

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

EMERGENCY RULE

11 CSR 45-20.020 Sports Wagering Licenses

PURPOSE: This rule establishes the types of licenses related to sports wagering, job positions that require licenses, and provisions related to such licenses.

*EMERGENCY STATEMENT: This emergency rule is necessary to address Article III, Section 39(g) of the Missouri Constitution, which became law on December 5, 2024. The passage of Amendment 2 authorized retail and mobile sports wagering in the State of Missouri and required it to be regulated by the Missouri Gaming Commission. Amendment 2 specifically states, “the commission shall have the power to adopt and enforce commercially reasonable rules, including emergency rules, to implement the provisions of this section.” Furthermore, Amendment 2 requires a start date for sports wagering that is not later than December 1, 2025. In order to meet this deadline, the commission is submitting emergency rules to provide a process for the application, investigation, and granting of sports wagering licenses. In addition, the emergency rules include responsibilities for applicants and licensees to ensure a well-regulated sports wagering industry, consistent with the language in Amendment 2. The emergency rules provide for a fair and consistent application process for all stakeholders. As a result, the Missouri Gaming Commission finds a compelling governmental interest to regulate sports wagering, which requires this emergency action. A proposed rule which covers the same material is published in this issue of the **Missouri Register**. The scope of this emergency rule is limited to the circumstances creating the emergency and complies with the protections extended in the **Missouri** and **United States Constitutions**. The Missouri Gaming Commission believes this emergency rule is fair to all interested persons and parties under the circumstances. This emergency rule was filed Feb. 18, 2025, becomes effective March 4, 2025, and expires Aug. 30, 2025.*

(1) The following types of sports wagering licenses are issued by the commission:

- (A) Retail;
- (B) Mobile;
- (C) SW Supplier;
- (D) Official League Data Provider; and
- (E) Occupational:
 - 1. Level I-SW;
 - 2. Level I-SWC;
 - 3. Level II-SW; and
 - 4. Level II-SWC.

(2) A Retail license is a license authorizing the licensee to offer sports wagering in person to individuals at an excursion gambling boat or within a sports district, as approved by each applicable professional sports team that plays its home games in such sports district. A Retail license may be issued, pursuant to Article III, Section 39(g) of the *Missouri Constitution*, to:

- (A) A Class B licensee;

(B) A sports wagering operator operating on behalf of the Class B licensee through a commercial agreement;

(C) A professional sports team; or

(D) A sports wagering operator operating on behalf of a professional sports team through a commercial agreement.

(3) If a Class B licensee or professional sports team executes a commercial agreement with a sports wagering operator to operate a retail sports wagering operation on its behalf, then that sports wagering operator shall submit to the commission for licensure and, if approved, shall be considered the Retail licensee.

(4) A Mobile license is a license authorizing the licensee to offer sports wagering through an online sports wagering platform to individuals physically located in the State of Missouri.

(5) An SW Supplier license shall be required for any individual or entity that—

(A) Manufactures, sells, or leases sports wagering equipment, sports wagering systems, or other gaming items necessary to conduct sports wagering;

(B) Provides sports wagering equipment maintenance or repair;

(C) Provides independent testing laboratory services on sports wagering equipment or sports wagering systems;

(D) Provides gaming-related services or software for player geolocation identification, integrity monitoring, odds and risk management, managed trading services, an online sports wagering platform, or player account management;

(E) Provides other categories of gaming-related goods, data, or services to a Retail or Mobile licensee if the commission determines that the goods, data, or services impact the integrity or security of the sports wagering operation; or

(F) Is directed by the commission to obtain an SW Supplier license.

(6) An SW Supplier license is not required for an individual or entity that only provides generally commercially available goods, services, or software that are not specifically designed for use in connection with sports wagering, including but not limited to telecommunications, networking, computing, data storage, data processing, and software as a service.

(7) An Official League Data Provider license shall be required for any sports governing body or its designee who provides official league data for determining the outcome of tier two sports wagers.

(8) An Occupational Level I-SW license is a license granted to a person other than a key person who has management control or decision-making authority over the sports wagering operation or sports wagering supplier operation, or other individuals identified by the commission.

(9) An Occupational Level I-SWC license is a license granted to a person whose job position requires an Occupational Level I license pursuant to 11 CSR 45-4 and also requires an Occupational Level I-SW license pursuant to this chapter in order to perform the duties of that position or a person who simultaneously holds more than one job position that requires both licenses to perform the duties of both positions. This license is reserved only for an individual whose job position(s) requires him or her to perform duties for both the gaming operation and the sports wagering operation.

(10) At a minimum, an Occupational Level I-SW or Occupational Level I-SWC license is required for the following job positions:

- (A) Highest ranking on premises sportsbook department employee (for Retail licensees);
- (B) Highest ranking employee(s) with direct authority over information technology, network security, and cybersecurity (for Retail and Mobile licensees);
- (C) Highest ranking employee responsible for the operation and security of the sports wagering platform (for Retail and Mobile licensees);
- (D) Highest ranking finance department employee (for Retail and Mobile licensees);
- (E) Highest ranking on premises surveillance department employee (for Retail licensees);
- (F) Highest ranking on premises security department employee (for Retail licensees);
- (G) Highest ranking manager of an Official League Data Provider (for Official League Data Provider licensees);
- (H) Managers responsible for ensuring the integrity of all testing standards and certifications (for independent testing laboratory SW Supplier licensees);
- (I) Highest ranking employee with direct authority over the setting of betting lines, point spreads, odds, or their equivalent (for Retail and Mobile licensees);
- (J) Highest ranking employee responsible for compliance regarding responsible gaming, geofencing, and anti-money laundering (for Mobile licensees);
- (K) General Managers of a Class B licensee, if the Class B licensee holds a Retail or Mobile license or if any Class B employees perform duties related to sports wagering for the licensed sports wagering operator; and
- (L) Any other person directed by the commission.

(11) An Occupational Level II-SW license is a license granted by the commission to a person who is —

(A) Not required to hold an Occupational Level I-SW or an Occupational Level I-SWC license; and

(B) Assigned to a job position:

1. With a Retail licensee including sportsbook employees, wagering kiosk technicians, ticket writers, point of sale terminal technicians, audit, accounting, management information systems, count, security, surveillance, and compliance;

2. Where the employee's duties include access to a designated nonpublic gaming area that has sports wagering and performs duties in furtherance of or associated with the operation of sports wagering;

3. With a Mobile licensee that performs duties in furtherance of or associated with the operation of sports wagering, including but not limited to anyone who has write access to the live sports wagering system, has access to view patrons' banking or credit card information, or can make monetary changes to patrons' accounts;

4. With an SW Supplier licensee that would require the employee to have in-person or remote access to the wagering kiosks, point of sale terminals, or the sportsbook area to perform his or her function or duties if such function or duties involve installation, servicing, maintenance, repair, or accessing secured or locked components of any sports wagering equipment or sports wagering systems, or involve verification or payment of patron awards; and

5. Any other position directed by the commission.

(12) An Occupational Level II-SWC license is a license granted to a person whose job position requires an Occupational Level II license pursuant to 11 CSR 45-4 and also requires an Occupational Level II-SW license pursuant to this chapter in order to perform the duties of that position or a person who simultaneously holds more than one job position that requires both licenses to perform the duties of both positions. This license is reserved only for an individual whose job position(s) requires him or her to perform duties for both the gaming operation and the sports wagering operation.

(13) Holders of an Occupational Level I-SWC or an Occupational Level II-SWC license are subject to the regulations in Title 11, Division 45, Chapters 1 through 20 of the *Code of State Regulations*, Sections 313.800 through 313.850 of the *Revised Statutes of Missouri*, and Article III, Section 39(g) of the *Missouri Constitution*.

(14) In this chapter, the term “SW Occupational license” refers collectively to an Occupational Level I-SW, Occupational Level I-SWC, Occupational Level II-SW, and Occupational Level II-SWC license, and the term “SW Occupational licensee” refers collectively to any person who has been granted an SW Occupational license.

(15) Retail licensees operating on behalf of a Class B licensee may contract with the Class B licensee to use the Class B licensee’s employees to perform duties related to sports wagering; however, those employees shall obtain an Occupational Level I-SWC or Level II-SWC license prior to performing any sports wagering duties.

(16) An SW Occupational licensee shall be employed by a Retail, Mobile, SW Supplier, Official League Data Provider, or Class B licensee and shall not be under the age of twenty-one (21).

(17) An SW Occupational licensee of a Retail, Mobile, or Class B licensee shall only perform the activities approved by the commission for that licensed position in the Internal Control System.

(18) No person may perform any duties relating to sports wagering that requires a license in the State of Missouri unless that person has obtained the appropriate license.

(19) The commission may determine that a license is required in addition to, different from, or at a different level than the types set forth in this rule.

(20) The commission may issue, deny, revoke, or suspend any license. Licensees and applicants may request a hearing pursuant to 11 CSR 45-13 regarding the commission’s decision to deny, revoke, or suspend a license.

*AUTHORITY: section 39(g) of Article III, Mo. Const., sections 313.004 and 313.800–313.850, RSMo 2016 and Supp. 2024. Emergency rule filed Feb. 18, 2025, effective March 4, 2025, expires Aug. 30, 2025. A proposed rule covering this same material is published in this issue of the **Missouri Register**.*

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

PRIVATE COST: This emergency rule will not cost private entities more than five hundred dollars (\$500) in the time the emergency is effective.