# COMMITTEE ON LEGISLATIVE RESEARCH OVERSIGHT DIVISION

# **FISCAL NOTE**

L.R. No.: 3586-02

Bill No.: SB 567

Subject: Gambling

Type: Original

Date: February 25, 2020

Bill Summary: This proposal authorizes sports wagering.

# **FISCAL SUMMARY**

ESTIMATED NET EFFECT ON GENERAL REVENUE FUND							
FUND AFFECTED	FY 2021	FY 2022	FY 2023	Fully Implemented (FY 2025)			
General Revenue	(Less than \$105,322)	(Less than \$113,027)	(Less than \$113,288)	(Less than \$113,825)			
Total Estimated Net Effect on General Revenue	(Less than \$105,322)	(Less than \$113,027)	(Less than \$113,288)	(Less than \$113,825)			

Numbers within parentheses: ( ) indicate costs or losses. This fiscal note contains 26 pages.

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ESTIMATED NET EFFECT ON OTHER STATE FUNDS							
FUND AFFECTED	FY 2021	FY 2022	FY 2023	Fully Implemented (FY 2025)			
Gaming Commission (0286)	(\$144,694)	\$335,910	\$315,279	\$402,545			
Gaming Proceeds for Education (0285)	\$7,460,883 to \$17,097,750	\$8,953,060 to \$20,517,300	\$8,953,060 to \$20,517,300	\$8,953,060 to \$20,517,300			
State Lottery (0682)	\$0	\$0	\$0	\$0			
Lottery Enterprise (0657)	\$0	\$0	\$0	\$0			
Lottery Proceeds (0291)	\$59,426,854	\$114,082,087	\$116,414,641	Could exceed \$116,414,641			
Total Estimated Net Effect on <u>Other</u> State Funds	\$66,743,043 to \$76,379,910	\$123,371,057 to \$134,935,297	\$125,682,980 to \$137,247,220	Could exceed \$125,770,246 to \$137,334,486			

ESTIMATED NET EFFECT ON FEDERAL FUNDS							
FUND AFFECTED FY 2021 FY 2022 FY 2023 (FY 2							
Total Estimated Net Effect on <u>All</u> Federal Funds	\$0	\$0	\$0	\$0			

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ESTIMATED NET EFFECT ON FULL TIME EQUIVALENT (FTE)							
FUND AFFECTED	FY 2021	FY 2022	FY 2023	Fully Implemented (FY 2025)			
Gaming Commission (0286)	2 FTE	2 FTE	2 FTE	2 FTE			
Lottery Enterprise (0657)	1 FTE	1 FTE	1 FTE	1 FTE			
Total Estimated Net Effect on FTE	3 FTE	3 FTE	3 FTE	3 FTE			

Estimated Net Effect (expenditures or reduced revenues) expected to exceed \$100,000 in any of the three fiscal years after implementation of the act.

ESTIMATED NET EFFECT ON LOCAL FUNDS						
FUND AFFECTED	FY 2023	Fully Implemented (FY 2025)				
<b>Local Government</b>	Could exceed \$828,987 to \$1,899,750	Could exceed \$994,784 to \$2,279,700	Could exceed \$994,784 to \$2,279,700	Could exceed \$994,784 to \$2,279,700		

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#### FISCAL ANALYSIS

#### **ASSUMPTION**

§§313.230, 313.800, 313.1000, 313.1002, 313.1003, 313.1004, 313.1006, 313.1008, 313.1010, 313.1012, 313.1014, 313.1016, 313.1018, 313.1019, 313.1020, 313.1021, 313.1022, and 313.1024 - Sports wagering

Officials from the **Missouri Gaming Commission (MGC)** estimate this proposal would increase sports betting revenue by approximately \$35 million annually. MGC bases this estimate off of a comparison to Mississippi's Sports Betting experience for the past 12 months, Rubin Brown and an Oxford Study. Based on MGC calculations (Oxford and Rubin Brown study), adjusted gross receipts under this proposal could be approximately \$110 million. At a tax rate of 9%, revenues generated from the tax could be approximately \$9.9 million (distributed 90/10 between the state and local governments).

MGC annualized the state of Mississippi's Total Revenue from sports betting by taking Mississippi's total revenue from November 2018 through October 2019. Mississippi determined it sports betting revenue was 2% of their total gaming revenue. This was calculated by taking \$45,036,857 and dividing by \$2,141,840,000 (\$45,036,856.59/\$2,141,840,000 = .02 or 2%). MGC assumes Missouri's sports betting revenue would also be 2% of total gaming revenue or \$35,089,400 (\$1,754,470,000 total sports revenue x 2% = \$35,089,400). Mississippi sports betting is limited to bets placed in person at the casinos. In making fiscal estimates, MGC assumes allowing online wagering, in addition to casino-based wagering, will significantly increase MGC's overall revenues. Based on the Oxford study and experience in other states, including Pennsylvania, West Virginia and New Jersey, MGC assumed the estimated \$35 million calculated for wagers placed in person at casinos would comprise approximately 30% of the total sports wagers placed. Therefore, sports betting revenue would be comprised of 70% mobile wagering and 30% retail wagering if the law would allow mobile wagers to be placed  $[(\$35,089,400 \times 70\%)/30\% = \$81,875,266]$ . Per \$313.1000 of this proposal, Adjusted Gross Receipts are calculated by taking total revenue less payouts. MGC estimates Missouri's total revenue to be \$116,964,666.

Total Revenue \$116,964,666

Less Payouts \$6,433,056 (\$116,964,666 x 5.5%)

Adjusted Gross Receipts (AGR) \$110,531,610

**Oversight** notes, according to a New York Times article dated April 16, 2019, sports betting revenue has only brought in half of what Tunica officials had expected. Since sports betting is a fairly new concept for Mississippi, Oversight notes the revenue used by MGC to calculate revenue generated from this proposal could be overstated. Oversight does not currently have the resources or ability to produce an independent estimate. Therefore, Oversight will reflect the AGR estimated by MGC.

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# <u>ASSUMPTION</u> (continued)

**MGC** officials state this bill allows for a Certificate of Authority Application Fee (initial) of \$25,000/Section 313.1006, a Certificate Holder Administration Fee (annual after the first year) of \$50,000/Section 313.1021, a Certificate Holder Reinvestigation Fee of \$10,000/Section 313.1021 (in the 5<sup>th</sup> year after sports wagering commenced and each 5 years, thereafter), a Sports Wagering Platform License Application Fee (initial) of \$25,000/Section 313.1010, and a Sports Wagering Platform License Annual Renewal Fee of \$50,000/Section 313.1010 (annual after the first year) to the deposited in the Gaming Commission Fund.

Oversight will reflect revenue generated from these fees in the Gaming Commission Fund.

#### Section 313.1018.3

MGC states this section imposes civil penalties against anyone "who knowingly violates" the provisions of §§313.1000 – 313.1024 of "not more than \$5,000 for each violation, not to exceed \$50,000 for violations arising out of the same transaction or occurrence." Those violating these sections are also subject to the penalties provided under section 313.805(6), "excluding any financial penalties in excess of those provided under this subsection."

**Oversight** notes that any person, firm, corporation, association, agent, or employee that violates any procedure implemented under section 313.1000 to 313.1024 shall be liable for a civil penalty of not more than \$5,000 for each violation, not to exceed \$50,000 for violations arising out the same transaction or occurrence. Oversight assumes if there are penalties assessed from these provisions, the fine revenue would be paid to the local school districts. For simplicity, Oversight will not reflect the possibility that fine revenue paid to school districts may act as a subtraction in the foundation formula the following year. Since the number of violations may vary, Oversight will range the revenue of these fines from \$0 (no fines are collected) to Unknown.

#### Section 313.1019

MGC assumes section 313.1019 requires a certificate holder to remit to the commission a "royalty fee" of ¼ of 1% of the gross amount wagered on its sporting events conducted by registered sports governing bodies during the previous calendar quarter. These royalty fees are to be disbursed by the MGC to registered sports governing bodies requesting disbursement of those funds by April 30 of each year. The MGC must then disburse all unclaimed royalty fees under this section to eligible certificate holders on a pro rata basis. To calculate, MCG divided the total estimated annual revenue amount by 5.5% to determine the total estimated wagers of \$2,126,630,303 (\$116,964,666 / 5.5%). MCG estimates \$5,316,576 will be remitted to the sports governing body (1/4 of 1% of total wagers).

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# <u>ASSUMPTION</u> (continued)

#### Section 313.1020

MGC assumes this section requires a certificate holder to remit to the commission royalty fees of ¼ of 1% of the amount wagered on sporting events involving at least one National Collegiate Athletic Association (NCAA) Football Bowl Subdivision football team and at least one NCAA Division I basketball team to be used for athletics compliance. This fee is due within 30 days of each calendar quarter and must be distributed by the MGC to those two teams by April 30 of each year. To calculate, MCG divided the total estimated annual revenue amount by 5.5% to determine the total estimated wagers of \$2,126,630,303 (\$116,964,666 / 5.5%). MCG estimates \$5,316,576 will be remitted to selected NCAA colleges (1/4 of 1% of total wagers).

**Oversight** will use the MCG's estimate and disburse \$5,316,576 (1/4 of 1% of total wagers) each to sports governing bodies and selected NCAA colleges respectively.

#### Section 313.1021.1

MGC states this section imposes a wagering tax of 9% on the AGR (\$110,531,610) received from sports wagering conducted by a certificate holder. Revenues from this tax are to be deposited in the Gaming Proceeds for Education Fund (90% State/10% Local Home Docks).

**Oversight** will reflect revenue generated from this tax into the Gaming Proceeds for Education Fund.

Officials from the **Office of Administration - Budget and Planning (B&P)** assume this proposal will increase TSR and 18e calculations by imposing fees and penalties related to the regulation of legal sports betting and levying an adjusted gross receipts tax on sport wagers. Additional administrative fee revenues will be deposited into the Gaming Commission Fund. Additional gross receipts tax revenues will be deposited into the Gaming Proceeds for Education Fund. B&P defers to the MGC for an estimate of increased revenues.

**Oversight** also notes that the Missouri Gaming Commission and the Office of Administration - Budget and Planning has stated the proposal will have a direct fiscal impact on total state revenue. Oversight does not currently have the resources or ability to produce an independent estimate. Therefore, Oversight will reflect the revenues listed below as estimated by MGC:

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# ASSUMPTION (continued)

State Impact - Estimated by MGC							
						Fund to	
Provision	FY21	FY22	FY23	FY24	FY25	Deposit	
Cert of							
Authority App						Gaming	
Fee (Initial)						Commission	
313.1006	\$325,000	\$0	\$0	\$0	\$0	Fund	
Cert Holder							
Admin Fee							
(Annual after						Gaming	
the first year)						Commission	
313.1021	\$0	\$650,000	\$650,000	\$650,000	\$650,000	Fund	
Cert Holder							
Reinvestigation							
Fee (in the 5 <sup>th</sup>							
year and each							
5 <sup>th</sup> year						Gaming	
thereafter)						Commission	
313.1021	\$0	\$0	\$0	\$0	\$130,000	Fund	
Sports Wagering							
Platform License							
App Fee						Gaming	
(Initially)						Commission	
313.1010	\$325,000	\$0	\$0	\$0	\$0	Fund	
Sports Wagering							
Platform License							
Annual Review							
Fee (Annual						Gaming	
after the first						Commission	
year) 313.1010	\$0	\$650,000	\$650,000	\$650,000	\$650,000	Fund	
Total Fees							
Collected	\$650,000	\$1,300,000	\$1,300,000	\$1,300,000	\$1,430,000	Gaming Fund	
						Gaming for	
AGR tax (90%)*	\$8,953,060	\$8,953,060	\$8,953,060	\$8,953,060	\$8,953,060	Education Fund	
Total State							
Impact	\$9,947,844	\$9,947,844	\$9,947,844	\$9,947,844	\$9,947,844		
			Local Impact				
Dock*		•					
Cities/Counties							
(10% AGR tax)	\$994,784	\$994,784	\$994,784	\$994,784	\$994,784		

\*9% of \$110,531,610 AGR

Source: MGC

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# <u>ASSUMPTION</u> (continued)

MGC estimates needing two FTEs, an Information Technology Specialist I and a Public Safety Manager Band I if this bill passes at an annual salary of \$71,726 each. These FTEs would result in an additional cost to the MGC of \$196,182 for FY 2021 (including salary, fringe, supplies, equipment, and travel/lodging related to job performance).

Besides the 2 FTE positions, MGC also estimates an additional cost to the Gaming Fund of approximately \$718,217 (which represents 2.5% of MGC existing budget) each year. This cost represents the average number of hours and expenses to cover the costs of current background investigators, financial investigators, compliance auditors and tax auditors needed to license and regulate sports wagering.

**Oversight** does not have any information contrary to that provided by MGC. Therefore, Oversight will reflect MGC's impact for fiscal note purposes.

Officials from the **Department of Revenue (DOR)** assume the following:

#### Section 313.1021

This proposed section states that a wagering tax of nine percent is imposed on the adjusted gross receipts received from sports wagering conducted by a certificate holder under Sections 313.1000 to 313.1024. If a third party is contracted with to conduct sports wagering at a certificate holders' licensed facility, the third party contractor shall fulfill the certificate holder's duties under this section.

This proposed section states that the revenues received from the tax imposed under subsection 1 of this section shall be deposited in the state treasury to the credit of the Gaming Proceeds for Education Fund, and shall be distributed as provided under Section 313.822.

This proposed section states that a certificate holder shall pay to the commission an annual administrative fee of fifty thousand dollars. The fee imposed shall be due one year after the date on which the certificate holder commences sporting wagering operations under Sections 313.1000 to 313.1024, and on each annual anniversary date thereafter. The commission shall deposit the administrative fees received under this subsection in the sports wagering fund established under section 313.835.

In addition to the annual administrative fee required under this subsection, a certificate holder shall pay to the commission a fee of ten thousand dollars to cover the costs of a full reinvestigation of a certificate holder in the fifth year after the date on which the certificate holder commences sports wagering operations under Sections 313.1000 to 313.1024 and on each fifth year thereafter. The commission shall deposit the fees received under this subdivision in the sports wagering fund established under section 313.835.

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#### ASSUMPTION (continued)

# Methodology

Using the Oxford Economics report titled "Economic Impact of Legalized Sports Betting," the DOR believes TSR will increase an estimated \$16.3 – \$20.5 million. This report breaks out the possible revenue impacts into three categories. They are Limited Availability, Moderate Availability, and Convenient Availability. For the purpose of this fiscal note response, the DOR utilized the Moderate Availability due to the proposed legislation allowing sports wagering to occur in any of Missouri's casinos and online. If online wagering would have not been permitted, the DOR would have used the Limited Availability number, and if it were to be treated like the lottery, Convenient Availability would have been used.

\$202,200,000 - \$253,300,000 (Moderate Availability AGR Estimate per Oxford report) \$18,198,000 - \$22,797,000 (9% tax imposed on AGR) Breakout of the 9% per Section 313.822 RSMo.

\$18,198,000 - \$22,797,000 (9% tax imposed on AGR) 10% to Dock Cities (Local) - \$1,819,800 - \$2,279,700 90% to Gaming Proceeds for Education Fund - \$16,378,200 - \$20,517,300

**Oversight** currently does not have the data or resources available to produce independent revenue projections, including an Economist to estimate the elasticity of demand for sports wagering in relation to other games of chance offered at casinos or the Missouri Lottery. Therefore, for purposes of this fiscal note, Oversight will range the anticipated revenue from the "low" estimates of the MGC to DOR's estimate.

	MGC	DOR (low)	DOR (high)
Sports Betting Adjusted Gross Receipts	\$110,531,610	\$202,200,000	\$253,300,000
9% tax on AGR (state portion - 90%)	\$8,953,060	\$16,378,200	\$20,517,300
9% tax on AGR (local portion - 10%)	\$994,784	\$1,819,800	\$2,279,700

Officials from the **Lottery Commission (LOT)** state §313.230 allows parlay lottery games based on the outcome of sporting events. If the Lottery begins offering parlay lottery games based on the outcome of sporting events, proceeds to education are estimated to be \$59.4 million the first partial year (FY 2021), \$114 million the first full year (FY 2022), and \$116.4 million the second full year (FY 2023). Wagers and revenue estimates are based on the forecast of revenues from Global Market Advisors (Nov 2017) and assume a 6.5% hold which is on par with the Nevada market. Distribution assumed across total Lottery retail network and through mobile. Proceeds to education for FY 2024 and FY 2025 are projected to be \$118.7 million and \$121.1 million, respectively.

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# ASSUMPTION (continued)

This legislation allows the Lottery Commission to offer parlay lottery games based on the outcome of sporting events. Proceeds after payment of prizes and administrative expenses would be transferred to the Lottery Proceeds Fund, to be appropriated solely for public institutions of elementary, secondary and higher education.

**Oversight** does not have any information contrary to that provided by LOT. Therefore, Oversight will reflect LOT's impact for fiscal note purposes.

#### Bill as a Whole

Officials from the **Department of Mental Health (DMH)** assume the increase in gambling opportunities will increase the number of individuals who voluntarily seek treatment for a gambling problem. However, the bill does not mandate that any individual receive treatment and treatment will remain voluntary. Therefore, DMH assumes that expenditures cannot exceed the balance of the Compulsive Gamblers fund and no State General Revenue beyond that balance will be expended.

In FY19, DMH served approximately 118 consumers through compulsive gambling (CG) treatment services with an average cost of \$1,030 per consumer for a total of \$121,540.

If the number of consumers served triples, DMH estimates treatment for 354 consumers with an average cost of \$1,030 per treatment episode for a total treatment cost of \$364,620. Total cost to DMH would be estimated at \$445,850 in FY 21. For FY 22 and beyond, the amount would be \$535,020 or more based upon the need for compulsive gambling services. Currently, DMH has twelve certified compulsive gambling treatment providers; this number would likely need to increase over time along with the need for additional compulsive gambling counselors. DMH estimates 25 new compulsive gambling counselors will be needed throughout the state, with initial cost for training new counselors estimated at \$160 per person for a total of \$4,000 in FY 21. If additional advertising is needed, DMH anticipates annual cost for advertising with public service announcements for help with compulsive gambling at \$166,400.

**Oversight** notes the ending balance of the Compulsive Gamblers Fund (0249) was \$82,720 on December 31, 2019 and \$6,832 on June 28, 2019.

For the purpose of this proposed legislation, officials from the **Office of State Public Defender (SPD)** state they cannot assume that existing staff will provide effective representation for any new cases arising where indigent persons are charged with the proposed new crime of engaging in, facilitating, or concealing conduct that improperly influences a betting outcome of a sporting event for the purpose of financial gain, a new class E felony. The Missouri State Public Defender System is currently providing legal representation in caseloads in excess of recognized standards.

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# <u>ASSUMPTION</u> (continued)

In FY 2019, SPD opened 13 gambling related cases of the 62,002 cases opened by the Trial Division.

Charge Code	Description	Number of Cases
313.813	Trespassing - 1 <sup>st</sup> Degree (gambling boat)	2
313.817	Presenting false ID to enter gambling boat	6
313.830	Gaming violations	5
	Total Number of Cases	13

While the number of new cases (or cases with increased penalties) may be too few or uncertain to request additional funding for this specific bill, the SPD will continue to request sufficient appropriations to provide effective representation in all cases where the right to counsel attaches.

**Oversight** notes over the last three fiscal years, the SPD has lapsed a total of \$153 of General Revenue appropriations (\$2 out of \$28.0 million in FY 2017; \$150 out of \$42.5 million in FY 2018; and \$1 out of \$46.0 million in FY 2019). Therefore, Oversight assumes the SPD is at maximum capacity, and the increase in workload resulting from this bill cannot be absorbed with SPD's current resources.

Adding one additional Assistant Public Defender 1 (APD) with a starting salary of \$47,000, will cost approximately \$74,500 per year in personal service and fringe benefit costs. One additional APD II (\$52,000 per year; eligible for consideration after 1 year of successful performance at

APD I) will cost the state approximately \$81,000 per year in personal service and fringe benefit costs. When expense and equipment costs such as travel, training, furniture, equipment and supplies are included, Oversight assumes the cost for a new APD could approach \$100,000 per year.

**Oversight** assumes the SPD cannot absorb the additional caseload that may result from this proposal within their existing resources and, therefore, will reflect a potential additional cost of (Less than \$100,000) per year to the General Revenue Fund.

Officials from the **Department of Corrections (DOC)** state FN 3586-02 creates a class E felony for someone who knowingly engages in, facilitates, or conceals conduct that intends to improperly influence a betting outcome of a sporting event for purposes of financial gain, in connection with betting or wagering on a sporting event.

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# <u>ASSUMPTION</u> (continued)

This bill creates a new nonviolent class E felony offense. For each new nonviolent class E felony, the DOC estimates one person will be sentenced to prison and two to probation. The average sentence for a nonviolent class E felony offense is 3.4 years, of which 2.1 years will be served in prison with 1.4 years to first release. The remaining 1.3 years will be on parole. Probation sentences will be 3 years.

The cumulative impact on the DOC is estimated to be two additional offenders in prison and seven on field supervision by FY 2023.

							Grand Total -
						Total cost	Prison and
				# to		for	Probation
	# to	Cost per	Total Costs for	probation	Cost per	probation	(includes a 2%
	prison	year	prison	& parole	year	and parole	inflation)
Year 1	1	(\$6,386)	(\$5,322)	2	absorbed	\$0	(\$5,322)
Year 2	2	(\$6,386)	(\$13,027)	4	absorbed	\$0	(\$13,027)
Year 3	2	(\$6,386)	(\$13,288)	7	absorbed	\$0	(\$13,288)
Year 4	2	(\$6,386)	(\$13,554)	7	absorbed	\$0	(\$13,554)
Year 5	2	(\$6,386)	(\$13,825)	7	absorbed	\$0	(\$13,825)
Year 6	2	(\$6,386)	(\$14,101)	7	absorbed	\$0	(\$14,101)
Year 7	2	(\$6,386)	(\$14,383)	7	absorbed	\$0	(\$14,383)
Year 8	2	(\$6,386)	(\$14,671)	7	absorbed	\$0	(\$14,671)
Year 9	2	(\$6,386)	(\$14,964)	7	absorbed	\$0	(\$14,964)
Year 10	2	(\$6,386)	(\$15,264)	7	absorbed	\$0	(\$15,264)

If this impact statement has changed from statements submitted in previous years, it is because the DOC has changed the way probation and parole daily costs are calculated to more accurately reflect the way the Division of Probation and Parole is staffed across the entire state.

In December 2019, the DOC reevaluated the calculation used for computing the Probation and Parole average daily cost of supervision and revised the cost calculation to be used for 2020 fiscal notes. For the purposes of fiscal note calculations, the DOC averaged district caseloads across the state and came up with an average caseload of 51 offender cases per officer. The new calculation assumes that an increase/decrease of 51 cases would result in a change in costs/cost avoidance equal to the cost of one FTE staff person. Increases/decreases smaller than 51 offenders are assumed to be absorbable.

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#### ASSUMPTION (continued)

In instances where the proposed legislation would only affect a specific caseload, such as sex offenders, the DOC will use the average caseload figure for that specific type of offender to calculate cost increases/decreases. For instances where the proposed legislation affects a less specific caseload, DOC projects the impact based on prior year(s) actual data for DOC's 44 probation and parole districts.

The DOC cost of incarceration is \$17.496 per day or an annual cost of \$6,386 per offender. The DOC cost of probation or parole is determined by the number of P&P Officer II positions that would be needed to cover the new caseload.

Officials from the **Office of Administration - General Services (OA/GS)** state §313.1024.2 states that a higher education institution, among others, shall not discharge, demote, suspend, threaten, harass, or in any other manner discriminate against an employee because of any lawful act performed by the employee to provide information, cause information to be provided, or otherwise assist in an investigation regarding any conduct which the employee reasonably believes constitutes a violation of the provisions of §§313.1000 to 313.1024.

Additionally, §313.1024.3 states a person who alleges action or conduct by any person in violation of subsection 2 of this section may seek relief by bringing an action at law or equity. This could create a cause of action against higher education institutions for violation of 313.1024.2, which could be an expense to the Legal Expense Fund, if such an action were successfully brought.

The state self-assumes its own liability under the state Legal Expense Fund, §105.711 RSMo. It is a self-funding mechanism whereby funds are made available for the payment of any claim or judgment rendered against the state in regard to the waivers of sovereign immunity or against employees and specified individuals. Investigation, defense, negotiation or settlement of such claims is provided by the Office of the Attorney General. Payment is made by the Commissioner of Administration with the approval of the Attorney General.

If a claim were successfully brought against a state agency alleging a violation of this legislation, the Legal Expense Fund could be required to pay such claim or claims. The number of potential claims, the severity of those claims, and the ultimate costs associated with any settlement or judgment resulting from those claims cannot be forecasted with any degree of assurance to their accuracy.

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# ASSUMPTION (continued)

OA/GS assumes that no state employee or agency would violate the proposal. Therefore, it is assumed that no successful claims will be made against the Legal Expense Fund and the proposal would thus have no fiscal impact upon the OA/GS. However, should that assumption prove incorrect, significant costs could be incurred by the Legal Expense Fund.

**Oversight** does not have any information contrary to that provided by OA/GS. Therefore, Oversight will reflect OA/GS's zero impact for fiscal note purposes.

Officials from the **Missouri Office of Prosecution Services (MOPS)** assume the proposal will have no measurable fiscal impact on MOPS. The creation of a new crime creates additional responsibilities for county prosecutors which may, in turn, result in additional costs, which are difficult to determine.

Officials from the **Office of the Secretary of State (SOS)** state many bills considered by the General Assembly include provisions allowing or requiring agencies to submit rules and regulations to implement the act. The SOS is provided with core funding to handle a certain amount of normal activity resulting from each year's legislative session. The fiscal impact for this fiscal note to the SOS for Administrative Rules is less than \$5,000. The SOS recognizes that this is a small amount and does not expect that additional funding would be required to meet these costs. However, the SOS also recognizes that many such bills may be passed by the General Assembly in a given year and that collectively the costs may be in excess of what the office can sustain with the core budget. Therefore, the SOS reserves the right to request funding for the cost of supporting administrative rules requirements should the need arise based on a review of the finally approved bills signed by the governor.

**Oversight** assumes the SOS could absorb the costs of printing and distributing regulations related to this proposal. If multiple bills pass which require the printing and distribution of regulations at substantial costs, the SOS could require additional resources.

Officials from the **Joint Committee on Administrative Rules (JCAR)** state the legislation is not anticipated to cause a fiscal impact to JCAR beyond its current appropriation.

**Oversight** assumes JCAR will be able to administer any rules resulting from this proposal with existing resources.

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# ASSUMPTION (continued)

Oversight notes the Attorney General's Office, the Department of Public Safety - Missouri State Highway Patrol, the Department of Social Services, the Office of Administration - ITSD, the Office of State Courts Administrator, the State Treasurer's Office, State Technical College of Missouri, and the University of Central Missouri have each stated the proposal would not have a direct fiscal impact on their respective organizations. Oversight does not have any information to the contrary. Therefore, Oversight will reflect a zero impact in the fiscal note for these agencies.

**Oversight** only reflects the responses that we have received from state agencies and political subdivisions; however, other colleges and universities were requested to respond to this proposed legislation but did not. A general listing of political subdivisions included in our database is available upon request.

# This proposal could increase Total State Revenue.

ESTIMATED NET EFFECT ON THE GENERAL REVENUE FUND	(Less than \$105,322)	(Less than \$113,027)	(Less than \$113,288)	(Less than \$113,825)
Cost - SPD p. 11 (§313.1018) Salaries, fringe benefits, and equipment and expense	(Less than \$100,000)	(Less than \$100,000)	(Less than \$100,000)	(Less than \$100,000)
Costs - DOC (§313.1018) Increased incarceration costs	(\$5,322)	(\$13,027)	(\$13,288)	(\$13,825)
FISCAL IMPACT - State Government  GENERAL REVENUE FUND	FY 2021 (10 Mo.)	FY 2022	FY 2023	Fully Implemented (FY 2025)

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FISCAL IMPACT - State Government	FY 2021 (10 Mo.)	FY 2022	FY 2023	Fully Implemented (FY 2025)
GAMING COMMISSION FUND (0286)				
Revenue - MGC p. 7 (§313.1006) Initial Application Fee	\$325,000	\$0	\$0	\$0
Revenue - MGC p. 7 (§313.1010) Sports Wagering Platform License App Fee	\$325,000	\$0	\$0	\$0
Revenue - MGC p. 7 (§313.1010) Sports Wagering Platform License Annual Renewal Fee	\$0	\$650,000	\$650,000	\$650,000
Revenue - MGC (§313.1019) p. 5, 6 Royalty of 1/4 of 1%	\$10,633,152	\$10,633,152	\$10,633,152	\$10,633,152
Revenue - MGC p. 7 (§313.1021) Cert Holder Admin Fee	\$0	\$650,000	\$650,000	\$650,000
Revenue - MCG p. 7 (§313.1021) Certificate Holder Reinvestigation Fee	\$0	\$0	\$0	\$130,000

FISCAL IMPACT - State Government	FY 2021 (10 Mo.)	FY 2022	FY 2023	Fully Implemented (FY 2025)
GAMING COMMISSION FUND (0286) (Continued)	(10 1120.)	112022	11 2023	(112020)
Cost - MGC p. 5 (§313.1019) Payment of royalty revenue to registered sports governing bodies	(\$5,316,576)	(\$5,316,576)	(\$5,316,576)	(\$5,316,576)
Cost - MGC p. 6 (§313.1020) Payment of Royalty revenue to selected NCAA colleges	(\$5,316,576)	(\$5,316,576)	(\$5,316,576)	(\$5,316,576)
<u>Cost</u> - MGC p. 8 (§313.1021)				
Personal Services Fringe Benefits	(\$119,543) (\$58,900)	(\$144,887) (\$71,157)	(\$146,335) (\$71,638)	(\$149,277) (\$72,615)
Equipment and Expenses Investigators and auditors to license	(\$17,739)	(\$11,874)	(\$12,171)	(\$12,786)
and regulate sports wagering Total Cost - MGC FTE Change -	(\$598,514) (\$794,696)	(\$736,172) (\$964,090)	(\$754,577) (\$984,721)	(\$792,777) (\$1,027,455)
MGC	2 FTE	2 FTE	2 FTE	2 FTE
ESTIMATED NET EFFECT TO THE GAMING COMMISSION FUND	<u>(\$144,694)</u>	<u>\$335,910</u>	<u>\$315,279</u>	<u>\$402,545</u>
Estimated Net FTE Change to the Gaming				
Commission Fund	2 FTE	2 FTE	2 FTE	2 FTE

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ESTIMATED NET EFFECT TO THE GAMING PROCEEDS FOR EDUCATION FUND	\$7,460,883 to \$17,097,750	\$8,953,060 to \$20,517,300	\$8,953,060 to \$20,517,300	\$8,953,060 to \$20,517,300
Revenue - 90% of the 9% Wagering Tax §313.1021 p. 9	\$7,460,883 to \$17,097,750	\$8,953,060 to \$20,517,300	\$8,953,060 to \$20,517,300	\$8,953,060 to \$20,517,300
FISCAL IMPACT - State Government  GAMING PROCEEDS FOR EDUCATION FUND (0285)	FY 2021 (10 Mo.)	FY 2022	FY 2023	Fully Implemented (FY 2025)

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ESTIMATED NET EFFECT ON THE STATE LOTTERY FUND	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>
Transfer Out - Lottery Enterprise Fund	<u>(\$18,045,146)</u>	(\$44,020,913)	(\$44,919,359)	(\$44,919,359)
Transfer Out - to Lottery Proceeds Fund	(\$59,426,854)	(\$114,082,087)	(\$116,414,641)	(\$116,414,641)
Cost - LOT Retailer commissions for Lottery sports games	(\$51,648,000)	(\$105,402,000)	(\$107,556,000)	(\$107,556,000)
Cost - LOT Prizes for Lottery sports games	(\$731,680,000)	(\$1,493,195,000)	(\$1,523,710,000)	(\$1,523,710,000)
Revenue - LOT Sale of parlay sports lottery games p. 9, 10	\$860,800,000	\$1,756,700,000	\$1,792,600,000	\$1,792,600,000
STATE LOTTERY FUND (0682)	(10 1110.)	11 2022	11 2023	Could exceed
FISCAL IMPACT - State Government	FY 2021 (10 Mo.)	FY 2022	FY 2023	Fully Implemented (FY 2025)

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FISCAL IMPACT - State Government	FY 2021 (10 Mo.)	FY 2022	FY 2023	Fully Implemented (FY 2025)
LOTTERY ENTERPRISE FUND (0657)				
T				Could exceed
Transfer In - State Lottery Fund	\$18,045,146	\$44,020,913	\$44,919,359	\$44,919,359
Cost - LOT				
Personal Services	(\$55,793)	(\$67,621)	(\$68,297)	(\$68,297)
Fringe Benefits	(\$28,129)	(\$33,977)	(\$34,201)	(\$34,201)
Expense and	(0.7 0.04)	(04.04.5)	(04.064)	(0.4.0.41)
Equipment Sports betting	(\$27,891)	(\$1,815)	(\$1,861)	(\$1,861)
platform, player				
account				
management,				
sportsbook				
operations	(\$17,933,333)	(\$43,917,500)	(\$44,815,000)	(\$44,815,000)
Total Cost - LOT	(\$18,045,146)	(\$44,020,913)	(\$44,919,359)	(\$44,919,359)
FTE Change -				
LOT	1 FTE	1 FTE	1 FTE	1 FTE
ESTIMATED NET EFFECT TO THE LOTTERY				
ENTERPRISE				
FUND	<u><b>\$0</b></u>	<u><b>\$0</b></u>	<u>\$0</u>	<u>\$0</u>
Estimated Net FTE change to the Lottery				
Enterprise Fund	1 FTE	1 FTE	1 FTE	1 FTE

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FISCAL IMPACT - State Government	FY 2021 (10 Mo.)	FY 2022	FY 2023	Fully Implemented (FY 2025)
PROCEEDS FUND (0291)				
Transfer In - from State Lottery Fund	\$59,426,854	\$114,082,087	\$116,414,641	Could exceed \$116,414,641
ESTIMATED NET EFFECT ON THE LOTTERY PROCEEDS FUND	<u>\$59,426,854</u>	<u>\$114,082,087</u>	<u>\$116,414,641</u>	<u>Could exceed</u> <u>\$116,414,641</u>
FISCAL IMPACT - Local Government  LOCAL HOME DOCKS	FY 2021 (10 Mo.)	FY 2022	FY 2023	Fully Implemented (FY 2025)
Revenue - Home Dock City or County 10% of the 9% Wagering Tax §313.1021	\$828,987 to \$1,899,750	\$994,784 to \$2,279,700	\$994,784 to \$2,279,700	\$994,784 to \$2,279,700
Revenue - School districts (§313.1018) Fines from violations	\$0 to Unknown	\$0 to Unknown	\$0 to Unknown	\$0 to Unknown
ESTIMATED NET EFFECT TO THE LOCAL HOME DOCKS	Could exceed \$828,987 to \$1,899,750	Could exceed \$994,784 to \$2,279,700	Could exceed \$994,784 to \$2,279,700	Could exceed \$994,784 to \$2,279,700

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#### FISCAL IMPACT - Small Business

This legislation could have an impact on small businesses that sell sports lottery games.

### FISCAL DESCRIPTION

This act allows the Missouri Lottery Commission to offer games based on the outcomes of sporting events. (Section 313.230)

This act also authorizes sports wagering, and modifies the definition of "gambling game" to include sports wagering.

Sports wagering shall only be authorized to be conducted on an excursion gambling boat or over the internet to persons physically located in this state. Such licensed facilities shall apply to the Missouri Gaming Commission for authorization to conduct sports wagering, and shall pay an application fee of \$25,000. If granted a certificate of authority, a certificate holder shall be authorized to conduct sports wagering in a licensed facility or through an interactive sports wagering platform, as defined in the act. (Section 313.1006)

Certificate holders shall designate an area within the licensed facility for conducting sports wagering. (Section 313.1008)

Certificate holders shall ensure that the certificate holder's surveillance system covers all areas in which sports wagering is conducted, allow the Commission to be present through gaming agents during the hours sports wagering is conducted, ensure that individuals under the age of 21 are not making sports wagers, provide certain information to sports wagering patrons, and post a sign indicating the minimum and maximum amounts that may be wagered. (Section 313.1004)

Subject to the approval of the Commission, a certificate holder may contract with a third party to conduct sports wagering at the certificate holder's licensed facility. (Section 313.1008)

An interactive sports wagering platform, as defined in the act, may apply to the Commission for authority to offer sports wagering on behalf of a certificate holder. Such interactive sports wagering platform shall submit an application fee of \$25,000. Each year after licensure, an interactive sports wagering platform shall submit an annual license renewal fee of \$50,000. (Section 313.1010)

The Commission shall promulgate rules for a sports wagering self-exclusion program, as described in the act. The Commission shall also promulgate rules to ensure that advertisements for sports wagering do not target minors or other persons who are ineligible to place wagers, problem gamblers, or other vulnerable persons. (Section 313.1012)

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# FISCAL DESCRIPTION (continued)

The Commission shall conduct background checks on individuals seeking licenses under the act. Such background checks shall include a search for criminal history and any charges or convictions involving corruption or manipulation of sporting events.

A sports governing body may notify the Commission that it desires to restrict, limit, or exclude sports wagers, as defined in the act, on its sporting events, including restrictions on sources of data and associated video upon which an operator may rely in offering and paying wagers. The Commission may deny such request if it determines that it is arbitrary and capricious. Except in certain emergency situations, such restrictions shall not apply to tier one sports wagers on non-exhibition games or events of professional sports organizations, as defined in the act.

Certificate holders may use any data source to determine the results of sports wagers, provided the data is not obtained directly or indirectly from live event attendees or through automated computer programs. However, within thirty days of a sports governing body notifying the Commission of its desire to supply official league data to certificate holders for determining the results of tier two wagers, as defined in the act, certificate holders shall only use official league data to determine the results of such wagers. Certificate holders shall not purchase or utilize any personal biometric data of an athlete, as defined in the act, without written permission from the athlete's exclusive bargaining representative.

The Commission and certificate holders shall cooperate with investigations conducted by law enforcement agencies. (Section 313.1014)

A certificate holder shall maintain records of all bets and wagers placed through an interactive sports wagering platform, and all bets and wagers placed in person that exceed \$10,000 in a 24-hour period, including personally identifiable information of the bettor, the amount and type of bet, the time the bet was placed, the location of the bet, the outcome of the bet, and records of abnormal betting activity for at least three years after the sporting event occurs. (Section 313.1016)

Any person who knowingly violates any procedure implemented under this act shall be liable for a civil penalty of not more than \$5,000 for each violation, not to exceed \$50,000 for violations arising out of the same transaction or occurrence. Such person shall also be subject to actions and penalties provided under current law, provided that any such financial penalties shall not exceed those provided for in the act.

Any person who places, or causes to be placed, a bet or wager on the basis of material nonpublic information relating to that bet or wager, or who knowingly engages in, facilitates, or conceals conduct that intends to improperly influence a betting outcome of a sporting event for purposes

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# FISCAL DESCRIPTION (continued)

of financial gain in connection with betting or wagering on a sporting event shall be guilty of Class E felony. The term "material nonpublic information" shall include personal biometric data. (Section 313.1018)

Within thirty days of the end of each calendar quarter, a certificate holder shall remit to the Commission a royalty fee of 0.25% of the amount wagered on sporting events conducted during the previous calendar quarter by sports governing bodies that have registered with the Commission, as described in the act. No later than April 30th of each year, a registered sports governing body may submit a request for disbursement of funds remitted by certificate holders in the previous calendar year. The Commission shall disburse the funds to the registered sports governing body in pro rata proportion of the total amount wagered on its sporting events. Any unclaimed royalty fees shall be distributed to certificate holders that timely remitted such fees. (Section 313.1019)

Within thirty days of the end of each calendar quarter, a certificate holder shall remit to the Commission a royalty fee of 0.25% of the amount wagered on sporting events involving at least one NCAA Football Bowl Subdivision football team or at least one NCAA Division I basketball team. No later than April 30th of each year, the Commission shall disburse such royalty fees evenly among the public universities in this state that sponsor an NCAA Football Bowl Subdivision football team or NCAA Division I basketball team. The royalty fees received by public universities under this act shall be used solely for athletics compliance. (Section 313.1020)

A tax is imposed at a rate of 9.0% on the adjusted gross receipts received from sports wagering conducted by a certificate holder. Such tax shall be remitted by the last business day of each month. Revenues received from the tax shall be deposited in the Gaming Proceeds for Education Fund.

A certificate holder shall also pay to the Commission an annual administrative fee of \$50,000. In addition to such administrative fee, a certificate holder shall pay to the Commission a fee of \$10,000 every five years for a reinvestigation of the certificate holder. Such fees shall be deposited in the Gaming Commission Fund. (Section 313.1021)

All sports wagers placed under this act shall be deemed to be initiated, received, and otherwise made on the property of an excursion gambling boat in this state. The intermediate routing of electronic data shall not determine the location or locations in which such wager is initiated, received, or otherwise made. (Section 313.1022)

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# FISCAL DESCRIPTION (continued)

The Commission shall establish a hotline or other method of communication that allows any person to confidentially report information about any conduct that the person believes is a violation of the provisions of this act. The Commission shall investigate all reasonable allegations and shall refer allegations that it deems credible to the appropriate law enforcement agency.

Sports wagering operators, sports governing bodies, professional sports franchises, and higher education institutions shall not discharge, demote, suspend, threaten, harass, or in any other manner discriminate against an employee because of any lawful act performed by the employee to provide information, cause information to be provided, or otherwise assist in an investigation regarding any conduct which the employee reasonably believes constitutes a violation of the provisions of this act. An employee may bring an action at law or equity for relief from a violation of this provision, as described in the act. Such action shall be commenced not later than one hundred eighty days from the later of the date on which the violation occurs or the date on which the employee became aware of the violation. (Section 313.1024)

This legislation is not federally mandated, would not duplicate any other program and would not require additional capital improvements or rental space.

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#### SOURCES OF INFORMATION

Attorney General's Office
Department of Corrections
Department of Revenue
Department of Public Safety
Department of Social Services
Joint Committee on Administrative Rules
Lottery Commission
Missouri Office of Prosecution Services
Office of Administration
Office of State Courts Administrator
Office of Secretary of State
State Public Defender's Office
State Treasurer's Office
State Technical College of Missouri
University of Central Missouri

Julie Morff Director

February 25, 2020

Ross Strope Assistant Director February 25, 2020

Cim A Day