

## KANSAS RACING AND GAMING COMMISSION

### MINUTES – OCTOBER 17, 2025

#### CALL TO ORDER (A.)

Chairman David Moses called the October 17, 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 Larry Turnquist, Brandon Jones, and Mike Fleming were also present. Others present included Executive Director Don Brownlee, Director of Security Roger Bailey, Director of Gambling DJ Lopez, Director of Casino Operations Rick Wilson, Government Relations Manager Randy Evans, and other staff.

#### MOTION, APPROVE AGENDA (B.)

Commissioner Fleming (Jones) moved to approve the agenda. Motion carried 4-0.

#### MOTION, APPROVE October 17, 2025 MEETING MINUTES (C.)

Commissioner Jones (Turnquist) moved to approve the minutes of the October 17, 2025, meeting. Motion carried 3-0. Commissioner Fleming abstained from the vote as he was not present for the October meeting.

#### MOTION, APPROVE CONSENT AGENDA (D.)

Commissioner Fleming (Jones) moved to approve the consent agenda (six items). Motion carried 4-0.

#### LOTTERY GAMING FACILITY REPORTS/ITEMS; BOOT HILL CASINO & RESORT (E.1.a.)

Ryan Deutsch, General Manager, reported:

- September 2025 revenue numbers compared to September 2024:
  - Total gaming revenue decreased 14.29%
  - Total slot revenue was down 16.14%
  - Table games revenue was up 0.91%
- September 2025 Sports Wagering revenue numbers
  - Retail Sportsbook Revenue \$19,115.00
    - Down 59.96% from September 2024
    - Handle was \$476,460 up 37.87%
    - Hold was down 70.95%
  - Digital Sportsbook Revenue: \$2,748,174.00
    - Down 71.21% from September 2024
    - Handle was \$118,358,120.00 down 0.77%
    - Hold was down 49.96%
- September Events and Promotions:
  - 2x Tuesdays – Every Tuesday in September, Players Club members earn 2x reward points all day
  - Earn and Eat – Every Wednesday in September, Players Club members who earn 20 tier points, receive a \$10 food voucher
  - Blackjack Goes Black – Every Thursday, Players Club members who receive a spade or club blackjack receive a \$20 free play bonus
  - Sunday of Fortune – Invited Players Club members receive bonus free play offers on Sundays in September

- Jackpot Encore Drawing – Jackpot winners have a chance to win their jackpot again at a drawing on September 26
- \$2 Tacos & Margaritas on Fridays – Partnership with local food truck
- October Events and Promotions:
  - 2x Tuesdays – Every Tuesday in October, Players Club members earn 2x comp points all day
  - Earn and Eat – Every Wednesday in September, Players Club members who earn 20 tier points, receive a \$10 food voucher
  - Table Games Hot Seats – Every Thursday from 5PM to 10PM, random Players Club members at table games are drawn to receive a free play prize
  - Gift Sets – Outdoor Set Gift Item available on Sundays for invited Players Club members
  - Jackpot Encore Drawing – Jackpot winners have a chance to win their jackpot again at a drawing on October 31
  - Haunted Hot Seats – Hot Seat Drawings every Saturday in October with \$20,00 in free play prizes up for grabs!
  - Spins & Spells VIP Slot Tournament – On October 31 invited Players Club members participate in a spooky slot tournament with lots of prizes and treats at every round!
- Upcoming Entertainment & Events
  - MercyMe – November 7
  - DC Takeover with Randy Rogers, Casey Donahew, Josh Abbott Band – December 5
- The facility is getting close on the restaurant. It has definitely had an impact on the business being closed since September 1<sup>st</sup>. On the 28<sup>th</sup> of October there is team member testing, where all the team members try the food to help sell it. On the 29<sup>th</sup> there will be a VIP event, the 30<sup>th</sup> will have another VIP event and a soft opening. Then on October 31<sup>st</sup>, there will be a grand opening for the restaurant.
- Commissioner Fleming asked what the loss in sportsbook revenue could be attributed to. General Manager Deutsch explained that the issue was primarily hold and noted that during the last meeting, General Manager Deutsch reported that the primetime games have not done very well from a hold percentage. General Manager Deutsch further explained that with regard to legacy revenue the facility is fighting a tough local economy, the local meat packing plants have reduced their operating hours due to low inventory supply of cattle.

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

Alli Kuplen, General Manager, reported:

- September 2025 revenue numbers compared to September 2024:
  - Total gross gaming revenue was increased 2.8%
  - Total slot revenue up 2.8%
  - Table games revenue down 0.22%
- September 2025 Sports Wagering revenue
  - Retail Sportsbook Revenue \$148,600.00
    - Down compared to September 2024's revenue of \$271,300.00

- Digital Sportsbook Revenue: \$1,700,000.00
  - Down from September 2024's revenue of \$5,400,000.00. General Manager Kuplen explained that the cause for the decrease in revenue was similar to what General Manager Deutsch explained with hold.
  - Handle was \$101,500,000.00
- September 2025 Sports Wagering
  - The total handle in retail was \$1.2 Million for September. This was up almost \$500k from August.
  - The handle was led by the NFL at 45%. This was followed by College Football at 42%, UFC at 9% and Soccer, Tennis and Golf rounded out the handle.
  - The largest wager in retail was an \$11,000 bet in the NFL on the Pittsburgh Steelers -3 over the
  - New York Jets. This wager was a loss.
- Upcoming Events and Promotions:
  - Double Down | Friday and Saturdays in October | 10am - 11:59pm
  - Blazing Hot Seats | Thursdays in October | 5pm - 8pm
  - Tahari Knife Set Gift Giveaway | Friday, October 3 | 4pm - 9pm
  - Football Shaped Charcuterie Board Gift Giveaway | Friday, October 10 | 4pm - 9pm
  - Master Chef Utensil Set Gift Giveaway | Friday, October 17 | 4pm - 9pm
  - Beverage Dispenser Gift Giveaway | Friday, October 24 | 4pm - 9pm
  - Oster Roasting Pan Giveaway | Friday, October 31 | 4pm - 9pm
  - Host Jessica's Birthday Event | Saturday, October 18 | 6pm - 7:30pm
  - Host Dillon's Birthday Event | Saturday, October 25 | 6pm - 7:30pm
  - VIP Halloween Party | Saturday, November 1 | 8pm-10om
- Upcoming Entertainment & Events:
  - Tattoo Expo | Arena | Thursday, October 1 - 5
  - Jobbers Automotive Convention | Arena | Friday, October 10 & Saturday, October 11
  - Rodney Carrington | Arena | December 13
  - Midland | Arena | December 18

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

Dave Rice, Compliance Manager, reported:

- September 2025 admissions were down 3% compared to September 2024
- September 2025 revenue numbers compared to September 2024:
  - Total gross gaming revenue increased 9.6%
  - Slot revenue increased 11.5%
  - Table games revenue decreased 6.1%
- September 2025 Sports Wagering revenue numbers
  - Retail Sportsbook Taxable Revenue: \$428,078.00
    - Down 36.2% compared to September 2024
    - Handle was \$4.2 million, a decrease of 33.2%

- Top Sports
  - NFL was 50% of handle
  - NCAA Football was 23% of handle
  - MLB was 13% of handle
  - Special event for the Crawford vs Canello boxing match. There were 449 wagers on that event. Handle was about \$60,000.00.
- Digital Sportsbook Taxable Revenue: \$311,179.00
  - Down 59.2% compared to September 2024
  - Handle was \$8,100,000.00 down 19% compared to prior year.
- Digital Sportsbook: Top Sports
  - NFL was 44% of handle
  - NCAA Football was 25% of handle
  - MLB was 19% of handle
- Recent/Upcoming Events and Promotions:
  - September 26 – 28 – NASCAR Race Weekend – Hollywood Casino 400
  - Thursdays in October – Craps Hottest Roll
  - October 3 - \$50,000 Freaky Friday
  - October 4 – Get Rich or Bewitched
  - October 7 – Smore Slot Play Pay Day
  - October 31 – Halloween Monster Match Game
  - November 7 – Turkey Feather Pick Your Prize
  - November 8 – Turkey Hi-Lo
- Chairman Moses asked if any adjustments were being made in light of the NCAA ruling that athletes and staff can now legally bet on professional sports. Compliance Manager Rice explained that the facility has not had internal discussion on that yet, so he is unsure where that is going to land.

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

Jeff McKain, General Manager, reported:

- September 2025 admissions increased 2.4% compared to September 2024
- September 2025 revenue numbers compared to September 2024:
  - Coin in increased 5.8%
  - Table games drop increased 1.0%
  - Net gaming revenue was up 8.3%
- September 2025 Sports Wagering revenue numbers
  - Retail Sportsbook Taxable Revenue: \$41,494.00
    - Up compared to September 2024's revenue of \$2,245.00
    - Retail wagers were down 55%.
  - Digital Sportsbook Taxable Revenue: \$1,575,977.00
    - Up compared to September 2024's revenue
    - Digital wagers were up 112%
- Events and Promotions:
  - September
    - Kiosk games on Mondays and Tuesdays.

- *Camp 49* promotions every Wednesday.
- *Table Games Cash Machine* promotion Friday the 12th.
- *Vip Slot Tournament* on Saturday the 20th
- Casino gifts on Sundays.
- Entertainment included Theory of Deadman (13th) and comedian Chris Kattan (27th)
- October
  - Kiosk games on Mondays and Tuesdays.
  - *Camp 49* promotions every Wednesday.
  - *VIP event* in the Corral on Friday the 3rd.
  - *Monster Match* promotion every Saturday.
  - Casino gifts on Sundays.

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

Jason Watkins, Gilley's Representative, reported:

- The facility hosted the Speaker of the House for a tour last week.
- Things are coming together, most of the heavy construction is done and just working on finishes.
- Invitations have been sent out for the grand opening. The chairman and the Kansas Senate President have been invited to speak.
- Chairman Moses asked how the job fairs are going. Mr. Watkins responded that he believes that they have gone really well.

COMMISSION ITEMS –  
OLD BUSINESS; (F.)

There was no old business.

COMMISSION ITEMS –  
NEW BUSINESS; LIVE  
HORSE RACING  
REGULATION REVIEW  
(G.1)

DJ Lopez, Director of Gambling, presented the staff agenda memorandum regarding the live horse racing regulation review. Director Lopez recommended that the commission move to maintain the regulation's current status to provide stability for horse breeders.

Commissioner Turnquist asked that Director Lopez confirm that the recommendation is that the commission not move forward with any changes. Director Lopez responded that the industry had reached out and said they would like to put on hold any of the changes because of the foal season and also to get racing up and running.

Commissioner Turnquist asked if the agency received any request to take testimony today. Director Lopez responded that in lieu of public comments the agency requested that stakeholders submit written testimony. The agency did receive several written statements which were provided to the commissioners.

Chairman Moses noted that there is a public comment section after the New Business Item and that anyone with a burning desire to speak to the commission could do so at that time. Director Lopez confirmed that was accurate.

Chairman Moses noted that there is a three-year moratorium that prohibits live horse racing outside of the Eureka track. Director Lopez confirmed that was accurate. Chairman Moses asked when the moratorium begins, after the first race or after the legislation passed. Director Lopez responded that he believes it began at the time the legislation was enacted. Chairman Moses noted that the three-year moratorium is not a three-year moratorium from the start of racing. Director Lopez responded not from the start of racing and that he believes it was intended to begin at passage. Chairman Moses said that he presumes all the interested parties were aware of this. Director Lopez said he believes so and is part of the reason why they wanted to get these regulations changed right away, but all the work needed for the track slowed that down. Chairman Moses noted that it did not slow down the moratorium. Director Lopez confirmed that was accurate. Chairman Moses asked Mike O'Donnell, lobbyist for the Greenwood County Fair Board which owns Eureka Downs, to address the issue. Mr. O'Donnell said that he believes the three-year moratorium begins when racing starts not from when the legislation passed, however, they may need to seek more clarity from the legislature. Chairman Moses encouraged any interested parties in that issue to work it out and come to an agreement.

Chairman Moses asked that what is being asked of the commission is to reaffirm what is currently on the books. Director Lopez confirmed that was accurate. Chairman Moses asked if there are any changes those would have to be presented to the commission. Director Lopez confirmed that was accurate. Chairman Moses asked if there are no changes, will this be the last time the commissioners review the regulations. Director Lopez confirmed that was accurate and that if changes are requested, those would be brought before the commission.

Chairman Moses thanked all the industry stakeholders that submitted written comments and those who attended the meeting.

Commissioner Turnquist noted that the commission has considered suggestions from the live horse racing industry stakeholders of Kansas and believes that current administrative rules and regulations governing live horse racing serve the needs for parimutuel horse racing to be conducted here in the State of Kansas. Commissioner Turnquist (Jones) moved to maintain the current state of the Kansas Racing and Gaming Administrative Rules and Regulations Governing live horse racing. Motion passed 4-0.

#### PUBLIC COMMENTS (H.)

Peach Madl, Executive Director of the Kansas Thoroughbred Association, a breeder, racer, pin-hooker and has enjoyed this industry very much. Very thankful to all of the staff and their availability to answer questions as we

go through Article 12. Ms. Madl said the commission seems uncomfortable about the push on Article 12 and what might help is to know that it is based on the bred program which means all the breeders needed to decide if they were going to allow their foals to be born in Kansas or another state. So we have three years to get a baby on track, and the bred program determines the rules for how that has to happen. So, stakeholders needed to know it or by December breeders would have to move their bred mares to other states. Ms. Madl thanked the commission for doing that. Ms. Madl said we have been working with the Kansas Horse Council has facilitated a horsemen's group over the last year and they have been wonderful. It is really hard to take two different breeds with two different ways of competing and so trying to find consensus takes a lot of time. Thank you to the Horse Council, they keep us engaged, they document and do all of the administrative work and share that with commission staff. Ms. Madl says there is a nice group of quarter horse, thoroughbreds, and paint horse association representation. In the written testimony there is a list of the members. Ms. Madl said that they would like for the commission to officially make them the advisory group so that we can continue to work on getting all the needed recommendations and regulations. Ms. Madl shared that some of the ongoing concerns the group is dealing with is the 16-day race meet is not enough to make it financially sound to foal in Kansas. With a 16-day race meet, will allow maybe 1.5 chances to run in a race a year. Ms. Madl said that we really have to support and try to get that expanded, if we can use what the legislature said of the forty-four race then we can attract people from other states to foal in Kansas. During the time being, Ms. Madl asked the commission to consider allowing Kansas-bred races to be run in surrounding states. Ms. Madl explained that most run their horses in three states, Nebraska, Iowa, and Oklahoma. Usually two states, we want to race ten months out of the years. Ms. Madl thinks any of those tracks would be happy to host a Kansas-bred race.

Commissioner Fleming asked that Ms. Madl confirm she wants the Kansas horsemen group recognized as an advisory committee. Ms. Madl confirmed that was accurate. Commissioner Fleming asked the difference between the Kansas Horse Council and the Kansas horsemen's group. Ms. Madl explained that the Kansas Horse Council is a state-affiliate of the national group and was the perfect group to facilitate and represent all breeds.

Chairman Moses noted that Ms. Madl mentioned Kansas-bred races in other states and shared that his sense is that is something the other states would have to allow and that the commission would not have the authority or jurisdiction to do that, other than maybe in the form of some sort of reciprocity agreement. Ms. Madl responded that she was not sure because

she does not manage a track, but she assumes that, because a percentage of HHR revenue is going to be available for breeders' awards and restricted races, until we have the opportunity to have more races in Kansas could those funds not be used to support Kansas-Bred race in the state where Kansans are running. Chairman Moses responded that, one, this is a question that the Legal team will need to review, and two, this would require action by whatever state Ms. Madl would like to see run Kansas-bred races to allow that.

Chairman Moses asked if the action taken today provides the guidance needed to move forward. Ms. Madl confirmed that it does.

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

Garrett Rogers, Paralegal, reported on both the Voluntary Exclusion Program and Sports Wagering Exclusion Program statistics for September 2025 and quarterly illegal gambling report.

- Chairman Moses asked how Mr. Rogers his committee testimony went. Mr. Rogers explained that he attended the hearing but was not called to answer any questions.

Executive Director Brownlee reported:

- Gilley's has provided KRGC a temporary office facility in the way of a modular office trailer that is on-site that KRGC is currently operating from.
- The KRGC supervisor selected for the facility is Aaron Harvey and he is on-site. A licensing officer has been hired who is also working on-site.
- There will be seven enforcement agents assigned to that facility, they will provide law enforcement, regulatory enforcement, and backgrounds for Gilley's facility. Three of KRGC's existing enforcement agents are transferring to the HHR facility. KRGC has hired four new enforcement agents to fill out the rest of the staff.
- The HHR facility is not a casino and falls under the authority authorized by the parimutuel racing act rather than the expanded lottery act from which the casinos work from. So, the statutes and regulations will be somewhat different from what KRGC employees are accustomed to. All enforcement agents will begin a training regiment on October 27<sup>th</sup> at the facility.
  - Chairman Moses asked how many days that training will be. Executive Director Brownlee explained that a combination of trainings and backgrounds will be ongoing until the opening of the facility. Director of Casino Operations Rick Wilson has set up the training. Any time the agents at the facility are not in an official training mode they will be working on backgrounds for those employees at the facility.



- The remaining KRGC position is a parimutuel auditor that will be assigned at the facility. A conditional offer of employment has been made, and the applicant is currently going through the background process.
- In other staff developments, Staff Attorney Eleazar Hazel will be leaving KRGC and will be moving to a similar position at Wildlife & Parks and wish him luck.
  - Chairman Moses thanked Eleazar for all his service and wished him luck.
- In the past it has been discussed about having a commission meeting at the HHR facility. After consultation with Gilley's management, we plan on having that meeting down there on January 16, 2026.
- The next commission meeting is scheduled for November 14<sup>th</sup> at 10:00a.m. here in Topeka.

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

Commissioner Jones (Turnquist) 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 staff attorney James Bain. The total time for the executive session was anticipated to be ten (10) minutes until 11:05 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 4-0, and the meeting was adjourned to executive session at 10:55 a.m.

RECONVENE  
(J.2.)

The commission meeting returned to open session at 11:05 a.m. with Chairman Moses, Commissioner Turnquist, Commissioner Jones, and Commissioner Fleming present.

MOTION, EXECUTIVE  
SESSION;  
CONFIDENTIAL  
BACKGROUND  
REPORTS  
(J.3.)

Commissioner Jones (Turnquist) 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 staff attorney James Bain. The total time for the executive session was anticipated to be ten (10) minutes until 11:20 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 4-0, and the meeting was adjourned to executive session at 11:10 a.m.

RECONVENE  
(J.4.)

The commission meeting returned to open session at 11:20 a.m. with Chairman Moses, Commissioner Turnquist, Commissioner Jones, and Commissioner Fleming present.

MOTIONS ON  
LICENSE  
APPLICATIONS  
(L.)

Commissioner Turnquist (Jones) moved to *deny two* license applications, *table one* license application, and *approve the remaining 194* license applications from the October 17, 2025, list of background reports referred to the commission for action. The motion carried 4-0.

OTHER BUSINESS;  
(M.)

There were no other items for discussion or motion.

ADJOURNMENT  
(N.)

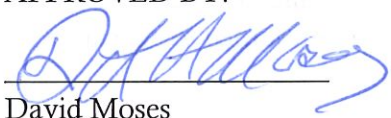
Chairman Moses stated that the November 14, 2025, commission meeting will begin at 10:00 a.m. for an in-person meeting at the Eisenhower State Office Building in Topeka, Kansas.

SUBMITTED BY:

  
Brandon Jones  
Vice Chairman

Commissioner Jones (Turnquist) moved to adjourn the meeting. Motion passed 4-0. The meeting was adjourned at 11:23 a.m.

APPROVED BY:

  
David Moses  
Chairman