

Department of Public Safety

Gambling Control Board 21th Annual Report 2025

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INTRODUCTION

OVERVIEW

The State of Maine Gambling Control Board was created in 2004 within the Department of Public Safety to carry out the functions specified in M.R.S. Title 8 Chapter 31 in response to a citizens' initiative to allow slot machines at two locations in Maine. In November 2005, Hollywood Casino opened with slot machines only, and in November 2011, after local approval allowed them to add table games, they began operating as a full casino in March 2012. In November of 2010, the citizens of Maine voted to allow a second casino in Oxford County. Oxford Casino began operations as a full casino with both slots and table games in June 2012. In 2023 Advance Deposit Wagering was made open to any person who seeks to apply for and be licensed as an advance deposit wagering operator regulated by the Board.

GAMBLING CONTROL BOARD

The Board consists of 5 members appointed by the Governor. At least 4 of the Board members must have training or experience in at least one of the following fields: corporate finance, economics, law, accounting, law enforcement, computer science or the gambling industry. One member must have experience in the harness racing industry. An elected official or candidate for elective office may not serve as a Board member.

Members of the Board serve 3-year terms, except that the Governor shall initially appoint one member for a term of one year, 2 members for a term of 2 years and 2 members for a term of 3 years. A vacancy is filled by appointment for the remainder of the unexpired term of that member. Members whose terms expire serve until their successors are appointed and confirmed. Members may serve no more than 2 full consecutive terms on the Board.

Appointees must be reviewed by the joint standing committee of the Legislature having jurisdiction over gambling matters and are subject to confirmation by the Senate. The Governor shall appoint one of the 5 Board members as chair. The member serves as chair at the pleasure of the Governor.

BOARD COMPOSITION

Members who served on the Gambling Control Board in 2025 include: Chairman, Mr. Steven Silver, Esq, and four Board members; Chief, Noel March, M.A., Mr. Joseph Hanslip, Retired PD, Ms. Kelly Mackusick from the Harness Racing Industry, and Ms. D'arcy Main-Boyington, economic development in the state of Maine.

In 2025, the Board held meetings in the Champlain Room located at the Department of Public Safety Headquarters at 45 Commerce Drive in Augusta. Beginning in April, the Gambling Control Unit moved to its new office location within the Public Safety building to Suite 5. In that move, a formal Boardroom was established, and meetings are now being held at the new location. The Board also holds one meeting per year at each of Maine's casinos. The topics discussed at the meetings of the Gambling Control Board include, but are not limited to:

- Regulating, supervising and exercising general control over the ownership and operation of slot machines and table games, the distribution of slot machines and table games and slot machine facilities and casinos,
- Adopt those rules the Board determines necessary to administer and enforce MRS, Title 8, Chapter 31,
- Take any action as may be reasonable or appropriate to protect the public interest and enforce chapter 31 and the rules adopted under this chapter, including denial, suspension or revocation of a license,
- Approve or disapprove terms and conditions of uniform location agreements,
- Impose sanctions, penalties and costs of investigation and hearing against any applicant or licensee for violation of chapter 31 or the rules adopted,
- Regulate, supervise and exercise general control over the operation of advance deposit wagering in the State, and
- Review of relevant pending legislation.

GAMBLING CONTROL UNIT

The Gambling Control Unit is a bureau within the Department of Public Safety. This Unit provides support to the Board under the direction of the Executive Director. The Unit is responsible for the licensing, auditing and inspection of corporations, business entities, individuals, table games, slot machines and their associated equipment used to operate casinos in Maine.

The Gambling Control Unit staff works diligently to ensure that the casinos are in compliance with the statutes and rules that regulate the casino industry. They work closely with the casinos and other members of the industry to ensure a safe gaming environment for the patrons who choose to participate in gambling. The current positions assigned to casino and advance deposit wagering oversight include executive director, deputy director, 1 administrative assistant, 1 licensing specialist, 8 civilian inspectors and 2 auditors.

There is also 1 identification specialist position in the State Bureau of Identification, funded by the Gambling Control Board, due to the large number of fingerprint submissions that the licensing process generates. The Board's budget also funds 2 Assistant Attorneys General to assist with the legal work of the Board.

EXECUTIVE DIRECTOR

The Executive Director, Milton Champion reports to the Gambling Control Board, provides leadership, administration and oversight of the three functional areas. Each area focuses on a different aspect of regulation within the gaming industry. Specific responsibilities include, but are not limited to:

- Enforcement of Maine Statutes, Board Rules and Licensee System of Internal Controls,
- Individual and business licensing to include investigations of qualifications,
- Investigate any alleged violations or complaints of the Chapter, rules or internal controls,
- Collect all funds, licensing and registration fees,
- Revenue distribution,
- Oversight of the Facility Monitoring Systems,
- Transport of gaming devices into, out of, or within the State,
- Rule development,
- Staff development,
- Budget planning, and
- Keeps accurate and complete records of all areas of operation.

DEPUTY DIRECTOR

The Deputy Director, Matthew Motti reports to the Executive Director and provides leadership, administration and primary oversight of charitable gaming, fantasy contests and sports wagering while assisting the Executive Director in casino and ADW operations. Specific responsibilities include, but are not limited to:

- Enforcement of Maine Statutes and Board and Unit Rules,
- Investigates any alleged violations or complaints of the assigned chapters,
- Collects all funds, licensing and registration fees relating to charitable gaming, fantasy contests and sports wagering,
- Revenue distribution,
- Staff development,
- IT and Surveillance representative of the Unit in all areas, and
- Keeps accurate and complete records from all areas assigned.

ADMINISTRATIVE SUPPORT

The Administrative Assistant, Ms. Ryleigh Brown, is the administrative support to the Executive and Deputy Director. Responsibilities include, but are not limited to:

- Manage office protocol as directed by the Executive Director,
- Scheduling meetings as requested,
- Assisting auditors and inspector operations in their needs regarding tech support and supplies,
- Preparing and recording audio, video, and minutes of Board meetings,

- Coding and processing all bills for service, contracts and amendments to service,
- Processing of self-exclusion applications and requests for removal, and
- Keeping the Gambling Control Board website up to date.

LICENSING

The Licensing Specialist, Ms. Mallory Reilly, ensures all initial or renewed individual employee applications are filled out completely and all supportive documentation is recorded. The completed process includes, but may not be limited to:

- Collecting fees and fingerprint cards,
- SBI record check reviewed,
- MRS financial report,
- Experian credit check,
- Assign casino inspector for an in-person interview with applicants, and
- License verifications from other states, as applicable.

Initial applications are sent in upon completion and can range from 10 to 20 a month; Renewal applications are submitted 60 days in advance of expiration dates and can range from 30 to 70 a month.

On average, there are 850 employees licensed annually by the Gambling Control Board. As well as 2 Casino Operator licenses, 14 Distributor licenses, 13 Gambling Service Vendor licenses and 4 Advance Deposit Wagering Operators.

Business entity applications and those individuals with authority over day-to-day operations are processed by 3rd party contractors who complete the background investigations and financial reviews in relation to the business application.

In 2025, there were 283 new license investigations conducted along with 271 renewal license investigations that included business entities.

OPERATIONS

There are 8 civilian Inspectors assigned to Hollywood and Oxford Casinos. Inspectors are responsible for, but are not limited to:

- Accepting and testing software and recording through work orders any upgrades, movements for machines or RAM clears as appropriate prior to being placed into play.
- There were 125 shipments of slot machines, table games or associated equipment into, out of, or within the State of Maine in 2025.
- There were 1,000 work orders completed for 2025.
- They complete random inspections and note any interest in the inspector pass-on log to report finding not only within the assigned facility but to also share information between facilities.
- There were 754 pass-on entries of interest between inspectors and between facilities.
- As a result of that monitoring there were 42 formal complaints in 2025, an increase of 147.1% from 2024 and a 23.5% increase from 2022 to 2024, and
- There were 7 patron complaints.

Additional responsibilities include, but are not limited to:

- Liaison with local, state and federal law enforcement agencies as needed,
- Receive, remove, record and label slot machines and table games,
- Adherence of Maine statutes, rules and facility internal controls,
- Administering the self-exclusion and finger printing program, and
- Being available to the public to assist as requested.

AUDITING

Since the use of a central site monitoring system was discontinued in June 2024, changes were made to the daily auditing processes used to review and reconcile the casino operator's financial reporting of slot machine revenue, which is the basis for most of the weekly taxes due to the State. These auditing processes now test operator controls are being used to ensure completeness and the accuracy of the facility-based monitoring system accounting by machine, which is electronically collected from the slot machines 24 hours a day, 7 days a week. Financial information reported from this system, processing, is reviewed and tested to ensure the proper payment of revenue to the State of Maine. Any detected variances or errors are corrected. Examples of causes of variances can be:

- Slot machine malfunction or loss of connection
- Hand Payouts
- Coin Tests
- Unclaimed, missing or Voided Ticket In/Ticket Out (TITO) Tickets

Inspectors observe the drop and count of table game activities to ensure the proper recording of the table games revenue because there is no electronic monitoring of table games. Until a re-evaluation is completed, other unit staff are being held responsible for safeguarding and accounting for state revenues and allocation of funds to various accounts in accordance with Maine Revised Statutes. The statistical information for slot machine and table revenue is posted weekly on the Gambling Control Unit website, along with all other pertinent information at <https://www.maine.gov/dps/gcu/>.

Auditors are also assigned to other areas of responsibility within the Unit, which include advance deposit wagering, charitable gaming, fantasy contests, and sports wagering.

PROBLEM GAMBLING

The Board finds that the State has a compelling interest in ensuring that people have access to information and resources to address problem and compulsive gambling. Prior to commencing slot machine or casino operations, the slot machine or casino operator shall submit its responsible gaming program to the Board. The program shall address the following areas:

- It is designed to promote responsible gaming in accordance with the requirements of Chapter 13 of Board Rules. The slot machine or casino operator must submit the written materials concerning problem gambling, as required by Chapter 13 section 6(1)(C), to the Board for approval thirty days prior to posting or providing the materials in the casino or slot facility.
- Be designed to promote responsible alcohol service and consumption identifying all employee training related to alcohol service. Shall identify the procedures designed to prevent a visibly intoxicated individual from gambling or consuming alcohol at the casino or slot machine facility,
- Shall identify the means to prevent minors from gambling, consuming alcohol and purchasing tobacco products at the slot machine or casino facility and address any unattended minors found at the slot machine or casino facility, and
- Identify the standards the slot machine or casino operator shall follow in its marketing campaigns designed to prevent promotional materials or communications from being directed specifically to individuals who have self-excluded themselves from the facility, as required in Chapter 13 section 6(3)(G), or who have requested that they not receive such materials or communications.

In 2025 there were 165 self-exclusions: 102 – 1 year, 16 – 3 years, 14 – 5 years and 33 – lifetime. Currently there are 501 self-excluded people on the state list which is an increase of 28 from 2025.

EVENTS THAT SHAPED THE 2025 GAMING YEAR

The Gambling Control Unit moved to their new location within the Department of Public Safety building from Suite 3 to Suite 5 located at 45 commerce Drive in Augusta Maine.



Training was provided by Gaming Laboratory International (GLI) on slot machine and table game technology and inspection, audit, progressive and bonusing functions for unit staff, Board members and technicians from each casino.

Chapter 19-A was added to Board rules for laboratories approved by the Board to certify gaming devices for use in Maine. Gaming Laboratory International (GLI) and BMM were approved.

Board rule Chapter 13 was updated to direct the problem gambling self-exclusion program for all areas of gaming in the state under the Board.

Detective Donald Armstrong retired and the Board approved pre-qualified vendor Gaming Integrity Services (GIS) to complete background checks on businesses and their executives. Unit staff assigned to licensing are completing the backgrounds checks on casino employees with the assistance of casino inspectors.

Revenue for the state from casino gaming **increased by 3.09%** to \$69,340,775.

Revenue for the state from advance deposit wagering **increased by 49.3%** to \$312,847.

Revenue for the state from sports wagering **increased by 20.54%** to \$6,673,188.

Revenue for the state from fantasy contests **increased by 114.7%** to \$367,507.

Revenue for the state from charitable gaming decreased by 13.09% to \$427,428.

Total revenue collected from all areas in 2025 was **\$77,121,745**.

FINANCIAL STATEMENTS

Administrative Fiscal Expenses

	<u>Expenses FY24</u>	<u>Expenses FY25</u>	<u>Difference</u>
PERSONNEL SERVICES:			
SALARIES	1,017,476.81	1,222,290.75	204,813.94
	92,332.48	42,586.00	(49,746.48)
	825.00	140,484.04	139,659.04
		1,265.00	1,265.00
BENEFITS	644,539.26	798,382.71	153,843.45
SUB TOTAL	\$1,755,173.55	\$2,205,008.50	\$449,834.95
ALL OTHER EXPENSES:			
PROF. SERVICES, NOT BY STATE	1,644,334.49	483,628.69	*(1,160,705.80)
PROF. SERVICES, BY STATE	148,652.82	291,492.81	142,839.99
TRAVEL EXPENSES, IN-STATE	170.41	775.31	604.90
TRAVEL EXPENSES, OUT OF STATE	6,872.12	4,824.96	(2,047.16)
STATE VEHICLE OPERATIONS	0.00	1,552.23	1,552.23
RENTS	53,004.34	68,462.50	15,458.16
INSURANCE	5,940.81	5,772.81	(168.00)
GENERAL OPERATIONS	9,796.22	62,757.64	52,961.42
EMPLOYEE TRAINING	4,014.08	4,037.80	23.72
TECHNOLOGY	70,811.71	77,822.34	7,010.63
CLOTHING	1,931.30	90.36	(1,840.94)
EQUIPMENT & NON-STATE TECH	17,007.55	44,720.47	27,712.92
OFFICE & OTHER SUPPLIES	8,436.15	14,614.76	6,178.61
TRANSFERS	13,622.86	13,038.17	(584.69)
SUB TOTAL	<u>\$1,984,594.86</u>	<u>\$1,073,590.85</u>	<u>\$(911,004.01)</u>
TOTAL EXPENSES	\$3,739,768.41	\$3,278,599.35	\$(461,169.06)

*Transition from central monitoring to facility based from LD 2070 in June 2024

STATE REVENUE FUNDS COLLECTED CALENDAR YEAR

SLOT MACHINE COLLECTED FUNDS 2025

	2024	2025	Difference
HOLLYWOOD	\$24,165,045	\$25,791,084	\$1,626,039
OXFORD	\$39,171,028	\$39,630,322	\$459,294
TOTAL	\$63,336,073	\$65,421,406	\$2,085,333

TABLE GAME COLLECTED FUNDS 2025

	2024	2025	Difference
HOLLYWOOD	\$1,617,514	\$1,661,358	\$43,844
OXFORD	\$2,307,341	\$2,258,011	(\$49,330)
TOTAL	\$3,924,855	\$3,919,369	(\$5,486)

TOTAL COLLECTED FUNDS 2025 **\$69,340,775**

FEES COLLECTED 2025 **\$1,342,625**

Fees include operators, vendors, individual employees, slot machines, table games, and miscellaneous fines.

ALLOCATION OF FUNDS COLLECTED AND DISTRIBUTED CALENDAR YEAR

SLOT MACHINE ACTIVITY

1% of the gross revenue collected from Hollywood Casino is distributed to the General Fund.

39% of the net revenue collected from Hollywood Casino is distributed by and to the following:

4%	General Fund with fixed amount transferred to Gambling Addiction Services Fund
10%	Fund for a Healthy Maine
1.92%	University of Maine System Scholarship fund
0.08%	Maine Maritime Academy
10%	Harness Racing Purse Supplements
3%	Agricultural Fair Support Fund
4%	Fund to Encourage Racing at Maine's Commercial Tracks
1%	Fund to Stabilize Off-Track Betting
3%	Sire Stakes Fund
1%	Maine Community College System
<u>1%</u>	City of Bangor
39%	Total

46% of the net revenue collected from Oxford Casino is distributed by and to the following:

25%	Department of Education Grades K-12 Essential programs.
3.84%	University of Maine Scholarship Fund
0.16%	Maine Maritime Academy
3%	Maine Community College System Scholarships
4%	Tribal Governments of the Penobscot and Passamaquoddy Tribes
3%	GCB Admin Expenses and gambling Addiction counseling services
2%	Town of Oxford
1%	Agricultural Fair Support
1%	Harness Racing Purse Supplements
1%	Sire Stakes Fund
1%	Oxford County
0.5%	Dairy Improvement Fund
<u>0.5%</u>	Maine Milk Pool
46%	Total

TABLE GAME ACTIVITY

16% of the net revenue collected from Hollywood Casino is distributed by and to the following:

9%	General Fund: GCB Admin Costs and gambling addiction services
3%	Administrative Expenses of the Gambling Control Board
2%	Veterans Assistance Grant Fund
<u>2%</u>	City of Bangor
16%	Total

16% of the net revenue collected from Oxford Casino is distributed by and to the following:

10%	Department of Education for grades K-12 essential programs
3%	Other Special Revenue Fund: GCB Admin Expenses
2%	Town of Oxford
<u>1%</u>	Oxford County
16%	Total

TOTAL ALLOCATION OF FUNDS BY RECIPIENT

General Fund <i>with a fixed amount transferred to Gambling Addiction Services</i>	\$12,178,635
Gambling Control Board - Administrative Costs in the General & Other Special Revenue Fund Accounts	\$2,697,092
Department of Education for Grades K-12	\$22,949,396
Maine Maritime Academy	\$165,776
Maine Community College System	\$3,075,139
University of Maine System Scholarship Fund	\$4,261,523
Fund to Encourage Racing at Maine's Commercial Tracks	\$1,962,210
Harness Racing Purses	\$5,767,054
Sire Stakes Fund	\$2,333,186
Agricultural Fair Support Fund	\$2,333,186
Fund to Stabilize Off-Track Betting	\$490,553
Penobscot and Passamaquoddy Tribes	\$3,446,115

Town of Oxford	\$2,005,309
City of Bangor	\$698,222
Oxford County	\$1,002,655
Healthy Maine Fund	\$4,905,525
Dairy Improvement Fund	\$430,764
Milk Pool	\$430,764
Veterans' Assistance	\$207,670
TOTAL ALL ALLOCATIONS	<u>\$69,340,755</u>

ADVANCE DEPOSIT WAGERING ALLOCATION OF FUNDS COLLECTED AND DISTRIBUTED CALENDAR YEAR



ADVANCE DEPOSIT WAGERING COLLECTED FUNDS 2025

	2024	2025	Difference
IN-STATE RACES	\$12,197.79	\$13,258	\$1,060
OUT OF STATE RACES	\$197,381.65	\$299,589	\$102,207
TOTAL	\$209,579.44	\$312,847	\$112,267

ADVANCE DEPOSIT WAGERING ACTIVITY

5% of the net revenue collected from Advance Deposit Wagers is distributed by and to the following from in-state wagers:

- 10% General Fund
- 20% Off Track Betting facilities
- 1% Sire Stakes Fund
- 10% Agricultural Fair Support Fund
- 24% Supplement Harness Racing Purses
- 20% Track where wager was placed
- 15% Commercial Tracks according to §1072 1., G.

5% of the net revenue collected from Advance Deposit Wagers is distributed by and to the following from out-of-state wagers:

- 10% General Fund
- 36% Off Track Betting facilities
- 1% Sire Stakes Fund
- 10% Agricultural Fair Support Fund
- 7% Supplement Harness Racing Purses
- 36% Commercial Tracks according to §1072 2., F.

**ALLOCATION OF FUNDS FOR
RACES CONDUCTED IN MAINE**

General Fund	\$1,504
Off-Track Betting facilities	\$2,654
Sire Stakes Fund	\$133
Agricultural Fair Sup. Fund	\$1,326
Sup. Harness Racing Purses	\$3,182
Track where the wager was placed	\$2,474
Commercial Tracks	\$1,989
TOTAL ALL ALLOCATIONS	\$13,258

**ALLOCATION OF FUNDS FOR
RACES CONDUCTED OUTSIDE OF MAINE**

General Fund	\$29,959
Off-Track Betting facilities	\$107,852
Sire Stakes Fund	\$2,996
Agricultural Fair Support Fund	\$29,959
Sup. Harness Racing Purses	\$20,971
Commercial Tracks	\$107,852
TOTAL ALL ALLOCATIONS	\$299,589