. 11 CSR 45-20.150 Disciplinary Actions
5. 11 CSR 45-20.160 Temporary Suspension of Sports Wagering Activities
6. 11 CSR 45-20.170 Reporting Prohibited Conduct, Criminal Behavior, and Violations
7. 11 CSR 45-20.180 Integrity Monitoring
8. 11 CSR 45-20.190 Reserve Requirements
9. 11 CSR 45-20.200 Surveillance Requirements for Retail Licensees
10. 11 CSR 45-20.210 Required Surveillance Equipment and Coverage
11. 11 CSR 45-20.220 Information Technology
12. 11 CSR 45-20.230 SW Supplier Standards
13. 11 CSR 45-20.240 Testing, Certification, and Approval of Sports Wagering Equipment and Systems
14. 11 CSR 45-20.250 Sports Wagering Equipment Requirements
15. 11 CSR 45-20.260 Shipping, Maintenance, and Disposal of Sports Wagering Equipment
16. 11 CSR 45-20.270 Online Sports Wagering Platform Requirements
17. 11 CSR 45-20.280 Client Requirements
18. 11 CSR 45-20.290 Sports Wagering System Requirements
19. 11 CSR 45-20.300 Integrity and Security Assessment
20. 11 CSR 45-20.310 Software Change Management
21. 11 CSR 45-20.320 Online Sports Wagering Accounts
22. 11 CSR 45-20.330 Online Sports Wagering Account Suspension
23. 11 CSR 45-20.340 Requests to Authorize Events and Competitions
24. 11 CSR 45-20.350 Requests to Restrict and Exclude Wagering
25. 11 CSR 45-20.360 Prohibited Wagering Activity
26. 11 CSR 45-20.370 Personal Biometric Data Prohibition
27. 11 CSR 45-20.380 Internal Control System
28. 11 CSR 45-20.390 Internal Control System Requirements
29. 11 CSR 45-20.400 Forms
30. 11 CSR 45-20.410 House Rules
31. 11 CSR 45-20.420 Tier One and Tier Two Wagering
32. 11 CSR 45-20.430 Official League Data
33. 11 CSR 45-20.440 Commercial Reasonableness
34. 11 CSR 45-20.450 Placement of Wagers
35. 11 CSR 45-20.460 Redemption of Wagers
36. 11 CSR 45-20.470 Cancelled and Voided Wagers
37. 11 CSR 45-20.480 Retail Sports Wagering Locations and Operations
38. 11 CSR 45-20.490 Mandatory Drops
39. 11 CSR 45-20.500 Accounting Records

- 40. 11 CSR 45-20.510 Record Retention
- 41. 11 CSR 45-20.520 Standard Financial and Statistical Records
- 42. 11 CSR 45-20.530 Annual and Special Audits and Other Reporting Requirements
- 43. 11 CSR 45-20.540 Wagering Tax
- 44. 11 CSR 45-20.550 Procedures for Accounting and Revenue Audit
- 45. 11 CSR 45-20.560 Procedures for Internal Audit
- 46. 11 CSR 45-20.570 Promotions and Marketing
- 47. 11 CSR 45-20.580 Responsible Gaming
- 48. 11 CSR 45-20.590 Compulsive Gaming Prevention Fund
- 49. 11 CSR 45-20.600 Self-Excluded Persons List Created—Right to Self-Exclude from Sports Wagering Activities
- 50. 11 CSR 45-20.610 Procedure for Applying for Placement on the List of Self-Excluded Persons
- 51. 11 CSR 45-20.620 Procedure for Entry of Names onto the List of Self-Excluded Persons
- 52. 11 CSR 45-20.630 Confidentiality of the List of Self-Excluded Persons
- 53. 11 CSR 45-20.640 Procedure to Re-Establish Self-Exclusion on the List of Self-Excluded Persons
- 54. 11 CSR 45-20.650 Duties of Licensees Regarding the List of Self-Excluded Persons

(End of Document)

TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 13—Hearings

PROPOSED RULE

11 CSR 45-13.052 Sports Wagering Hearings

PURPOSE: This rule sets forth procedures for disciplinary actions, license denials, and hearings related to sports wagering applicants and licensees.

(1) A person whose application for a license issued under 11 CSR 45-20 has been denied or against whom a disciplinary action has been initiated may request a hearing under this chapter. The rules in this chapter shall be read together with Chapter 536, RSMo.

(2) The commission may authorize the executive director to investigate and make the initial finding of unsuitability or to issue a proposed order for disciplinary action with regard to any applicant for or holder of a license of the type that may be issued by the commission pursuant to 11 CSR 45-20.

(3) Whenever the commission finds an applicant unsuitable or ineligible for licensing, the commission shall notify the applicant in writing outlining the reasons for the finding. This notice shall be sent to the party's last known address by certified mail or by another means of personal service.

(4) When notified of facts sufficient to support disciplinary action against a licensee under Article III, Section 39(g) of the *Missouri Constitution* or the applicable statutes or rules, the commission may propose disciplinary action against a licensee. If the commission proposes disciplinary action, it shall notify the licensee of the proposed disciplinary action, in writing, outlining the reasons for the proposed discipline. This notice shall be sent to the party's last known address by certified mail or by another means of personal service.

(5) Any licensee who receives a notice of commission action shall respond to the commission within thirty (30) days of the date the notice is mailed from the commission.

(A) If the licensee does not respond to the commission within thirty (30) days of the date the notice is mailed, the commission may petition the Administrative Hearing Commission (AHC) for findings of fact and conclusions of law to support unsuitability, ineligibility, or discipline.

(B) If the licensee responds to the commission within thirty (30) days of the date the notice is mailed, the commission may take any action it deems appropriate, including, but not limited to, dismissing the matter, initiating settlement negotiations pursuant to 11 CSR 45-13.065, or petitioning the AHC for findings of fact and conclusions of law to support unsuitability, ineligibility, or discipline.

(6) Hearings before the AHC shall be governed by Chapter 536, RSMo and the rules in 1 CSR 15-3. The AHC shall, after opportunity for hearing, issue findings of fact and conclusion of law and refer the matter back to the commission.

(A) If the AHC does not find a factual basis to support the notice of commission action, the matter will be dismissed and no action will be taken against the licensee.

(B) If the AHC issues its findings of fact and conclusions of law supporting cause to discipline, the case will be returned to the commission to convene a hearing to consider and determine the appropriate disciplinary action, and enter a final order.

(7) Upon receiving findings of fact and conclusions of law supporting cause to discipline from the AHC, the commission shall set the matter for a hearing pursuant to 11 CSR 45-13.030 before the commission's hearing officer in accordance with this chapter. The notice of hearing shall be in writing and shall notify the licensee of the time and place of the hearing, unless a waiver of hearing is filed by the licensee or the parties reach a settlement, negating the need for a hearing. Service of the hearing notice shall be sent by mail to the party's last known address by certified mail or by another means of personal service. Following the hearing, the hearing officer shall make a recommendation of discipline or other action to the commission as authorized and set forth by 11 CSR 45-13.020.

(8) The commission shall review the recommendation of the hearing officer and issue findings of fact, conclusions of law, and enter a final order. The final order of the commission may be appealed to the circuit court.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

*NOTICE OF PUBLIC HEARING AND NOTICE TO SUBMIT COMMENTS: Anyone may file a statement in support of or in opposition to this proposed rule via email to MGCPolicy@mgc.dps.mo.gov, or by mail to the Missouri Gaming Commission, Policy Section, PO Box 1847, Jefferson City, MO 65102. To be considered, comments must be received within thirty (30) days after publication of this notice in the **Missouri Register**. A public hearing is scheduled for July 17, 2025, at 10:00 a.m., in the Missouri Gaming Commission's Hearing Room, 3417 Knipp Drive, Jefferson City, MO.*

TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.010 Definitions

PURPOSE: This rule establishes definitions for sports wagering used in this chapter.

(1) Definitions beginning with A—

(A) Abnormal wagering activity—Wagering activity exhibited by a patron(s) that is a potential indicator of suspicious activity. Abnormal wagering activity may include the size of a patron's wager, increased wagering volume on a particular event or wager type, or a pattern of behavior by one or more patrons;

(B) Adjusted gross revenue—The total of all cash and cash equivalents received by a licensee from sports wagering minus the total of—

1. All cash and cash equivalents paid out as winnings to patrons;
2. The actual costs paid by a licensee for anything of value provided to and redeemed by patrons, including merchandise or services distributed to patrons to incentivize sports wagering;
3. Voided and cancelled wagers;
4. The cost of free play or promotional credits provided to and redeemed by the applicable licensee's patrons, provided that the aggregate amount of such cost of free play or promotional credits that may be deducted under this paragraph in any calendar month shall not exceed twenty-five percent (25%) of the total of all cash and cash equivalents received by the applicable licensee for such calendar month;

5. Any sums paid as a result of any federal tax, including federal excise tax; and

6. Uncollectible sports wagering receivables, not to exceed two percent (2%) of the total of all sums, less the amount paid out as winnings to sports wagering customers;

(C) Affiliate—An entity that is related to another through ownership, control, or contractual relationship; and

(D) Automated Clearing House (ACH)—An electronic payment system that allows for the transfer of funds between financial institutions in the United States.

(2) *(Reserved)*

(3) Definitions beginning with C—

(A) Cancelled wager—A sports wager that was legal and appropriate when originally placed, but some event, circumstance, or occurrence prevents the wager from being unequivocally determined;

(B) Class B license—A license granted by the commission to maintain, conduct gambling games on, and operate an excursion gambling boat and gaming facility at a specific location;

(C) Client or client software—Any software or application installed or operating on a patron's device for the purpose of interacting with an online sports wagering platform and conducting mobile wagering;

(D) Commercially reasonable—Conducted in good faith and in accordance with commonly accepted business practices;

(E) Commercially reasonable terms—For the purposes of official league data only, includes the following nonexclusive factors:

1. The availability of a sports governing body's tier two official league data to a sports wagering operator from more than one (1) authorized source;

2. Market information, including, but not limited, to price and other terms and conditions, regarding the purchase by sports wagering operators of comparable data for the purpose of settling sports wagers in this state and other jurisdictions;

3. The nature and quantity of data, including the quality and complexity of the process utilized for collecting such data; and

4. The extent to which sports governing bodies or their designees have made data used to settle tier two bets or wagers available to operators and any terms and conditions relating to the use of that data;

(F) Commission—The Missouri Gaming Commission or its agents; and

(G) Critical component—Any subsystem for which failure or compromise can lead to unauthorized access to data used for generating reports for the regulatory body or loss of player entitlements, sports wagering data, or revenue. This includes, but is not limited to, wagering data, elements that control communication between the wagering device and the sports wagering system, or other components that are needed to ensure proper operation of the software.

(4) Definitions beginning with D—

(A) Designated nonpublic gaming area—Portions of a facility not accessible to the public in which the operation of sports wagering occurs, including, but not limited to, the employee side of a sportsbook cage, vault, surveillance rooms, count rooms, or rooms containing sports wagering equipment other than publicly accessible and operational kiosks. Designated nonpublic gaming area does not include off-site servers or data centers located at a facility where in-person wagering does not occur; and

(B) Dormant account—An online sports wagering account that has had no login activity for a period of five (5) years.

(5) Definitions beginning with E—

(A) Esports—Multi-player video game competitions played individually or as teams; and

(B) Excursion gambling boat—A boat, ferry, other floating facility, or any nonfloating facility licensed by the commission on or inside of which gambling games are allowed.

(6) *(Reserved)*

(7) Definitions beginning with G—

(A) Geofence or geofencing—The use of location-based navigation technology, such as global positioning system (GPS), to create virtual geographic borders within which sports wagering may occur; and

(B) Geolocation—The process or technique of identifying the geographical location of a person or device by means of digital information processed by digital means.

(8) Definitions beginning with H—

(A) House rules—A document compiled by a Retail or Mobile licensee for the purpose of summarizing portions of the internal control system and certain other information necessary to inform patrons of the functionality of the sports wagering operation.

(9) Definitions beginning with I—

(A) In-game wager—A sports wager placed on an event after the event has started; and

(B) Integrity monitoring provider—An individual or entity that receives reports of abnormal wagering activity from a licensee for the purpose of assisting in identifying suspicious wagering activity.

(10) *(Reserved)*

(11) Definitions beginning with K—

(A) Key business entity—Any holding, intermediary, or parent company that directly owns fifteen percent (15%) or more of an applicant or licensee;

(B) Key person—

1. The applicant's or licensee's board appointed chief executive officer and chief financial officer, or the equivalent individuals, as determined by the commission; and

2. The applicant's or licensee's principal owners who directly own ten percent (10%) or more of the applicant or licensee; and

(C) Kiosk—Any kiosk, terminal, machine, or other device through which a patron may place or redeem an in-person sports wager or a voucher without requiring the involvement of an employee. The term "kiosk" includes both "wagering kiosks" and "sports wagering redemption kiosks."

(12) Definitions beginning with L—

(A) Layoff bet—A wager placed between two (2) licensees on the outcome of an event for the purpose of offsetting or managing risk.

(13) Definitions beginning with M—

(A) Material change—Any change in personal identification or residence information, such as name, address, or phone number; or information that might affect an applicant's or licensee's suitability to hold a sports wagering license, including, but not limited to, arrests, convictions, guilty pleas, or disciplinary actions or license denials in other jurisdiction(s); and

(B) Mobile wagering—The conduct of sports wagering activities over the internet between a Mobile licensee and a patron, through the use of an online sports wagering platform.

(14) *(Reserved)*

(15) Definitions beginning with O—

(A) Online sports wagering platform—An online-enabled application, internet website, or other electronic or digital technology used to offer, conduct, or operate mobile sports wagering.

(16) Definitions beginning with P—

(A) Person—An individual, sole proprietorship, partnership, committee, association, corporation, limited liability company, or any other organization or business entity;

(B) Personal biometric data—An athlete’s biological data, including, but not limited to, information derived from DNA, heart rate, blood pressure, perspiration rate, internal or external body temperature, hormone levels, glucose levels, hydration levels, vitamin levels, bone density, muscle density, and sleep patterns;

(C) Professional sports team—A team located in the state of Missouri that is a member of the National Football League, Major League Baseball, the National Hockey League, the National Basketball Association, Major League Soccer, the Women’s National Basketball Association, or the National Women’s Soccer League;

(D) Prohibited conduct—Any statement, action, or other communication intended to influence, manipulate, or control a wagering outcome of an event or of any individual occurrence or performance in an event in exchange for financial gain or to avoid financial or physical harm. Prohibited conduct includes statements, actions, and communications made to a protected person by a third-party or through social media, but does not include statements, actions, or communications made or sanctioned by a team or sports governing body;

(E) Protected person—Includes athletes, umpires, referees, and officials; personnel associated with clubs, teams, leagues, and athletic associations; medical professionals, including athletic trainers, who provide services to athletes and players; and the family members and associates of these persons; and

(F) Purged tickets—Expired, winning tickets that have not been redeemed.

(17) *(Reserved)*

(18) Definitions beginning with R—

(A) Resettled wager—A wager where the original settled wager result is modified due to a change in the result of the underlying event or an error in the original settlement of the wager.

(19) Definitions beginning with S—

(A) Settled wager—A wager that has been resolved with the result of either a win, loss, or push and the patron has been paid;

(B) Sports district—The premises of a facility located in this state with a capacity of eleven thousand five hundred (11,500) people or more, at which one or more professional sports teams plays its home games, and the surrounding area within four hundred (400) yards of such premises;

(C) Sports governing body—An organization that performs a regulatory or sanctioning function over the conduct of a sport (e.g., NFL, NBA, NCAA);

(D) Sports wagering equipment—A machine, mechanism, device, or implement that is integral to the operation of sports wagering or that monitors or records any wager, including without limitation:

1. Electronic, electrical, or mechanical devices for the making or recording of wagers;
2. Any system for recording, displaying, or determining wager information;
3. Any kiosk, terminal, or other device for the redemption of a wager or voucher;
4. Computer monitoring systems; and
5. Gaming-related hardware and software;

(E) Sports wagering operation—The conduct of authorized sports wagering under Article III, Section 39(g) of the *Missouri Constitution* and all related activities, including, but not limited to, accepting wagers, redeeming wagers, accounting, security, surveillance, marketing, and advertising;

(F) Sports wagering operator—An entity that offers sports wagering or has been organized for the purpose of offering sports wagering;

(G) Sports wagering (SW) redemption kiosk—Any kiosk, terminal, machine, or other device through which a patron may redeem a sports wagering ticket or a voucher without requiring the involvement of an employee regardless of whether the redemption is for currency or for another ticket;

(H) Sports wagering system—Collectively all hardware, software, communications technology, and sports wagering equipment used to conduct sports wagering activity;

(I) Sportsbook—An approved area on the premises of an excursion gambling boat or a sports district where in-person sports wagering is offered; and

(J) Suspicious wagering activity—Abnormal wagering activity that is indicative of match fixing, the manipulation of an event, misuse of inside information, money laundering, or other prohibited or illegal activity.

(20) Definitions beginning with T—

(A) Ticket—A printed record issued or an electronic record maintained by the sports wagering system that evidences a sports wager;

(B) Tier one sports wager—A sports wager that is determined solely by the final score or final outcome of the sporting event and is placed before the sporting event has begun; and

(C) Tier two sports wager—A sports wager that is not a tier one sports wager.

(21) Definitions beginning with U—

(A) Unsettled wager—A wager that is still active and awaiting the outcome of the event.

(22) Definitions beginning with V—

(A) Voided wager—A wager that a licensee voids after acceptance that was either not valid at the time it was placed or was valid at the time it was placed but has since become invalid for any reason, including, but not limited to, the change in eligibility status of a patron or subject of the wager; and

(B) Voucher—A printed record issued by a wagering kiosk or an electronic record maintained by the sports wagering system for the amount of unwagered funds when a patron cashed out of a wagering kiosk.

(23) Definitions beginning with W—

(A) Wagering kiosk—Any kiosk, terminal, machine, or other device through which a patron may place an in-person sports wager without requiring the involvement of an employee.

(24) *(Reserved)*

(25) *(Reserved)*

(26) *(Reserved)*

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

*NOTICE OF PUBLIC HEARING AND NOTICE TO SUBMIT COMMENTS: Anyone may file a statement in support of or in opposition to this proposed rule via email to MGCPolicy@mgc.dps.mo.gov, or by mail to the Missouri Gaming Commission, Policy Section, PO Box 1847, Jefferson City, MO 65102. To be considered, comments must be received within thirty (30) days after publication of this notice in the **Missouri Register**. A public hearing is scheduled for July 17, 2025, at 10:00 a.m., in the Missouri Gaming Commission's Hearing Room, 3417 Knipp Drive, Jefferson City, MO.*

TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.140 Cooperation with Investigations

PURPOSE: This rule establishes the requirement for Retail, Mobile, SW Supplier, and Official League Data Provider licensees to notify the commission of requests for sports wagering information from law enforcement or sports governing bodies.

(1) Licensees shall cooperate with investigations conducted by law enforcement agencies, regulatory bodies, and sports governing bodies, including, but not limited to, using commercially reasonable efforts to provide or facilitate the provision of wagering information, including account-level sports wagering information. Disclosures under this rule are subject to a licensee's obligations to comply with federal, state, and local laws and regulations, including those relating to privacy and personally identifiable information.

(2) Licensees shall notify the commission within five (5) calendar days of a request from a law enforcement agency or sports governing body for cooperation with an investigation regarding sports wagering operations in Missouri, except where prohibited by the terms of a law enforcement subpoena. The notification shall be in writing and shall include a detailed description of the request.

(3) Any information provided by the licensee to any sports governing body under this rule is strictly confidential. The information shall not be disclosed to any third-party other than for the purposes of resolving an integrity-related investigation, to law enforcement entities, or pursuant to a lawful court order. The licensee shall obtain approval from the commission prior to disclosing the information for any other purpose.

(4) A sports governing body shall notify the commission and the cooperating licensee in writing upon receipt of any court order requiring disclosure of information obtained under this rule.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

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TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.150 Disciplinary Actions

PURPOSE: This rule establishes grounds for disciplinary actions against licensees.

(1) Licensees shall be subject to the imposition of fines, license probation, license suspension, license revocation, or other disciplinary action for any violation of Article III, Section 39(g) of the *Missouri Constitution*, law, or regulation. The following acts or omissions may be grounds for discipline:

(A) Failing to comply with, or make provision for compliance with any federal, state, or local law or regulation, or internal control standard;

(B) Failing to comply with any order or ruling of the commission pertaining to the regulation of sports wagering in Missouri;

(C) Being found ineligible for a gaming license, having an application for a gaming license denied for cause, or having a gaming license of any kind revoked or suspended in any state or other gaming jurisdiction;

(D) Employing, associating with, or participating in any enterprise or business with a documented or identifiable organized crime group or recognized organized crime figure;

(E) Employing, associating with, or participating in any enterprise or business with persons—

1. Of notorious or unsavory reputation;

2. Who have law enforcement records involving crimes of moral turpitude; or

3. Who have failed to cooperate with any officially constituted investigatory or administrative body;

(F) Failing to establish and maintain standards and procedures designed to prevent ineligible or unsuitable persons from being employed by the licensee;

(G) Misrepresenting any information to the commission;

(H) Intentionally making, causing to be made, or aiding, assisting or procuring another to make, any false statement in any report, disclosure, application, permit, form, or any other document, including improperly notarized documents;

(I) Submitting tardy, inaccurate, or incomplete material or information to the commission;

(J) Obstructing or impeding the lawful activities of the commission;

(K) Willfully or repeatedly failing to pay amounts due or to be remitted to the state of Missouri;

(L) Failing to timely pay amounts due or to be remitted to the state of Missouri;

(M) Failing to timely pay a fine imposed by the commission;

(N) Failing to respond in a timely manner to communications from the commission;

(O) Aiding and abetting a violation by a commission member or employee, or other government official, of a requirement established by statute, resolution, ordinance, personnel code, or code of conduct;

(P) Violations of Article III, Section 39(g) of the *Missouri Constitution* and laws, rules, and regulations by any person identified as a key person;

(Q) Employing, associating with, or participating in any enterprise or business with a person determined unsuitable to be a licensee or a key person of an applicant or licensee by the commission or any other gaming jurisdiction;

(R) Facilitating, enabling, or participating in sports wagering other than in accordance with Article III, Section 39(g) of the *Missouri Constitution* and laws, rules, and regulations;

(S) Engaging in, or facilitating, unfair methods of competition or unfair or deceptive acts or practices, including the use or employment of any deception, fraud, false pretense, false promise or misrepresentation, or the concealment, suppression or omission of any material fact in the conduct of any sports wagering operation;

(T) Acting in bad faith in the conduct of any business, transaction, or interaction with any other applicant, licensee, or the commission;

(U) Who has been found, through final determination by a court or regulatory body, to have engaged in unfair labor practices, discrimination, or violations of regulation of gaming or sports wagering;

(V) Who fails to satisfy any judgments, orders, or decrees of any court;

(W) Failing to maintain suitability for licensure; or

(X) Any cause that, if known to the commission, would have resulted in the denial of a license.

(2) An SW Occupational licensee whose employment has been terminated is subject to revocation of his or her license for any act or failure to act that occurred while licensed.

(3) A person who has had a license revoked by the commission may not reapply for a license without permission from the commission.

(4) The commission may impose fines against any person required to hold a license.

(5) Any fines imposed shall not exceed fifty thousand dollars (\$50,000) per violation or one hundred thousand dollars (\$100,000) resulting from violations of the same occurrence of events.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

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TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.160 Temporary Suspension of Sports Wagering Activities

PURPOSE: This rule establishes the process for temporary suspension of the licensed activities of Retail, Mobile, SW Supplier, and Official League Data Provider licensees.

(1) The commission may issue an order to a licensee to temporarily suspend its sports wagering operations without prior notice or hearing if the commission determines that continuing the sports wagering operation—

- (A) Jeopardizes the safety or health of patrons or employees; or
- (B) Poses a significant, imminent danger to the integrity of the Missouri sports wagering industry.

(2) The commission shall notify the licensee of a temporary suspension.

(3) A Retail or Mobile licensee subject to an order of temporary suspension shall accept no wagers during the suspension period.

(4) A Retail or Mobile licensee subject to an order of temporary suspension shall redeem wagers during the suspension period, if so ordered by the commission.

(5) An SW Supplier or Official League Data Provider licensee subject to an order of temporary suspension shall cease all activities in the state of Missouri for which it was licensed.

(6) An order of temporary suspension is for the protection of the public interest and is not disciplinary in nature. The issuance of an order of temporary suspension is not a final determination as to the merits of the alleged facts in the notice of suspension.

(7) The commission will rescind the order of temporary suspension upon determination that the licensee has taken sufficient corrective action and that continuing the sports wagering operation no longer jeopardizes the safety or health of patrons or employees, or poses a significant, imminent danger to the integrity of the Missouri sports wagering industry.

(8) Rescission of an order of temporary suspension is not a final determination as to the merits of the alleged facts in the order. A licensee may still be subject to disciplinary action related to any alleged facts.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

*NOTICE OF PUBLIC HEARING AND NOTICE TO SUBMIT COMMENTS: Anyone may file a statement in support of or in opposition to this proposed rule via email to MGCPolicy@mgc.dps.mo.gov, or by mail to the Missouri Gaming Commission, Policy Section, PO Box 1847, Jefferson City, MO 65102. To be considered, comments must be received within thirty (30) days after publication of this notice in the **Missouri Register**. A public hearing is scheduled for July 17, 2025, at 10:00 a.m., in the Missouri Gaming Commission's Hearing Room, 3417 Knipp Drive, Jefferson City, MO.*

TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.170 Reporting Prohibited Conduct, Criminal Behavior, and Violations

PURPOSE: This rule establishes a process by which individuals may report allegations of prohibited conduct, criminal behavior, or violations to the commission.

(1) The commission shall offer an electronic form on its website to allow individuals to report allegations of prohibited conduct, as defined in 11 CSR 45-20.010, criminal behavior, or violations of any federal, state, or local law or any regulation related to sports wagering.

(2) Any individual making a report shall be required to include the following:

- (A) Summary of the facts supporting the allegation;
- (B) Affirmation by the individual that all information contained in the report is true and correct to the best of his or her knowledge and belief; and
- (C) Acknowledgment by the individual that knowingly making false statements in the report may subject the individual to criminal penalties or discipline if the individual has an occupational license.

(3) The identity of any individual making a report and the contents of any report shall be confidential and not be subject to disclosure, pursuant to Chapter 610, RSMo.

(4) The identity of any individual making a report shall not be disclosed for any reason unless the individual authorizes that disclosure or if the allegation is referred by the commission to a law enforcement agency.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

*NOTICE OF PUBLIC HEARING AND NOTICE TO SUBMIT COMMENTS: Anyone may file a statement in support of or in opposition to this proposed rule via email to MGCPolicy@mgc.dps.mo.gov, or by mail to the Missouri Gaming Commission, Policy Section, PO Box 1847, Jefferson City, MO 65102. To be considered, comments must be received within thirty (30) days after publication of this notice in the **Missouri Register**. A public hearing is scheduled for July 17, 2025, at 10:00 a.m., in the Missouri Gaming Commission's Hearing Room, 3417 Knipp Drive, Jefferson City, MO.*

TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.180 Integrity Monitoring

PURPOSE: This rule establishes requirements for integrity monitoring for Retail and Mobile licensees.

- (1) Licensees shall contract with an independent, commission-licensed integrity monitoring provider.
- (2) Licensees shall have controls in place to identify abnormal wagering activity and report such activity to an integrity monitoring provider.
- (3) All integrity monitoring providers shall share information with each other and shall disseminate all reports of abnormal wagering activity to all participating licensees. All licensees shall review such reports and notify the integrity monitoring provider of whether or not they have experienced similar activity.
- (4) If an integrity monitoring provider finds that previously reported abnormal wagering activity rises to the level of suspicious wagering activity, it shall immediately notify all other integrity monitoring providers, its participating licensees, the commission, the appropriate sports governing body, and all other regulatory agencies as directed by the commission. All integrity monitoring providers receiving a report under this rule shall share such report with their participating licensees.
- (5) A Retail or Mobile licensee receiving a report of suspicious wagering activity shall be permitted to suspend wagering on events related to the report but may only cancel related wagers after written commission approval.
- (6) Integrity monitoring providers shall provide the commission with remote access to their monitoring system, which shall provide at a minimum—
 - (A) All reports of abnormal wagering activity;
 - (B) If the activity was determined to be suspicious; and
 - (C) The actions taken by the integrity monitoring provider.
- (7) The commission and sports governing bodies shall be authorized to share information regarding the integrity of events. The commission may use information received from a sports governing body to determine whether wagering shall be permissible on a particular event or wager type.
- (8) All information and data received or distributed pursuant to this rule by the commission related to abnormal or suspicious wagering activity shall be considered confidential and shall not be revealed in whole or in part, except upon the lawful order of a court of competent jurisdiction or,

with any law enforcement entity, team, sports governing body, or regulatory agency that the commission deems appropriate.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will cost private entities an estimated forty-eight thousand dollars (\$48,000) in the aggregate.

*NOTICE OF PUBLIC HEARING AND NOTICE TO SUBMIT COMMENTS: Anyone may file a statement in support of or in opposition to this proposed rule via email to MGCPolicy@mgc.dps.mo.gov, or by mail to the Missouri Gaming Commission, Policy Section, PO Box 1847, Jefferson City, MO 65102. To be considered, comments must be received within thirty (30) days after publication of this notice in the **Missouri Register**. A public hearing is scheduled for July 17, 2025, at 10:00 a.m., in the Missouri Gaming Commission's Hearing Room, 3417 Knipp Drive, Jefferson City, MO.*

**FISCAL NOTE
PRIVATE COST**

- I. Department title: 11—Department of Public Safety
Division title: 45—Missouri Gaming Commission
Chapter title: 20—Sports Wagering**

Rule number/name:	11 CSR 45-20.180 Integrity Monitoring
Type of rulemaking:	Proposed Rule

II. SUMMARY OF FISCAL IMPACT

Estimate of the number of entities by class that would likely be affected by adoption of the rule:	Classification by type(s) of the business entities that would likely be affected by adoption of the rule:	Estimate in the aggregate as to the cost of compliance with the rule by the affected entities:
8	Companies offering retail and mobile sports wagering	\$48,000.00

III. WORKSHEET

Annual Estimates	
Companies offering retail and mobile sports wagering (8 companies x \$6,000 annually)	\$48,000.00

IV. ASSUMPTIONS

Each company offering retail and mobile sports wagering will be charged \$6,000 annually for integrity monitoring services.
The commission anticipates that there will be 8 companies collectively obtaining the available Retail and Mobile licenses to offer sports wagering in the state of Missouri.
The annual fee is charged per company and not per license.

TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.190 Reserve Requirements

PURPOSE: This rule establishes standards for reserve requirements for Retail and Mobile licensees.

(1) Licensees shall maintain a reserve in the form of cash, cash equivalents, payment processor reserves, payment processor receivables, surety bond, irrevocable letter of credit, or combination thereof, of not less than the greater of five hundred thousand dollars (\$500,000), or the amount necessary to cover the outstanding sports wagering liability and the cashable funds held in player accounts. Cash equivalents are investments with an original maturity of three (3) months or less which would be permissible investments under Missouri law for state monies held by the state treasurer.

(2) If, at any time, the licensee's available reserve should be less than the amount required by this rule, the licensee shall notify the commission of this deficiency within forty-eight (48) hours. A licensee may satisfy the reserve requirement in this rule if the licensee adds sufficient funds to cover the calculated requirement prior to the end of the following business day. Failure to maintain the minimum reserve required by this rule or failure to notify the commission of any deficiencies is grounds for disciplinary action.

(3) Any cash, cash equivalent, or other means used for any purpose in this rule may not be applied to other purposes, including other purposes within this chapter.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

*NOTICE OF PUBLIC HEARING AND NOTICE TO SUBMIT COMMENTS: Anyone may file a statement in support of or in opposition to this proposed rule via email to MGCPolicy@mgc.dps.mo.gov, or by mail to the Missouri Gaming Commission, Policy Section, PO Box 1847, Jefferson City, MO 65102. To be considered, comments must be received within thirty (30) days after publication of this notice in the **Missouri Register**. A public hearing is scheduled for July 17, 2025, at 10:00 a.m., in the Missouri Gaming Commission's Hearing Room, 3417 Knipp Drive, Jefferson City, MO.*

TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.200 Surveillance Requirements for Retail Licensees

PURPOSE: This rule establishes surveillance requirements for Retail licensees.

- (1) All equipment that is used to monitor or record shall be solely accessible to the surveillance personnel, except when that equipment is being repaired or replaced.
- (2) The interior of the surveillance room shall not be visible to the public.
- (3) The commission shall at all times be afforded immediate access to the surveillance room and all records relating to that surveillance.
- (4) Each surveillance room shall have a minimum of four (4) monitors, with appropriate switching capability to ensure that all surveillance cameras are accessible.
- (5) While the sportsbook cage is open, surveillance shall observe ticket writer transactions periodically to ensure internal control procedures are followed and wagers are accepted and winnings are paid appropriately.
- (6) Each kiosk drop process, including the transportation of drop devices, and the kiosk count process shall be continuously monitored and recorded by surveillance personnel, including emergency drops and counts.
- (7) The surveillance camera views shall be recorded. All video recordings shall be maintained for at least thirty (30) days.
- (8) Surveillance room personnel shall maintain a surveillance shift log of all surveillance activities. The surveillance shift log shall—
 - (A) Be continuously maintained by surveillance personnel;
 - (B) Be chronological;
 - (C) Include entries for—
 1. The notification of any maintenance or repair of any kiosk, point of sale equipment, or money handling equipment;
 2. Any detention or questioning of patrons or employees by the security department, including the identity of—
 - A. The patrons or employees; and
 - B. The security personnel involved;
 3. The beginning, end, and any interruptions of all required drop and count processes, including emergency drops;
 4. Any observed procedural or internal control violations;

5. Any observed criminal activity;
6. Any surveillance conducted on anyone or any activity that appears—
 - A. To be abnormal, suspicious, illegal, or an emergency; or
 - B. To violate the rules of the commission;
7. Any surveillance conducted at the request of—
 - A. An employee; or
 - B. A commission agent;
8. All persons reviewing surveillance recordings;
9. All persons entering and exiting the surveillance room, excluding surveillance personnel and commission personnel;
10. All surveillance personnel entering and exiting the surveillance room only at the beginning and ending of their shifts; and
11. Any other notations deemed necessary by surveillance personnel or the commission to ensure compliance with the statutes, regulations, and internal controls;
 - (D) Be provided to the commission daily; and
 - (E) Be retained for at least one (1) year.

(9) A surveillance incident report shall be completed for any activity involving unusual or criminal activity and any violation of the statutes, regulations, or internal controls and shall—

- (A) Be made by the employee responsible for monitoring the activity;
- (B) Contain the report number and details of the incident observed;
- (C) Be provided to the commission daily; and
- (D) Be retained for at least one (1) year.

(10) All recordings of surveillance incident reports shall be retained for one (1) year and shall be listed on a surveillance recording retention log by surveillance personnel with the date, times, and identification of the person monitoring the recording. Original recordings shall be released to the commission upon request.

(11) Any recording that records illegal or suspected illegal activity or suspicious wagering activity shall, upon completion of the recording, be transferred to a read-only, non-erasable format. The recording shall be placed in a separate, secure area and the commission shall be notified.

(12) A surveillance release log shall be maintained to record who receives a copy of video recordings. Video recordings of criminal or regulatory investigations or violations shall not be released to anyone without the written approval of the commission.

(13) Any malfunction of surveillance equipment shall necessitate the immediate replacement or repair. If immediate replacement or repair is not possible, the commission shall be notified.

(14) Any Retail licensee, who is not a Class B licensee, operating on an excursion gambling boat may contract with the Class B licensee to provide the surveillance requirements for the sports wagering operation through its approved surveillance system.

(15) Any Retail licensee, who is a Class B licensee, may utilize its existing surveillance operation to provide the surveillance requirements for the sports wagering operation.

(16) The Retail licensee shall maintain a closed surveillance system. Remote access to the surveillance system is prohibited.

(17) Each Retail licensee shall submit a surveillance plan to the commission prior to commencing sports wagering operations. The plan shall include a floor plan that shows the placement of all surveillance cameras and a detailed description of the procedures utilized in the operation of the surveillance system and its equipment.

(18) The Retail licensee shall, in its surveillance department, maintain a copy of its surveillance system plan which shall be kept current, documenting any changes to the surveillance system, placement of equipment, or the description of procedures utilized in its operation. Surveillance system plans or a copy thereof shall be made immediately available to any agent of the commission upon request.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will cost private entities an estimated two hundred forty thousand dollars (\$240,000) in the aggregate.

*NOTICE OF PUBLIC HEARING AND NOTICE TO SUBMIT COMMENTS: Anyone may file a statement in support of or in opposition to this proposed rule via email to MGCPolicy@mgc.dps.mo.gov, or by mail to the Missouri Gaming Commission, Policy Section, PO Box 1847, Jefferson City, MO 65102. To be considered, comments must be received within thirty (30) days after publication of this notice in the **Missouri Register**. A public hearing is scheduled for July 17, 2025, at 10:00 a.m., in the Missouri Gaming Commission's Hearing Room, 3417 Knipp Drive, Jefferson City, MO.*

**FISCAL NOTE
PRIVATE COST**

- I. Department title: 11—Department of Public Safety
Division title: 45—Missouri Gaming Commission
Chapter title: 20—Sports Wagering**

Rule number/name:	11 CSR 45-20.200 Retail Sports Wagering Locations and Operations
Type of rulemaking:	Proposed Rule

II. SUMMARY OF FISCAL IMPACT

Estimate of the number of entities by class that would likely be affected by adoption of the rule:	Classification by type(s) of the business entities that would likely be affected by adoption of the rule:	Estimate in the aggregate as to the cost of compliance with the rule by the affected entities:
2	Sports Team Retail Licensees	\$240,000.00

III. WORKSHEET

Estimates	
Sports Team Retail Licensees 2 x (\$60,000 x 2 surveillance agents)	\$240,000.00

IV. ASSUMPTIONS

The commission anticipates that two sports teams will elect to have a retail sportsbook. The cost for the two sports teams to employ two surveillance agents is \$120,000 annually.
The Class B licensees will not hire additional surveillance personnel to monitor sportsbook operations.

TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.210 Required Surveillance Equipment and Coverage

PURPOSE: This rule establishes required surveillance equipment and coverage and requires commission approval.

(1) A Retail licensee shall install and maintain, at the retail location, a closed-circuit surveillance system in accordance with the specifications in this rule and shall provide access to the system to the commission. The closed-circuit surveillance system shall be comprised of or include the following:

(A) Individual solid-state, color cameras with minimum four hundred seventy plus (470+) line resolution with matrix or pan, tilt, and zoom capabilities, or a combination of them, secreted from public and non-surveillance personnel view which is augmented with appropriate color corrected lighting to effectively and clandestinely monitor in detail from, various vantage points, all required views;

(B) Closed-circuit cameras equipped with lenses of sufficient magnification to allow the operator to clearly distinguish the value of cash used in any transaction;

(C) Video monitors that meet or exceed the resolution requirement for video cameras with solid state circuitry and time and date insertion capabilities for recording what is being viewed by any camera in the system. Each video monitor screen shall measure diagonally at least twelve (12) inches;

(D) Video printers capable of adjustment and possessing the capability to generate instantaneously, upon command, a clear, color copy of the image depicted on the recording;

(E) Global date and time generators based on a synchronized, master clock and the date and time shall be visible on any monitor and when recorded;

(F) Wiring to prevent tampering. The system and its equipment shall be directly and securely wired in a way to prevent tampering with the system. The system shall be supplemented with a back-up generator as a power source that is automatically engaged in case of a power outage. The back-up generator shall be capable of returning to full power within seven (7) to ten (10) seconds and maintaining power until regular power is restored;

(G) An additional uninterrupted power supply system capable of sustaining the full surveillance system at full operating capacity until the backup generator achieves full power so that time and date generators remain active and accurate, and switching gear memory and video surveillance is continuous;

(H) Video switchers capable of both manual and automatic sequential switching for the entire surveillance system;

(I) Video recorders capable of producing high-quality, first-generation pictures with a minimum horizontal resolution of three hundred plus (300+) lines. Digital video recording (DVR) systems are required to be utilized which are capable of storage and playback of images at thirty (30) images per second for each camera at four (4) Common Intermediate Format (CIF) resolution,

ensuring the video compression technology used shall not cause any degradation of the images recorded. All DVR equipment and systems shall have—

1. A failure notification system that provides an audible, as well as a visual, notification of any failure in the surveillance system or the DVR media storage system;
 2. A media storage system failover configured with full redundancy so that a failure of any single component will not result in the loss of any data;
 3. Simultaneous playback and live viewing while recording live images; and
 4. On any storage media produced from the system, the time and date it was recorded superimposed thereon, the media player software necessary to view the images, and a video verification encryption code (watermark); and
- (J) Audio capability in the count room.

(2) All digital recording systems shall be on a secure network independent and separated from any sports wagering systems or related information technology.

(3) The following dedicated camera views are required:

- (A) All ticket writer station countertops and drawers where sports wagering transactions occur;
- (B) All ticket writer station point of sale devices;
- (C) All ticket writer stations, including the capturing of the patron's facial image when conducting transactions at the counter;
- (D) All kiosks and the area immediately surrounding any wagering kiosk or redemption kiosk;
- (E) All areas of the vault and count room(s), including walls, doors, drop boxes, safes, and counting surfaces, and all entrances and exits thereto;
- (F) The surveillance room and all entrances and exits thereto;
- (G) Any nonpublic areas containing sports wagering equipment and all entrances and exits thereto;
- (H) Areas where the movement of cash or cash equivalents may occur between the sportsbook cage and any wagering kiosk, redemption kiosk, vault, count room, or other location;
- (I) All areas within the sportsbook cage and all entrances and exits thereto;
- (J) Overall views of the sportsbook, including all entrances and exits thereto;
- (K) All areas where the movement of drop devices or kiosk cassettes occurs; and
- (L) Other areas as designated by the commission.

(4) The surveillance coverage shall be of sufficient clarity to allow the surveillance operator to clearly distinguish—

- (A) The denomination of cash, the value of cash equivalents, tickets, vouchers, or coupons, and the identification of paperwork on countertops at ticket writer stations;
- (B) The amount of any transaction on the point of sale monitor;
- (C) Currency input, output, and reject areas of currency counters and currency sorters in the count room and the sportsbook cage and vault; and
- (D) Identification of individuals at entrances and exits that require surveillance coverage.

(5) Licensees shall ensure there is constant, adequate lighting in all areas where camera coverage is required. The lighting shall be of sufficient intensity to produce clear recording and still picture production and correct color correction. The video shall demonstrate a clear picture in existing light under normal operating conditions.

(6) The commission shall approve all required camera coverage. The licensee shall not change the approved, required camera coverage without approval of the commission. The licensee shall not change the location of kiosks or ticket writer windows without commission approval.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will cost private entities an estimated one hundred eighteen thousand dollars (\$118,000) in the aggregate.

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**FISCAL NOTE
PRIVATE COST**

- I. Department title: 11—Department of Public Safety
Division title: 45—Missouri Gaming Commission
Chapter title: 20—Sports Wagering**

Rule number/name:	11 CSR 45-20.210 Surveillance Requirements for Retail Licensees
Type of rulemaking:	Proposed Rule

II. SUMMARY OF FISCAL IMPACT

Estimate of the number of entities by class that would likely be affected by adoption of the rule:	Classification by type(s) of the business entities that would likely be affected by adoption of the rule:	Estimate in the aggregate as to the cost of compliance with the rule by the affected entities:
13	Excursion gambling boat Retail licensees	\$78,000.00
2	Sports team Retail Licensees	\$40,000.00

III. WORKSHEET

Estimates	
Excursion gambling boat Retail licensees (13 x \$6,000)	\$78,000.00
Sports team Retail licensees (2 x \$20,000)	\$40,000.00
TOTAL	\$118,000.00

IV. ASSUMPTIONS

The commission anticipates that each Class B licensee (excursion gambling boat) will have a retail sportsbook.

The cost to add the required cameras and related surveillance equipment will be \$6,000 per Class B licensee.

The commission anticipates that two sports teams will elect to have a retail sportsbook.

The cost to add the required cameras and related surveillance equipment will be \$20,000 per licensee.

TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.220 Information Technology

PURPOSE: This rule establishes requirements for information technology for Retail and Mobile licensees.

- (1) Licensees shall have an information technology department that is responsible for the quality, reliability, and accuracy of all computer systems used in the sports wagering operation. Information technology functions shall not be outsourced.
- (2) Each individual who has write access to the sports wagering system shall possess a commission-issued SW Occupational license, unless otherwise approved in writing by the commission.
- (3) Licensees shall ensure that duties in the information technology department are adequately segregated and monitored to detect procedural errors, unauthorized access to financial transactions and assets, and to prevent the concealment of fraud.
- (4) The information technology environment and infrastructure shall be maintained in a secured physical location that is restricted to authorized employees.
- (5) Licensees shall adopt procedures in the internal controls for responding to, monitoring, investigating, resolving, documenting, and reporting security incidents associated with information technology systems.
- (6) System enforced security parameters for passwords shall be documented in the licensee's internal control system and meet industry standards.
- (7) Each user account in the sports wagering system shall be assigned to an individual and shall not be made available or used by any other individual. The individual assigned to the user account will be held responsible for all activities performed under that individual's user account.
- (8) A system administrator shall establish all user accounts. Each account shall only provide access consistent with the employee's current job responsibilities as delineated in the employee's job description. The access shall maintain proper segregation of duties and restrict unauthorized users from viewing, changing, or deleting critical files and directories.
- (9) Anytime an employee transfers to a new position, the employee's account(s) shall be reviewed and adjusted within seventy-two (72) hours of the change in position to align with the requirements of the new position. Any access no longer required for the new position shall be removed prior to granting new access privileges.

(10) The licensee shall generate on request user access listings, which shall include at a minimum:

- (A) Employee name;
- (B) Title, position, or job group;
- (C) User login name;
- (D) Full list and description of application functions that each group/user account may execute;
- (E) Date and time account created;
- (F) Date and time of last login;
- (G) Date of last password change;
- (H) Date and time account disabled/deactivated; and
- (I) Group membership of user account, if applicable.

(11) When multiple user accounts for one (1) employee per application are used, only one (1) user account shall be active (enabled) at a time, if the concurrent use of the multiple accounts by the employee could create a segregation of duties deficiency. Additionally, the user account shall have a unique prefix/suffix to easily identify the users with multiple user accounts within one (1) application.

(12) The information technology department shall be notified upon termination of any employee who has access to the sports wagering system. The terminated employee's user account(s) shall be disabled or deactivated within seventy-two (72) hours of termination or suspension subject to termination; or if the user account has remote access, the account shall be disabled by the end of the next calendar day.

(13) Except when a licensee implements multi-factor authentication controls, user accounts shall be automatically locked out after at most five (5) failed login attempts. The system may release a locked out account after thirty (30) minutes have elapsed.

(14) All user and system accounts shall be logged out or the screen shall be locked after fifteen (15) minutes of inactivity.

(15) Employees shall only access the sports wagering system using their own username and password, which shall not be shared with or used by any other person.

(16) All passwords shall be encrypted during electronic transmission and storage in the sports wagering system.

(17) Generic user accounts shall be read-only. Generic user accounts are accounts that are shared by multiple users and are not assigned to an individual. Service accounts, on which automated system functions are executed, are not considered generic accounts for the purpose of this rule.

(18) Licensees shall maintain a backup of all data related to sports wagering. The commission may approve the use of cloud storage located in the United States for duplicated data upon written request by the licensee.

(19) Information technology employees shall test the recovery procedures of the sports wagering system on a sample basis at least once every six (6) months. The results shall be documented and available to the commission upon request.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

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TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.230 SW Supplier Standards

PURPOSE: This rule establishes the standards for SW Supplier licensees.

- (1) An SW Supplier licensee who does not manufacture the sports wagering equipment, systems, or supplies that it sells must notify the commission of the specific components being sold by the SW Supplier that it does not manufacture, and must purchase said items from a licensed SW Supplier if directed by the commission.
- (2) An SW Supplier licensee shall maintain a log of all written, electronic, or otherwise documented complaints received relating to sports wagering products and services provided and shall provide the log and supporting documentation to the commission upon request.
- (3) Licensed independent testing laboratories (ITLs) shall not participate in the development of any products they are testing and certifying to maintain their independence. Other than to perform an evaluation for regulatory compliance, ITLs shall not participate, consult, or otherwise be involved in the design, development, programming, or manufacturing of any sports wagering equipment, sports wagering system, or any component thereof or modification thereto. This includes any quality assurance or pre-compliance testing conducted prior to the product being submitted to the ITL for certification.
- (4) No ITL or its owners, officers, directors, managers, consultants, employees, or any other position deemed by the commission shall own any interest in any Retail, Mobile, Official League Data Provider, or SW Supplier licensee other than the ITL for whom the person is an officer, director, manager, consultant, or employee.
- (5) No Retail, Mobile, Official League Data Provider, SW Supplier, or SW Occupational licensee or key person of such licensee shall own any interest in or be employed by an ITL performing services relating to the conduct or regulation of sports wagering in Missouri unless such person is an SW Occupational licensee or a key person of the ITL.
- (6) The ITL shall not subcontract any testing or certification of sports wagering equipment or systems performed for or on behalf of the commission.
- (7) The ITL shall maintain an electronic repository of all software for sports wagering equipment or systems submitted for testing for the state of Missouri. Such electronic repository shall utilize tools which support, at a minimum, hash-based message authentication code Secure Hash Algorithm 1 (HMACSHA1) and SHA1 hashing. The repository of critical components shall be secure and have restricted access. The primary electronic repository shall reside at the ITL's place of business and shall be equipped with environmental controls to protect hardware and software.

(8) Upon the ITL's certification of sports wagering equipment or systems, a unique identification code or signature acceptable to and approved by the commission shall be assigned to each critical component as defined in 11 CSR 45-20 using a commission-approved tool, device, mechanism, or other methodology which possesses the ability to export results. The assigned identification code or signature and the means for generating such code or signature shall be included on all certification letters, documents, reports, and databases as determined by the commission.

(A) The ITL shall provide the commission with step-by-step verification procedures for each tool, device, mechanism, or other methodology used to assign the unique identification codes or signatures. All verification methods and procedures shall be approved by the commission.

(B) The ITL shall provide to the commission, at no charge, any verification tool, device, or mechanism that is required for commission agents to verify the code or signature of any certified critical component for the state of Missouri.

(C) The ITL shall support the verification tools, devices, or mechanisms and replace, repair, update, or upgrade them as deemed necessary by the commission.

(9) The ITL shall develop and maintain a database, acceptable to the commission, of all sports wagering equipment or systems certified by the ITL for the state of Missouri.

(A) The ITL shall maintain a quality assurance mechanism to ensure uniform data and data entry processes.

(B) The database and report(s) must be current as of the end of the previous business day and in a commission-approved format.

(10) The ITL shall provide, free of charge to the commission, technical and regulatory compliance support. The ITL shall provide responses and follow-up as directed by the commission. In instances where the ITL providing the support is also conducting the testing, the time allocated for support shall be considered part of the testing process and the ITL may bill the licensee for the cost of the technical support. In instances where the ITL providing the support is not conducting the testing, the commission may require the licensee to reimburse the ITL at the rate the ITL charges licensees for such support.

(11) The ITL shall draft and maintain test scripts to address Missouri statutes, regulations, and technical standards for testing a specific sports wagering device or system. In addition, the ITL shall create specific testing procedures (test cases) that shall be used to assess compliance with the applicable test scripts. All sports wagering equipment and systems shall be tested in accordance with said test scripts and test cases. Each test script shall have a unique version number and be submitted to the commission. The ITL shall list the specific test script(s) and version(s) used during compliance testing on any issued certification letters. The ITL shall modify the test scripts and test cases to adapt to new technology, rule changes, or as directed by the commission. Anytime a Missouri test script is revised, a copy with the effective date shall be forwarded to the commission within seven (7) calendar days.

(12) The ITL shall report to the commission, within forty-eight (48) hours, any known ITL testing deficiency or failure to properly perform testing against any Missouri standard that has been identified for any sports wagering equipment or system that is currently certified for the state of Missouri. The ITL shall perform an investigation and report the findings to the commission within seven (7) calendar days of the ITL being apprised of the deficiency.

(13) The ITL shall conduct forensic evaluations or analyses on sports wagering equipment and systems as directed by the commission. A final forensic report shall be drafted and provided to the commission outlining all testing performed, the cause of the problem, and the outcome of the investigation, if specifically identified.

(14) The ITL shall maintain copies of the results of any International Organization for Standardization/International Electrotechnical Commission (ISO/IEC) 17020/17025 audits or reviews and shall forward a copy of the results to the commission within fifteen (15) calendar days of when they become available to the ITL.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will cost private entities an estimated eighteen thousand seven hundred dollars (\$18,700) in the aggregate.

*NOTICE OF PUBLIC HEARING AND NOTICE TO SUBMIT COMMENTS: Anyone may file a statement in support of or in opposition to this proposed rule via email to MGCPolicy@mgc.dps.mo.gov, or by mail to the Missouri Gaming Commission, Policy Section, PO Box 1847, Jefferson City, MO 65102. To be considered, comments must be received within thirty (30) days after publication of this notice in the **Missouri Register**. A public hearing is scheduled for July 17, 2025, at 10:00 a.m., in the Missouri Gaming Commission's Hearing Room, 3417 Knipp Drive, Jefferson City, MO.*

**FISCAL NOTE
PRIVATE COST**

- I. Department title: 11—Department of Public Safety
Division title: 45—Missouri Gaming Commission
Chapter title: 20—Sports Wagering**

Rule number/name:	11 CSR 45-20.230 Supplier Standards
Type of rulemaking:	Proposed Rule

II. SUMMARY OF FISCAL IMPACT

Estimate of the number of entities by class that would likely be affected by adoption of the rule:	Classification by type(s) of the business entities that would likely be affected by adoption of the rule:	Estimate in the aggregate as to the cost of compliance with the rule by the affected entities:
8	Retail licensees	\$6,800.00
14	Mobile licensees	\$11,900.00

III. WORKSHEET

Annual Estimates	
Retail licensees (8 licensees x 5 hours x \$170 per hour)	\$6,800.00
Mobile licensees (14 licensees x 5 hours x \$170 per hour)	\$11,900.00
TOTAL	\$18,700.00

IV. ASSUMPTIONS

The commission anticipates needing approximately 5 hours of annual technical support from independent testing laboratories (ITLs) regarding the functionality of sports wagering systems.

Retail licensees– 8 (6 common sports wagering systems utilized by casino retail licensees and 2 sports wagering systems utilized by sports teams)

Mobile licensees – 14 (6 class A licensees, 6 sports teams, and 2 direct/untethered licensees)

The hourly rate for an independent testing laboratory (ITL) is \$170.

TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.240 Testing, Certification, and Approval of Sports Wagering Equipment and Systems

PURPOSE: This rule establishes standards for testing, certification, and approval of sports wagering equipment and systems for use in Missouri.

- (1) All sports wagering equipment and systems must be tested and certified by a licensed independent testing laboratory (ITL) prior to sale or distribution by an SW Supplier licensee.
- (2) ITLs shall test and certify all sports wagering equipment and systems for compliance with Missouri laws, regulations, and adopted technical standards for use in Missouri.
- (3) All sports wagering equipment and systems testing shall be documented in a report issued by the ITL and provided to the commission which includes:
 - (A) The extent to which the sports wagering equipment and systems meets the adopted technical standards;
 - (B) Whether the sports wagering equipment and systems meets the requirements of all applicable laws and regulations;
 - (C) The test script and version utilized during testing;
 - (D) The unique identification code or signature, acceptable to and approved by the commission, assigned to each critical component; and
 - (E) Any additional information requested by the commission in order to approve the use of the sports wagering equipment and systems.
- (4) A Retail, Mobile, SW Supplier, or Official League Data Provider applicant or licensee shall be responsible for any expenses, including any third-party expenses, associated with the testing, certification, installation, training, review, and approval of sports wagering equipment and systems.
- (5) The commission shall review the written test reports issued by the ITL and may evaluate all sports wagering equipment and systems for proper mechanical and electronic functioning.
- (6) After the review of the sports wagering equipment and systems, the commission may approve or deny the sports wagering equipment or systems for use in Missouri.
- (7) Sports wagering equipment and systems shall be approved by the commission prior to use by a Retail or Mobile licensee.

(8) The sports wagering system shall be tested and recertified by a licensed ITL at least once every twelve (12) months. Additional testing may be required if a substantial system change occurs, as determined by the commission.

(9) The commission may suspend or revoke the approval of any sports wagering equipment and system without notice if the commission has good cause to believe the continued operation of the sports wagering equipment and system poses a threat to the security and integrity of the Missouri sports wagering industry.

(10) The commission may issue temporary approval of any sports wagering equipment or system that has been previously tested and approved for operation in another jurisdiction similar to Missouri.

(11) In determining whether to issue temporary approval, the commission may consider any relevant factor, including, but not limited to:

- (A) Sports wagering equipment and system standards and testing in the other jurisdiction(s);
- (B) Date of the most recent testing;
- (C) Professional reputation and history of the supplier;
- (D) The best interests and needs of the Missouri sports wagering industry; and
- (E) Whether issuing temporary approval would pose a threat to the health, safety, good order, and general welfare of the people of the state of Missouri, the confidence and trust in the Missouri sports wagering industry, or to the integrity and security of the Missouri sports wagering industry.

(12) The commission may rescind temporary approval at any time for any just cause.

(13) Temporary approval shall expire after ninety (90) days. The commission may renew any temporary approval for good cause shown.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will cost private entities an estimated seven hundred thirty-four thousand four hundred dollars (\$734,400) in the aggregate.

*NOTICE OF PUBLIC HEARING AND NOTICE TO SUBMIT COMMENTS: Anyone may file a statement in support of or in opposition to this proposed rule via email to MGCPolicy@mgc.dps.mo.gov, or by mail to the Missouri Gaming Commission, Policy Section, PO Box 1847, Jefferson City, MO 65102. To be considered, comments must be received within thirty (30) days after publication of this notice in the **Missouri Register**. A public hearing is scheduled for July 17, 2025, at 10:00 a.m., in the Missouri Gaming Commission's Hearing Room, 3417 Knipp Drive, Jefferson City, MO.*

**FISCAL NOTE
PRIVATE COST**

- I. Department title: 11—Department of Public Safety
Division title: 45—Missouri Gaming Commission
Chapter title: 20—Sports Wagering**

Rule number/name:	11 CSR 45-20.240 Testing, Certification, and Approval of Sports Wagering Equipment and Systems
Type of rulemaking:	Proposed Rule

II. SUMMARY OF FISCAL IMPACT

Estimate of the number of entities by class that would likely be affected by adoption of the rule:	Classification by type(s) of the business entities that would likely be affected by adoption of the rule:	Estimate in the aggregate as to the cost of compliance with the rule by the affected entities:
15	Retail licensees	\$306,000.00
14	Mobile licensees	\$428,400.00

III. WORKSHEET

Initial Certification	
Retail licensees (15 licensees x 80 hours x \$170 per hour)	\$204,000.00
Mobile licensees (14 licensees x 120 hours x \$170 per hour)	\$285,600.00
Annual Recertification	
Retail licensees (15 licensees x 40 hours x \$170 per hour)	\$102,000.00
Mobile licensees (14 licensees x 60 hours x \$170 per hour)	\$142,800.00
TOTAL	\$734,400.00

IV. ASSUMPTIONS

Retail Sports Wagering Operators – 15 (13 casinos and 2 sports teams)

Mobile Sports Wagering Operators – 14 (6 class A licensees, 6 sports teams, and 2 direct/untethered licensees)

The hourly rate for an independent testing laboratory (ITL) is \$170.

The number of hours for an initial certification for a retail licensee is approximately 80 hours.

The number of hours for an initial certification for a mobile licensee is approximately 120 hours.

The number of hours for an annual recertification for a retail licensee is approximately 40 hours.

The number of hours for an annual recertification for a mobile licensee is approximately 60 hours.

TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.250 Sports Wagering Equipment Requirements

PURPOSE: This rule establishes standards for sports wagering equipment.

(1) Sports wagering equipment software shall contain sufficient information to identify the software and version number of the information stored on the sports wagering equipment. Sports wagering equipment software critical components shall be capable of verification utilizing a verification method approved by the commission.

(2) Sports wagering equipment able to accept or redeem wagers shall have the ability to authenticate that all critical components being used are valid upon installation of the software, each time the software is loaded for use, and upon manual request.

(3) In the event of a failed authentication or other error which impacts the integrity of the sports wagering system, the sports wagering equipment shall cease accepting or redeeming wagers and display an appropriate error message.

(4) Each kiosk shall—

(A) Have an identification plate affixed to the exterior of the device by the licensed supplier. The plate shall not be removable without evidence of tampering. The plate shall include the following information:

1. The name of the SW Supplier;
2. A unique serial number; and
3. Model number.

(B) Comply with the following hardware requirements:

1. Any circuit board, including modifications, switches, or jumpers, shall be documented prior to approval by the commission;
2. Any reconfiguration of a circuit board, switch, or jumper shall constitute a different version of the sports wagering equipment;
3. Power and data cables shall be routed so that they are not accessible to the general public;
4. Wired communication ports shall be clearly labeled and must be securely housed within the device to prevent unauthorized access to ports or cable connectors;
5. Devices shall not be adversely affected by surges or dips of 20% or less of supply voltage;
6. Device power supplies shall be appropriately protected by fuses or circuit breakers; and
7. Devices shall resist liquid spills;

(C) Comply with the following security requirements:

1. External doors shall be manufactured of materials that are suitable for allowing only legitimate access to the inside of the kiosk, and capable of withstanding determined and unauthorized efforts to gain access to the interior of the device;

2. The seal of the door of any locked area of a kiosk shall be designed to resist the entry of objects;

3. Doors that provide access to secure areas of a kiosk shall be monitored by a door access detection system audible in the surveillance room; and

4. Cease wagering operations when any secured area door is open;

(D) Comply with the following memory requirements:

1. Nonvolatile memory, stored either at the kiosk or on the sports wagering system, shall be used to store all data elements that are considered vital to the continued operation of the kiosk, including device configuration and state of operations;

2. Nonvolatile memory shall not retain sensitive information outside of kiosk operations;

3. All devices shall have backup or archive capability for the recovery of nonvolatile memory should a failure occur;

4. Nonvolatile memory storage shall be maintained by a method that enables errors to be identified. Acceptable methods include, but are not limited to, signatures, check sums, redundant copies, database error checks, or other methods;

5. Comprehensive checks of critical nonvolatile memory data elements shall be made on startup; and

6. An unrecoverable corruption of critical nonvolatile memory shall result in an error. Upon detection, the device software shall cease to function. Additionally, the critical nonvolatile memory error shall cause any communication external to the device to cease; and

(E) Comply with the following software error requirements:

1. After a program interruption, a kiosk shall recover to the state it was in immediately prior to the interruption, but shall not allow any further action by a patron without intervention by an attendant unless the kiosk is able to recover and complete any interrupted operation without loss or corruption of any locally stored nonvolatile memory or installed software;

2. Any communication to an external device shall not begin until the program resumption routine, including any self-test, is completed successfully; and

3. Any program interruption or recovery shall be electronically logged by either the affected kiosk or the sports wagering system.

(5) Tickets generated by a kiosk or point of sale device shall include all of the following information:

(A) Licensee's name, retail location's name, city, and state;

(B) A unique wager identifier;

(C) A barcode or similar machine readable marking corresponding to a unique wager identifier;

(D) Identification of the kiosk or point of sale device that dispensed the ticket;

(E) If generated by a point of sale device, identification of the ticket writer;

(F) Identification of the event and wager;

(G) Amount of the wager;

(H) Odds and payout upon winning;

(I) Date and time of the generation of the ticket; and

(J) Expiration date of the ticket.

(6) The process for ticket redemption shall comply with the following requirements:

(A) Winning tickets shall be redeemed by a ticket writer through a point of sale device or by an SW redemption kiosk after verifying the validity of the ticket;

(B) The point of sale device or kiosk shall electronically document the redemption of the wager, and record the following information:

1. Date and time of redemption; and
2. Serial number of the device or kiosk; and

(C) If a ticket is unreadable or otherwise cannot be validated by an SW redemption kiosk, the kiosk shall return the ticket to the patron.

(7) Kiosks shall comply with the following error detection requirements:

(A) A kiosk shall be capable of recognizing limitations or errors that render the kiosk not capable of operation, including, but not limited to:

1. Printer failure or jam;
2. Bill dispenser or acceptor jams;
3. Insufficient funds; or
4. Communications failure. The SW redemption kiosk shall electronically record the error and issue an error receipt;

(B) A kiosk that detects any error shall be automatically rendered inoperable until intervention by an attendant;

(C) If any error occurs during the processing of a transaction of any kind, the kiosk shall electronically record the error and issue an error receipt. The electronic record and error receipt shall include, at a minimum:

1. Date and time of the attempted redemption;
2. Serial number of the SW redemption kiosk;
3. The nature of the error; and
4. In the case of a redemption error, the amount of the redemption and amount of any currency dispensed; and

(D) A Retail licensee shall retain a record of all logged errors for no less than one (1) year and provide the log to the commission upon request.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

*NOTICE OF PUBLIC HEARING AND NOTICE TO SUBMIT COMMENTS: Anyone may file a statement in support of or in opposition to this proposed rule via email to MGCPolicy@mgc.dps.mo.gov, or by mail to the Missouri Gaming Commission, Policy Section, PO Box 1847, Jefferson City, MO 65102. To be considered, comments must be received within thirty (30) days after publication of this notice in the **Missouri Register**. A public hearing is scheduled for July 17, 2025, at 10:00 a.m., in the Missouri Gaming Commission's Hearing Room, 3417 Knipp Drive, Jefferson City, MO.*

TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.260 Shipping, Maintenance, and Disposal of Sports Wagering Equipment

PURPOSE: This rule establishes standards for the shipping, maintenance, and disposal of sports wagering equipment.

(1) An SW Supplier licensee shall only be permitted to sell, distribute, transfer, or supply approved sports wagering equipment to any person in the state of Missouri who is a Retail, Mobile, or SW Supplier licensee.

(2) A Retail or Mobile licensee shall only be permitted to sell, distribute, transfer, or supply sports wagering equipment to any person in the state of Missouri who is a Retail, Mobile, or SW Supplier licensee.

(3) Licensees shipping kiosks as defined in 11 CSR 45-20.010, into, out of, or within Missouri, shall file a notice with the commission at least five (5) calendar days prior to such shipment. The notice shall include the following information, if applicable:

- (A) Shipper's name;
- (B) Shipper's address;
- (C) Shipper's license number;
- (D) Submission date;
- (E) Shipping date;
- (F) Shipper's contact information;
- (G) Recipient's name;
- (H) Recipient's license number;
- (I) Item type and description (i.e. cabinet/hardware, part number, model number, serial number, manufacturer);
- (J) Invoice/sales order number;
- (K) Destination name;
- (L) Destination address;
- (M) Destination contact information;
- (N) Quantity of each item; and
- (O) Estimated arrival date.

(4) Sports wagering equipment shall only be serviced or maintained by commission-licensed employees of a Retail, Mobile, or SW Supplier licensee.

(5) The Retail or Mobile licensee shall only dispose of sports wagering equipment in a manner as prescribed in its approved internal control system, ensuring no critical or confidential data is retrievable after disposal.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

*NOTICE OF PUBLIC HEARING AND NOTICE TO SUBMIT COMMENTS: Anyone may file a statement in support of or in opposition to this proposed rule via email to MGCPolicy@mgc.dps.mo.gov, or by mail to the Missouri Gaming Commission, Policy Section, PO Box 1847, Jefferson City, MO 65102. To be considered, comments must be received within thirty (30) days after publication of this notice in the **Missouri Register**. A public hearing is scheduled for July 17, 2025, at 10:00 a.m., in the Missouri Gaming Commission's Hearing Room, 3417 Knipp Drive, Jefferson City, MO.*

TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.270 Online Sports Wagering Platform Requirements

PURPOSE: This rule establishes standards for online sports wagering platforms.

- (1) A Mobile licensee conducting sports wagering over the internet shall use a single online sports wagering platform, all the integral components of which have been tested, certified, and approved.
- (2) An online sports wagering platform shall employ a mechanism to detect the physical location of a patron prior to placement of the first wager after logging in and prior to placement of any wager at least every thirty (30) minutes thereafter to ensure wagers are only accepted from patrons physically in the state of Missouri.
- (3) An online sports wagering platform must have methods to detect and prevent efforts to defeat or circumvent the location detection mechanisms.
- (4) An online sports wagering platform shall not permit a patron to place a wager if it detects attempts to defeat or circumvent the location detection mechanisms.
- (5) Online sports wagering platforms shall prominently display information regarding compulsive gaming. The online sports wagering platform shall display a hyperlink to responsible gaming information.
- (6) Any data disclosed pursuant to this chapter shall not include personally identifying information of wagering patrons unless deemed necessary for law enforcement or investigative purposes by the commission. The determination shall be in writing.
- (7) Each Mobile licensee shall maintain modern best practices to ensure the security and integrity of the online sports wagering platform, including, but not limited to:
 - (A) Network security;
 - (B) Patron identity authentication;
 - (C) Location detection;
 - (D) Error detection; and
 - (E) Data security.
- (8) If a Mobile licensee becomes aware of a reproducible error in the online sports wagering platform that relates to network security, data security, location detection, or otherwise calls into question the security and integrity of the online sports wagering platform, the licensee shall notify the commission immediately. The notification shall include:
 - (A) A description of the error;
 - (B) Risks created or imposed by the error; and

(C) Efforts being taken by the Mobile licensee to prevent any impact to the security and integrity of the online sports wagering platform or sports wagering system.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

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TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.280 Client Requirements

PURPOSE: This rule establishes client requirements.

- (1) Prior to login by a patron, client software shall prominently display a statement regarding how a patron can obtain assistance with a gambling problem.
- (2) The client shall require multi-factor authentication when a patron logs in to his or her online sports wagering account through a specific device for the first time and every fourteen (14) days thereafter.
- (3) Client software shall give a patron prominent and convenient access to a support page, screen, menu, or equivalent, which at a minimum contains access to the following:
 - (A) Name and contact information of the Mobile licensee, including at a minimum a phone number and email address;
 - (B) Complete explanation of all house rules approved by the commission;
 - (C) Responsible gaming limit functionality;
 - (D) Means by which a patron can submit a complaint to the licensee;
 - (E) Contact information for the commission, including at a minimum a link to the commission's website;
 - (F) Terms and conditions; and
 - (G) Instructions and means to close an online sports wagering account.
- (4) When terms and conditions change, the client shall require a patron to acknowledge acceptance of the change.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

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*scheduled for July 17, 2025, at 10:00 a.m., in the Missouri Gaming Commission's Hearing Room,
3417 Knipp Drive, Jefferson City, MO.*

TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.290 Sports Wagering System Requirements

PURPOSE: This rule establishes standards for sports wagering systems.

- (1) Each Retail or Mobile licensee shall operate a single sports wagering system through which all sports wagering activity is conducted and recorded.
- (2) At no cost to the commission, each Retail or Mobile licensee shall provide the commission remote, read only, real-time access to the sports wagering system. That access shall include, at a minimum:
 - (A) Complete access to all records of wagers, including canceled, voided, pending, and redeemed wagers;
 - (B) Ability to query or sort wagering data; and
 - (C) Ability to export wagering data in a non-proprietary format.
- (3) Sports wagering systems that offer in-game wagers shall be capable of the following:
 - (A) The accurate and timely update of odds for in-game wagers;
 - (B) The ability to notify the patron of any change in odds after the placement of a wager is attempted;
 - (C) The ability for the patron to confirm the wager after notification of the change in odds; and
 - (D) The ability to freeze or suspend the offering of wagers, when necessary.
- (4) The commission may develop and implement a central sports wagering monitoring system for the purpose of compiling all sports wagering activity data from all Retail and Mobile licensees. In such event, each Retail or Mobile licensee shall provide all sports wagering activity data in a format compatible with the central sports wagering monitoring system.
- (5) All servers used to receive transmissions of requests to place wagers and that transmit confirmation of acceptance of wagers on events placed by patrons shall be physically located in the state of Missouri. Licensees shall provide the commission with the physical location of such servers. Backup servers may be located outside of the state with prior approval of the commission. Any data center where a sports wagering system server is housed must be secure and have access controls in place to prevent unauthorized access to the sports wagering system server or other equipment.
- (6) Each Retail or Mobile licensee shall maintain modern best practices to ensure the security and integrity of the sports wagering system, including, but not limited to:
 - (A) Physical security;
 - (B) Access control;
 - (C) Network security;

- (D) Resistance to manipulation;
- (E) Redundancy;
- (F) Error detection;
- (G) Data backup and recovery; and
- (H) Encryption.

(7) A sports wagering system shall maintain records of all wagers for a period of not less than five (5) years.

(8) A sports wagering system shall record at a minimum the following information for each wager:

- (A) Description of event or contest;
- (B) Unique identifier for the event or contest;
- (C) Wager selection;
- (D) Type of wager;
- (E) Amount of wager;
- (F) Odds and amount of potential payout;
- (G) Date and time of wager;
- (H) Unique identifier for the wager;
- (I) Unique identifier of the online sports wagering account or patron, if applicable;
- (J) Internet protocol address and geolocation information, if the wager is not placed at a retail location;
- (K) Unique identifier of the kiosk or point of sale device through which the wager was placed, if applicable;
- (L) The identity of the ticket writer accepting the wager, if applicable;
- (M) Expiration date of the sports wagering ticket;
- (N) Date, time, amount, and description of settlement;
- (O) Unique identifier of the kiosk or point of sale device through which the wager was redeemed, if applicable;
- (P) Identity of the ticket writer settling the wager, if applicable;
- (Q) Whether a wager was cancelled and the reason; and
- (R) Whether a wager was voided and the reason.

(9) The sports wagering system shall be capable of generating reports necessary to record gross sports wagering revenue, wagering liability, ticket and voucher redemption, and such other information relating to sports wagering as deemed necessary by the commission. Such reports shall distinguish by type and status where applicable.

(10) A sports wagering system shall perform, at least once every twenty-four (24) hours, a self-authentication process on all software used to offer, record, and process wagers to ensure there have been no unauthorized modifications. In the event of an authentication failure, the Retail or Mobile licensee shall immediately notify the commission. The results of all self-authentication attempts shall be recorded by the system and maintained for a period of not less than one (1) year.

(11) Each Retail or Mobile licensee shall have internal controls in place to review the accuracy and timeliness of any data feeds used to offer or settle wagers. In the event that an incident or error occurs that results in a loss of communication with data feeds used to offer or redeem wagers, that

error shall be recorded in a log capturing the date and time of the error, the nature of the error and a description of its impact on the system's performance. That information shall be maintained for a period of not less than one hundred eighty (180) days.

(12) If a Retail or Mobile licensee becomes aware of a reproducible error in the sports wagering system that relates to network security, data security, accurate placement of wagers, recording of wagers, or redemption of wagers, or otherwise calls into question the security and integrity of the sports wagering system, the licensee shall notify the commission immediately. The notification shall include:

- (A) A description of the error;
- (B) Risks created or imposed by the error; and
- (C) Efforts being taken by the Retail or Mobile licensee to prevent any impact to the security and integrity of the sports wagering system.

(13) If an active sports wagering system ever fails, crashes, or becomes inoperable for any reason, the Retail or Mobile licensee shall notify the commission no later than the end of the following calendar day.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

*NOTICE OF PUBLIC HEARING AND NOTICE TO SUBMIT COMMENTS: Anyone may file a statement in support of or in opposition to this proposed rule via email to MGCPolicy@mgc.dps.mo.gov, or by mail to the Missouri Gaming Commission, Policy Section, PO Box 1847, Jefferson City, MO 65102. To be considered, comments must be received within thirty (30) days after publication of this notice in the **Missouri Register**. A public hearing is scheduled for July 17, 2025, at 10:00 a.m., in the Missouri Gaming Commission's Hearing Room, 3417 Knipp Drive, Jefferson City, MO.*

TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.300 Integrity and Security Assessment

PURPOSE: This rule establishes standards for integrity and security assessments.

(1) Each Retail and Mobile licensee shall ensure a system integrity and security assessment of sports wagering systems and online sports wagering platforms is conducted by an independent security assessment professional within ninety (90) days of commencing operations, and annually thereafter.

(2) The scope of the assessment shall include, at a minimum, the following:

(A) A vulnerability assessment of the online sports wagering platform, sports wagering system, internal, external, and wireless networks with the intent of identifying vulnerabilities of all devices, platforms, and applications connected to or present on the networks;

(B) A penetration test of all online sports wagering platforms, sports wagering systems, internal, external, and wireless networks to confirm if identified vulnerabilities of all devices, platforms, and applications are susceptible to compromise;

(C) A policy and procedures review against the current International Organization for Standardization (ISO) 27001 standard or another similar standard approved by the commission;

(D) A review of the firewall rules to verify the operating condition of the firewall and the effectiveness of its security configuration; and

(E) Any other specific criteria or standards for the integrity and security assessment that align with industry best practices as requested by the commission.

(3) The independent security assessment professional's report on the assessment shall be submitted to the commission and shall include:

(A) Assessment procedures and scope of the review;

(B) Name and company affiliation of the individual(s) who conducted the assessment;

(C) Date of assessment;

(D) Findings;

(E) Recommended corrective action, if applicable; and

(F) The licensee's response to the findings and recommended corrective action.

(4) The independent security assessment professional's report on the assessment shall be submitted to the commission within sixty (60) days after the conclusion of the integrity and security assessment.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will cost private entities an estimated one million one hundred sixty thousand dollars (\$1,160,000) in the aggregate.

*NOTICE OF PUBLIC HEARING AND NOTICE TO SUBMIT COMMENTS: Anyone may file a statement in support of or in opposition to this proposed rule via email to MGCPolicy@mgc.dps.mo.gov, or by mail to the Missouri Gaming Commission, Policy Section, PO Box 1847, Jefferson City, MO 65102. To be considered, comments must be received within thirty (30) days after publication of this notice in the **Missouri Register**. A public hearing is scheduled for July 17, 2025, at 10:00 a.m., in the Missouri Gaming Commission's Hearing Room, 3417 Knipp Drive, Jefferson City, MO.*

**FISCAL NOTE
PRIVATE COST**

- I. Department title: 11—Department of Public Safety
Division title: 45—Missouri Gaming Commission
Chapter title: 20—Sports Wagering**

Rule number/name:	11 CSR 45-20.300 Integrity and Security Assessment
Type of rulemaking:	Proposed Rule

II. SUMMARY OF FISCAL IMPACT

Estimate of the number of entities by class that would likely be affected by adoption of the rule:	Classification by type(s) of the business entities that would likely be affected by adoption of the rule:	Estimate in the aggregate as to the cost of compliance with the rule by the affected entities:
15	Retail licensees	\$600,000.00
14	Mobile licensees	\$560,000.00

III. WORKSHEET

Annual Estimates	
Retail licensees (15 licensees x 200 hours x \$200 per hour)	\$600,000.00
Mobile licensees (14 licensees x 200 hours x \$170 per hour)	\$560,000.00
TOTAL	\$1,160,000.00

IV. ASSUMPTIONS

Retail licensees– 15 (13 excursion gambling boat sportsbooks and 2 sports teams)
Mobile licensees – 14 (6 class A licensees, 6 sports teams, and 2 direct/untethered licensees)

The hourly rate for integrity and security assessment testing services is \$200.

The commission estimates these numbers with a lack of tested systems leveraged from other jurisdictions, which may decrease the cost.

TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.310 Software Change Management

PURPOSE: This rule establishes standards for software change management.

(1) As used in this rule, the following terms shall have the following meaning:

(A) A core function is any function related to the placement, recording, and resolution of wagers, or any other function or feature that affects the security, integrity, availability, or record keeping of the sports wagering system.

(B) A substantial change is any change that directly affects the functionality of a core function.

(C) A non-core function is any other function of a sports wagering system that is not identified as a core function.

(2) After testing, certification, approval, and installation of a sports wagering system, any further changes to the software of the system must be in compliance with this rule.

(3) Any new core function shall be tested and certified by a licensed independent testing laboratory (ITL) and approved by the commission in accordance with this chapter prior to installation on a live sports wagering system.

(4) A Retail or Mobile licensee shall notify the commission prior to the installation of any substantial change to a core function on a live sports wagering system. The notification shall include a clear identification of the core function that is affected, an explanation of the reason for the change, and an identification of any critical files affected. The commission may order that the substantial change be tested, certified, and approved in accordance with this chapter prior to installation on a live sports wagering system. If the commission does not order testing and certification within three (3) business days after the notification, the Retail or Mobile licensee may install the substantial change on the sports wagering system.

(5) When an unanticipated incident occurs that causes a disruption in the collection, accuracy, integrity, or availability of the sports wagering system, the Retail or Mobile licensee shall notify the commission in writing by the end of the following calendar day. When such an incident is reported, the Retail or Mobile licensee may implement substantial changes to core functions of the sports wagering system without prior notification to the commission.

(6) Emergency changes shall be documented in the change log and the Retail or Mobile licensee shall notify the commission in writing immediately upon implementation of any emergency changes. The notification to the commission shall include the information documented on the change log. Upon review of the change, the commission may order the change be tested, certified, and approved.

(7) The change log shall—

- (A) Include all changes to the sports wagering system;
- (B) Include the date of change, summary of change, requestor, implementer, and results of the change; and
- (C) Be made available to the commission upon request.

(8) Each Retail and Mobile licensee shall include in its internal control system information detailing the software change management process for the sports wagering system, online sports wagering platform, client software, and any other software that is a component of those systems. The internal control system must, at a minimum, address the following:

- (A) A description of the process, including:
 1. Roles in change management process, including segregation of duties;
 2. Testing in a non-production environment;
 3. Handling requests for change;
 4. Installation of changes into the production environment;
 5. Change classification procedure; and
 6. Procedures for rollback of changes;
- (B) Writing release notes;
- (C) Commission notification process; and
- (D) Creating entries on the change log.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will cost private entities an estimated one million sixty thousand dollars (\$1,060,000) in the aggregate.

*NOTICE OF PUBLIC HEARING AND NOTICE TO SUBMIT COMMENTS: Anyone may file a statement in support of or in opposition to this proposed rule via email to MGCPolicy@mgc.dps.mo.gov, or by mail to the Missouri Gaming Commission, Policy Section, PO Box 1847, Jefferson City, MO 65102. To be considered, comments must be received within thirty (30) days after publication of this notice in the **Missouri Register**. A public hearing is scheduled for July 17, 2025, at 10:00 a.m., in the Missouri Gaming Commission's Hearing Room, 3417 Knipp Drive, Jefferson City, MO.*

**FISCAL NOTE
PRIVATE COST**

- I. Department title: 11—Department of Public Safety
Division title: 45—Missouri Gaming Commission
Chapter title: 20—Sports Wagering**

Rule number/name:	11 CSR 45-20.310 Software Change Management
Type of rulemaking:	Proposed Rule

II. SUMMARY OF FISCAL IMPACT

Estimate of the number of entities by class that would likely be affected by adoption of the rule:	Classification by type(s) of the business entities that would likely be affected by adoption of the rule:	Estimate in the aggregate as to the cost of compliance with the rule by the affected entities:
8	Companies holding Retail licenses	\$108,000.00
14	Mobile licensees	\$952,000.00

III. WORKSHEET

Annual Estimates	
Retail licensees (2 changes annually that require testing x 8 companies holding Retail licenses x 40 hours x \$170 per hour)	\$108,000.00
Mobile licensees (10 changes annually that require testing x 14 licensees x 40 hours x \$170 per hour)	\$952,000.00
TOTAL	\$1,060,000.00

IV. ASSUMPTIONS

Retail licensees– 8 (6 companies operating retail sportsbooks for the 13 excursion gambling boats and 2 sports teams)

Mobile licensees – 14 (6 class A licensees, 6 sports teams, and 2 direct/untethered licensees)

The hourly rate for an independent testing laboratory (ITL) is \$170.

TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.320 Online Sports Wagering Accounts

PURPOSE: This rule establishes requirements for online sports wagering accounts.

(1) Online wagering shall only be conducted by a patron through his or her online sports wagering account that he or she has established with a Mobile licensee over the internet or through an online sports wagering platform.

(2) A Mobile licensee shall implement methods or systems in the online sports wagering platform to detect unauthorized access to online sports wagering accounts, fraud, theft, suspicious wagering activity, or other prohibited activity. Those methods shall be documented in the internal control system.

(3) In order to establish an online sports wagering account, a Mobile licensee shall—

(A) Create an electronic patron file, which shall include at a minimum:

1. Patron's legal name;
2. Patron's date of birth;
3. Last four digits of the patron's Social Security number or equivalent for a foreign patron such as a passport or taxpayer identification number;
4. Account number;
5. Patron's residential address (a post office box is not acceptable);
6. Patron's electronic mail address;
7. Patron's telephone number;
8. Any other information collected from the patron used to verify his or her identity;
9. Date and method of identity verification, including the document number of the state or federal government-issued identification credential examined and its date of expiration and the electronic record documenting the process used to confirm the patron's identity; and
10. Patron's disclosure whether or not he or she is an athlete, competitor, referee, official, coach, manager, medical professional or athletic trainer or employee or contractor of a professional or collegiate team or athletic organization;

(B) Encrypt all of the following information contained in an electronic patron file:

1. Patron's Social Security Number or equivalent for a foreign patron such as a passport or taxpayer identification number;
2. Patron's previous and current passwords, answers to security questions, PINs, or similar; and
3. Patron's debit or credit card numbers, bank account numbers, or other personal financial information;

(C) Verify the patron's identity using a methodology as described in the licensee's internal control system and approved by the commission. The methodology shall include remote multi-sourced authentication, which may include third-party or governmental databases, and examining the patron's valid, non-expired state or federal government-issued photo identification credential;

(D) Require the patron to establish a password or other access security feature as approved by the commission. A Mobile licensee shall also utilize multi-factor authentication for each new device. After a successful login with multi-factor authentication for a specific device, a patron is not required to utilize multi-factor authentication to access his or her online sports wagering account from that device for a period of fourteen (14) days. A patron shall have the ability to always require multi-factor authentication;

(E) Verify the patron is at least twenty-one (21) years of age, not on the List of Self-Excluded Persons or the MGC Excluded Persons List, or otherwise prohibited from wagering with the licensee;

(F) Record the patron's acceptance of any terms and conditions, which shall at minimum include the patron's acknowledgment of Article III Section 39(g) of the *Missouri Constitution* and this rule;

(G) Record the patron's certification that the information provided to the licensee by the patron is accurate;

(H) Record the patron's acknowledgement that the legal age for sports wagering is twenty-one (21) years and that he or she is prohibited from allowing any other person to access or use his or her online sports wagering account; and

(I) Notify the patron of the establishment of the account via electronic or regular mail.

(4) The Mobile licensee shall use commercially reasonable means to ensure that each patron has only one online sports wagering account. An online sports wagering account shall be—

(A) Non-transferable;

(B) Unique to the patron who established the account; and

(C) Distinct from any other account number that the patron may have established with the licensee.

(5) The Mobile licensee shall assign a unique identifier to each online sports wagering account.

(6) An online sports wagering account may only be funded through the following methods as approved in the licensee's internal control system:

(A) A patron's credit or debit card;

(B) A gift card;

(C) Reloadable prepaid card if it has been verified by the Mobile licensee as being issued to the patron and non-transferable;

(D) ACH transfer;

(E) Deposit of United States currency through a money transmitter licensed under the Money Transmission Modernization Act (MTMA), sections §361.900 to §361.1035, RSMo;

(F) Wire transfer;

(G) Free or promotional credits; or

(H) Adjustments or refunds pursuant to this chapter.

(7) Proceeds of a winning wager shall be deposited and reflected in the balance of the online sports wagering account no later than twenty-four (24) hours after the official results of the event or series of events are determined.

(8) Funds may be withdrawn or removed from an online sports wagering account for the following:

(A) The placement of wagers;

- (B) Credits to the patron's debit card;
- (C) Cash transfer to a patron's reloadable prepaid card, which has been verified by the licensee as being issued to the patron and is non-transferable;
- (D) Cash transfer to an account with a bank or other financial institution on which the patron is named;
- (E) Cash transfer through a money transmitter licensed under the Money Transmission Modernization Act (MTMA), sections §361.900 to §361.1035, RSMo;
- (F) Adjustments made pursuant to this chapter; or
- (G) Any other means in the approved internal control system.

(9) Prior to any withdrawal, if a patron used a credit or debit card to fund an online sports wagering account, any remaining balance in the account up to the amount of the deposit shall be refunded to the patron's credit or debit card account used to fund the sports wagering account provided that a credit or debit card issuer permits the return of a withdrawal from an online sports wagering account funded by the credit or debit card of the issuer.

(10) Upon any deposit, withdrawal, or adjustment, the licensee shall send a confirmation email to the patron's registered address and shall provide a means through which a patron may contest any transaction.

(11) Adjustments shall only be made by individuals in job positions as specified in the internal control system. Adjustments shall only be made:

- (A) To correct an overpayment or underpayment to an online sports wagering account due to error, regardless of whether the error was human or technological in nature;
- (B) Due to a wager being canceled or deemed void;
- (C) Due to the addition of test funds; or
- (D) Any other reason as identified in the approved internal control system.

(12) All adjustments under five hundred dollars (\$500) shall be reviewed at least weekly by supervisory personnel as set forth in the internal control system. All adjustments of five hundred dollars (\$500) or more shall be authorized by supervisory personnel prior to being entered.

(13) The online sports wagering platform shall, provide a summary statement on demand of the patron's activity during at least the prior six (6) months. When a statement is requested, it shall be transmitted no later than twenty-four (24) hours after the request is made and an online sports wagering platform shall be capable of providing a summary statement of all authorized participant activity during the past two (2) years. The statement shall include, at a minimum:

- (A) Deposits to the online sports wagering account;
- (B) Withdrawals from the online sports wagering account;
- (C) Win or loss statistics, meaning a patron's total amount wagered minus total amount won (net win or loss);
- (D) Beginning and ending account balances;
- (E) Responsible gaming limit history, if applicable; and
- (F) A statement regarding how patrons can obtain assistance with gambling problems.

(14) A licensee shall reverify a patron's identification any time there is reasonable suspicion that the patron's identification has been compromised.

(15) A patron shall be allowed to withdraw the funds maintained in his or her online sports wagering account.

(A) Upon verification by the Mobile licensee, the patron's request to withdraw funds shall be honored within five (5) business days of the request.

(B) The Mobile licensee may decline to honor a patron request to withdraw funds if the licensee believes the patron engaged in either fraudulent conduct or other conduct that would put the licensee in violation of any federal, state, or local law or regulation or internal control of the licensee. In such cases, the licensee shall:

1. Provide notice to the patron of the delay in honoring the request to withdraw funds from the online sports wagering account;

2. Investigate in an expedient fashion;

3. Notify the patron of the final determination of the request to withdraw funds; and

4. Notify the commission of any investigation that confirmed fraudulent conduct.

(16) The Mobile licensee shall consider an online sports wagering account to be dormant if the patron has not logged into the account for at least five (5) years. A dormant account shall be closed by the licensee. Upon closure of a dormant account, the licensee shall make reasonable efforts to contact the account holder to return any unclaimed funds. After one hundred and twenty (120) days of attempting to contact the account holder, the unclaimed funds in a dormant account shall be presumed abandoned. Licensees shall remit all abandoned funds in accordance with the "Missouri Uniform Disposition of Unclaimed Property Act" section 447.500 et seq., RSMo.

(17) An online sports wagering platform shall provide a conspicuous and readily accessible method for a patron to temporarily suspend or close his or her online sports wagering account. Any remaining balance in the online sports wagering account shall be refunded within five (5) business days of the request, unless the licensee believes in good faith that the patron engaged in either fraudulent or prohibited conduct. If a patron has suspended his or her account the licensee shall not send gaming-related electronic mail to such patron while the account is suspended.

(18) Mobile licensees shall establish test accounts for the commission to be used to test the various components and operations of the sports wagering system.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

NOTICE OF PUBLIC HEARING AND NOTICE TO SUBMIT COMMENTS: Anyone may file a statement in support of or in opposition to this proposed rule via email to

*MGCPolicy@mgc.dps.mo.gov, or by mail to the Missouri Gaming Commission, Policy Section, PO Box 1847, Jefferson City, MO 65102. To be considered, comments must be received within thirty (30) days after publication of this notice in the **Missouri Register**. A public hearing is scheduled for July 17, 2025, at 10:00 a.m., in the Missouri Gaming Commission's Hearing Room, 3417 Knipp Drive, Jefferson City, MO.*

TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.330 Online Sports Wagering Account Suspension

PURPOSE: This rule establishes the process to suspend an online sports wagering account.

- (1) Online sports wagering platforms shall employ a mechanism to suspend online sports wagering accounts.
- (2) An online sports wagering account shall be suspended by a Mobile licensee—
 - (A) When ordered by the commission during any pending investigation;
 - (B) Upon determination that a patron is prohibited from placing any wagers with that Mobile licensee pursuant to 11 CSR 45-20.360;
 - (C) When a patron owes funds to the Mobile licensee;
 - (D) When a Mobile licensee has suspicion of illegal activity or suspicious wagering activity; and
 - (E) When a Mobile licensee is conducting a responsible gaming investigation based on information obtained by the licensee.
- (3) After five (5) consecutive failed ACH deposit attempts within a ten- (10-) minute time period the licensee shall temporarily suspend the patron's account for a fraud investigation. If there is no evidence of fraud, the suspension may be lifted. After five (5) additional consecutive failed ACH deposit attempts within a ten- (10-) minute period, the licensee shall permanently suspend the patron's account.
- (4) When an online sports wagering account is suspended, the online sports wagering platform shall—
 - (A) Prevent the patron from wagering. If the patron has pending wagers prior to being suspended these wagers shall be handled in accordance with the terms and conditions;
 - (B) Prevent the patron from depositing funds, unless for the purpose of remedying a negative balance;
 - (C) Prevent the patron from withdrawing funds, except when the reason for the suspension is that the patron is a prohibited person pursuant to 11 CSR 45-20.360 or that a responsible gaming investigation is being conducted;
 - (D) Prevent the patron from making changes to the online sports wagering account information;
 - (E) Prevent the closure of the online sports wagering account by the patron;
 - (F) Prominently display to the patron that the online sports wagering account is suspended, the restrictions in place, and any further course of action needed to remove the suspension.
- (5) A suspension may only be lifted—
 - (A) By order of the commission;
 - (B) If the patron is no longer a prohibited person;
 - (C) If any negative balance has been remedied;

(D) At the conclusion of an investigation into suspected illegal or suspicious wagering activity, if it was determined that there was no illegal or suspicious wagering activity; or

(E) At the conclusion of a responsible gaming investigation, if it was determined the patron is able to continue to wager safely.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

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TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.340 Requests to Authorize Events and Competitions

PURPOSE: This rule addresses the procedures for Retail and Mobile licensees to request approval for professional or collegiate athletic or sporting events or competitive events or awards not already authorized by the commission.

- (1) Licensees may only accept wagers on events approved by the commission and published in the catalog of approved events.
- (2) Licensees may submit to the commission in writing a request to permit wagering on other specific athletic, sporting, and other competitive events and awards involving human participants that are not already approved by the commission.
- (3) The request to the commission shall be in writing and include the following:
 - (A) A detailed description of the sport, event, league, or competition; and
 - (B) Identification of any known or possible risks to the integrity of the event or competition and what steps the organizer or governing body of the event or competition has taken or will take to minimize those risks.
- (4) In determining whether to approve or deny a request, any relevant factor may be considered, including, but not limited to:
 - (A) The best interests and needs of the Missouri sports wagering industry;
 - (B) Any known or possible risks to the integrity of the event or competition; and
 - (C) Whether granting the request would pose a threat to public confidence and trust in the Missouri sports wagering industry.
- (5) Upon approval of a request, the commission shall notify all licensees of the approval and any licensee may offer wagering on the requested sport, event, league, or competition.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

NOTICE OF PUBLIC HEARING AND NOTICE TO SUBMIT COMMENTS: Anyone may file a statement in support of or in opposition to this proposed rule via email to

*MGCPolicy@mgc.dps.mo.gov, or by mail to the Missouri Gaming Commission, Policy Section, PO Box 1847, Jefferson City, MO 65102. To be considered, comments must be received within thirty (30) days after publication of this notice in the **Missouri Register**. A public hearing is scheduled for July 17, 2025, at 10:00 a.m., in the Missouri Gaming Commission's Hearing Room, 3417 Knipp Drive, Jefferson City, MO.*

TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.350 Requests to Restrict or Exclude Wagering

PURPOSE: This rule addresses requests to restrict or exclude certain types of sports wagering and the commission's ability to grant such requests.

(1) The commission may restrict, limit, or exclude a type, form, or category of wagering, or wagering on a specific sport, event, league, or competition, if it concludes the wagering in question would be contrary to public policy, unfair to patrons, or affects the integrity of a particular sport or the Missouri sports wagering industry.

(2) A Retail or Mobile licensee, sports governing body, professional sports team, league, or association, institution of higher education, players association, or the executive director may submit to the commission a request to restrict, limit, or exclude a certain type, form, or category of wagering, or wagering on a specific sport, event, league, or competition.

(3) The request shall be in writing and shall include the following:

(A) A detailed description of the type, form, or category of wagering, or the specific sport, event, league, or competition; and

(B) A detailed description of how the wagering in question is contrary to public policy, unfair to patrons, or affects the integrity of a particular sport or the Missouri sports wagering industry.

(4) The commission shall post a copy of the request to its website for public review.

(5) The commission shall solicit comments from licensees on all such requests made. Licensees may submit comments or responses in writing to be considered by the commission.

(6) After giving due consideration to all comments received, the commission shall upon a demonstration of good cause from the requestor that such type, form, or category of sports wagering is likely to undermine the integrity and perceived integrity of such sports governing body or sporting event(s) of the applicable sports governing body, grant the request.

(7) The commission shall respond to the request concerning a sporting event before the start of the event, or, if it is not feasible to respond before the start of the event, no later than seven (7) days after the request is made, and if the commission determines that the requestor is more likely than not to prevail in successfully demonstrating good cause for its request, the commission may provisionally grant the request pending the commission's final determination thereon. Unless the commission provisionally grants the request, licensees may continue to offer sports wagering and accept wagers on the covered sporting event pending a final determination by the commission.

(8) If the commission grants the request, the type or form of wagering shall be deemed a prohibited wager.

(9) If the commission grants the request, any unredeemed wagers placed prior to the commission's decision shall be cancelled.

(10) Procedures for temporary suspension include the following:

(A) On the date the request is posted or at any time thereafter, the executive director may temporarily suspend wagering of the type or form of wagering identified in the request if the executive director determines that the wagering poses a significant likelihood of serious risk to the integrity of the Missouri sports wagering industry or the public health, safety, morals, good order, or general welfare of the people of the state of Missouri;

(B) During the period of temporary suspension, no wagers of the type or form subject to the request may be placed or redeemed;

(C) The executive director may rescind the temporary suspension at any time; and

(D) The temporary suspension shall be rescinded upon issuance of a final order by the commission.

(11) A licensee, professional sports team, league, or association, sports governing body, institution of higher education, or the executive director may request that a prohibition previously instituted be removed.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

*NOTICE OF PUBLIC HEARING AND NOTICE TO SUBMIT COMMENTS: Anyone may file a statement in support of or in opposition to this proposed rule via email to MGCPolicy@mgc.dps.mo.gov, or by mail to the Missouri Gaming Commission, Policy Section, PO Box 1847, Jefferson City, MO 65102. To be considered, comments must be received within thirty (30) days after publication of this notice in the **Missouri Register**. A public hearing is scheduled for July 17, 2025, at 10:00 a.m., in the Missouri Gaming Commission's Hearing Room, 3417 Knipp Drive, Jefferson City, MO.*

TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.360 Prohibited Wagering Activity

PURPOSE: This rule establishes prohibited wagering activity for Retail and Mobile licensees.

- (1) Licensees shall comply with the following regarding prohibited wagering activity:
 - (A) No person under twenty-one (21) years of age may place or redeem a wager;
 - (B) No person not physically located in the state of Missouri may place a wager;
 - (C) No person located outside a sports district may place a retail wager with that sports district or its designee;
 - (D) No person located off the gaming floor of an excursion gambling boat may place a retail wager with that excursion gambling boat or its designee;
 - (E) No person on the List of Self-Excluded Persons (SEP List) or who has been placed on the MGC Excluded Persons List may place a wager;
 - (F) No athlete, competitor, referee, official, coach, manager, medical professional or athletic trainer or employee or contractor of a team or athletic organization who has access to nonpublic information concerning an athlete or team may engage in sports wagering on an event or the performance of an individual in an event in which the person is participating or otherwise has access to nonpublic or exclusive information;
 - (G) No individual whose participation may undermine the integrity of wagering or a sporting event may place or redeem a wager on such sporting event;
 - (H) No key person or employee of a licensee may place or redeem a wager with that licensee; and
 - (I) No individual may place a wager on behalf of another.
- (2) Licensees shall not allow wagering on—
 - (A) A youth or high school event;
 - (B) The performance or nonperformance of any individual athlete participating in a single game or match of a collegiate sporting event in which a collegiate team from Missouri is a participant;
 - (C) A fantasy sports contest;
 - (D) Any event or portion thereof where the majority of the participants are under eighteen (18) years of age; and
 - (E) Any event or portion of an event, or wagering by type or form, which has not been approved by the commission.
- (3) Licensees shall not accept or redeem a prohibited wager or a wager from a prohibited person.
- (4) Licensees shall not accept a wager from a partnership, a corporation, an association, or any other entity that is not an individual.

(5) Licensees shall not offer any specialized wagering propositions or set or move its wagering odds, lines, or limits in an attempt to provide a benefit to a patron, unless as part of a sports wagering promotion conducted by the licensee in accordance with the promotional rules.

(6) Licensees have an affirmative duty to actively prevent the placement of a wager by individuals under twenty-one (21) years of age, on the SEP List, or on the MGC Excluded Persons List. Licensees have an affirmative duty to actively prevent the redemption of a wager by individuals under twenty-one (21) years of age or any wager that was placed by an individual who was on the SEP List or MGC Excluded Persons List at the time of the wager.

(7) If a licensee discovers it has accepted a prohibited wager, it shall notify the commission within twenty-four (24) hours of the discovery.

(8) Any wager that was prohibited at the time it was made shall be deemed void and the amount of the wager shall be refunded by the licensee and deducted from adjusted gross revenue. If the voided wager is not refunded prior to the expiration date of the ticket, the amount of the wager shall be remitted to the Gaming Commission Fund and deducted from adjusted gross revenue. If there are any winnings from the voided wager, the winnings shall be nullified.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

*NOTICE OF PUBLIC HEARING AND NOTICE TO SUBMIT COMMENTS: Anyone may file a statement in support of or in opposition to this proposed rule via email to MGCPolicy@mgc.dps.mo.gov, or by mail to the Missouri Gaming Commission, Policy Section, PO Box 1847, Jefferson City, MO 65102. To be considered, comments must be received within thirty (30) days after publication of this notice in the **Missouri Register**. A public hearing is scheduled for July 17, 2025, at 10:00 a.m., in the Missouri Gaming Commission's Hearing Room, 3417 Knipp Drive, Jefferson City, MO.*

TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.370 Personal Biometric Data Prohibition

PURPOSE: This rule prohibits the use of an athlete's or competitor's personal biometric data without permission.

(1) Licensees shall not purchase, sell, or use any personal biometric data of an athlete or competitor unless the licensee has received written permission from the athlete or competitor or the athlete's or competitor's representative.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

*NOTICE OF PUBLIC HEARING AND NOTICE TO SUBMIT COMMENTS: Anyone may file a statement in support of or in opposition to this proposed rule via email to MGCPolicy@mgc.dps.mo.gov, or by mail to the Missouri Gaming Commission, Policy Section, PO Box 1847, Jefferson City, MO 65102. To be considered, comments must be received within thirty (30) days after publication of this notice in the **Missouri Register**. A public hearing is scheduled for July 17, 2025, at 10:00 a.m., in the Missouri Gaming Commission's Hearing Room, 3417 Knipp Drive, Jefferson City, MO.*

TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.380 Internal Control System

PURPOSE: This rule establishes the requirements for the submission and approval of the internal control system and modifications thereto. This rule also establishes the process if a licensee's internal control system fails to comply with the objectives and requirements of an internal control system.

(1) Each Retail and Mobile licensee shall establish, maintain, and update, in a manner approved by the commission, a written internal control system that includes the following:

(A) Administrative control which includes, but is not limited to, the plan of organization and the procedures and records that are concerned with the decision processes leading to management's levels of authorization of transactions involving sports wagering; and

(B) Accounting control which includes the plan of organization and the procedures and records that are concerned with the safeguarding of assets, the accountability over assets is maintained, the accuracy and reliability of financial records, and are consequently designed to provide reasonable assurance that—

1. Transactions are performed only in accordance with the specific or general authorization of the licensee;

2. Transactions are recorded adequately to permit proper reporting of sports wagering adjusted gross revenue and taxes, to maintain accountability for assets, and in conformity with generally accepted accounting principles;

3. Access to assets is permitted only by authorized personnel;

4. The documented accountability for assets is compared with actual assets at reasonable, specific intervals and appropriate action is taken with respect to any discrepancies;

5. Functions, duties, and responsibilities are appropriately segregated and performed in accordance with sound practices by competent, qualified personnel;

6. Sports wagering is conducted with integrity; and

7. The requirements of Article III, Section 39(g) of the *Missouri Constitution* and federal and state laws and regulations are followed.

(2) The internal control system of an applicant or licensee shall be initially approved by the commission prior to the commencement of sports wagering operations. The procedures shall be approved by the commission in its sole and absolute discretion.

(3) Proposed changes to the internal control system shall be submitted in writing to the commission for approval. No internal control system change may be implemented by the licensee unless approved by the commission.

(4) Each Retail and Mobile licensee shall submit proposed changes to the approved internal control system to the commission in a time frame as directed by the commission. The proposed changes to the system may be approved or denied by the commission. No licensee shall alter its internal control system unless and until the changes are approved by the commission.

(5) The commission shall review each submission and shall determine whether it conforms to the requirements of this rule and whether the system submitted provides adequate and effective controls for the operations of the licensee. If the commission finds any insufficiencies, they shall be specified in writing to the licensee, who shall make appropriate alterations.

(6) If at any time the commission determines that a licensee's administrative or accounting procedures or its internal control system does not comply with the requirements of this chapter or require improvement, the commission shall notify the licensee in writing. Within fifteen (15) calendar days after receiving the notification, the licensee shall amend its procedures and internal control system accordingly and shall submit a copy of the internal control system, as amended, and a description of any other remedial measures taken.

(7) Violations of the licensee's internal control system by the licensee or an agent or employee of the licensee shall be evidence of unsuitable conduct for which the licensee and/or its agents or employees may be subject to discipline.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will cost private entities an estimated one hundred seventy-eight thousand five hundred sixty dollars (\$178,560) in the aggregate.

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**FISCAL NOTE
PRIVATE COST**

- I. Department Title: 11 – Department of Public Safety
Division Title: 45 – Missouri Gaming Commission
Chapter Title: 20 – Sports Wagering**

Rule Number and Title:	11 CSR 45-20.380 Internal Control System
Type of Rulemaking:	Proposed Rule

II. SUMMARY OF FISCAL IMPACT

Estimate of the number of entities by class which would likely be affected by the adoption of the rule:	Classification by types of the business entities which would likely be affected:	Estimate in the aggregate as to the cost of compliance with the rule by the affected entities:
15	Retail Sports Wagering Operators	\$108,000.00
14	Mobile Sports Wagering Operators	\$70,560.00

III. WORKSHEET

Retail (15 licensees X 160 hours X \$30 per hour) for initial year	\$72,000.00
Mobile (14 licensees X 112 hours X \$30 per hour) for initial year	\$47,040.00
Retail (15 licensees X 80 hours X \$30 per hour) for each subsequent year	\$36,000.00
Mobile (14 licensees X 56 hours X \$30 per hour) for each subsequent year	\$23,520.00
TOTAL	\$178,560.00

IV. ASSUMPTIONS

Retail Sports Wagering Operators – 15 (13 casinos and 2 sports teams)

Mobile Sports Wagering Operators – 14 (6 Class A licensees, 6 sports teams, and 2 direct)

Number of hours for a Retail licensee to maintain and submit internal controls during the first year of operation is 160 hours and 80 hours every subsequent year.

Number of hours for a Mobile licensee to maintain and submit internal controls during the first year of operation is 112 hours and 56 hours every subsequent year.

Mobile licensees have 30% less internal control requirements than Retail licensees.

The labor cost per hour is \$30 per hour.

TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.390 Internal Control System Requirements

PURPOSE: This rule establishes the requirements for the internal control system.

(1) The internal control system shall include a detailed narrative description of the licensee's sports wagering, administrative, and accounting procedures, including without limitation, separate sections comprehensively describing the specific procedures that the licensee will follow in meeting the requirements of this chapter. The internal control system shall include at a minimum the following topics:

(A) An organizational chart depicting appropriate segregation of sports wagering functions and responsibilities;

(B) A description of the duties and responsibilities of each job position shown on the organizational chart;

(C) A detailed, narrative description of the administrative and accounting procedures designed to satisfy the requirements of this chapter. Additionally, this description shall include a separate section for the following:

1. Access control, including:

A. General – location and physical access; and

B. Sensitive key procedures;

2. Conduct of wagering, including:

A. Wagering and payout procedures;

B. Definition of obvious errors;

C. Methods by which the licensee will identify and cancel or void wagers, including logging all cancelled and voided wagers;

D. Procedures to review the accuracy and timeliness of any data feeds used to offer or settle wagers;

E. Payout procedures when the sports wagering system or kiosk fails;

F. Effect of schedule changes of events and what constitutes a material change in the determination of cancelling a wager; and

G. Statistics;

3. Rules of wagering, including:

A. What may be wagered upon; and

B. Establishing lines or payout odds;

4. Wagering equipment, including:

A. Access and computer monitoring procedures;

B. Point of sale devices;

C. Kiosks;

D. Location, conversion, and movement of kiosks;

E. Suspected defective or malfunctioning equipment procedures, including when a ticket or voucher fails to print; and

- F. Procedures for the disposal of sports wagering equipment;
- 5. Kiosk fill and counts, including the:
 - A. Fill process;
 - B. Drop process, including emergency drops;
 - C. Process for counting and recording drops, including emergency drops;
 - D. Description of where the counts are conducted (i.e. count room or vault); and
 - E. Manual count procedures in the event of equipment failure;
- 6. Cashiering, including:
 - A. Layout and physical characteristics of the sportsbook cage;
 - B. Transportation of cash and cash equivalents to and from the sportsbook cage;
 - C. Procedures for each type of transaction conducted at the sportsbook cage, including credit card, debit card, gift card, reloadable prepaid card, ACH transfer, and wire transfer;
 - D. Procedures for the acceptance of wagers at the sportsbook cage;
 - E. Procedures for payout of winning tickets;
 - F. Procedures for redeeming vouchers;
 - G. Procedures for redemption of lost tickets and vouchers;
 - H. Procedures for reprinting tickets and vouchers;
 - I. Procedures for fills to ticket writer's drawer;
 - J. Procedures for the reconciliation of assets and documents contained in a ticket writer's drawer;
 - K. Procedures for the reconciliation of assets and documents contained in kiosks;
 - L. Sportsbook cage accountability; and
 - M. Vault accountability;
- 7. Tips, including:
 - A. Physical characteristics of tip boxes;
 - B. Transportation of tip boxes to and from writer stations; and
 - C. Procedures for accepting tips or gratuities;
- 8. Mobile wagering, including:
 - A. Procedures for creating, activating, adjusting, suspending, deactivating, and flagging sports wagering accounts;
 - B. Identity verification, including a description of the methodology for remote multi-source authentication;
 - C. Online sports wagering platform description, including a description of and the inter-relationships and dependencies between the online sports wagering platform and the sports wagering system and all integrated supplier modules and security features and integrated third-party systems;
 - D. Method for establishing a patron's geographic location, including a description of the geolocation system used;
 - E. Identity protection;
 - F. Fraud prevention;
 - G. Description of methods used by a patron to fund an online sports wagering account;
 - H. Contested transaction procedures;
 - I. Patron terms and conditions;
 - J. Methods for a patron to withdraw funds from his or her account;
 - K. Procedures for adjustments to a patron's account; and

L. Procedures for closing or temporarily suspending a patron's account by the licensee and the patron, including procedures for unsettled wagers;

9. Accounting, including:

- A. Accounting records;
- B. Controls over locked accounting box(es);
- C. Procedures for monitoring and reviewing wagering operations;
- D. Monthly reporting requirements; and
- E. Mail-in ticket procedures;

10. Procedures for federal cash transaction reporting, including:

- A. A description of the process for accepting multiple wagers from one patron in a twenty-four (24) hour cycle; and
- B. The process used to identify patron structuring of wagers to circumvent recording and reporting requirements;

11. Procedures for suspicious activity reporting, including:

- A. Financial activity; and
- B. Wagering activity;

12. Internal Audit, including:

- A. Required internal audits; and
- B. Reporting guidelines;

13. Surveillance, including:

- A. Surveillance room access and control;
- B. Surveillance system description;
- C. Camera outage procedures; and
- D. Surveillance reports;

14. Security, including:

- A. Case number system/incident reports;
- B. Lost casino access badges;
- C. Power failure;
- D. Enforcement of wagering restrictions for prohibited persons; and
- E. Handling of emergencies;

15. Promotions, including:

- A. Procedures for the issuance and control of free play and other promotional offers;
- B. Procedures for redemption of free play and other promotional offers that are redeemed to place wagers; and

C. Procedures for redemption of promotional offers other than those used to place wagers;

16. Responsible gaming, including:

- A. Methods for securely implementing the self-exclusion program for sports wagering;
- B. Plan for removing persons on the List of Self-Excluded Persons (SEP List) from advertising and marketing offers;
- C. Plan for using commercially and technologically reasonable methods to ensure that marketing and advertisements do not purposely target persons on the SEP List;
- D. Plan for denying access to sports wagering activities to persons on the SEP List; and
- E. Description of training programs offered related to responsible gaming;

17. Layoff bets, including:

- A. Procedures for recording and auditing; and
- B. Procedures for initiating a request and entering an agreement;

18. Information technology, including:
 - A. Sports wagering system user access controls;
 - B. Procedures for resetting patrons' PINs or passwords;
 - C. List of positions that have system access to view full validation numbers of tickets and vouchers;
 - D. Change management procedures; and
 - E. Procedures for responding to, monitoring, investigating, resolving, documenting, and reporting security incidents associated with information technology systems;
19. Forms, including:
 - A. Description of each form mentioned in the licensee's internal control system, including the name and required fields; and
 - (D) Other items the commission may require.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

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TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.400 Forms

PURPOSE: This rule establishes requirements for forms for Retail and Mobile licensees.

- (1) All information required by this chapter to be recorded shall be recorded in a permanent form.
- (2) Retail and Mobile licensees shall use the forms approved in the internal control system.
- (3) If monetary corrections must be made to a form, the form shall be voided and replaced with a new form.
- (4) In the event a form has to be voided, the original and all copies shall be marked “void” and accompanied by the signature of the employee voiding the form and an employee verifying the void, with a brief explanation of why it was voided. If a void is required because a sequentially numbered form failed to print, this information, along with the form control number, date, and time, shall be recorded on a supplemental document and retained.
- (5) The internal control system shall include a copy of each form discussed in the licensee’s internal control system.
- (6) The information required on the form shall be accurately recorded by the employee who completes the form.
- (7) When a multi-part form is required, ensure that each part is distinguishable.
- (8) All signatures shall include the employee’s first initial, last name, and the last six digits of the employee’s occupational license number, which shall be legible.
- (9) The form descriptions in the internal control system shall specify the job positions of the individuals whose signatures are required on each form.
- (10) When a form is signed, the individual signing the form is attesting to the accuracy of information recorded on the form. Therefore, forms shall not be signed before the information on the form has been recorded and verified. Revenue audit shall have a means by which the authenticity of signatures can be verified.

(11) An electronic signature is acceptable only when the signature is auto-populated to the form from the employee's login by the computer system. The signature cannot be manually keyed into the report to meet the requirement of an electronic signature. Electronic signatures can be recorded as user IDs, as long as the user ID is unique and identifiable to the employee. The electronic signature does not require the occupational license number to be recorded. Employee passwords shall be kept confidential and shall not be shared. An employee's login and password shall only be used by the employee to whom it belongs. A report listing the user IDs and the corresponding employee's name shall be available to the commission upon request.

(12) If a form requires a report number, the forms shall be sequentially numbered.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

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TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.410 House Rules

PURPOSE: This rule establishes requirements for Retail and Mobile licensees' house rules.

- (1) Each licensee shall establish and maintain house rules and shall conduct sports wagering in accordance with its house rules.
- (2) Licensees shall not include any content in the house rules that are inconsistent with the approved internal controls or any existing regulations.
- (3) Licensees shall provide upon request a copy of its house rules to any patron or the commission.
- (4) Retail licensees shall conspicuously post a notice, within view of any in-person wagering location, that copies of the house rules are available.
- (5) Mobile licensees shall provide access to the house rules on their online sports wagering platform.
- (6) The house rules shall include, but not be limited to:
 - (A) A description of each type of wager that is accepted;
 - (B) A description of how winning wagers are determined;
 - (C) The effect of schedule changes of events and what constitutes a material change in the determination of cancelling a wager;
 - (D) The method of notifying patrons of odds or proposition changes;
 - (E) An explanation of how to redeem winning wagers and the expiration period for winning wagers;
 - (F) Procedures for patrons to redeem winning tickets by mail, if permitted by the licensee;
 - (G) The lost or damaged ticket policy;
 - (H) A description of how and when wagers may be cancelled or voided and the consequences of the cancellation or voiding;
 - (I) A list of all forms of payment the licensee accepts for placement of wagers;
 - (J) A list of all forms of payment in which a patron may have a winning wager redeemed;
 - (K) A description of prohibited wagering activity;
 - (L) A description of means by which a patron may submit a complaint to the licensee, including—
 1. Providing a response to the complaint within ten (10) calendar days; and
 2. Providing the patron information regarding how to file a written complaint with the commission if the complaint is not resolved; and
 - (M) Instructions on how to report prohibited conduct, criminal behavior, and violations to the commission.

(7) Each licensee shall submit a copy of its house rules and any subsequent revisions to its house rules to the commission for approval. Any house rules or amendments thereto shall be approved by the commission prior to implementation.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will cost private entities an estimated seventeen thousand four hundred dollars (\$17,400) in the aggregate.

*NOTICE OF PUBLIC HEARING AND NOTICE TO SUBMIT COMMENTS: Anyone may file a statement in support of or in opposition to this proposed rule via email to MGCPolicy@mgc.dps.mo.gov, or by mail to the Missouri Gaming Commission, Policy Section, PO Box 1847, Jefferson City, MO 65102. To be considered, comments must be received within thirty (30) days after publication of this notice in the **Missouri Register**. A public hearing is scheduled for July 17, 2025, at 10:00 a.m., in the Missouri Gaming Commission's Hearing Room, 3417 Knipp Drive, Jefferson City, MO.*

**FISCAL NOTE
PRIVATE COST**

- I. Department Title: 11 – Department of Public Safety
Division Title: 45 – Missouri Gaming Commission
Chapter Title: 20 – Sports Wagering**

Rule Number and Title:	11 CSR 45-20.410 House Rules
Type of Rulemaking:	Proposed Rule

II. SUMMARY OF FISCAL IMPACT

Estimate of the number of entities by class which would likely be affected by the adoption of the rule:	Classification by types of the business entities which would likely be affected:	Estimate in the aggregate as to the cost of compliance with the rule by the affected entities:
15	Retail Sports Wagering Operators	\$9,000.00
14	Mobile Sports Wagering Operators	\$8,400.00

III. WORKSHEET

Retail (15 licensees X 20 hours X \$30 per hour)	\$9,000.00
Mobile (14 licensees X 20 hours X \$30 per hour)	\$8,400.00
TOTAL	\$17,400.00

IV. ASSUMPTIONS

Retail Sports Wagering Operators – 15 (13 casinos and 2 sports teams)
 Mobile Sports Wagering Operators – 14 (6 Class A licensees, 6 sports teams, and 2 direct)
 Number of hours for a Retail licensee to submit house rules is 20 hours.
 Number of hours for a Mobile licensee to submit house rules is 20 hours.
 The labor cost per hour is \$30 per hour.

TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.420 Tier One and Tier Two Wagering

PURPOSE: This rule establishes requirements for tier one and tier two wagering.

(1) Retail and Mobile licensees may use any data source for determining the results of any and all tier one sports wagers on any and all sporting events and the results of any and all tier two sports wagers on sporting events of an organization that is not headquartered in the United States.

(2) If a sports governing body, headquartered in the United States, does not notify the commission of its desire to supply official league data, Retail and Mobile licensees may use any data source for determining the results of any and all tier two sports wagers on sporting events of such sports governing body.

(3) There shall be no tier two wagers on the injury of an athlete or competitor.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

*NOTICE OF PUBLIC HEARING AND NOTICE TO SUBMIT COMMENTS: Anyone may file a statement in support of or in opposition to this proposed rule via email to MGCPolicy@mgc.dps.mo.gov, or by mail to the Missouri Gaming Commission, Policy Section, PO Box 1847, Jefferson City, MO 65102. To be considered, comments must be received within thirty (30) days after publication of this notice in the **Missouri Register**. A public hearing is scheduled for July 17, 2025, at 10:00 a.m., in the Missouri Gaming Commission's Hearing Room, 3417 Knipp Drive, Jefferson City, MO.*

TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.430 Official League Data

PURPOSE: This rule establishes notification requirements for official league data providers and the requirement to use official league data for tier two wagers, unless certain conditions are present.

(1) A sports governing body shall notify the commission in writing of its intent to supply official league data to Retail and Mobile licensees only after the sports governing body or a designee authorized by the sports governing body has been issued an Official League Data Provider license.

(2) If a sports governing body notifies the commission of its intent to supply official league data for the purposes of determining the outcome of tier two wagers, Retail and Mobile licensees shall only use tier two data provided by the Official League Data Provider licensee unless the Retail or Mobile licensee can establish that such data is not being made available on commercially reasonable terms.

(3) Notification by the sports governing body of its intent to supply official league data shall include the following:

(A) Identification and contact information for at least one specific individual who will be the primary point of contact for issues related to the provision of official league data and compliance;

(B) If the sports governing body is not a licensee, the identity of the designee holding an Official League Data Provider license;

(C) If the sports governing body is not a licensee, any contract between the sports governing body and the designee holding an Official League Data Provider license;

(D) If the sports governing body is an Official League Data Provider licensee, all contracts with Retail and Mobile licensees or applicants; and

(E) A description of the data provided.

(4) Within five (5) days of the receipt of notification, the commission shall electronically inform all Retail and Mobile licensees of the notification, including the date upon which all licensees are required to use official league data.

(5) Within sixty (60) days of the commission notifying each licensee of a sports governing body's notification to the commission, licensees shall use only official league data to determine the results of tier two sports wagers on sporting events of that sports governing body, unless—

(A) The sports governing body or its designee cannot provide a feed of official league data to determine the results of a particular type of tier two sports wager, in which case licensees may use any data source for determining the results of the applicable tier two sports wager until such time as such a data feed becomes available from the sports governing body on commercially reasonable terms and conditions; or

(B) A licensee can demonstrate to the commission that the sports governing body or its designee will not provide a feed of official league data to the licensee on commercially reasonable terms and conditions.

(6) A sports governing body may rescind its notice at any time. The rescission shall be in writing to the commission and all Retail and Mobile licensees to whom the governing body or its designee is currently providing official league data.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

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TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.440 Commercial Reasonableness

PURPOSE: This rule establishes a process for determining whether official league data is being provided on commercially reasonable terms.

(1) Sports governing bodies or their designees providing official league data shall do so on commercially reasonable terms.

(2) Retail and Mobile licensees may petition the commission for a determination that the terms under which official league data is being provided are not commercially reasonable.

(3) Any petition under this rule shall be submitted electronically to the commission and to the Official League Data Provider licensee. The petition shall—

(A) Identify the petitioning Retail or Mobile licensee, including name, address, and contact information for any legal counsel;

(B) Identify the Official League Data Provider licensee;

(C) Include a complete copy of the contract or offer sheet the Retail or Mobile licensee alleges includes the unreasonable terms, which shall be a closed record;

(D) Include any facts upon which the Retail or Mobile licensee will rely to show that the terms of the contract or offer are not commercially reasonable;

(E) Include a summary of the Retail or Mobile licensee's argument as to why the terms of the contract or offer are not commercially reasonable;

(F) Contain the following statement, "The undersigned certifies that the statements set forth in this request are true and correct, except as to matters therein stated to be on information and belief and as to such matters the undersigned certifies as aforesaid that he/she verily believes the same to be true."; and

(G) Be notarized.

(4) If the commission determines that a petition does not meet all requirements, that petition shall be rejected and he or she shall notify both parties.

(5) The Official League Data Provider licensee shall submit an answer electronically to the commission and to the Retail or Mobile licensee within twenty-one (21) days after submission of the petition. The answer shall—

(A) Identify the Official League Data Provider licensee, including name, address, and contact information of any legal counsel;

(B) Include specific responses to any factual allegations made in the petition;

(C) Include any additional facts upon which the Official League Data Provider licensee will rely;

(D) Include a summary of the Official League Data Provider licensee's argument as to why the terms of the contract or offer are commercially reasonable;

(E) Contain the following statement, “The undersigned certifies that the statements set forth in this request are true and correct, except as to matters therein stated to be on information and belief and as to such matters the undersigned certifies as aforesaid that he/she verily believes the same to be true.”; and

(F) Be notarized.

(6) Failure to submit an answer within twenty-one (21) days, or failure to submit an answer that complies with all requirements of this rule shall constitute an admission of all facts in the petition.

(7) The commission will determine whether the official league data has been made available on commercially reasonable terms, within one hundred and twenty (120) days of receiving the petition. The commission shall consider the following factors when determining whether the terms of a contract or offer are commercially reasonable:

(A) The availability of a sports governing body's tier two official league data to a Retail or Mobile licensee from more than one authorized source;

(B) Market information, including, but not limited to, price and other terms and conditions, regarding the purchase by licensees of comparable data for the purpose of settling sports wagers in this state and other jurisdictions;

(C) The nature and quantity of data, including the quality and complexity of the process utilized for collecting such data;

(D) The extent to which sports governing bodies or their designees have made data used to settle tier two wagers available to operators and any terms and conditions relating to the use of that data; and

(E) Whether and to what extent the terms of the contract or offer are against the public interest of the state of Missouri.

(8) While the commission is evaluating the petition, Retail and Mobile licensees may use any data source for determining the results of any and all tier two sports wagers.

(9) Once the commission has made a determination, the commission will notify the interested parties.

(A) If the commission determines that the official league data was not made available on commercially reasonable terms, Retail and Mobile licensees may use other licensed suppliers of league data for tier two wagers.

(B) If the commission determines that the official league data was made available on commercially reasonable terms, Retail and Mobile licensees shall continue to use the Official League Data Provider licensee.

(10) Either party who disagrees with the determination of the commission may request a hearing pursuant to 11 CSR 45-13.

(11) All hearings shall be conducted under the same procedures as those in 11 CSR 45-13, with the following exceptions:

(A) Any party may move that the hearing officer make a recommendation on the pleadings. In any such motion, all facts will be strictly construed against the movant. A recommendation to grant a motion on the pleadings shall be considered by the commission prior to any other proceedings on the merits;

(B) Any oral argument of any substantive motion and any oral proceeding involving contested facts shall be transcribed in accordance with 11 CSR 45-13; and

(C) The hearing officer shall tender any recommendation to both parties electronically and simultaneously.

(12) The hearing officer, in making his or her recommendation to the commission, shall consider the same list of factors that the commission used to determine whether official league data is being offered on commercially reasonable terms.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

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TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.450 Placement of Wagers

PURPOSE: This rule establishes standards for the placement of wagers with Retail and Mobile licensees.

- (1) Licensees shall not accept any wager of any type or kind, unless the type or kind of wager and subject of the wager has been approved by the commission.
- (2) Licensees shall not knowingly accept wagers on any event for which the outcome has already been determined. If the licensee becomes aware that a wager was placed on an event where the outcome had already been determined, the licensee shall void and refund the wager.
- (3) Licensees shall only accept wagers on events for which—
 - (A) The outcome can be verified;
 - (B) The outcome can be generated by a reliable and independent process;
 - (C) The outcome is not affected by any wager placed; and
 - (D) The event is conducted in conformity with all applicable laws and regulations.
- (4) Licensees shall always have the right to decline to accept any wager a patron attempts to place.
- (5) Licensees shall only accept and record wagers in United States currency. Sources of currency accepted by a licensee shall be documented in its internal control system.
- (6) When a wager is placed in-person through either a wagering kiosk or with a ticket writer, the patron shall be issued a ticket as evidence of the wager.
- (7) Patrons bear the responsibility of ensuring the accuracy of their wagers prior to leaving the window or kiosk. Leaving the window or kiosk with the ticket is deemed an acceptance of the wager. Patrons also bear the responsibility of ensuring the accuracy of their wagers prior to confirming the wager placement on an online sports wagering platform.
- (8) Licensees shall not accept wagers if the sports wagering system is not available.
- (9) Licensees shall implement methods and procedures to detect and document abnormal or suspicious wagering activity. Those methods and procedures shall be documented in the internal control system.
- (10) Licensees shall not offer a loan, credit, or advancement of anything of value to any person to take part in sports wagering either directly or through a third-party.

(11) A wager placed pursuant to Article III, Section 39(g) of the *Missouri Constitution* is not transferrable between patrons. If a Retail licensee has reason to believe a ticket has been transferred, the licensee shall report it to the commission. Prior to the redemption of a wager, if the commission determines that a ticket has been transferred, the commission may order that the specific wager be cancelled.

(12) Employees or key persons of any licensee shall not advise or encourage an individual patron to place a specific wager of any specific type, kind, subject, or amount. This restriction does not prohibit general advertising or promotional activities.

(13) Licensees shall not hold a patron's funds on the understanding that the licensee will accept the funds as a wager only upon the occurrence of a specified, future contingency.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

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TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.460 Redemption of Wagers

PURPOSE: This rule establishes standards for the redemption of wagers with Retail and Mobile licensees.

(1) Retail licensees shall redeem any winning ticket it has issued that has not expired or previously been redeemed. The ticket writer or kiosk shall verify the validity of the ticket in the sports wagering system prior to redemption. Upon redemption, the ticket writer or kiosk shall cause the sports wagering system to electronically change the ticket status to redeemed.

(2) Mobile licensees shall only redeem valid winning wagers. Upon redemption, the winning wagers status shall be changed to redeemed in the sports wagering system.

(3) A ticket shall expire one year after the date of the conclusion of the event or combination of events that are the subject of the wager.

(4) The amount of any winning ticket that expires shall be deposited monthly into the Gaming Commission Fund and deducted from adjusted gross revenue in the same manner as a redeemed wager.

(5) Retail licensees shall provide for in-person redemption of winning wagers at least eight (8) hours per day, five (5) days per week.

(6) All wagers shall be redeemed in United States currency. The winnings may be provided to the patron in any form that has been approved in the internal control system, provided that any wager redeemed in-person shall only be provided to the patron in the form of currency, check, or a combination thereof.

(7) Retail licensees may provide for redemption of winning tickets or refund of voided or cancelled wagers by mail. In that case, the licensee shall document methods in its internal control system to provide for compliance with all other rules, including, but not limited to—

- (A) Age verification;
- (B) Enforcement of the List of Self-Excluded Persons and MGC Excluded Persons List; and
- (C) Identification of illegal or suspicious activity.

(8) In the event of a failure of the sports wagering system's ability to pay winning wagers, the licensee shall have internal controls detailing the method by which winning wagers will be paid. The licensee shall also file an incident report with the commission for each system failure. The incident report shall document the date, time, and reason for the failure along with the date and time the system was restored.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

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TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.470 Cancelled and Voided Wagers

PURPOSE: This rule addresses standards for cancelled and voided wagers for Retail and Mobile licensees.

(1) Licensees shall not cancel any wager except in accordance with this rule.

(2) Cancellation by a licensee of an otherwise validly placed wager shall be nondiscretionary. A licensee shall only cancel a wager under the following circumstances:

(A) Any wager where an event that is the subject of the wager is cancelled, or postponed or rescheduled to a different date prior to completion of the event.

1. In the case of a wager on a portion of an event, that wager shall be valid and not cancelled when the event is cancelled, postponed, or rescheduled if the outcome of the affected portion was determined prior to the cancellation, postponement, or rescheduling.

2. A licensee may establish a timeframe in which an event may be rescheduled or postponed without cancelling the wager. This timeframe shall be tied to specific events, subject to the approval of the commission, and documented in the internal control system;

(B) Any tier one wager in a non-team event when an individual athlete or competitor fails to participate in the event and the outcome of the wager is solely based upon that one individual's performance;

(C) Any tier two wager when an individual athlete or competitor fails to participate in the event and the outcome of the wager is solely based upon that one individual's performance;

(D) A material change in circumstances occurs.

1. What constitutes a material change in circumstances for a given event or wager type is subject to the approval of the commission and shall be documented in the internal control system.

2. What constitutes a material change in circumstances shall be clearly and prominently displayed to a patron at the time of placement of the wager;

(E) The licensee's approved house rules otherwise provide for the cancellation; or

(F) When ordered by the commission pursuant to this rule.

(3) Licensees may request the commission to order the cancellation of all wagers of a specific type, kind, or subject not otherwise identified in section (2). A request to cancel shall be in writing, and contain the following:

(A) A description of the type, kind, or subject of wager the licensee is requesting to cancel;

(B) A description of any facts relevant to the request; and

(C) An explanation why cancelling the wagers is in the best interest of the state of Missouri or ensures the integrity of the Missouri sports wagering industry.

(4) The commission shall issue an order in writing approving or denying the request to cancel. In determining whether to approve or deny the request, the commission may consider any relevant factors, including, but not limited to, the following:

(A) Whether the alleged facts implicate an issue with the integrity of the event subject to the wager or the Missouri sports wagering industry;

(B) Whether the alleged facts suggest possible illegal activity relating to the event or the Missouri sports wagering industry;

(C) Whether allowing the wager would be unfair to wagering patrons; and

(D) Whether allowing the wager is contrary to public policy.

(5) No wager subject to the request to cancel shall be redeemed until the commission issues an order approving or denying the request to cancel.

(6) If the commission approves the request to cancel, the licensee shall make commercially reasonable efforts to notify patrons of the cancellation.

(7) The commission has discretion to order all licensees to cancel all wagers on a specific event or wagers of a specific type or kind on a specific event.

(8) Any cancelled wager shall be refunded automatically for mobile wagers and upon request by a patron for retail wagers. The request shall be made prior to the expiration of the original redemption period and the amount of the refunded cancelled wager shall be deducted from adjusted gross revenue.

(9) At the expiration of any outstanding cancelled wager which has not been refunded, the original amount of the outstanding wager shall be deducted from adjusted gross revenue and remitted to the Gaming Commission Fund.

(10) A licensee may declare a wager to be void if the licensee has reasonable basis to believe there was obvious error in the placement or acceptance of the wager. Those errors include, but are not limited to:

(A) Human error in the placement of the wager;

(B) The ticket does not correctly reflect the wager; or

(C) Equipment failure rendering a ticket unreadable.

(11) A licensee shall not void a wager solely because the wager was placed with incorrect odds without prior approval of the commission.

(12) If a wager is declared void, the wager shall be refunded to the patron and that amount shall be deducted from adjusted gross revenue. For a printed ticket, the ticket shall be marked void. If there are any winnings from the voided wager, the winnings shall be nullified.

(13) A wager shall only be declared void with the documented approval of a supervisory or compliance employee who is independent of the initial transaction.

(14) A wagerer may request that the commission review any wager declared void by a licensee. If the commission concludes there is no reasonable basis to void the wager, the commission may order the licensee to honor the wager.

(15) When a wager is voided or cancelled, the sports wagering system shall clearly indicate that the ticket is voided or cancelled and make an entry in the system indicating the voiding or cancellation of the wager and the identity of the ticket writer or automated process completing the void or cancellation.

(16) All voided and cancelled wagers and all refunds of any such wagers shall be logged by the supervisor or compliance employee who was independent of the initial transactions at the time they occurred.

(17) A licensee shall provide a monthly summary report of all cancelled, voided, and refunded wagers to the commission.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

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TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.480 Retail Sports Wagering Locations and Operations

PURPOSE: This rule establishes locations where sports wagering may occur and procedures for operations.

- (1) Retail sports wagers may only be placed or redeemed in-person at—
 - (A) One or more fixed windows or counters through a ticket writer at the sportsbook cage; or
 - (B) Self-service kiosks of the retail licensee.
- (2) Fixed windows or counters with ticket writers may be operated at any location approved by the commission within a designated retail location on the gaming floor of an excursion gambling boat or in a sports district operated by a Retail licensee.
- (3) Kiosks may be operated within a designated retail location on the gaming floor of an excursion gambling boat or in a sports district operated by a Retail licensee.
- (4) Kiosks shall be supervised by an attendant at all times unless located inside a portion of a sports district restricted to persons twenty-one (21) years of age or older.
- (5) When kiosks are not located within a portion of a sports district restricted to persons twenty-one (21) years of age or older, the attendant shall be responsible for verifying the age of wagerers.
- (6) A kiosk may issue vouchers for unwagered funds deposited in the kiosk. Each voucher design shall be approved by the commission and each voucher shall, at a minimum, contain the following printed information:
 - (A) Licensee's name, retail location's name, city, and state;
 - (B) Kiosk asset number or location identifier that issued the voucher;
 - (C) Date and time (24-hour format acceptable);
 - (D) Alpha and numeric dollar amount of the voucher;
 - (E) Voucher unique identifier;
 - (F) Validation number;
 - (G) Bar code or any machine-readable code representing the validation number; and
 - (H) An indication that the voucher can only be redeemed in exchange for a sports wager or cash.
- (7) Kiosks shall not—
 - (A) Issue or redeem a voucher of more than three thousand dollars (\$3,000);
 - (B) Issue a ticket with a potential payout of more than ten thousand dollars (\$10,000); and
 - (C) Redeem a ticket with a value of more than three thousand dollars (\$3,000).

(8) The Retail licensee shall ensure the voucher validation system in use at the licensee's facility utilizes an encryption algorithm with a minimum of a 128-bit key size, password protection, or another secure method, as approved by the commission, for files and directories containing critical or sensitive data, which at a minimum, shall include the voucher liability record and voucher validation number of unredeemed vouchers. The voucher validation system shall possess a non-alterable user audit trail. The licensee shall restrict users from viewing the contents of such files and directories, which at a minimum, shall provide for the following:

(A) The effective segregation of duties and responsibilities of the users with regard to the system to prevent fraudulent redemption and creation of vouchers; and

(B) The automatic monitoring and recording by the system of access by any person to such files and directories.

(9) The voucher validation database shall reside at the Retail licensee's facility.

(10) The Retail licensee shall maintain a voucher validation system manual that includes the following:

(A) An example of each report and, if applicable, the specific regulation for which the report is used for compliance; and

(B) A list of system codes and the corresponding explanation for each code.

(11) The sports wagering system shall be capable of recording the following information for each voucher:

(A) Amount of the voucher;

(B) Date, time, and location of issuance;

(C) Unique voucher identifier used for redemption, at least three digits of which shall be masked on all system menus, printed reports, and displays for all unredeemed vouchers; and

(D) Date, time, and location of redemption, if applicable.

(12) Vouchers shall not expire in the system and shall have no expiration date printed on them. Vouchers may, on their reverse, contain wording which indicates vouchers that cannot be validated may be considered void.

(13) The internal controls shall include procedures for when a kiosk is unable to print a voucher upon patron request.

(14) Patrons may redeem vouchers at ticket writer windows, wagering kiosks, or redemption kiosks for the specific amount of the voucher.

(15) Cash received by or paid out from a ticket writer window shall be spread on the counter in full view of the patron and within the dedicated surveillance coverage.

(16) The sports wagering system shall prevent a voucher from being redeemed more than once.

(17) A voucher shall only be redeemed the first time it is presented for redemption.

(18) All vouchers redeemed at a ticket writer window shall be forwarded to revenue audit on a daily basis.

(19) Once the validation information is stored in the database, the data may not be altered in any way. No job position shall have system access to view full validation numbers unless approved in the internal control system. Approved positions shall have a segregation of duties, ensuring those positions do not have the ability to redeem vouchers for cash. Any kiosk or system hardware on the kiosk that holds ticket information shall not have any options or methods that would allow for viewing of the full validation number prior to redemption.

(20) The Retail licensee shall maintain a record of “voucher liability” for vouchers that have been issued but not yet redeemed, which shall be stored in the system for not less than five (5) years from the date of issuance of the voucher, provided that—

(A) Any unredeemed voucher removed from the system shall be stored and controlled in a manner approved by the commission;

(B) Prior to redemption the complete validation number of the unredeemed voucher shall only be available to the system and the positions approved in the internal controls; and

(C) Any unredeemed voucher which is abandoned, lost, or unclaimed shall be disposed of in accordance with sections 447.500 through 447.595, RSMo, and once delivered to the Missouri State Treasurer shall have its status changed to “redeemed” in the voucher validation system. Vouchers shall not be delivered until at least five (5) years have passed since the date of issuance. The detailed records of any unredeemed vouchers shall not be destroyed until the unredeemed liability has been delivered to the Missouri State Treasurer.

(21) Vouchers shall not be manually added to the voucher validation system for any reason.

(22) Vouchers shall not be issued by employees.

(23) Each sportsbook cage shall be designed and constructed to provide maximum security for the materials stored and the activities performed therein. Such design and construction shall be approved by the commission.

(24) Each ticket writer station shall contain—

(A) A ticket writer's drawer and terminal through which financial transactions related to sports wagering will be conducted;

(B) Manually triggered silent alarm systems, which shall be connected directly to the surveillance monitoring room; and

(C) Fixed physical barriers sufficient to prevent unauthorized access, unless funds in excess of twenty thousand dollars (\$20,000) are either secured in a locked drop safe approved by the commission or transferred to the vault;

(25) Each Retail licensee shall have a secure location, known as the vault, for the purpose of storing funds to be used in the operation of a sportsbook. The vault shall—

(A) Be a fully enclosed room without windows, located in an area not open to the public;

(B) Have a metal door with a locking mechanism;

(C) Have an alarm device that signals the surveillance department whenever the door to the vault is opened; and

(D) Have clear, glass-like tables, if the vault is used to count the kiosk drop.

(26) All transactions with the vault shall be supported by documentation, except for even exchanges of currency of one hundred dollars (\$100) or less.

(27) All transfers of funds of more than five hundred dollars (\$500) shall be escorted by security and observed by surveillance.

(28) A sportsbook cage shall have an operating balance not to exceed an amount described in the internal controls. Funds in excess of the operating balance shall be transferred to the vault at the end of each shift in a secured, locked container by an employee of the sportsbook cage escorted by a security officer. Prior to transporting the funds, security shall notify surveillance that the transfer will take place. Surveillance shall monitor the transfer. The funds shall be transferred with appropriate documentation.

(29) At the end of each shift, the outgoing vault cashier shall count the vault inventory, record the inventory detail and the total inventory on a vault accountability form, and sign the form. The vault cashier shall also record the opening balance, the amount of each type of accountability transaction, the closing balance, and any variance between the counted inventory and the closing balance.

(30) The assets for which each ticket writer is responsible shall be maintained on an imprest basis. A ticket writer shall not permit any other person to access his or her imprest inventory. A ticket writer shall begin a shift with an imprest amount of currency and coin to be known as the sports wagering inventory. No funds shall be added to, or removed from, the sports wagering inventory during such shift, except—

(A) In collection of sports wagers;

(B) In order to make change for a patron buying a ticket;

(C) In payment of winning tickets;

(D) In payment for sports wagering vouchers;

(E) In transfers with the sports wagering vault; or

(F) To refund a voided or cancelled wager.

(31) Retail licensees shall not accept or cash checks.

(32) A sports wagering count sheet shall be completed for the inventory issued to a ticket writer and signed by the sports wagering supervisor, and the following information, at a minimum, shall be recorded thereon at the commencement of a shift:

(A) The date, time, and shift of preparation;

(B) The denomination of currency and coin in the sports wagering inventory issued to the ticket writer;

(C) The total amount of each denomination of currency and coin in the sports wagering inventory issued to the ticket writer;

(D) The sports wagering station number to which the ticket writer is assigned; and

(E) The signature of the sports wagering supervisor.

(33) A ticket writer assigned to a ticket writer station shall, at the beginning of his or her shift, count and verify the sports wagering inventory at the sports wagering vault or other approved location and shall agree the count to the sports wagering count sheet. The ticket writer shall sign the count sheet attesting to the accuracy of the information recorded thereon. The sports wagering inventory shall be placed in a secured ticket writer's drawer, transported directly to the appropriate ticket writer station by the ticket writer. The ticket writer's original sports wagering count sheet shall be placed in and remain in the ticket writer's drawer until the conclusion of the shift. The ticket writer's drawer shall be secured when the ticket writer is not present in the sportsbook.

(34) Whenever funds are transferred from the vault to a ticket writer, the vault cashier responsible for the vault shall prepare a two-part writer transfer-out form. Upon completion of the form, the duplicate shall be retained by the vault cashier and the original shall be retained by the ticket writer. The form shall include, at a minimum, the—

- (A) Date and time of the transfer;
- (B) Designation of the vault location;
- (C) Ticket writer station to where the funds are being transferred;
- (D) Amount of each denomination being transferred;
- (E) Total amount of the transfer;
- (F) Signature of the vault cashier verifying and issuing the funds; and
- (G) Signature of the ticket writer verifying and receiving the funds.

(35) Whenever funds are transferred from the ticket writer to a vault, a two-part writer transfer-in form shall be prepared. Upon completion of the form, the original shall be immediately transferred with the funds to the vault and the duplicate shall be retained by the ticket writer. The form shall include, at a minimum, the—

- (A) Date and time of the transfer;
- (B) Designation of the vault location to where the funds are being transferred;
- (C) Ticket writer station from which the funds are being transferred;
- (D) Amount of each denomination of cash and currency being transferred;
- (E) Total amount of the transfer;
- (F) Signature of the ticket writer verifying and sending the funds to the vault; and
- (G) Signature of the vault cashier verifying and receiving the funds.

(36) At the conclusion of a ticket writer's shift, the content in the ticket writer's drawer shall be transported directly to the vault or to a location approved by the commission, where the ticket writer shall count the contents and record the following information, at a minimum, on the sports wagering count sheet:

- (A) The date, time, and shift of preparation;
- (B) The denomination of currency, coin, and coupons in the drawer;
- (C) The total amount of each denomination of currency, coin, and coupons in the drawer;
- (D) The total of the writer transfer-out forms;
- (E) The total of the writer transfer-in forms;
- (F) The total amount in the drawer; and
- (G) The signature of the ticket writer.

(37) The sports wagering supervisor shall compare the ticket writer system closing balance to the sports wagering count total, record any over or short amount, and sign the sports wagering count sheet.

(38) If the sports wagering count sheet lists an overage or shortage, the ticket writer and the sports wagering supervisor shall attempt to determine the cause of the discrepancy in the count. If the discrepancy cannot be resolved, such discrepancy shall be reported to the surveillance department and the sports wagering manager or department supervisor in charge at such time. Any discrepancy in excess of five hundred dollars (\$500.00) shall be reported to the commission. The report shall include the following:

- (A) Date;
- (B) Shift;
- (C) Name of the ticket writer;
- (D) Name of the supervisor;
- (E) Station number; and
- (F) Amount of the discrepancy.

(39) The premises where any sports wagering or any sports wagering activity is being conducted shall be open for inspection by the commission.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

*NOTICE OF PUBLIC HEARING AND NOTICE TO SUBMIT COMMENTS: Anyone may file a statement in support of or in opposition to this proposed rule via email to MGCPolicy@mgc.dps.mo.gov, or by mail to the Missouri Gaming Commission, Policy Section, PO Box 1847, Jefferson City, MO 65102. To be considered, comments must be received within thirty (30) days after publication of this notice in the **Missouri Register**. A public hearing is scheduled for July 17, 2025, at 10:00 a.m., in the Missouri Gaming Commission's Hearing Room, 3417 Knipp Drive, Jefferson City, MO.*

TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.490 Mandatory Drops

PURPOSE: This rule establishes the requirement for mandatory drops for Retail licensees.

(1) Licensees shall drop and count the licensee's gross receipts from sports wagering at least once every seven (7) calendar days.

(2) Licensees shall report to the commission the time(s) when the required drop devices of kiosks will be removed and the contents counted. All drop devices shall be removed and counted at the time(s) previously designated to the commission. Removal and counting of contents at any time(s) other than the designated time(s) is prohibited unless the licensee provides advance written notice to the commission of a change in time(s) or the commission requires a change of authorized times. An emergency removal of the funds may only be conducted due to a drop device malfunction or full drop device and shall be conducted in accordance with the approved internal controls.

(3) Retail licensees shall follow the approved internal controls for dropping and counting gross receipts. The internal control procedures shall comply with the following:

(A) The keys to drop devices and the count room or vault shall be considered sensitive keys and handled accordingly;

(B) The locks for drop devices shall be maintained in an identified secure location;

(C) Drops shall be counted in the commission approved count room or vault;

(D) The count room or vault shall have—

1. Solid outer walls;

2. No windows that can be opened; and

3. Clear, glass-like count tables for emptying, sorting, and counting the contents of the drop

devices;

(E) The count room or vault shall be locked when the room is unoccupied and locked from the interior during the count;

(F) The count room shall not contain any supplies and equipment not related to the count process, unless otherwise approved in the internal controls;

(G) Individuals accessing the count room or vault, except security, vault cashier, internal and external auditors, and commission personnel shall wear a one-piece, pocketless jumpsuit;

(H) Once the count has begun any person exiting the count room or vault, for any reason other than to complete the drop, shall remove his or her jumpsuit. A security officer shall observe the individual removing the jumpsuit to detect any assets that may have been concealed on the employee's person. The jumpsuit shall be removed directly outside the count room door or vault;

(I) When accessing the count room or the vault for the count of kiosks, at least two (2) persons shall be present for the duration of the access;

(J) A security officer shall inspect all containers, equipment, paperwork, and other items being removed from the count room or vault;

(K) The count of the contents from each drop device or collection bag shall be recorded on the count sheet or into a computer system prior to commingling the funds with funds from other devices; and

(L) No funds other than the sports wagering drop shall be in the count room or vault during the sports wagering count unless the other funds are secured for the duration of the count.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

*NOTICE OF PUBLIC HEARING AND NOTICE TO SUBMIT COMMENTS: Anyone may file a statement in support of or in opposition to this proposed rule via email to MGCPolicy@mgc.dps.mo.gov, or by mail to the Missouri Gaming Commission, Policy Section, PO Box 1847, Jefferson City, MO 65102. To be considered, comments must be received within thirty (30) days after publication of this notice in the **Missouri Register**. A public hearing is scheduled for July 17, 2025, at 10:00 a.m., in the Missouri Gaming Commission's Hearing Room, 3417 Knipp Drive, Jefferson City, MO.*

TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.500 Accounting Records

PURPOSE: This rule establishes standards for accounting records for licensees.

(1) Retail and Mobile licensees shall maintain complete, accurate, legible, and permanent records of all transactions pertaining to its revenues, expenses, assets, liabilities, and equity. The commission may direct licensees to alter the manner in which these records are maintained.

(2) Official League Data Provider licensees shall maintain complete, accurate, legible, and permanent records of all data sales to Retail and Mobile licensees.

(3) The accounting records shall be maintained in accordance with generally accepted accounting principles using a double entry system of accounting, with transactions recorded on an accrual basis and supported by detailed, supporting and subsidiary records.

(4) Retail and Mobile licensees shall maintain a general ledger chart of accounts and accounting classifications. The chart of accounts shall be the minimum level of detail to be maintained for each accounting classification by each licensee.

(5) The detailed, supporting and subsidiary records shall include at a minimum the following:

(A) Detailed records identifying all revenues, expenses, assets, liabilities, and equity for each licensee;

(B) Records of all investments, advances, loans, and receivables due to the licensee;

(C) Records related to investments in property and equipment;

(D) Records of all loans and other amounts payable by the licensee;

(E) Journal entries prepared by the licensee or an independent certified public accountant;

(F) Tax workpapers used in preparation of any state or federal tax return;

(G) Records which identify by sporting contest or event, gross sports wagering receipts, winnings paid to wagerers, tier one sports wagers, tier two sports wagers, ticket redemptions, voucher issuances and redemptions, and such other information relating to sports wagering as required by its internal control system;

(H) Records of—

1. All cash and cash equivalents received by a licensee from sports wagering;

2. All cash and cash equivalents paid out as winnings to patrons;

3. The actual costs paid by a licensee for anything of value provided to and redeemed by patrons, including merchandise or services distributed to patrons to incentivize sports wagering;

4. Voided and cancelled wagers;

5. The cost of free play or promotional credits provided to and redeemed by the applicable licensee's patrons;

6. Any sums paid as a result of any federal tax, including federal excise tax; and

- 7. Uncollectible sports wagering receivables;
- (I) Records of the cost for complimentary goods and services;
- (J) Records of any player reward program incentives;
- (K) Records required to fully comply with all federal financial recordkeeping requirements as enumerated in 31 CFR 103;
- (L) Workpapers supporting the daily reconciliation of cash and cash equivalents accountability;
- and
- (M) Records required by the licensee's internal control system.

(6) If a Retail or Mobile licensee fails to maintain records used to compute taxes or fees due to the state, the commission may compute and determine the amounts due on the basis of an audit conducted by the commission, available information, statistical analysis, or a combination of these.

(7) Retail and Mobile licensees shall permit the commission or commission agents access to its books and records upon request.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

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TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.510 Record Retention

PURPOSE: This rule establishes record retention requirements for Retail and Mobile licensees.

(1) Licensees shall maintain in a place, secure from theft, loss, or destruction, adequate records of business operations and all records noted in this chapter or the internal control system that shall be made available to the commission upon request. These records shall be maintained for five (5) years or longer if otherwise prescribed by general accounting and auditing procedures, litigation needs, or state or federal law. These records shall be maintained either physically or digitally in a manner accessible to the commission.

(2) Licensees shall keep accurate, complete, and legible records of any books, records, or documents pertaining to, prepared in, or generated by the sports wagering operation, regardless of physical form, characteristics, or subject matter. Such records shall include, but are not limited to, all forms, reports, accounting records, ledgers, subsidiary records, computer maintained and generated data, internal audit records, internal control records, patron complaints, copies of all promotional material and advertising, correspondence, and personnel records.

(3) All records shall be organized and indexed in such a manner to provide immediate accessibility to the commission upon request.

(4) Records required to be maintained by this chapter or the internal controls shall not be destroyed prior to five (5) years without prior approval of the commission, unless a shorter retention period is expressly noted in the regulations.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

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*scheduled for July 17, 2025, at 10:00 a.m., in the Missouri Gaming Commission's Hearing Room,
3417 Knipp Drive, Jefferson City, MO.*

TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.520 Standard Financial and Statistical Records

PURPOSE: This rule establishes standards for standard financial and statistical records for Retail and Mobile licensees.

(1) Licensees shall file monthly reports of statistical data and annual reports of their financial statements with the commission using electronic transmission and software formats as prescribed. Financial statements shall include a balance sheet, income statement, statement of cash flows, and statement of changes in equity.

(2) All reports, other than the statistical data report, required under this rule shall be prepared in accordance with generally accepted accounting principles.

(3) The following shall be included in the monthly statistical data report:

- (A) Wager by event type (i.e. football, baseball, etc.);
- (B) Handle by event type;
- (C) Payout by event type; and
- (D) Taxable adjusted gross revenue by event type.

(4) Annual reports shall be based on the licensee's fiscal year. Monthly statistical reports shall be based on calendar months.

(5) Reports required to be filed pursuant to this rule and any supporting schedules and documentation for the reports, as prescribed by the commission, shall be submitted electronically no later than the required filing date. The required filing dates are as follows:

(A) Monthly reports shall be due by the fifteenth calendar day of the following month regardless of whether or not the fifteenth day falls on a weekend or holiday; and

(B) Annual reports shall be due ninety (90) calendar days following the end of the licensee's fiscal year or ten (10) days after Form 10-K is filed with the Securities and Exchange Commission, whichever comes first.

(6) Licensees shall submit any adjustments to the reports resulting from review or audit by the commission within five (5) business days after written notification.

(7) Delays in electronic transmissions are the licensee's responsibility.

(8) Any adjustments resulting from the annual audit performed by an independent certified public accountant shall be recorded in the accounting records of the period to which it relates. In the event that the adjustments were not reflected in the licensee's annual report and the commission concludes the adjustments are significant, a revised report may be required from the licensee. The revised filing shall be due within thirty (30) calendar days after written notification to the licensee.

(9) Licensees shall furnish to the commission, upon its written request, statistical and financial data for the purpose of compiling, evaluating and disseminating financial information regarding the economics and trends within the sports wagering industry in Missouri.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

*NOTICE OF PUBLIC HEARING AND NOTICE TO SUBMIT COMMENTS: Anyone may file a statement in support of or in opposition to this proposed rule via email to MGCPolicy@mgc.dps.mo.gov, or by mail to the Missouri Gaming Commission, Policy Section, PO Box 1847, Jefferson City, MO 65102. To be considered, comments must be received within thirty (30) days after publication of this notice in the **Missouri Register**. A public hearing is scheduled for July 17, 2025, at 10:00 a.m., in the Missouri Gaming Commission's Hearing Room, 3417 Knipp Drive, Jefferson City, MO.*

TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.530 Annual and Special Audits and Other Reporting Requirements

PURPOSE: This rule establishes standards for annual and special audits for Retail and Mobile licensees.

(1) An annual audit shall be performed of the annual financial statements of the Missouri sports wagering operation of each Retail and Mobile licensee. If a licensee has audited financial statements prepared at the parent company level, the licensee shall include with its audited consolidated financial statements a supplemental schedule, which may be unaudited, of the licensee's sports wagering operations in Missouri. Upon written notice by the commission, other procedures or reports may be required. The annual audit shall be performed by an independent certified public accountant who is or whose firm is licensed in the state of Missouri.

(2) The annual audit shall be performed in accordance with generally accepted auditing standards. The annual audit report is to be presented in accordance with generally accepted accounting principles and contain the opinion of the independent certified public accountant as to its fair presentation in accordance with the generally accepted accounting principles.

(3) The commission may require at any time a special audit of a Retail or Mobile sports wagering operation to be conducted by an independent certified public accountant who is, or whose firm is, licensed in Missouri. The commission shall establish the scope, procedures, and reporting requirements of any special audit.

(4) Each Retail and Mobile licensee shall prepare a written response to each finding noted in the independent certified public accountant's report. The response shall indicate in detail the corrective action taken and shall be incorporated in the independent certified public accountant's report.

(5) The annual report required under this rule shall be submitted electronically no later than ninety (90) days after the last day of the licensee's fiscal year.

(6) All of the audits and reports required by this rule shall be prepared at the sole expense of the Retail or Mobile licensee.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will cost private entities an estimated one million four hundred fifty thousand dollars (\$1,450,000) in the aggregate.

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**FISCAL NOTE
PRIVATE COST**

- I. Department Title: 11 – Department of Public Safety
Division Title: 45 – Missouri Gaming Commission
Chapter Title: 20 – Sports Wagering**

Rule Number and Title:	11 CSR 45-20.530 Annual and Special Audits and Other Reporting Requirements
Type of Rulemaking:	Proposed Rule

II. SUMMARY OF FISCAL IMPACT

Estimate of the number of entities by class which would likely be affected by the adoption of the rule:	Classification by types of the business entities which would likely be affected:	Estimate in the aggregate as to the cost of compliance with the rule by the affected entities:
15	Retail Sports Wagering Operators	\$750,000.00
14	Mobile Sports Wagering Operators	\$700,000.00

III. WORKSHEET

Retail (15 licensees X \$50,000 per annual audit)	\$750,000.00
Mobile (14 licensees X \$50,000 per annual audit)	\$700,000.00
TOTAL	\$1,450,000.00

IV. ASSUMPTIONS

Retail Sports Wagering Operators – 15 (13 casinos and 2 sports teams)

Mobile Sports Wagering Operators – 14 (6 Class A licensees, 6 sports teams, and 2 direct)

The cost of the contract with a certified public accountant to perform the annual audit is \$50,000 (250 hours X \$200 per hour).

TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.540 Wagering Tax

PURPOSE: This rule establishes standards for the wagering tax.

(1) For the purposes of this rule, “wagering tax” means the tax assessment due pursuant to Article III, Section 39(g) of the *Missouri Constitution*. Each Retail and Mobile licensee is subject to a tax liability assessment. Wagering tax shall be calculated on a cash basis, meaning wagers shall be reported when received by the licensee and deductions for winning wagers shall only be reported when the patron has been paid or when funds have been remitted to the Gaming Commission Fund in accordance with the rules.

(2) Wagering taxes shall be paid via an electronic funds transfer system employing an Automated Clearinghouse Debit method (ACH-Debit). Each Retail and Mobile licensee shall maintain an account with sufficient funds to pay, in a timely fashion, all tax liabilities due. The account shall be maintained at a financial institution capable of making payments to the state under the electronic funds transfer requirements imposed by the state.

(3) The commission will provide a computer program for the input of tax calculation information for the monthly sports wagering tax remittance. Each Retail and Mobile licensee shall enter the required data for the calculation of the tax liability for each monthly reporting period by the due date.

(4) The monthly sports wagering tax remittance shall be submitted to the commission no later than 12:00 noon Central time on the due date. Wagering tax payments shall be transferred electronically to the commission’s designated financial institution no later than 12:00 noon Central time on the due date. For purposes of tax schedules and tax payments, the due date shall be the fifteenth day of the month following the calendar month in which the adjusted gross revenue was received and the wagering tax obligation was accrued. The tax payment shall be remitted by the due date regardless of whether or not the fifteenth day falls on a banking day.

(5) The wagering tax imposed on the Retail or Mobile licensee shall be based on adjusted gross revenue from sports wagering. Adjusted gross revenue for a given month equals the total value of all cash and cash equivalents received by the licensee for sports wagers minus the total of—

- (A) All cash and cash equivalents paid out as winnings to sports wagering customers;
- (B) The actual cost paid by a licensee for anything of value provided to and redeemed by customers, including merchandise or services distributed to sports wagering customers to incentivize sports wagering;
- (C) Voided wagers;
- (D) Cancelled wagers;
- (E) The cost of free play or promotional credits provided to and redeemed by the applicable

licensee's customers, provided that the aggregate amount of such cost of free play or promotional credits that may be deducted under this paragraph in any calendar month shall not exceed twenty-five percent (25%) of the total of all cash and cash equivalents received by the applicable licensee for such calendar month;

(F) Any sums paid as a result of any federal tax, including federal excise tax; and

(G) Uncollectible sports wagering receivables, not to exceed two percent (2%) of the total of all sums, less the amount paid out as winnings to sports wagering customers.

(6) Payouts resulting from a customer complaint or employee error regarding non-winning tickets shall not be deductible from adjusted gross revenue.

(7) If the amount of adjusted gross revenue in a calendar month is a negative number, the licensee shall remit no sports wagering tax for that calendar month. Any negative adjusted gross revenue shall be carried over and calculated as a deduction in the subsequent calendar months until the negative balance has been brought to zero.

(8) The sports wagering tax remittal shall include all information necessary for adjustments and reconciliation of tax liability and shall be subject to audit by the commission. Adjustments to previously reported tax information shall be made by the licensee, except that no adjustment of \$25,000 or more shall be made to previously reported adjusted gross revenue without the prior written approval of the commission.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

*NOTICE OF PUBLIC HEARING AND NOTICE TO SUBMIT COMMENTS: Anyone may file a statement in support of or in opposition to this proposed rule via email to MGCPolicy@mgc.dps.mo.gov, or by mail to the Missouri Gaming Commission, Policy Section, PO Box 1847, Jefferson City, MO 65102. To be considered, comments must be received within thirty (30) days after publication of this notice in the **Missouri Register**. A public hearing is scheduled for July 17, 2025, at 10:00 a.m., in the Missouri Gaming Commission's Hearing Room, 3417 Knipp Drive, Jefferson City, MO.*

TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.550 Procedures for Accounting and Revenue Audit

PURPOSE: This rule establishes requirements for accounting and revenue audit reviews.

(1) Retail licensees shall generate the following daily reports from the sports wagering system, each of which shall include the gaming date:

(A) A sports wagering intake summary report, which includes the following transaction information for each ticket writer location:

1. Tickets written;
2. Tickets paid;
3. Tickets voided;
4. Each ticket cancelled;
5. Vouchers redeemed;
6. Over or short amount of ticket writer's drawer; and
7. Grand total of each transaction type for all ticket writers;

(B) A sports wagering ticket expiration detail report, which shall list the following for each expired ticket:

1. Ticket identification number;
2. Date and time of ticket issuance;
3. Event;
4. Wager description;
5. Wager amount; and
6. Payout amount;

(C) A sports wagering voided ticket report, which shall include the following:

1. Ticket identification number;
2. Date and time of ticket issuance;
3. Event;
4. Wager description;
5. Wager amount;
6. Ticket writer name or identification number; and
7. Reason for void;

(D) A sports wagering cancelled ticket report, which shall include the following:

1. Ticket identification number;
2. Date and time of ticket issuance;
3. Event;
4. Wager description;
5. Wager amount; and
6. Reason for cancellation;

(E) A sports wagering ticket liability report, which shall list the following for each outstanding ticket:

1. Ticket identification number;
2. Date and time of ticket issuance;
3. Event;
4. Wager description;
5. Amount; and
6. Status (for example, pending or complete); and

(F) A sports wagering voucher liability report, which shall list the following for each unpaid voucher:

1. Voucher identification number;
2. Date and time of voucher issuance; and
3. Amount of the voucher.

(2) Sports wagering gross revenue for retail operations shall equal the total of all wagers received less voided or cancelled wagers and amounts paid out for winning wagers, as reported on the sports wagering results summary report.

(3) A revenue auditor shall reconcile the sports wagering results summary report to the sports wagering intake summary report. Any discrepancy shall be reported to the tax section of the commission.

(4) Any overages identified on the sports wagering intake summary report shall be added to sports wagering revenue, unless otherwise authorized by the tax section of the commission.

(5) Retail and Mobile licensees shall generate monthly reports from the sports wagering system as supporting documentation for each amount reported on the monthly sports wagering tax remittal. These reports shall contain detailed information sufficient to support the totals for each number used in adjusted gross revenue. Each report(s) shall include the date and time range for which it was generated and the date and time the report was created. These reports shall be provided to the commission upon request.

(6) Mobile licensees shall generate, on a daily basis, a sports wagering liability report. The report shall be provided to the commission upon request. The report shall include the—

- (A) Date and time generated;
- (B) Patron account identifier;
- (C) Wager identification number;
- (D) Event type;
- (E) Wager description;
- (F) Date and time of issuance;
- (G) Event date;
- (H) Amount; and
- (I) Status (for example, pending or complete).

(7) For Retail licensees, a revenue auditor shall, on a daily basis, reconcile issued and redeemed vouchers to the change in the unpaid vouchers dollar amount using the reports generated by the system. Any variances shall be investigated and the results shall be documented.

(8) For Retail licensees, a revenue auditor shall, on a daily basis, compare for each ticket writer station, the write and payouts to the cash proceeds and the disbursements and document any variances. The revenue auditor shall investigate all variances of one hundred dollars (\$100) or more per ticket writer. The results of the investigation shall be documented.

(9) For Retail licensees, a revenue auditor shall, on a daily basis, select a random sample of five (5) paid transactions from the sports wagering system transaction report and trace the transaction to the patron's copy of the paid ticket.

(10) For Retail and Mobile licensees, a revenue auditor or compliance employee shall, on a daily basis, perform the following for all winning tickets in excess of ten thousand dollars (\$10,000) and for a random sample of ten (10) of all other winning tickets:

(A) Recalculate and regrade the tickets using the record of event results;

(B) Compare the date and starting time of the event per the results report to the date and time on the ticket and on the sports wagering system transaction report; and

(C) Compare the terms of the wagers (e.g., point spreads or money lines) per the sports wagering system transaction report or other report indicating all point spreads and money lines at which wagers were written to an independent source for any questionable activity. For winning tickets, the terms of the wagers can be compared to an independent source such as a newspaper (or its website), a sports league website, a licensed sports information service, or other reputable source.

(11) For Retail licensees, on a daily basis, a revenue auditor shall perform the following for payouts made without sports wagering system authorization at the time of payment—

(A) Trace all payouts to the sports wagering system transaction report or the purged tickets report to verify authenticity of the initial wager;

(B) For payouts subsequently entered into the sports wagering system by sports wagering personnel, compare the manual payout amount to the sports wagering system amount; and

(C) For payouts not entered into the sports wagering system by sports wagering personnel, the payout shall be entered into the sports wagering system and the revenue auditor shall compare the manual payout amount to the sports wagering system amount. If the system is inoperative, manually regrade the ticket to ensure the proper payout amount was made.

(12) For Retail licensees, a revenue auditor shall, on a daily basis, perform the following for all voided tickets:

(A) Examine the sports wagering system reports which display voided ticket information to verify that tickets were properly voided in the computer system;

(B) Examine the voided tickets for a void designation and proper signatures, and for not-in-computer voids, examine the date and time stamp on the ticket for the time of the void; and

(C) For a sports wagering system that prints voided tickets, verify a voided ticket is attached to the original ticket.

(13) For Retail and Mobile licensees, on a daily basis, system exception reports shall be reviewed, by an individual independent of the transaction, for propriety of transactions and unusual occurrences including, but not limited to: changes in odds, cut-off times, results, and event data (both information input by book employees, and information provided directly by a disseminator); in-progress events and void authorizations. All noted improper transactions or unusual occurrences noted during the review of exception reports shall be investigated with the results documented. If

a regulatory violation is found, it shall be reported to the commission. An exception report is defined as a report produced by the computerized system identifying unusual occurrences, changes to system configuration parameters, alteration to initially recorded data, voids, etc.

(14) For at least one day per month, Retail and Mobile licensees shall verify the cash reserve meets all requirements of this chapter. The licensee shall remit to the commission a monthly attestation of the cash reserve compliance with accompanying documentation .

(15) For Retail licensees, for one day per calendar quarter, a revenue auditor shall—

- (A) Recalculate and verify the change in the unpaid winners balance to the total purged tickets;
- (B) If future wagers are accepted, review the sports wagering system reports to ascertain that future wagers are properly included in write on the day the wager was accepted; and
- (C) Select twenty (20) winning tickets to verify that the wager was accepted and payouts were made in accordance with the posted house rules.

(16) For Retail licensees, revenue audit or compliance personnel shall, on a daily basis, review all wagering multiple transaction logs and either ensure that Currency Transaction Reports (CTRs) have been completed for all reportable transactions or prepare CTRs for all reportable transactions pursuant to Title 31 of the Bank Secrecy Act.

(17) For all promotions, promotional payouts (including payouts from computerized player tracking activity), drawings, and giveaway programs for Retail and Mobile licensees, the following documentation shall be maintained:

- (A) Copies of the information provided to the patrons describing the promotion, promotional payouts, drawings, and giveaway programs (e.g., brochures or flyers);
- (B) Effective dates;
- (C) A list of winners and the amount won by each; and
- (D) Accounting treatment, including general ledger accounts, if applicable.

(18) Retail and Mobile licensees shall, on a monthly basis, perform procedures to ensure that promotional payouts, drawings, and giveaway programs are conducted in accordance with the conditions in the dated, written rules of the promotion. The results of the review shall be documented and maintained.

(19) Sensitive keys include, but are not limited to, keys used to access designated nonpublic gaming areas, date and time stamping machines, ticket writer drawers, and kiosks. Quarterly, an inventory of all sensitive keys shall be performed and reconciled to records of keys made, issued, and destroyed. Investigations shall be performed for all keys unaccounted for, with the investigations being documented.

(20) For sports wagering computerized player tracking systems for Retail and Mobile, an accounting or revenue audit employee shall perform the following procedures at least one day per quarter:

- (A) Review for propriety all point addition/deletion authorization documentation, other than for point additions/deletions made through an automated process;
- (B) Review exception reports for propriety of transactions and unusual occurrences. The review should include, but is not limited to, transfers between accounts; and

(C) Review the documentation related to reactivating inactive and closed accounts to verify two (2) employees were involved.

(21) At least annually for Retail and Mobile licensees, the computerized sports wagering player tracking system (in-house developed and purchased systems) shall be reviewed by personnel independent of the individuals that set up or make changes to the system parameters. The review shall be performed to determine that the configuration parameters are accurate and have not been altered without appropriate management authorization (e.g., verify the accuracy of the awarding of points based on the dollar amount wagered). The system shall also be tested, if possible, to further verify the accuracy of the configuration parameters (e.g., simulate activity to verify the accuracy of the amount of points awarded). The test results shall be documented and maintained. The test results, including any discrepancies, shall be reported to the commission.

(22) Documentation (e.g., log, checklist, notation on reports, and tapes attached to original documents) shall be maintained evidencing the performance of sports wagering audit procedures, including any reviews, the exceptions noted, and follow-up of all audit exceptions.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will cost private entities an estimated one million three hundred ninety-five thousand dollars (\$1,395,000) in the aggregate.

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**FISCAL NOTE
PRIVATE COST**

- I. Department Title: 11 – Department of Public Safety
Division Title: 45 – Missouri Gaming Commission
Chapter Title: 20 – Sports Wagering**

Rule Number and Title:	11 CSR 45-20.550 Procedures for Accounting and Revenue Audit
Type of Rulemaking:	Proposed Rule

II. SUMMARY OF FISCAL IMPACT

Estimate of the number of entities by class which would likely be affected by the adoption of the rule:	Classification by types of the business entities which would likely be affected:	Estimate in the aggregate as to the cost of compliance with the rule by the affected entities:
15	Retail Sports Wagering Operators	\$975,000.00
14	Mobile Sports Wagering Operators	\$420,000.00

III. WORKSHEET

Retail (15 licensees X \$65,000 for one Revenue Auditor)	\$975,000.00
Mobile (14 licensees X \$30,000 for a part time Revenue Auditor/Compliance Representative)	\$420,000.00
TOTAL	\$1,395,000.00

IV. ASSUMPTIONS

Retail Sports Wagering Operators – 15 (13 casinos and 2 sports teams)

Mobile Sports Wagering Operators – 14 (6 Class A licensees, 6 sports teams, and 2 direct)

Each Retail licensee will need to employ one Revenue Auditor to perform required reviews.

The cost for a Retail licensee to employ one Revenue Auditor will be \$65,000 per year, including benefits.

Each Mobile licensee will need to employ one Revenue Auditor or Compliance Representative on a part-time basis to perform required reviews.

The cost for a Mobile licensee to employ one Revenue Auditor or Compliance Representative part-time will be \$30,000 per year.

TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.560 Procedures for Internal Audit

PURPOSE: This rule establishes internal audit procedures for retail sports wagering operations.

(1) At least semi-annually for each kiosk, internal audit shall foot the winning tickets and the vouchers redeemed for a week and trace the totals to the totals recorded in the system(s) and the related accountability document. Internal audit shall document the test and the results of investigations into all variances, by kiosk.

(2) Procedures shall be performed semi-annually to verify the integrity of the sports wagering system (e.g., ensure that vouchers are only being created by active terminals on the casino floor). The nature of the review shall be delineated in the written internal control system. Internal audit shall review a sequential voucher exception report, if available, for breaks in the sequence or other unusual activity. Internal audit shall investigate improper transactions or unusual occurrences and document the results.

(3) At least semi-annually, internal audit personnel shall foot the write on the sports wagering system's record of written tickets for a minimum of three (3) ticket writers for each sportsbook for two (2) days and trace the total to the total produced by the sports wagering system.

(4) At least semi-annually, internal audit personnel shall foot the patrons' copies of paid tickets for a minimum of one (1) ticket writer station for one (1) day per month and trace the totals to those produced by the sports wagering system.

(5) At least semi-annually, for two (2) days, internal audit personnel shall foot the redeemed vouchers for one (1) ticket writer station and trace the totals to those produced by the system(s).

(6) The results of the aforementioned internal audit reviews shall be included in an audit report submitted to the commission no later than ninety (90) days following the semi-annual audit period. The report shall include the auditee's response to any audit exceptions.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will cost private entities an estimated one million three hundred fifty thousand dollars (\$1,350,000) in the aggregate.

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**FISCAL NOTE
PRIVATE COST**

- I. Department Title: 11 – Department of Public Safety
Division Title: 45 – Missouri Gaming Commission
Chapter Title: 20 – Sports Wagering**

Rule Number and Title:	11 CSR 45-20.560 Procedures for Internal Audit
Type of Rulemaking:	Proposed Rule

II. SUMMARY OF FISCAL IMPACT

Estimate of the number of entities by class which would likely be affected by the adoption of the rule:	Classification by types of the business entities which would likely be affected:	Estimate in the aggregate as to the cost of compliance with the rule by the affected entities:
15	Retail Sports Wagering Operators	\$1,350,000.00

III. WORKSHEET

Retail (15 licensees X \$90,000 for one Internal Auditor)	\$1,350,000.00
TOTAL	\$1,350,000.00

IV. ASSUMPTIONS

Retail Sports Wagering Operators – 15 (13 casinos and 2 sports teams)

Each Retail licensee will need to employ one Internal Auditor to perform required reviews.

The cost to employ one Internal Auditor will be \$90,000 per year, including benefits.

TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.570 Promotions and Marketing

PURPOSE: This rule establishes requirements for sports wagering promotions and marketing campaigns for Retail and Mobile licensees.

(1) Licensees may offer sports wagering promotions, which are any events designed to attract patrons. Promotions include, but are not limited to, contests, drawings, games, player reward programs, coupons, giveaways, free play, and promotional credit offers. Licensees shall be responsible for the conduct of promotional activities.

(2) For the purposes of this rule, advertising and marketing includes, but is not limited to:

- (A) Direct mail or electronic mail;
- (B) Telemarketing;
- (C) Broadcast media;
- (D) Billboards or signage;
- (E) Internet advertising;
- (F) Promotional material; and
- (G) Patron acquisition, referral, reward, or retention programs.

(3) Licensees shall create and maintain dated, written rules governing each promotion offered. The written rules shall—

(A) Include terms and conditions that are full, accurate, clear, concise, and transparent, and shall not contain misleading information;

(B) Disclose applicable terms if the patron has to risk or lose the patron's own money as part of the promotion or has conditions attached to the patron's own money as a result of the promotion;

(C) Not be described as risk-free if the patron needs to incur any loss or risk the patron's own money to use or withdraw winnings from the risk-free bet; and

(D) Not restrict the patron from withdrawing the patron's own funds or withdrawing winnings from bets placed using the patron's own funds.

(4) Licensees shall ensure advertising materials for promotions include material terms and conditions for that promotion and have those material terms in close proximity to the headline claim of the promotion and in a reasonably prominent size.

(5) Licensees shall ensure the promotional rules pertaining to any available promotions are accessible to patrons and the commission upon request. Any advertisement or information provided to patrons for a promotion shall be consistent with the rules of the promotion.

(6) Licensees shall maintain a record of all promotional wagering offers for five (5) years in a file that shall be provided to the commission upon request. All promotional wagering offers shall be

stated in clear and unambiguous terms and shall be readily accessible by the patron before and after the offer is accepted and prior to completion. Offer terms and the record of all offers shall include at a minimum:

- (A) The date and time presented;
- (B) The date and time the offer is active and expires;
- (C) Patron eligibility, including any limitations on patron participation;
- (D) Any restriction on withdrawals of funds;
- (E) Wagering requirements and limitations;
- (F) The order in which funds are used for wagers;
- (G) Eligible events or wagers; and
- (H) Rules regarding cancellation.

(7) Licensees shall be responsible for the content and conduct of any and all advertising or marketing done on its behalf or to its benefit whether conducted by the licensee, an employee or agent of the licensee, an affiliated entity, or a third-party pursuant to contract.

(8) Licensees shall retain a copy of all advertising and marketing materials intended to promote any sports wagering operation in the state of Missouri, including a publication log, to be retained for five (5) years, of when and how those materials have been published, aired, displayed, or distributed.

(9) All advertising and marketing materials and the publication log shall be made available to the commission upon request.

(10) Licensees shall use commercially and technologically reasonable means to ensure marketing and advertisements—

- (A) Do not purposefully target individuals under twenty-one (21) years of age;
- (B) Do not purposefully target individuals who have self-excluded from sports wagering;
- (C) Are not false, misleading, or deceptive to a reasonable consumer; and
- (D) Clearly and conspicuously disclose the material terms of any promotional offer in the advertisement. Any promotion or advertisement shall provide the consumer with the full and complete terms of a promotion by providing a website, or other location in the promotional advertisement, that directs the viewer to where the full and complete promotional terms can be viewed. This may be satisfied by the promotional advertisement containing a hyperlink that takes the viewer directly to the full and complete offer and terms.

(11) All advertising and marketing materials published, aired, displayed, or distributed by or on behalf of any licensee—

- (A) Shall not directly advertise or promote sports wagering to individuals under twenty-one (21) years of age;
- (B) Shall prominently display information regarding compulsive gaming (e.g. toll-free helpline, problem gambling website, etc.);
- (C) Shall state patrons must be twenty-one (21) years of age or older to wager;
- (D) Shall not contain images, symbols, celebrity or entertainer endorsements, or language designed to appeal specifically to those under twenty-one (21) years of age;
- (E) Shall not feature anyone who is, or appears to be, under twenty-one (21) years of age;

(F) Shall not be published, aired, displayed, or distributed in media outlets, including social media, that appeal primarily to individuals under twenty-one (21) years of age;

(G) Shall not be placed before any audience where the majority of the viewers or participants are presumed to be under twenty-one (21) years of age;

(H) Shall not imply greater chances of winning versus other licensees;

(I) Shall not imply greater chances of winning based on wagering in greater quantity or amount;

(J) Shall not indicate that any promotional credits or funds are “free” if there are any monetary conditions that are required to be met to obtain the promotional credits or funds; and

(K) Shall, for all direct marketing, allow the option to unsubscribe.

(12) Licensees shall not enter into an agreement with a third-party to conduct advertising or marketing on behalf of, or to the benefit of, the licensee when compensation is dependent on, or related to, the volume or outcome of wagers instead of the number of patrons acquired.

(13) Promotional and advertising activity within a sports district is prohibited unless approved by the professional sports team that plays its home games within the district. However, this shall not prohibit any licensee from offering sports wagering through an online sports wagering platform to persons physically located within a sports district.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

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TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.580 Responsible Gaming

PURPOSE: This rule establishes requirements for responsible gaming.

(1) An online sports wagering platform shall permit a patron to voluntarily impose limitations on deposits, wagers that can be placed through the online sports wagering platform, and time-based limitations. The self-imposed limitations set by a patron shall not override any more restrictive licensee-imposed limitations.

(2) The online sports wagering platform must allow a patron to place daily, weekly, or monthly limits on—

- (A) His or her time on the platform;
- (B) His or her deposits;
- (C) Bet limits per wager; and
- (D) Total wagers.

(3) A limitation selected by a patron shall remain in effect until a patron requests to modify or remove the limitation. If the request is more restrictive, it shall become effective immediately. If the request is less restrictive or is for removal of the limit, the new limit or removal will only become effective after the initial limit has elapsed.

(4) The online sports wagering platform shall allow a patron to temporarily suspend his or her account.

(5) Patrons shall be permitted to determine the length of time of the temporary suspension, but no such suspension shall be imposed for less than seventy-two (72) hours or greater than one (1) year. The temporary suspension shall not be modified or removed until the selected period of suspension has expired.

(6) The existence of any limitation or temporary suspension shall not prevent a patron from withdrawing funds from an online sports wagering account or requesting closure of the account.

(7) If a patron has imposed a temporary suspension under this rule, a Mobile licensee shall not send sports wagering-related direct digital marketing or promotional materials to the patron, including, but not limited to, electronic mail or push notifications.

(8) The Mobile licensee shall display a hyperlink on its online sports wagering platform to responsible gaming information, including, but not limited, to a hyperlink to the commission's application for placement on the List of Self-Excluded Persons (SEP List).

(9) Retail licensees shall post signs with a statement regarding obtaining assistance with problem gambling. The text must include instructions on accessing information on the commission's website regarding the self-exclusion program. The signs must be conspicuously posted and visible from any kiosk or wagering location.

(10) Retail licensees shall post signs stating individuals must be at least twenty-one (21) years old to place sports wagers. The signs must be conspicuously posted and visible from any kiosk or wagering location.

(11) Retail and Mobile licensees shall establish and maintain a self-exclusion program for patrons specific to that licensee. The licensee's specific self-exclusion program is separate from the commission's SEP List.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

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TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.590 Compulsive Gaming Prevention Fund

PURPOSE: This rule establishes standards for distribution of monies from the Compulsive Gaming Prevention Fund.

(1) Pursuant to Article III, Section 39(g) of the *Missouri Constitution*, the Compulsive Gaming Prevention Fund is a dedicated fund to be utilized for the purposes of—

- (A) Researching and detecting patterns of compulsive gaming;
- (B) Providing counseling and other support services for compulsive and problem gamblers;
- (C) Developing and implementing problem gaming treatment and prevention programs; and
- (D) Providing grants to supporting organizations that provide assistance to compulsive gamblers.

(2) The commission shall utilize interagency agreements with the Missouri Department of Mental Health to facilitate the distribution and use of monies from the fund.

(3) Such agreements shall include the obligations and responsibilities of each agency, including, but not limited to:

- (A) Utilization of fund monies for the causes and programs specified in Article III, Section 39(g) of the *Missouri Constitution*;
- (B) Reporting requirements for use of fund monies; and
- (C) Submission of budget requests as related to use of fund monies.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

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TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.600 Self-Excluded Persons List Created—Right to Self-Exclude from Sports Wagering Activities

PURPOSE: This rule establishes a List of Self-Excluded Persons which consists of those persons who have voluntarily declared that they will no longer participate in sports wagering activities in Missouri.

(1) There is hereby created a “List of Self-Excluded Persons” (SEP List) which shall consist of those persons who have complied with the applicable provisions of 11 CSR 45-20.600 through 11 CSR 45-20.640 and have been placed on such SEP List by the commission. The SEP List is established for the purpose of allowing persons to formally notify the commission that they no longer intend to participate in sports wagering activities in Missouri. The request to be placed on the SEP List shall be made only by the individual seeking to be placed on the SEP List. Each person seeking placement on the SEP List acknowledges that it is his or her responsibility to refrain from participating in sports wagering activities in Missouri.

(2) The individual filing an initial application for placement on the SEP List is requesting to be excluded from sports wagering activities for five (5) years. The exclusion becomes effective on the date of application, unless otherwise notified by the commission. At the end of the five- (5-) year exclusion period, the individual will be automatically removed from the SEP List, unless the self-excluded person requests to remain on the SEP List for an additional five (5) years.

(3) An individual on the SEP List shall be prohibited from placing wagers and if a wager is identified as having been placed by an individual on the SEP List, that wager shall be deemed void.

(4) An individual who is placed on the SEP List may, at the time of placement or within the following fourteen (14) calendar days, return any in-person wagering ticket to the Retail licensee that issued it to obtain a refund of the original wager amount, provided the refund occurs prior to the commencement of any event or series of events on which the outcome of the wager is dependent. If any event or series of events on which the outcome of the wager is dependent has already commenced or the fourteen (14) calendar days have elapsed, no refund shall be issued.

(5) All Retail and Mobile licensees shall ensure that they have a process for removing any restriction on creating an online sports wagering account or placing a wager by any person after that person’s placement on the SEP List has elapsed at the end of the five- (5-) year exclusion period.

(6) All Retail and Mobile licensees shall submit internal controls that are subject to approval by the commission which set forth the following:

(A) The licensee’s plan for removing those persons on the SEP List from advertising its Missouri operation, such as marketing offers, player reward programs, VIP member programs, telemarketing programs, and other such marketing promotions, however this rule shall not be construed to prohibit mass mailings to “Resident”;

(B) The licensee’s plan for using commercially and technologically reasonable methods to ensure that marketing and advertisements do not purposely target persons on the SEP List; and

(C) The licensee’s plan for denying access by persons on the SEP List to—

1. Cash advances, credit card transactions, debit card transactions, and wire transfers;
2. Sports wagering player reward programs or other promotions;
3. Sports wagering;
4. Creation of online sports wagering accounts;
5. Sports wagering privileges; and
6. Collect taxable winnings or prizes and any winnings greater than two thousand dollars (\$2,000) at retail locations and all winnings for mobile wagers.

(7) After an individual’s application for placement on the SEP List has been reviewed and approved by the commission staff and the individual’s name is added to the SEP List, that individual shall remain on the SEP List until five (5) years has elapsed.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

*NOTICE OF PUBLIC HEARING AND NOTICE TO SUBMIT COMMENTS: Anyone may file a statement in support of or in opposition to this proposed rule via email to MGCPolicy@mgc.dps.mo.gov, or by mail to the Missouri Gaming Commission, Policy Section, PO Box 1847, Jefferson City, MO 65102. To be considered, comments must be received within thirty (30) days after publication of this notice in the **Missouri Register**. A public hearing is scheduled for July 17, 2025, at 10:00 a.m., in the Missouri Gaming Commission’s Hearing Room, 3417 Knipp Drive, Jefferson City, MO.*

TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.610 Procedure for Applying for Placement on the List of Self-Excluded Persons

PURPOSE: This rule establishes the procedure for placement on the commission's List of Self-Excluded Persons (SEP List).

(1) The commission may place a person on the SEP List if the person has—

(A) Filed an application for placement on the SEP List with the commission. The applicant agrees that placement on the SEP List is for five (5) years and the commission is not authorized to remove a person from the SEP List until such five- (5-) year period has elapsed. By filing the application, the applicant acknowledges that licensees may use the information provided in the application to notify their affiliated sports wagering operations that the applicant has self-excluded from sports wagering. Therefore, the applicant may be excluded from sports wagering in other jurisdictions as a result of his or her request to be placed on the SEP List. The applicant agrees that any unsettled in-person wagers may be voided and refunded within fourteen (14) calendar days of placement on the list and all unsettled online wagers will be voided and refunded. The applicant agrees that once placed on the SEP List, if he or she is discovered to be participating in sports wagering, any winnings will be forfeited. The application for placement on the SEP List shall include:

1. The applicant's full name and all aliases;
2. A physical description including height, weight, hair and eye color, ethnic origin, and any other noticeable physical characteristics;
3. The applicant's current home address;
4. The applicant's mobile phone number;
5. All email addresses used by the applicant;
6. Social Security Number, when voluntarily provided in accordance with section 7 of the Privacy Act of 1974 (5 U.S.C. section 552a) or International Identification Number;
7. Date of birth;
8. A copy of the applicant's valid, federal or state-issued identification;
9. A photograph of the applicant suitable for the commission and licensees to use in identifying the person requesting to be placed on the SEP List;
10. A photograph of the applicant holding his or her valid, federal or state-issued identification suitable for the commission to use in identifying the person requesting to be placed on the SEP List;
11. Interpreter information and affirmation, if applicable; and
12. Other information as deemed necessary by the commission;

(B) Submitted a signed acknowledgement verifying he or she wishes to be placed on the commission's SEP List and the commission is specifically authorized and requested to release all contents of the person's application to all Retail and Mobile licensees and their agents and employees; and

(C) Executed a full and complete waiver/release on a form provided by the commission releasing the commission, all Retail and Mobile licensees, and their affiliates and agents as identified in 11 CSR 45-20.630 from any liability associated with acts or omissions relating to the provisions of 11 CSR 45-20.600 through 11 CSR 45-20.650.

(2) The application shall be verified, reviewed, and either approved or denied by the commission.

(3) An individual applying for placement on the SEP List agrees to forfeit any cash or non-cash benefit, free play, credits, rewards, points, or complimentary earned by or provided to the individual before the individual submits the application for placement on the SEP List. The individual's cash balance in his or her online sports wagering account shall remain available for withdrawal or shall be returned to the individual in accordance with the licensee's internal controls.

(4) Neither this chapter nor any of the rights, duties, or obligations established herein, shall create any cause of action, right of action, claim, or other right whatsoever in favor of any person other than the commission against the state of Missouri, the commission, any Retail or Mobile licensee, or any of its agents or employees.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

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TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.620 Procedure for Entry of Names onto the List of Self-Excluded Persons

PURPOSE: This rule establishes the procedures for entry of names onto the commission's List of Self-Excluded Persons (SEP List).

(1) Upon filing of an application for placement on the SEP List, the commission may file a notice of placement on the SEP List. Notwithstanding the status of some information contained therein that may be closed under section 610.021, RSMo, the application and notice may be disclosed to all Retail and Mobile licensees and their agents and employees.

(2) The commission shall deliver a copy of the notice of placement on the SEP List to the applicant via regular U.S. mail to the address contained on the application, or other address provided by the applicant, or by appointment. The applicant is deemed to be placed on the SEP List at the time the person executes the application for placement on the SEP List, not at the time such notice is delivered to the applicant.

(3) Should the commission find that an applicant does not qualify for placement on the SEP List, the commission shall notify the applicant via regular U.S. mail to the address contained on the application, an e-mail address provided by the applicant, or other address provided by the applicant.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

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TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.630 Confidentiality of the List of Self-Excluded Persons

PURPOSE: This rule establishes the procedure for maintaining the confidentiality of those placed on the List of Self-Excluded Persons (SEP List).

(1) The commission may disclose to each licensee and any of its agents or employees any or all information contained on the person's application. The commission shall make the current SEP List available to Retail and Mobile licensees for download.

(2) Each Retail and Mobile licensee shall submit to the commission a plan for the dissemination of the information regarding persons placed on the SEP List, as well as persons who have been removed from the SEP List. The plan shall be designed to safeguard, as best as is reasonably possible, the confidentiality of the information but shall include dissemination to the agents or employees of the licensee whose duties require enforcement of the SEP List. Licensees or agents or employees of the licensee may not disclose the name of, or any information about, a person who has been placed on or removed from the SEP List to anyone other than employees and agents of the licensee whose duties and functions require access to the information. The plan must be approved by the commission. All information disclosed to any licensee regarding anyone placed on or removed from the SEP List shall be deemed a closed record; however, the information may be disclosed as authorized by the individual seeking placement on the SEP List, by law, and through the provisions contained in this chapter.

(3) Retail and Mobile licensees may disclose the information contained in the applications to its affiliates or agents of such affiliates. The disclosed information shall be used solely for the limited purposes of assisting in the administration of problem and responsible gaming programs and allowing the affiliate or agent of the affiliate to determine whether to deny a person on the SEP List access to sports wagering or to areas where sports wagering is conducted. Licensees may also disclose the information contained in the applications to entities engaged in marketing activities on their behalf, solely to the extent necessary to prohibit excluded individuals from receiving direct marketing or promotional communications. All disclosures must be made in accordance with procedures approved by the commission. Written approval of the commission is required prior to disclosing this information. The licensee is responsible for maintaining the confidentiality of any information disclosed. Such information shall not be used to deny services unrelated to sports wagering to a person on the SEP List.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

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TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.640 Procedure to Re-Establish Self-Exclusion on the List of Self-Excluded Persons

PURPOSE: This rule establishes the procedures for extending self-exclusion and re-entry onto the List of Self-Excluded Persons (SEP List) for individuals who have previously been removed from the commission's SEP List.

(1) Within three (3) months prior to a self-excluded person's automatic expiration date, the self-excluded person may request to remain on the SEP List without submitting a new application for placement on the SEP List. The self-excluded person will be required to provide proof of identity and acknowledge that he or she will remain on the SEP List for an additional five- (5-) year period from the automatic expiration date.

(2) A former self-excluded person who has been automatically removed from the SEP List may request at any time to re-establish his or her self-exclusion on the SEP List by submitting a new application for placement on the SEP List per the procedures provided in 11 CSR 45-20.610. Re-establishing self-exclusion shall result in placement on the SEP List for an additional five- (5-) year period which will automatically expire at the conclusion of the five- (5-) year period.

(3) An individual may request to remain on the SEP List or reapply to be added to the SEP List as many times as elected by the individual.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

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TITLE 11—DEPARTMENT OF PUBLIC SAFETY
Division 45—Missouri Gaming Commission
Chapter 20—Sports Wagering

PROPOSED RULE

11 CSR 45-20.650 Duties of Licensees Regarding the List of Self-Excluded Persons

PURPOSE: This rule establishes requirements for Retail and Mobile licensees regarding the commission's List of Self-Excluded Persons (SEP List).

(1) Licensees shall download the updates to the SEP List from the designated commission server at least once every seven (7) calendar days and update SEP List information in all associated applications within three (3) calendar days of the download of new or updated information.

(2) Licensees shall ensure any person on the SEP List is removed from all mailing, marketing, and promotional lists and databases using the person's name, address, and birthdate.

(3) Licensees shall not send advertising, marketing, or promotional materials to any person on the SEP List following compliance with section (1) of this rule.

(4) Licensees shall maintain a system designed to detect persons on the SEP List to enforce this chapter.

(5) Prior to performing any of the following transactions with a patron, the Retail licensee shall require the patron to present valid, non-expired state or federal government-issued photo identification. The licensee shall perform a search of the individual's date of birth as listed on the identification in the downloaded SEP List or the MGC Web SEP List to determine whether the patron is a self-excluded person (SEP). If the search generates any names that have the same first or last name as recorded on the photo identification, the licensee shall research further to determine if the individual presenting the ID is a SEP. The Retail licensee shall check the SEP List prior to performing any of the following transactions:

- (A) Accepting a wager greater than five hundred dollars (\$500);
- (B) Redeeming a winning ticket greater than two-thousand dollars (\$2,000);
- (C) Debit or credit card transactions; or
- (D) Wire Transfers.

(6) Any Retail licensee or its agent or employee that identifies a person attempting to place a sports wager or collect winnings from a sports wager at a retail sports wagering location and has knowledge that such person is included on the SEP List shall immediately notify the commission and any security officer on duty, refrain from accepting the wager or paying out any winnings to the identified person, and, if applicable, return the wager associated with the winnings to said person.

(7) Retail licensees shall provide a means by which an individual on the SEP List may turn in unredeemed tickets prior to the commencement of an event to obtain a refund within fourteen (14) days of the individual being placed on the list.

(8) Mobile licensees shall—

- (A) Not allow an individual on the SEP List to activate a new online sports wagering account;
- (B) Identify and suspend any online sports wagering account of any individual on the SEP List;
- (C) Void all outstanding wagers; and
- (D) Refund any remaining balance to the patron in a manner consistent with the licensee's internal control system.

AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Original rule filed May 14, 2025.

PUBLIC COST: This proposed rule will not cost state agencies or political subdivisions more than five hundred dollars (\$500) in the aggregate.

PRIVATE COST: This proposed rule will not cost private entities more than five hundred dollars (\$500) in the aggregate.

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