

**Massachusetts State Lottery Commission  
Official Minutes of 05/27/2025 Meeting**

*Massachusetts State Lottery Commission*

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**Official Meeting Minutes**

DATE: Tuesday, May 27, 2025

TIME: 10:30 a.m.

**All Attendees Participated Remotely through Zoom Conferencing System**

MEMBERS PRESENT: Deborah B. Goldberg, Treasurer and Receiver General  
William J. McNamara, Comptroller  
Meghan S. Liddy, Commissioner  
Nina X. Liang, Commissioner  
Suleyken Walker, General Counsel, Executive Office of Public Safety and Security, designee of Secretary Terrence M. Reidy

ALSO PRESENT: Mark William Bracken, Executive Director, Lottery  
Sheila Capone-Wulsin, Chief Marketing Officer, Lottery  
Gregory Polin, General Counsel, Lottery  
Steven Martins, Chief Revenue Officer, Lottery  
Christine Mountain, Chief Human Resources Officer, Lottery  
John Rinkacs, Chief Technology Officer, Lottery  
Didier Bertola, Chief Financial Officer, Lottery  
Christian Teja, Chief iLottery Officer, Lottery  
Michael Lorden, Director of Sales and Regional Operations, Lottery  
Matthew DiFrancesco, Director of Operations, Lottery  
Delwin Dickinson, Director of Modernization, Innovation and Performance, Lottery  
Liz Giffen, Director, Digital Operations, Lottery  
Greg Versaw, Director of Human Resources, Operations and Services Group, Lottery  
Keith Macri, Creative Director, Lottery  
Subrata Baguli, Director, Cyber Security, Lottery  
Rachel Guerra, Deputy Director, Communications, Lottery  
Lisa Vallier, Assistant Director, IT, Lottery  
Franklin Carreiro, Assistant Director, IT, Lottery  
Benjamin Wood, Assistant Director, Stakeholder Engagement, Lottery  
Gregory Gallagher, Assistant Director, Digital Operations, Lottery  
Thomas Dougherty, Regional Manager, Lawrence, Lottery  
P.J. Vande Rydt, Regional Manager, Braintree, Lottery  
Judy Rampino-Moore, Executive Assistant, Lottery  
Julie Goggin, Human Resources Business Partner, Lottery  
Brittany Cotton, HR Business Partner, Employee Engagement, Lottery

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Thomas Aiello, Manager, Product and Promotional Development, Instant Tickets, Lottery  
Kristen Chaput, Manager, Product and Promotional Development, Monitor Games, Lottery  
Tim Karalexis, Manager, Product and Promotional Development, Draw Games, Lottery  
Jamie Martel, Social Media Coordinator, Lottery  
Max O'Day, Communications Specialist, Lottery  
Kerri Coyne, Marketing Specialist, Instant Tickets, Lottery  
Kate Sutton, Marketing Specialist, Instant Tickets, Lottery  
Justin Donnini, Marketing Specialist, Draw Games, Lottery  
Julia Lehmann, Marketing Specialist, Monitor Games, Lottery

Chandra Bork, Deputy Treasurer and Chief of Staff, Treasury  
Emily Kowtoniuk, Director of Policy and Legislative Affairs, Treasury  
Andrew Napolitano, Communications Director, Treasury  
Sandra Lynch, General Counsel, Treasury  
Lizandra Gomes, Deputy Chief of Staff, Treasury  
Sonia McCallum, Associate General Counsel, Treasury

Mark Basedow, Operations Specialist, Lotto.com Inc.  
Jennifer Wankling, Director, Sales & Marketing, Pollard Banknote  
Ashley Powers, Kearney, Donovan & McGee

**I. Opening of Meeting**

Treasurer Deborah B. Goldberg opened the Massachusetts State Lottery Commission (“Commission”) meeting at 10:30 a.m.

Treasurer Goldberg stated:

“Pursuant to the Commonwealth’s Open Meeting Law, Massachusetts General Laws, Chapter 30A, Section 20, I would like to advise that any person may make a video or audio recording of this open meeting. However, I am obligated to inform attendees of any recording at the beginning of the meeting,” and she asked those who are making any recording to identify themselves as doing so.

Judy Rampino-Moore, Lottery, identified herself as making a recording.

Treasurer Goldberg referenced the Massachusetts Open Meeting Law, Massachusetts General Laws, Chapter 30A, section 20, and identified the following Commissioners as present: Commissioner Meghan Liddy, Comptroller William McNamara, General Counsel Suleyken Walker, Commissioner Nina Liang, and herself, Treasurer Deborah B. Goldberg. Treasurer Goldberg indicated that the Commissioners would be participating remotely for the meeting pursuant to Chapter 2 of the Acts of 2025, which permits remote participation by all Commissioners and allows the use of adequate alternative means, such as audio or video conferencing, to ensure public access to the deliberations of the Commission.

Treasurer Goldberg noted that the Commissioners are all participating by a conference call through Zoom conferencing and asked the Commissioners to identify any sort of technical difficulty.

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Treasurer Goldberg also stated that the Commissioners may participate in any votes scheduled to take place at today's meeting and that all votes must be taken by roll call.

**II. Approval of the Minutes from April 29, 2025**

Treasurer Goldberg asked the Commission to accept the minutes from the meeting held on April 29, 2025.

Commissioner Nina Liang made a motion to accept the minutes of the meeting and Comptroller William McNamara seconded the motion.

Treasurer Goldberg, recognizing there was no further discussion, moved the motion to a roll call vote. Comptroller William McNamara: yes; General Counsel Suleyken Walker: yes; Commissioner Meghan Liddy: yes; Commissioner Nina Liang: yes; and Treasurer Goldberg: yes. The Motion carried.

The minutes were approved at 10:33 a.m.

**III. Executive Director's Report**

**Lottery Sales Update – April**

Executive Director Mark William Bracken updated the Commission on Lottery figures for April 2025 and reported that the overall unadjusted sales for April 2025 were down \$29.3 million from April 2024.

The estimated April 2025 net profit and prize payout figures do not include accruals for prizes won that have not yet been paid. Due in part to a \$17.9 million decrease in Instant Ticket sales and a \$13.7 million decrease in Powerball sales in April 2025 as compared to April 2024, the estimated net profit for April 2025 was \$74.1 million as compared to \$82.6 million in April 2024, resulting in an estimated \$8.5 million decrease in net profit. The estimated prize payout for April 2025 was 76.20 percent as compared to 74.64 percent in April 2024.

Executive Director Bracken reported on the figures for fiscal year 2025. He stated that the overall unadjusted sales for the first ten months of FY25 were down \$178.9 million from the first ten months of FY24. The estimated FY25 year-to-date net profit and prize payout figures both include accruals for prizes won that have not yet been paid. Due in part to a \$118.2 million decrease in sales of Powerball and a \$53.9 million decrease in Instant Ticket sales in the first ten months of FY25 as compared to the first ten months of FY24, the estimated year-to-date net profit for the first ten months of FY25 is \$876.5 million as compared to \$970.6 million for the first ten months of FY24. After adding in a 2-day average net profit figure of \$5.8 million due to a shift in the calendar, the adjusted year-over-year change for the first ten months of FY25 versus the first ten months of FY24 is an estimated \$88.3 million decrease in net profit. The estimated year-to-date prize payout for the first ten months of FY25 is 74.47 percent as compared to 73.52 percent for the first ten months of FY24.

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### **Prize Payout Percentage, Fiscal Year-to-Date by Month**

Executive Director Bracken presented a five-year prize payout comparison chart and provided an overview of prize payouts as a percentage of Lottery sales over the past five fiscal years. Referring to the chart included in the meeting materials, he noted that while the current fiscal year's prize payout remains the highest within the five-year period, it appears to be leveling off, and that is really good for the player.

### **Gross Sales Results – April Sales**

Executive Director Bracken reported on the year-to-date FY25 versus FY24 sales through April Unadjusted Non-Fiscal Year as well as the Gross Sales Results for April FY25 versus April FY24.

Reporting on April FY25 versus April FY24, Executive Director Bracken reported that Keno sales increased by \$5.9 million, representing a 5.9 percent gain. All other product lines experienced declines. Instant Ticket sales were down \$17.9 million, Mega Millions decreased by \$1.7 million, and Powerball fell by \$13.7 million. In total, overall sales declined by \$29.3 million.

Providing an update on year-to-date gross sales for FY25 compared to the FY24 Unadjusted Non-Fiscal Year, Executive Director Bracken noted that Keno continued to perform strongly, rising 3.7 percent to \$38.3 million. In contrast, Powerball and Mega Millions saw significant declines of \$118.2 million and \$33.6 million, respectively. Instant Ticket sales were also down by \$53.9 million, with other games showing minor losses. Executive Director Bracken emphasized that approximately 85 percent of the overall decline could be attributed to Powerball and Mega Millions, while in-state games effectively offset one another. In total, sales were down \$178.9 million year-over-year.

Executive Director Bracken noted a positive development stating that last week marked the first week in nearly five months with an increase in sales, expressing optimism that this upward trend would continue through the end of the fiscal year.

### **June 10 Instant Ticket Launch**

Executive Director Bracken handed the presentation over to Instant Ticket Product Manager Tom Aiello to report on the June 10<sup>th</sup> Instant Ticket launch.

Product Manager Aiello directed the Commission's attention to the meeting materials and introduced the last Instant Ticket launch for FY25 launching on June 10th. This launch features the popular "Multiplier" family that includes five new games. He stated that the Multiplier family has been a mainstay in the Lottery's portfolio for quite some time and historically includes some of the most successful games each fiscal year. He reported that all of the tickets in this family feature a bonus spot and are printed on holographic scratch-effects specialty paper.

Product Manager Aiello first introduced the \$1 price point game "10X" with a top prize of \$10,000 where players can win up to seven times. He next unveiled the \$2 price point game "20X" with a top prize of \$100,000 where players can win up to eleven times. Also included in the June launch is the \$5 price point game "50X" with a top prize of \$1,000,000 where players can win up to thirteen times. Following that is the \$10 game "100X," which features a top prize of \$4,000,000 and highlights more than \$46,000,000 in prizes ranging from \$100 to \$10,000 on the front of the ticket where players can win up to sixteen times. Rounding out the multiplier family is the \$20 price point

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game “200X” with a top prize of \$10,000,000. He noted that this is the first time the Lottery has added a \$20 price point to the multiplier family, although a \$30.00 ticket was introduced in 2023, which performed very well. This new ticket includes a front-facing callout indicating that top prizes range from \$1 million to \$10 million where players can win up to twenty-one times. He described this as a vibrant family of tickets to close out the fiscal year.

### **June 10 Instant Ticket Launch – POS**

Product Manager Aiello next presented the Point of Sale (“POS”) materials to support the June launch. The materials include an 8.5” x 11” poster, a 5-inch decal, and an 8” by 4” Topper. All items prominently feature the tagline: “Multiply Your Money.” He commended the Lottery’s design team for effectively aligning the POS materials with the ticket’s color scheme. He highlighted that the poster and the decal emphasize two important callouts “Over \$400,000,000 in Total Prizes” and over “\$16,000,000 in Total Winners.” He also explained that the Topper is designed to display the tickets and includes a double-sided adhesive to easily attach to flex terminals at retail locations.

### **June 10 Instant Ticket Launch – Paid Advertising**

Product Manager Aiello presented the paid advertising campaign developed to support the upcoming product launch. The campaign incorporates television, high impact display, radio, Out of Home (“OOH”), YouTube and paid social on both Facebook and Instagram. The flight dates will run from June 10<sup>th</sup> through June 30<sup>th</sup>. He then played a :30 second animation for the Commission.

Production Manager Aiello also reported on the MBTA OOH Triptych boards being utilized along with live boards that can be seen when driving down the highway. He concluded his presentation by playing a sample of the Triptych animation for the Commission.

### **Executive Director Mark Bracken – Instant Game Show Announcement**

Executive Director Bracken announced that this Thursday, May 29th, from 11:00 a.m. to 1:00 p.m., the Lottery will be hosting its Instant Game Show at the Lottery headquarters in Dorchester. He reminded the Commission that 50 years ago, on May 29th, the Massachusetts State Lottery issued its very first scratch ticket. To commemorate the official anniversary, the Lottery released a retro throwback ticket at the \$2.00 price point. He noted that this Thursday’s event marks one year since that milestone and will feature four individuals who were pre-selected in the final bonus Second Chance Drawing. These four participants will join the event in the Dorchester lobby, where a public event will also be held. Attendees will have the opportunity to participate in a live drawing for a chance to win prizes ranging from \$200 to \$1,000. In addition, the event will include opportunities for online participants who previously entered their names to win from home. Of the four individuals selected from the Second Chance Drawing, three will win \$5,000 each, and one person will win the grand prize of \$100,000. Executive Director Bracken invited everyone to attend this fun, public celebration taking place Thursday from 11:00 a.m. to 1:00 p.m. at the Lottery office in Dorchester.

Before proceeding on to the voting items, Treasurer Goldberg asked if there were any questions on the report.

General Counsel Suleyken Walker asked Executive Director Bracken if he could speak a little on the factors that led to the success of Keno. Executive Director Bracken responded by reiterating a

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point he has made frequently, the Massachusetts State Lottery is significantly underfunded. He emphasized that while this is true for many state agencies, the Lottery operates not only as a government entity but also as a business that sells a product and generates revenue for the Commonwealth. He noted that the Massachusetts Lottery has the lowest operating costs of any lottery in the country, running at approximately two percent. In comparison, the next most efficient state operates at about three percent. To illustrate the difference, he explained that the Massachusetts Lottery's annual operating cost is approximately \$110 million, while a comparable lottery in another state would spend roughly \$170 million.

Executive Director Bracken explained that despite chronic underfunding, the Lottery received a \$1.1 million increase from the Legislature last year for its monitor games budget, bringing the total from \$3.2 million to \$4.3 million. He described this as a highly effective investment, noting that the monitor games, particularly Keno, generate approximately \$1.2 billion in annual sales from that modest budget. With the additional funding, the Lottery implemented several enhancements that have directly contributed to increased sales, including, a complete graphic refresh of Keno, shortened draw times and improved animations, upgraded video display capabilities, the introduction of "Extended Play," allowing players to purchase 50, 60, 70, 80, 90, or 100 consecutive draws at a 10 percent discount, increased billboard advertising along major highways and the launch of a new evergreen marketing campaign, "Celebrate the Night."

Executive Director Bracken stated that the success of these initiatives demonstrates a clear return on investment. Keno operates with a 72 percent blended payout rate. The Lottery also pays retailers a 5 percent commission on sales and 1 percent on the cash. On average, the Lottery earns approximately \$0.22 on every dollar spent on Keno. He highlighted that a 40 percent increase in Keno sales translates to approximately \$8 million in additional profit, all resulting from the \$1.1 million budget increase. These are the types of incremental investments the Lottery continues to advocate for with the Legislature.

Executive Director Bracken acknowledged that while \$1 million may not seem like a small sum, in the context of a business generating significant revenue for the state's 351 cities and towns, it represents a strong investment.

Executive Director Bracken addressed ongoing challenges related to the Lottery's regular budget, citing a notable decline in Instant Ticket sales due to two primary factors:

### **Delayed Release of the \$50 Instant Ticket**

The Lottery intentionally held off on releasing a third \$50 Instant Ticket in February, as there were already two in the market. The decision was made to avoid oversaturating the product line and to wait until 85 percent of the first \$50 ticket was sold. That sales threshold was reached recently, allowing the third \$50 ticket to be launched last Tuesday. This past week marked the first full sales week with all three \$50 tickets in the market, and initial sales performance has been promising. However, it was noted that if sufficient marketing funds had been available earlier in the year, the Lottery could have better promoted and moved the underperforming \$50 ticket already in circulation, allowing for an earlier release of the new ticket. The limited marketing budget restricted the Lottery's ability to respond strategically to market dynamics.

### **Inadequate Marketing Budget**

The Lottery's current advertising budget stands at \$7 million. Compared to peer states such as Pennsylvania (\$40 to \$45 million) and Michigan (\$50 million), Massachusetts lags significantly behind, despite having a larger or comparable market. Even smaller states are investing \$15 to \$25 million annually in marketing.

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Executive Director Bracken emphasized that with such limited resources, the Lottery is essentially relying on players to engage with products without the necessary marketing push to attract or retain their interest. The Marketing team, led by Sheila Capone-Wulsin, has done an exceptional job maximizing the \$1 million increase last year used for statewide billboard advertising through Norbella. A contract for billboard placements has already been secured for the coming year.

Executive Director Bracken also commented on the impact of jackpot-driven sales. He stated that approximately 80 percent of the Lottery's year-over-year negative sales variance is attributed to fewer large jackpots in national draw games. Unlike Instant Tickets, Powerball and Mega Millions sales are largely driven by jackpot size and are not significantly influenced by advertising. This year, there has only been one \$1 billion jackpot, compared to four last year. Sales data consistently shows a spike in player participation at these high jackpot levels. For example, when Powerball reaches the \$1 billion-mark, weekly sales can jump from the typical \$1.6 to \$1.7 million to as high as \$20 million. Jackpots of \$1.5 billion or more can push sales even higher, reaching \$30 million in a single week. These spikes drive significant revenue, but they are unpredictable and outside the Lottery's control.

Treasurer Goldberg expressed empathy for Executive Director Bracken's frustration and noted that she shares the same concerns and statistics in her own meetings with members of the Legislature. She added an important point that had not yet been mentioned is when Powerball and Mega Millions reach large jackpots, there is often a positive spillover effect on Instant Ticket sales. Historically, when customers enter retail locations to purchase multi-state draw tickets during these high-jackpot periods, they often also buy Instant Tickets, which leads to an overall increase in sales. Treasurer Goldberg emphasized that what she consistently communicates to lawmakers is the strong return on investment in advertising dollars. She also pointed out that advertising funds do not just support marketing campaigns, they are also integral to ticket development. Therefore, when the advertising budget remains flat or does not increase, it affects the Lottery in other ways.

**IV. Matters Requiring Approval of the Massachusetts State Lottery Commission**

**VOTE (1):** For the reasons set forth in the attached memorandum dated May 20, 2025, the Executive Director is authorized to exercise the first one-year contract extension option for media buying services with:

**Norbella, Inc.**  
46 Plympton St, 5th Floor  
Boston, MA 02048

This award was made pursuant to a competitive bid process (RFR LOT # 2403).

The aggregate maximum obligation for fiscal year 2026 for advertising through this contract shall not exceed four million, five hundred thousand dollars (\$4,500,000.00), subject to legislative appropriation.

Comptroller William McNamara made a motion for the Executive Director to exercise the first one-year contract extension option and Commissioner Nina Liang seconded the motion.

Executive Director Bracken added that this is an initial vote and once the final budget comes out for next fiscal year, and the Lottery knows exactly what marketing dollars have been allocated, a

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follow-up vote will be taken to increase this amount accordingly. At this time, the Lottery is taking a conservative approach in order to allow work to begin at the start of the fiscal year. However, the intent is to adjust the amount proportionally once the final budget is confirmed. Executive Director Bracken noted that the Lottery is confident it will receive at least the amount currently being approved.

General Counsel Walker asked for clarification on the phrase “subject to legislative appropriation.” Specifically, she inquired whether the \$4.5 million referenced had already been appropriated by the Legislature, or if that amount was contingent on future legislative action and could potentially be increased.

Executive Director Bracken clarified that as of now, the House has proposed \$7 million for the Lottery, while the Senate has proposed \$6 million. Last year, the Lottery was appropriated at \$6 million. While not all of that amount is typically spent on media buys, the agency is confident it will receive at least \$6 million in this year’s budget. Based on that expectation, the Lottery plans to allocate a minimum of \$4.5 million specifically for direct media purchasing. This projection forms the basis for moving forward with a vote on the \$4.5 million media expenditure. If the final appropriation ends up at \$7 million, the Lottery anticipates dedicating a portion of the additional \$1 million to expand its media buy, thereby potentially increasing the \$4.5 million amount accordingly.

Treasurer Goldberg, recognizing there was no further discussion, moved the motion to a roll call vote. Comptroller William McNamara: yes; General Counsel Suleyken Walker: yes; Commissioner Meghan Liddy: yes; Commissioner Nina Liang: yes; and Treasurer Goldberg: yes. The Motion carried.

**VOTE (2):** For the reasons set forth in the attached memorandum dated May 21, 2025 and pursuant to Massachusetts General Laws Chapter 10, § 24 and 961 CMR 2.46, the Commission authorizes the Executive Director to amend 961 CMR 2.00 as described in the attached memorandum and/or as otherwise deemed necessary by the Executive Director to facilitate changes to the Mass Cash game; further, is directed to file such regulation and/or amendment thereof with the Office of the Secretary of State.

Comptroller William McNamara made a motion for the Executive Director to amend 961 CMR 2.00 and General Counsel Suleyken Walker seconded the motion.

Executive Director Bracken shared that the Lottery is enthusiastic about the upcoming addition of a second daily drawing for Mass Cash. He noted that this change is in direct response to player feedback and demand. Currently, Mass Cash is drawn once per day, seven nights a week, and the proposed change will introduce an additional afternoon draw. In conjunction with this update, the related amendment will also include minor language clean-up, such as removing outdated references to the former Season Tickets program. Aside from the addition of the second daily draw, no substantial changes are being made.

Treasurer Goldberg, recognizing there was no further discussion, moved the motion to a roll call vote. Comptroller William McNamara: yes; General Counsel Suleyken Walker: yes; Commissioner Meghan Liddy: yes; Commissioner Nina Liang: yes; and Treasurer Goldberg: yes. The Motion carried.



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**VOTE (3):** For the reasons set forth in the attached memorandum dated May 23, 2025, the Executive Director is authorized to enter into a three-year contract, with the option to extend for up to two additional one-year periods, for information technology maintenance, support and modernization services with:

**Interaction Gaming LLC d/b/a Gambyt**  
206 E. Huron St  
Ann Arbor, MI 48104

This award is made pursuant to a due diligence posting of notice of intent to purchase process (NOI LOT #2512).

The maximum obligation for this three-year contract, which will commence on July 1, 2025, shall not exceed seven million dollars (\$7,000,000.00).

Comptroller William McNamara made a motion for the Executive Director to enter into the contract and Commissioner Meghan Liddy seconded the motion.

Executive Director Bracken provided a summary of the Lottery's long-standing engagement with Gambyt through a staff augmentation contract, noting that this relationship has been in place for several years. Under this arrangement, Gambyt has been responsible for the full operation of the Lottery's mobile app and website, as well as several key back-office functions. This includes overseeing the decommission from the previous IBM system to a cloud-based infrastructure. Executive Director Bracken acknowledged the contributions of former Executive Director Michael Sweeney, particularly in leading the initiative that resulted in the creation of the Lottery's current app and website, both designed to be compatible with online lottery operations. As the Lottery expands into the online space, it has decided to retain its existing digital platforms. This decision, outlined in the recently issued Request for Responses ("RFR"), requires that any selected vendor will be required to integrate their products into the current app and website. The intent is to preserve continuity for players by maintaining a consistent user experience, with only the game offerings being updated. Executive Director Bracken highlighted that the Lottery's platform was recognized as "App of the Year" at the National Lottery Awards last year, underscoring the organization's confidence in its current digital infrastructure. Given that Gambyt now primarily performs ongoing maintenance, rather than staff augmentation, the Lottery believes it is appropriate to transition this engagement into a formal maintenance contract. To that end, the Lottery issued a Notice of Intent to sole source the contract but received no responses. As a result, it is seeking approval to enter into a new three-year agreement with Gambyt, not to exceed \$7,000,000 over the term of three years.

Treasurer Goldberg, recognizing there was no further discussion, moved the motion to a roll call vote. Comptroller William McNamara: yes; General Counsel Suleyken Walker: yes; Commissioner Meghan Liddy: yes; Commissioner Nina Liang: yes; and Treasurer Goldberg: yes. The Motion carried.

**V. Other Business – Reserved for Matters the Chair did not Reasonably Anticipate at the Time of Posting**

After asking if there was any other business to discuss, Treasurer Goldberg sought a motion to adjourn the meeting. Commissioner Nina Liang moved to adjourn and General Counsel Suleyken Walker seconded the motion.

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Treasurer Goldberg, recognizing there was no further discussion, moved the motion to a roll call vote. Comptroller William McNamara: yes; General Counsel Suleyken Walker: yes; Commissioner Meghan Liddy: yes; Commissioner Nina Liang: yes; and Treasurer Goldberg: yes. The Motion carried.

The Commission meeting adjourned at 11:00 a.m.

**List of Documents and Exhibits Used:**

- MSLC May 2025 Commission Meeting Book
- MSLC Meeting Executive Director's Report, May