

## KANSAS RACING AND GAMING COMMISSION

### MINUTES – DECEMBER 12, 2025

#### CALL TO ORDER

(A.)

Chairman David Moses called the December 12, 2025, meeting to order at 10:00 a.m. The meeting was held at the Eisenhower State Office Building in Topeka, Kansas. Notice of this meeting was given to the public via the KRGC and Public Square websites and the agency's social media pages. Commissioners Brandon Jones, Larry Turnquist, Mike Fleming, and Natalie Haag were also present. Others present included Executive Director Don Brownlee, Director of Administration, Audit, Budget, and Finance Brandi White, Director of Security Roger Bailey, Director of Gambling DJ Lopez, Director of Casino Operations Rick Wilson, Government Relations Manager Randy Evans, IT Director Dennis Bachman and other staff.

Chairman Moses congratulated James Bain on the recent announcement that he has been hired as General Counsel for KRGC.

#### MOTION, APPROVE AGENDA

(B.)

Commissioner Fleming (Turnquist) moved to approve the agenda. Motion carried 5-0.

#### MOTION, APPROVE November 14, 2025 MEETING MINUTES

(C.)

Commissioner Jones (Fleming) moved to approve the minutes of the November 14, 2025, meeting. Motion carried 4-0. Commissioner Turnquist abstained from the vote as he was not present for the November meeting.

#### MOTION, APPROVE CONSENT AGENDA

(D.)

Commissioner Haag (Jones) moved to approve the consent agenda (seven items). Motion carried 5-0.

#### LOTTERY GAMING FACILITY REPORTS/ITEMS; BOOT HILL CASINO & RESORT

(E.1.a.)

Ryan Deutsch, General Manager, reported:

- November 2025 revenue numbers compared to November 2024:
  - Total gaming revenue decreased 9.93%
  - Total slot revenue was down 11.29%
  - Table games revenue was up 4.11%
- November 2025 Sports Wagering revenue numbers
  - Retail Sportsbook Revenue \$31,961.00
    - Down 26.98% from November 2024
    - Handle was \$226,602 down 57.00%
    - Hold was up 69.41%
  - Digital Sportsbook Revenue: \$15,348,348.00
    - Up 22.54% from November 2024
    - Handle was \$119,459,664 up 6.71%
    - Hold was up 17.61%
- November Events and Promotions:
  - Hot Seats – December 6
  - Free Spin Fridays – Every Friday in December
  - Giveback Community Donations – December 10 & 17
  - Kiosk Game – December 11 & 18
  - Money Machine – December 13

- Sweet 16 Grand Prize Giveaway – December 20
- Jingle & Win – December 24 – 27
- All You Can Eat Lobster – December 7 & 14
- \$9.99 Prime Rib Special – December 8 & 15
  - Commissioner Turnquist asked how large the cut of prime rib is. General Manager Deutsch explained that it is 12 ounces of certified angus beef. Chairman Moses asked if it was Kansas beef. General Manager Deutsch said that he could not officially say that all of the beef comes from Kansas but with having the local processing plants and the amount of beef that goes through those facilities, it has a chance to be from Kansas.
- Upcoming Entertainment & Events
  - DC Takeover with Randy Rogers, Casey Donahew, Josh Abbott Band – December 5

LOTTERY GAMING  
FACILITY  
REPORTS/ITEMS;  
KANSAS STAR  
(E.2.a.)

Alli Kuplen, General Manager, reported:

- November 2025 revenue numbers compared to November 2024:
  - Total gross gaming revenue was increased 7.1%
  - Total slot revenue up 9.2%
  - Table games revenue up 1.4%
- November 2025 Sports Wagering revenue
  - Retail Sportsbook Revenue \$121,200.00
    - Down compared to November 2024's revenue of \$236,900.00
  - Digital Sportsbook Revenue: \$9,180,000.00
    - Up from November 2024's revenue of \$8,680,000.00.
    - Handle was \$106,000,000.00
- November 2025 Sports Wagering
  - The total handle in retail was over \$1.9 Million for November.
  - The handle was led by the NFL at 43%. This was followed by College Football at 33%, Basketball at 14%, UFC at 5% and Soccer, Tennis and Golf rounded out the handle.
  - The total online handle in November was \$93 Million.
  - The largest winning wager in retail was a \$70,000 straight bet on the Oklahoma Sooners money line over the LSU Tigers on November 29. The wager paid out \$84,000.
- Upcoming Events and Promotions:
  - Double Down | Friday and Saturdays in December | 10am - 11:59pm
  - Sit & Go Slot Tournament | Thursday, December 4, 11 & 18 | 5pm - 8pm
  - Holiday Bonus offer | Thursday, December 25 & January 1 | Auto Add to Account
  - Glass Baking Set with Bag Gift Giveaway | Friday, December 5 | 4pm - 9pm
  - Glass Pie Dish with Bag Gift Giveaway | Friday, December 12 | 4pm - 9pm
  - Utensil Set with Bag Gift Giveaway | Friday, December 19 | 4pm - 9pm
  - Ramkin Set Gift Giveaway | Friday, December 26 | 4pm - 9pm

- Santa's Lucky Loot Giveaway | Saturday, December 6 | 4pm – 9pm
- VIP Ugly Sweater and Shopping Pick Up Party | Saturday, December 20 | 1pm – 2:30pm
- VIP Slot Pull | Saturday, December 27 | 6pm – 9pm
- NYE:
  - VIP Holiday Dinners in WFG
  - Multiplier | 10a-3p
  - Bags of Fortune Hot Seats | 6p-11:30pm
  - Balloon Drops
  - DJ on the floor 9pm - Midnight
  - Trees of Hope | December 1 - 21
- Upcoming Entertainment & Events:
  - HF Sinclair Holiday Party | Arena | Friday, December 5
  - BG Products Holiday Party (750ppl) | Arena | Saturday, December 6
  - KS Athletic Directors (300ppl) | Arena | Sunday – Monday, December 7-8
  - Rodney Carrington | Arena | December 13
  - Midland | Arena | December 18
- Chairman Moses asked who played the turkey in the Thanksgiving ad. General Manager Kuplen explained it was the Marketing Director Sonya. Chairman Moses encouraged General Manager Kuplen to share the ad with everyone. General Manager Kuplen said to stay tuned, they have fun on social media.

LOTTERY GAMING  
FACILITY  
REPORTS/ITEMS;  
HOLLYWOOD  
CASINO AT KANSAS  
SPEEDWAY  
(E.3.a.)

Lydia Garvey, General Manager, reported:

- November 2025 admissions were down 4.9% compared to November 2024
- November 2025 revenue numbers compared to November 2024:
  - Total gross gaming revenue increased 2.6%
  - Slot revenue increased 4.5%
  - Table games revenue decreased 12.6%
- November 2025 Sports Wagering revenue numbers
  - Retail Sportsbook Taxable Revenue: \$1,038,485.00
    - Up 26.9% compared to November 2024
    - Handle was \$5.3 million, a decrease of 42.1%
    - A four-leg parlay hit and the \$60 wager paid out \$75,600.00.
  - Top Sports
    - NFL was 44% of handle
    - NCAA Football was 26% of handle
    - MBA was 11% of handle
  - Digital Sportsbook Taxable Revenue: \$915,409.00
    - Up 8.8% compared to November 2024
    - Handle was \$9,400,000.00 down 24.1% compared to prior year.
  - Digital Sportsbook: Top Sports
    - NFL was 40% of handle
    - NCAA Football was 25% of handle
    - NCAA Basketball was 13% of handle

- MBA was 12% of handle
- Recent/Upcoming Events and Promotions:
  - November 26 – Holiday Pie Giveaway
  - December 2 – Candy Canines
  - December 5 - \$50,000 Great Candy Lane Race
  - December 13 – VIP Sweet Treats Mystery Drawing
  - December 23 – Holiday Bonus Boost Pay Day
  - December 27 – Pick, Pull & Win
  - December 30 – Twosday Treasure
  - December 31 - \$40,000 New Years' Eve Bash for Cash
- Regarding the hotel, the facility continues to work through legal language of the franchise agreement.

LOTTERY GAMING  
FACILITY  
REPORTS/ITEMS;  
KANSAS CROSSING  
CASINO  
(E.4.a.)

Jeff McKain, General Manager, reported:

- November 2025 admissions decreased 3.6% compared to November 2024
- November 2025 revenue numbers compared to November 2024:
  - Coin in increased 3.7%
  - Table games drop decreased 10.2%
  - Net gaming revenue was up 2.7%
- November 2025 Sports Wagering revenue numbers
  - Retail Sportsbook Taxable Revenue: \$88,737.00
    - Up compared to November 2024's revenue of \$62,757.00
    - Retail wagers were down 25%.
    - Top Sports by Handle
      - NCAA Football was 33% of handle
      - NFL was 29% of handle
      - NCAA Basketball was 21% of handle
  - Digital Sportsbook Taxable Revenue: \$4,234,596.00
    - Up compared to November 2024's revenue of 3,838,509
    - Digital wagers were up 4%
- Events and Promotions:
  - November
    - Kiosk games on Mondays and Tuesdays.
    - *Camp 49* promotions every Wednesday.
    - *Casino Hot Seats* on Fridays.
    - *Fast Cash* promotion on Saturdays.
    - Casino gifts on Sundays.
    - Corall events included *4 Horseman* 8th , *Dueling Pianos* 26th and 27th and the *Mixtapes* 29th.
  - December
    - Kiosk games on Tuesdays.
    - *Camp 49* promotions every Wednesday.
    - *Winter Whiteout* promotion on Fridays.
    - *Jingle Jackpots* promotion on Saturdays.
    - Casino gifts on Sundays.

HISTORICAL HORSE  
RACING FACILITY  
LICENSEE  
REPORTS/ITEMS;  
GILLEY'S  
(E.5.a.)

Jason Watkins, representative of Gilley's, reported the following:

- The facility opened Monday, December 15<sup>th</sup> with the Grand Opening on December 31<sup>st</sup>. Mrs. Gilley will be visiting the location and making some comments.
- There is a story in today's Wichita Eagle that has some video and pictures of the facility. Mr. Ruffin and his team have done an incredible job, and it is so much more than a gaming facility. The inside is done and ready to go. There is still some stuff to be done outside, the pickle ball courts.
- The concerts are selling out.
- They are excited to be able to report revenue figures in January.
- Chairman Moses noted that the facility's social media campaign is very effective, and he believes that locals are excited. Mr. Watkins agreed that the response on social media has been very positive.
- Chairman Moses noted that the next month's meeting would be held at Gilley's.

COMMISSION ITEMS –  
OLD BUSINESS; (F.)

There was no old business.

COMMISSION ITEMS –  
NEW BUSINESS; (G.)

There was no new business.

PUBLIC COMMENTS  
(H.)

STAFF REPORTS  
(I.1. and I.2.)

Garrett Rogers, Paralegal, reported on both the Voluntary Exclusion Program and Sports Wagering Exclusion Program statistics for November 2025.

- Chairman Moses asked if there are any differences in what Mr. Rogers does now and what he will need to do once Gilley's opens up because it is parimutuel. Mr. Rogers responded that his understanding is that Gilley's will have their own responsible gambling program and will not participate in the voluntary exclusion program. Chairman Moses asked if that is by statute, regulation, or another method. Mr. Rogers explained that he believes it is by statute.

Director of Gambling DJ Lopez reported:

- As you have heard from Mr. Watkins, Gilley's continues making its final preparations for the grand opening on December 15.
- KRGC staff have now moved into our permanent office.
- Over the last several days KRGC staff have been busy with HHR Terminal/Server Inspections and testing, which is a very involved

process and includes testing: software, pay table set up, percentage review, alarm system and (186) coin test along with Ticket in Ticket out verification.

- As of today, 1000 terminals/servers have been inspected and tested. Also, over 300 + occupational disclosures have been processed and currently working through the background process. We have also added a number of pari-mutual wagering suppliers along with their management and those backgrounds continue through the process as well. With the addition of Sports Wagering and the HHR Facility we have gone from approximately 2500 active individual licenses to around 3000.
- Recognized the KRGC Staff not only of Gilley's but of the entire agency as everyone has had a hand in this process and for their tireless work, the last few months and days during have been very intense.
- There is not much to report on Eureka Downs, DJ spoke with GM Michael Weiss and he has indicated they now have a cost analysis for the track surface work and he is working with Greenwood County Fair Association on the best path forward. Progress is a little slower than anticipated.
- Regarding the breed registry, we are at 175 total registrations, up 25 from last month.
- Chairman Moses mentioned having seen photos of the machines at Gilley's and said that by glancing at the machines he does not see anything that looks like a horse race, rather that they look like the machines at the other facilities. Director Lopez explained that the machines have multiple themes and that the themes can be changed quickly. Chairman Moses asked if the facility will also be doing simulcast. Director Lopez confirmed that there will be simulcast horse races on the second floor. Chairman Moses asked if those are live races. Director Lopez confirmed that they are live races with contracted tracks.

Director of Administration, Audit, Budget, and Finance Brandi White reported:

- Unlike with the KELA facilities, KRGC will take the place of Lottery when it comes to Gilley's revenue collection. It will be very similar to KELA. The gaming day at Gilley's will end at 6:00a.m. At that time, KRGC will run the system reports, do reconciliation, and determine the amount applicable for the 3% tax, the tax will be deposited by the end of the following day to the State Racing Fund, on the 15<sup>th</sup> of each month the balance of the State Racing Fund will be transferred out to either the Horse Breeding

Development Fund or the Horse Fair Racing Fund but prior to that transfer there is an analysis by KRGC, the Director of Accounts and Reports, and Division of Budget because the statute has a caveat that the KRGC's commission expenses are first paid from those funds. There will be a bit of a cushion that all three entities agree on built into those expenses. Once that is met monthly, that transfer will happen on the 15<sup>th</sup>. One-third will go to the Horse Breeding Development Fund and two-thirds will go to Horse Fair Racing Fund. There will not be a transfer to the state revenue funds like there is with KELA.

- Chairman Moses asked if the two recipient funds are administered by state agencies. Director White explained that the Horse Breeding Development Fund is for horses that are on the Kansas-bred registry and for the promotion of live horse racing in Kansas. Those funds are awarded based on the races that are run and the purse monies that go out from those. Chairman Moses asked if those were live races. Director White confirmed they would be live races and that they would predominantly be from Eureka Downs theoretically. The Horse Fair Racing Fund is for county fairs and within the statute there is a breakdown of how the funds can be spent by the county fairs, and the commission will have some oversight of those funds and how those funds will be divvied out. Chairman Moses asked if the county fairs had to have horse racing. Director White confirmed they did, or possibly dog racing. Chairman Moses noted that live racing will take some time to begin so regarding the Horse Breeding Development Fund he asked if those funds would accumulate. Director White confirmed that they would accumulate and that it would be up to the legislature if they wanted to move the funds somewhere else. Chairman Moses asked if the legislature could change the statue to redirect those funds to something that is not related to live horse racing. Director White confirmed if it is the will of the legislature they could do appropriate the money elsewhere.

Executive Director Brownlee reported:

- Echoed the chairman's congratulations to James and noted that James had proven himself in his new position.
- General Counsel James Bain and Illegal Gambling Investigator Joe Crough addressed a group of Kansas City law enforcement officers on illegal gaming machines, providing training on identifying illegal gambling devices and enforcing illegal gambling laws.

- Regarding the question about Gilley's participation in the Voluntary Exclusion Program. The Kansas Expanded Lottery Act has a requirement that the lottery gaming facilities participate in the Voluntary Exclusion Program. The Kansas Parimutuel Racing Act, which the Gilley's facility falls under, does not have that requirement. That said, Gilley's has chosen to create their own version of a voluntary exclusion program even though the Kansas Parimutuel Racing Act does not require that.
  - Commissioner Turnquist asked if Gilley's voluntary exclusion program would be presented to the Executive Director or commissioners for review or will it strictly be their decision making. Executive Director Brownlee said that the KRGC would have the ability to review and approve it.
- Regarding the historical horse racing machines, the Executive Director explained that if the Chairman's question was why he did not see the end of a horse race on the machine that is because it appears as a narrow strip across the top of the video board as the video machine does its slot performance. Quite frankly you have to be looking for it. Chairman Moses noted that he believes that there will be some questions for the commission about how similar the historical horse racing machines appear to the machines at the lottery gaming facilities and that the commission will be prepared to answer those questions. Executive Director Brownlee explained that the patron could play the historical horse racing machine in a similar fashion to a slot machine but that there is also the option to place parimutuel wager, the reality is that over 99% of players will not do that.
- Once the lottery gaming facilities are no longer able to stock pennies they will be rounding up to the nearest nickel to the benefit of the patron. Currently, patrons will need to get their loose change to the cage. The Lottery is working with the lottery gaming facilities to donate those odd cents to charities while on the gaming floor. They are currently testing this. The Lottery will have approval over which charities will be acceptable. This process is being used in a number of jurisdictions.
- Last month Commissioner Haag asked if KRGC had been asked to testify in the legislative budget process and Executive Director Brownlee said they had not. This month KRGC was asked to testify. The KRGC budget was presented to the legislative budget committee this week. Director White represented KRGC at the hearing. The budget was presented and there were no questions or discussion.
- Senior staff have been working down at the Gilley's facility for the last two to three weeks. Being on site has proven to be much more

expedient regarding final questions and comments about what can, or should, be done. Executive Director Brownlee shared his appreciation for staff's commitment to being onsite before the facility opens.

- The next commission meeting is scheduled for January 16<sup>th</sup> at 10:00a.m. in Park City.

MOTION, EXECUTIVE SESSION;  
CONFIDENTIAL BACKGROUND REPORTS  
(J.1.)

Commissioner Fleming (Haag) moved that the Commission go into executive session for purpose of reviewing confidential background reports presented today by the commission's security division. In addition to the commissioners, the confidential background reports portion included the executive director, director of security, and general counsel. The total time for the executive session was anticipated to be ten (10) minutes until 10:54 a.m. No action is to be taken in executive session, and the subjects discussed are to be limited as previously described. A full record of this motion is to be maintained as part of the permanent record of the Kansas Racing and Gaming Commission. At the conclusion of the executive session, the meeting is to be continued in open session. The motion carried 5-0, and the meeting was adjourned to executive session at 10:44 a.m.

RECONVENE  
(J.2.)

The commission meeting returned to open session at 10:54 a.m. with Chairman Moses, Commissioner Jones, Commissioner Turnquist, Commissioner Fleming, and Commissioner Haag present.

MOTION, EXECUTIVE SESSION; GILLEY'S SECURITY REPORT  
(J.3.)

Commissioner Jones (Turnquist) moved that the Commission go into executive session for purpose of discussing matters relating to security measures that protect agency personnel and the general public at Gilley's. In addition to the commissioners, the Gilley's security portion of the executive session will include the executive director and general counsel. The total time for the executive session was anticipated to be thirty-five (35) minutes until 11:30 a.m. No action is to be taken in executive session, and the subjects discussed are to be limited as previously described. A full record of this motion is to be maintained as part of the permanent record of the Kansas Racing and Gaming Commission. At the conclusion of the executive session, the meeting is to be continued in open session. The motion carried 5-0, and the meeting was adjourned to executive session at 10:55 a.m.

RECONVENE  
(J.4.)

The commission meeting returned to open session at 11:30 a.m. with Chairman Moses, Commissioner Jones, Commissioner Turnquist, Commissioner Fleming, and Commissioner Haag present.

MOTIONS ON  
LICENSE  
APPLICATIONS  
(L.)

Commissioner Turnquist (Fleming) moved to *approve the 233* license applications from the December 12, 2025, list of background reports referred to the commission for action. The motion carried 5-0.

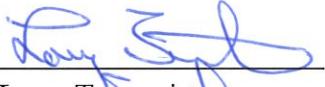
OTHER BUSINESS;  
(M.)

There were no other items for discussion or motion.

ADJOURNMENT  
(N.)

Chairman Moses stated that the January 16, 2026, commission meeting will begin at 10:00 a.m. for an in-person meeting at Gilley's in Park City, Kansas.

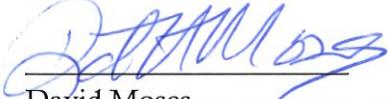
SUBMITTED BY:



Larry Turnquist  
Secretary

Commissioner Haag (Jones) moved to adjourn the meeting. Motion passed 5-0. The meeting was adjourned at 11:33 a.m.

APPROVED BY:



David Moses  
Chairman