

The Florida Senate
BILL ANALYSIS AND FISCAL IMPACT STATEMENT

(This document is based on the provisions contained in the legislation as of the latest date listed below.)

Prepared By: The Professional Staff of the Committee on Rules

BILL: CS/SB 1580

INTRODUCER: Regulated Industries Committee and Senator Martin

SUBJECT: Illegal Gaming

DATE: March 2, 2026

REVISED: _____

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	<u>Imhof</u>	<u>Imhof</u>	<u>RI</u>	<u>Fav/CS</u>
2.	<u>Davis</u>	<u>Betta</u>	<u>AEG</u>	<u>Favorable</u>
3.	<u>Imhof</u>	<u>Kruse</u>	<u>RC</u>	<u>Pre-meeting</u>

Please see Section IX. for Additional Information:

COMMITTEE SUBSTITUTE - Substantial Changes

I. Summary:

CS/SB 1580 is a comprehensive update to Florida’s gaming and gambling laws.

The bill clarifies some duties and restrictions for the Florida Gaming Control Commission (FGCC) by transferring the authority to appoint the Inspector General to the commission and refining ethics rules regarding post-employment interests. To address specialized staffing needs in the gaming industry, the bill permits the FGCC to grant employment waivers for technical experts with prior gaming industry experience. Additionally, the bill enhances annual reporting requirements for the FGCC to provide more transparency for the state of Florida.

The bill strengthens enforcement by enhancing criminal penalties for wagering on events with prearranged outcomes and incorporating illegal gambling violations into portions of existing law.

Additionally, the bill provides immediate administrative consequences for businesses that facilitate illegal gaming, authorizing the summary suspension of business and alcoholic beverage licenses for establishments deemed an immediate danger to public welfare.

The bill further targets the proliferation of illegal hardware by creating the first-degree felony of “Trafficking in Slot Machines” for the unauthorized possession or sale of illegal slot machines.

In an effort to reduce costs to the government, the bill allows the physical destruction of seized slot machines upon court order. Additionally, the bill creates a slot machine surrender program to allow for voluntary compliance without prosecution.

For digital activities, the bill defines “internet gambling” and “internet sports wagering” to close any “gray market” loopholes, declaring any such unauthorized activity a third-degree felony.

To provide clarity for certain non-profit entities, a formal declaratory statement process is established with specific guidelines for what needs to be provided to the FGCC. The bill prohibits the FGCC from declining to provide a declaratory statement when asked and requirements are met.

The bill establishes specific criteria for bail determinations, clarifying what is to be considered for bail determination in certain illegal gambling crimes.

In addition, the bill:

- Prohibits the false impersonation of commission personnel or representatives and provides a criminal penalty.
- Increases criminal penalties for keeping an illegal gambling house.
- Increases criminal penalties for agents or employees of a gambling house.
- Increases criminal penalties for renting a house for gambling purposes.
- Prohibits trafficking in slot machines or devices and provides a criminal penalty.
- Requires the imposition of a specified fine for an offender convicted of trafficking in a specified number of slot machines and provide for the deposit of fines and use of proceeds.
- Prohibits the transport or procurement of the transport of a specified number of persons to facilitate illegal gambling, defines the term “illegal gambling” and provides criminal penalties.
- Prohibits the making or disseminating of specified advertisements to promote or facilitate illegal gambling, prohibits activities for the creation of specified advertisements, defines the term “illegal gambling”, and provides a criminal penalty and provides exceptions.
Preempts enactment or enforcement of local ordinances on activities under s. 546.10 and ch. 849, F.S.
- Ranks offenses created by the act on the offense severity ranking chart of the Criminal Punishment Code.
Changes the rank of certain specified offenses on the offense severity ranking chart.

The bill has an indeterminate fiscal impact to the state. See Section V., Fiscal Impact Statement.

The bill provides an effective date of July 1, 2026.

II. Present Situation:

Background

In general, gambling is illegal in Florida.¹ Chapter 849, F.S., prohibits keeping a gambling house,² running a lottery,³ or the manufacture, sale, lease, play, or possession of slot machines.⁴ However, the following gaming activities are authorized by law and regulated by the state:

- Pari-mutuel⁵ wagering at licensed greyhound and horse tracks and jai alai frontons;⁶
- Slot machine gaming at certain licensed pari-mutuel locations in Miami-Dade County and Broward County;⁷
- Cardrooms⁸ at certain pari-mutuel facilities;⁹
- The state lottery authorized by section 15 of Article X of the State Constitution and established under ch. 24, F.S.;¹⁰
- Skill-based amusement games and machines at specified locations as authorized by s. 546.10, F.S, the Family Amusement Games Act;¹¹ and
- The following activities, if conducted as authorized under ch. 849, F.S., relating to Gambling, under specific and limited conditions:
 - Penny-ante games;¹²
 - Bingo;¹³
 - Charitable drawings;¹⁴
 - Game promotions (sweepstakes);¹⁵ and
 - Bowling tournaments.¹⁶

A license to offer pari-mutuel wagering, slot machine gambling, or a cardroom at a pari-mutuel facility is a privilege granted by the state.¹⁷

¹ See s. 849.08, F.S.

² See s. 849.01, F.S.

³ See s. 849.09, F.S.

⁴ See s. 849.16, F.S.

⁵ Section 550.002(22), F.S., defines “pari-mutuel” as “a system of betting on races or games in which the winners divide the total amount bet, after deducting management expenses and taxes, in proportion to the sums they have wagered individually and with regard to the odds assigned to particular outcomes.”

⁶ See ch. 550, F.S., relating to the regulation of pari-mutuel activities.

⁷ See FLA. CONST., art. X, s. 23, and ch. 551, F.S.

⁸ Section 849.086(2)(c), F.S., defines “cardroom” to mean “a facility where authorized card games are played for money or anything of value and to which the public is invited to participate in such games and charged a fee for participation by the operator of such facility.”

⁹ See Florida Gaming Control Commission, *Annual Report Fiscal Year 2023-2024* (Annual Report), at p. 19, at <https://flgaming.gov/pmw/annual-reports/docs/2023-2024-FGCC-Annual-Report.pdf> (last visited Feb. 19, 2026), which states that of 30 licensed permitholders, 29 operated at a pari-mutuel facility.

¹⁰ Chapter 24, F.S., was enacted by ch. 87-65, Laws of Fla., to establish the state lottery; s. 24.102, F.S., states the legislative purpose and intent for the operations of the state lottery.

¹¹ See s. 546.10, F.S.

¹² See s. 849.085, F.S.

¹³ See s. 849.0931, F.S.

¹⁴ See s. 849.0935, F.S.

¹⁵ Section 849.094, F.S., authorizes game promotions in connection with the sale of consumer products or services.

¹⁶ See s. 849.141, F.S.

¹⁷ Section 550.1625(1), F.S., “...legalized pari-mutuel betting at dog tracks is a privilege and is an operation that requires strict supervision and regulation in the best interests of the state.” See also, *Solimena v. State*, 402 So.2d 1240, 1247 (Fla. 3d

The 1968 State Constitution states that “[l]otteries, other than the types of pari-mutuel pools authorized by law as of the effective date of this constitution . . .” are prohibited.¹⁸ A constitutional amendment approved by the voters in 1986 authorized state-operated lotteries. Net proceeds of the lottery are deposited to the Educational Enhancement Trust Fund (EETF) and appropriated by the Legislature. Lottery operations are self-supporting and function as an entrepreneurial business enterprise.¹⁹

Enforcement of Gaming Laws and Florida Gaming Control Commission

In 2021, the Legislature updated Florida law for authorized gaming in the state, and for enforcement of the gambling laws and other laws relating to authorized gaming.²⁰ The Office of Statewide Prosecution in the Department of Legal Affairs is authorized to investigate and prosecute, in addition to gambling offenses, any violation of ch. 24, F.S., (State Lotteries), part II of ch. 285, F.S., (Gaming Compact), ch. 546, F.S., (Amusement Facilities), ch. 550, F.S., (Pari-mutuel Wagering), ch. 551, F.S., (Slot Machines), or ch. 849, F.S., (Gambling), which are referred to the Office of Statewide Prosecution by the Florida Gaming Control Commission (FGCC).²¹

In addition to the enhanced authority of the Office of Statewide Prosecution, the FGCC was created²² within the Department of Legal Affairs. The FGCC has two divisions, the Division of Gaming Enforcement (DGE), and the Division of Pari-mutuel Wagering (DPMW) which was transferred from the Department of Business and Professional Regulation (DBPR) effective July 1, 2022, (as discussed below).

The FGCC must do all of the following:²³

- Exercise all of the regulatory and executive powers of the state with respect to gambling, including pari-mutuel wagering, cardrooms, slot machine facilities, oversight of gaming compacts executed by the state pursuant to the Federal Indian Gaming Regulatory Act, and any other forms of gambling authorized by the State Constitution or law, excluding state lottery games as authorized by the State Constitution.
- Establish procedures consistent with ch. 120, F.S., the Administrative Procedure Act, to ensure adequate due process in the exercise of the FGCC’s regulatory and executive functions.

DCA 1981), *review denied*, 412 So.2d 470, which states “Florida courts have consistently emphasized the special nature of legalized racing, describing it as a privilege rather than as a vested right,” citing *State ex rel. Mason v. Rose*, 122 Fla. 413, 165 So. 347 (1936).

¹⁸ The pari-mutuel pools that were authorized by law on the effective date of the State Constitution, as revised in 1968, include horseracing, greyhound racing, and jai alai games. The revision was ratified by the electorate on November 5, 1968.

¹⁹ The Department of the Lottery is authorized by s. 15, Art. X of the State Constitution. Chapter 24, F.S., was enacted by ch. 87-65, Laws of Fla., to establish the state lottery. Section 24.102, F.S., states the legislative purpose and intent for the operations of the state lottery.

²⁰ See ch. 2021-268, Laws of Fla., (Implementation of 2021 Gaming Compact between the Seminole Tribe of Florida and the State of Florida); ch. 2021-269, Laws of Fla., (Gaming Enforcement), ch. 2021-270, Laws of Fla., (Public Records and Public Meetings), and 2021-271, Laws of Fla., (Gaming), as amended by ch. 2022-179, Laws of Fla., (Florida Gaming Control Commission). Conforming amendments are made to the section in ch. 2022-7, Laws of Fla., (Reviser’s Bill) and ch. 2023-8, Laws of Fla., (Reviser’s Bill).

²¹ Section 16.56(1)(a), F.S.

²² Section 16.71, F.S.

²³ Section 16.712, F.S. The FGCC also administers the Pari-mutuel Wagering Trust Fund. See s. 16.71(6), F.S.

- Ensure that the laws of this state are not interpreted in any manner that expands the activities authorized in ch. 24, F.S. (State Lotteries), part II of ch. 285, F.S. (Gaming Compact), ch. 546, F.S. (Amusement Facilities), ch. 550, F.S. (Pari-mutuel Wagering), ch. 551, F.S., (Slot Machines), or ch. 849, F.S. (Gambling).
- Review the rules and regulations promulgated by the Seminole Tribal Gaming Commission for the operation of sports betting and propose to the Seminole Tribe Gaming Commission any additional consumer protection measures it deems appropriate. The proposed consumer protection measures may include, but are not limited to, the types of advertising and marketing conducted for sports betting, the types of procedures implemented to prohibit underage persons from engaging in sports betting, and the types of information, materials, and procedures needed to assist patrons with compulsive or addictive gambling problems.
- Evaluate, as the state compliance agency or as the FGCC, information that is reported by sports governing bodies or other parties to the FGCC relating to:
 - Any abnormal betting activity or patterns that may indicate a concern about the integrity of a sports event or events;
 - Any other conduct with the potential to corrupt a betting outcome of a sports event for purposes of financial gain, including, but not limited to, match fixing; suspicious or illegal wagering activities, including the use of funds derived from illegal activity, wagers to conceal or launder funds derived from illegal activity, use of agents to place wagers, or use of false identification; and
 - The use of data deemed unacceptable by the FGCC or the Seminole Tribal Gaming Commission.
- Provide reasonable notice to state and local law enforcement, the Seminole Tribal Gaming Commission, and any appropriate sports governing body of non-proprietary information that may warrant further investigation of nonproprietary information by such entities to ensure the integrity of wagering activities in the state.
- Review any matter within the scope of the jurisdiction of the DPMW.
- Review the regulation of licensees, permitholders, or persons regulated by the DPMW and the procedures used by that division to implement and enforce the law.
- Review the procedures of the DPMW which are used to qualify applicants applying for a license, permit, or registration.
- Receive and review violations reported by a state or local law enforcement agency, the Department of Law Enforcement, the Department of Legal Affairs, the Department of Agriculture and Consumer Services, the DBPR, the Department of the Lottery, the Seminole Tribe of Florida, or any person licensed under ch. 24, F.S. (State Lotteries), part II of ch. 285, F.S. (Gaming Compact), ch. 546, F.S. (Amusement Facilities), ch. 550, F.S. (Pari-mutuel Wagering), ch. 551, F.S., (Slot Machines), or ch. 849, F.S. (Gambling), and determine whether such violation is appropriate for referral to the Office of Statewide Prosecution.
- Refer criminal violations of ch. 24, F.S., (State Lotteries), part II of ch. 285, F.S., (Gaming Compact), ch. 546, F.S., (Amusement Facilities), ch. 550, F.S., (Pari-mutuel Wagering), ch. 551, F.S., (Slot Machines), or ch. 849, F.S., (Gambling) to the appropriate state attorney or to the Office of Statewide Prosecution, as applicable.
- Exercise all other powers and perform any other duties prescribed by the Legislature and adopt rules to implement the above.

Commissioners

As set forth in s. 16.71, F.S., of the five commissioners appointed as members of the commission, at least one member must have at least 10 years of experience in law enforcement and criminal investigations, at least one member must be a certified public accountant licensed in this state with at least 10 years of experience in accounting and auditing, and at least one member must be an attorney admitted and authorized to practice law in this state for the preceding 10 years. All members serve four-year terms but may not serve more than 12 years.

Division of Gaming Enforcement

Section 16.711, F.S., sets forth the duties of the DGE within the FGCC.²⁴ The DGE is a criminal justice agency, as defined in s. 943.045, F.S. The commissioners must appoint a director of the DGE who is qualified by training and experience in law enforcement or security to supervise, direct, coordinate, and administer all activities of the DGE.²⁵

The DGE director and all investigators employed by the DGE must meet the requirements for employment and appointment provided by s. 943.13, F.S., and must be certified as law enforcement officers, as defined in s. 943.10(1), F.S. The DGE director and such investigators must be designated law enforcement officers and must have the power to detect, apprehend, and arrest for any alleged violation of ch. 24, F.S., (State Lotteries), part II of ch. 285, F.S., (Gaming Compact), ch. 546, F.S., (Amusement Facilities), ch. 550, F.S., (Pari-mutuel Wagering), ch. 551, F.S., (Slot Machines), or ch. 849, F.S., (Gambling), or any rule adopted pursuant thereto, or any law of this state.²⁶

Such law enforcement officers may enter upon any premises at which gaming activities are taking place in the state for the performance of their lawful duties and may take with them any necessary equipment, and such entry does not constitute a trespass. In any instance in which there is reason to believe that a violation has occurred, such officers have the authority, without warrant, to search and inspect any premises where the violation is alleged to have occurred or is occurring.²⁷

Further, any such officer may, consistent with the United States and Florida Constitutions, seize or take possession of any papers, records, tickets, currency, or other items related to any alleged violation. Investigators employed by the FGCC also have access to, and the right to inspect, premises licensed by the FGCC, to collect taxes and remit them to the officer entitled to them, and to examine the books and records of all persons licensed by the FGCC.²⁸

The DGE and its investigators are specifically authorized to seize any contraband in accordance with the Florida Contraband Forfeiture Act. The term “contraband” has the same meaning as the

²⁴ For a summary of DGE highlights in Fiscal Year 2023-2024, see Florida Gaming Control Commission, *Annual Report Fiscal Year 2023-2024* (Annual Report), at p. 8, at <https://flgaming.gov/pmww/annual-reports/docs/2023-2024-FGCC-Annual-Report.pdf> (last visited Feb. 7, 2026).

²⁵ Section 16.711(2), F.S.

²⁶ Section 16.711(3), F.S.

²⁷ *Id.*

²⁸ *Id.*

term “contraband article” in s. 932.701(2)(a)2., F.S.²⁹ The DGE is specifically authorized to store and test any contraband that is seized in accordance with the Florida Contraband Forfeiture Act and may authorize any of its staff to implement this provision. The authority of any other person authorized by law to seize contraband is not limited by these provisions.³⁰

Section 16.711(5), F.S., requires the Florida Department of Law Enforcement (FDLE) to provide assistance in obtaining criminal history information relevant to investigations required for honest, secure, and exemplary gaming operations, and such other assistance as may be requested by the FGCC’s executive director and agreed to by the FDLE’s executive director. Any other state agency, including the DBPR and the Department of Revenue, must, upon request, provide the FGCC with any information relevant to any investigation conducted as described above, and the FGCC must reimburse any agency for the actual cost of providing any such assistance.³¹

Division of Pari-mutuel Wagering

The FGCC has regulatory oversight of permitted and licensed pari-mutuel wagering facilities, cardrooms located at pari-mutuel facilities, and slot machines at pari-mutuel facilities located in Miami-Dade and Broward counties. The DPMW is charged with the regulation of Florida’s pari-mutuel, cardroom, and slot gaming industries, as authorized by ch. 550, F.S., (Pari-mutuel Wagering), ch. 551, F.S., (Slot Machines), and ch. 849, F.S., (Gambling), as well as collecting and safeguarding associated revenues due to the state. The DPMW supports the FGCC in meeting the FGCC’s obligations as the State Compliance Agency (SCA)³² in carrying out the state’s oversight responsibilities under the provisions of the Gaming Compact between the Seminole Tribe of Florida and the State of Florida.³³

Commission Annual Report

By December 1 of each year, the FGCC is required to make an annual report to the Governor, the President of the Senate, and the Speaker of the House of Representatives. The report must include, in part, a summary of actions taken and investigations conducted by the FGCC.³⁴

²⁹ Section 16.711(4), F.S.

³⁰ *Id.*

³¹ Section 16.711(5), F.S.

³² *See* s. 285.710, F.S. Until June 30, 2022, the DPMW was designated as the SCA, prior to that division’s transfer to the FGCC from the Department of Business and Professional Regulation, as set forth in ch. 2021-269, Laws of Fla.

³³ Section 285.710(3)(b), F.S., provides that the Gaming Compact between the Seminole Tribe of Florida and the State of Florida (2021 Gaming Compact), executed by the Governor and the Tribe on April 23, 2021, as amended on May 17, 2021, is ratified and approved. The 2021 Gaming Compact may be accessed at <https://www.flgov.com/eog/sites/default/files/press/2021%20Gaming%20Compact.pdf> (last visited Feb. 19, 2026). The May 17, 2021, amendment states that Part XVIII.A [relating to certain negotiations within 36 months] is deleted in its entirety and replaced with “Reserved”, and that the Seminole Tribe of Florida agrees that it will not commence Sports Betting, as defined in Part III.CC, prior to October 15, 2021 (The 2021 Gaming Compact is on file with the Senate Regulated Industries Committee).

³⁴ Section 16.712(3)(h), F.S.

Cardrooms

Cardrooms are authorized at certain pari-mutuel facilities.³⁵ Under current law, notwithstanding any other provision of law, a pari-mutuel permitholder (other than a limited thoroughbred permitholder) may not be issued a license for the operation of a cardroom if the permitholder did not hold an operating license for the conduct of pari-mutuel wagering for Fiscal Year 2020-2021.³⁶ An initial cardroom license may be issued to a pari-mutuel permitholder only after its facilities are in place and after it conducts its first day of pari-mutuel activities on racing or games.³⁷

A licensed pari-mutuel permitholder that holds a valid pari-mutuel permit may hold a cardroom license authorizing the operation of a cardroom and the conduct of authorized games at the cardroom.³⁸ An authorized game is a game or series of games of poker or dominoes.³⁹ Such games must be played in a non-banking manner,⁴⁰ where the participants play against each other, instead of against the house (cardroom).

Prohibited activities of cardrooms include the following:⁴¹

- Conducting any banking game or game not specifically authorized, or any game that violates the exclusivity provided in the gaming compact.
- Allowing persons under 18 years of age to hold a cardroom or employee license, or engage in any game.
- Allowing electronic or mechanical devices, except mechanical card shufflers to be used to conduct any authorized game in a cardroom.
- Allowing cards, game components, or game implements to be used in playing an authorized game unless such has been furnished or provided to the players by the cardroom operator.

Internet Gambling

Online gaming has rapidly normalized in the United States, with recent data showing that 22 percent of American adults now hold an active account with an online sportsbook.⁴² In Florida, the only legal form of gambling by means of the Internet is through the Seminole Tribe of Florida's Hard Rock Bet: Sportsbook App.

³⁵ Section 849.086, F.S.; s. 849.086(2)(c), F.S., defines "cardroom" to mean "a facility where authorized games are played for money or anything of value and to which the public is invited to participate in such games and charged a fee for participation by the operator of such facility."

³⁶ Section 849.086(5), F.S.

³⁷ *Id.*

³⁸ Section 849.086(5) and (6), F.S.

³⁹ *See* s. 849.086(2)(a), F.S.

⁴⁰ *Id.*

⁴¹ Section 849.086(12), F.S.

⁴² Siena College Research Institute, 22% of Americans, Half of Men 18-49, Have Active Online Sports Betting Account, (Feb. 18, 2025), available at <https://sri.siena.edu/2025/02/18/22-of-all-americans-half-of-men-18-49-have-active-online-sports-betting-account/> (last visited Feb. 19, 2026).

Unregulated Internet gambling platforms (often from offshore operations, although not exclusively offshore) drain significant revenue from the state. Estimates suggest that the illegal iGaming market has grown to 31 percent of the total U.S. gaming market.⁴³

Prohibitions for Commission Employees and Commissioners

Commissioners are public officers, and employees are public employees, subject to the Code of Ethics for Public Officers and Employees set forth in part III of ch. 112, F.S., (Code of Ethics). Commissioners and employees are also governed by standards of conduct and provisions limiting ex parte communications, as provided in the bill, similar to the standards applicable to commissioners serving on the Public Service Commission.

For a period of two years immediately preceding appointment to, or employment with, the FGCC, and while appointed or employed with the FGCC, a person may not:

- Hold a permit or license issued under ch. 550, F.S., (Pari-mutuel Wagering), or a license issued under ch. 551, F.S., (Slot Machines), or ch. 849, F.S., (Gambling); be an officer, official, or employee of such permit holder or licensee; or be an ultimate equitable owner, as defined in s. 550.002(37), F.S.,⁴⁴ of such permit holder or licensee;
- Be an officer, official, employee, or other person with duties or responsibilities relating to a gaming operation owned by an Indian tribe that has a valid and active compact with the state; be a contractor or subcontractor of such tribe, or an entity employed, licensed, or contracted by such tribe; or be an ultimate equitable owner, as defined in s. 550.002(37), F.S., of such entity;
- Be or have been, a member of the Legislature;
- Be a registered lobbyist for the executive or legislative branch, except while a commissioner when officially representing the FGCC; or
- Be a bingo game operator or an employee of a bingo game operator.

Persons who fail to meet or who violate the above requirements are ineligible for appointment to or employment with the FGCC, or if, within the two years immediately preceding such appointment or employment, he or she has solicited or accepted employment with; acquired any direct or indirect interest in; has any direct or indirect business association, partnership, or financial relationship with; or is a relative of, any person or entity who is:

- An applicant, licensee, or registrant with the FGCC;
- An officer, official, employee, or other person with duties or responsibilities relating to a gaming operation owned by an Indian tribe that has a valid and active compact with the state;
- A contractor or subcontractor of such tribe or an entity employed, licensed, or contracted by such tribe; or
- An ultimate equitable owner, as defined in s. 550.002(37), F.S., of such entity.

⁴³ American Gaming Association, *New AGA Analysis Reveals Illegal Gaming Remains Nearly a Third of the U.S. Market*, (Aug. 13, 2025) available at <https://www.prnewswire.com/news-releases/new-aga-analysis-reveals-illegal-gaming-remains-nearly-a-third-of-the-us-market-302529007.html> (last visited Feb. 19, 2026).

⁴⁴ Section 550.002, F.S., defines the term “ultimate equitable owner” to mean “a natural person who, directly or indirectly, owns or controls five percent or more of an ownership interest in a corporation, foreign corporation, or alien business organization, regardless of whether such person owns or controls such ownership through one or more natural persons or one or more proxies, powers of attorney, nominees, corporations, associations, partnerships, trusts, joint stock companies, or other entities or devices, or any combination thereof.”

The term “relative” means a spouse, father, mother, son, daughter, grandfather, grandmother, brother, sister, uncle, aunt, cousin, nephew, niece, father-in-law, mother-in-law, son-in-law, daughter-in-law, brother-in-law, sister-in-law, stepfather, stepmother, stepson, stepdaughter, stepbrother, stepsister, half-brother, or half-sister.

A person who is ineligible for employment with the FGCC due to being a relative of one of the persons described above may submit a waiver request to the FGCC for the person to be considered eligible for employment. Waiver requests must be considered on a case-by-case basis, and the FGCC must approve or deny each request. If the FGCC approves the request, the person is eligible for employment with the FGCC. The waiver procedure does not apply to candidates for appointment as a commissioner.

A person is ineligible for employment with the FGCC if he or she were:

- Convicted or found guilty of, or pled nolo contendere to, regardless of adjudication, in any jurisdiction, a felony within five years of the date of application;
- Convicted or found guilty of, or pled nolo contendere to, regardless of adjudication, in any jurisdiction, a misdemeanor within five years of the date of application which the FGCC determines bears a close relationship to the duties and responsibilities of the position for which employment is sought; or
- Dismissed from prior employment for gross misconduct or incompetence or intentionally making a false statement concerning a material fact in connection with the application for employment to FGCC.

If an employee of the FGCC is charged with a felony while employed by the FGCC, the FGCC must suspend the employee, with or without pay, and terminate employment with the FGCC upon conviction. If an employee is charged with a misdemeanor while employed, the FGCC must suspend the employee, with or without pay, and may terminate employment upon conviction if the FGCC determines that the offense bears a close relationship to the duties and responsibilities of the position held with the FGCC.

A commissioner or an employee must notify the FGCC within three calendar days of arrest for any offense. In addition, a commissioner or an employee must provide detailed written notice of the circumstances to the FGCC if the member or employee is indicted, charged with, convicted of, pleads guilty or nolo contendere to, or forfeits bail for:

- A misdemeanor involving gambling, dishonesty, theft, or fraud;
- A violation of any law in any state, or a law of the United States or any other jurisdiction, involving gambling, dishonesty, theft, or fraud which would constitute a misdemeanor in Florida; or
- A felony under the laws of Florida or any other state, the United States, or any other jurisdiction.

Veterans Service Organizations

Veterans Service Organizations (VSOs) that are granted a federal charter under Title 36, U.S.C., are groups that have been formally recognized by Congress. While recognized federally, these groups are private, non-profit entities that must maintain a specific standard of service and submit an annual report to Congress. Examples of these VSOs are groups like The American

Legion, the Veterans of Foreign Wars, the Disabled American Veterans, the American Veterans, and Paralyzed Veterans of America. Some VSOs choose to operate facilities with a valid alcoholic beverage license.

If certain requirements are met, alcohol licenses for VSOs are issued by the Division of Alcoholic Beverages and Tobacco within the DBPR.

Under Florida law, VSOs operating with alcoholic beverage licenses receive certain gaming privileges; notably, s. 546.10(6)(a), F.S., provides specific exemptions regarding amusement games or machines. These and similar provisions exempt licensed VSOs from certain limitations on amusement machine operations, authorizing them to facilitate gaming activities that support their charitable missions.

Slot Machine Controversy

At any location other than licensed pari-mutuel facilities⁴⁵ and Seminole tribe facilities⁴⁶, it is a violation to “manufacture, own, store, keep, possess, sell, rent, lease, let on shares, lend or give away, transport, or expose for sale or lease, or to offer to sell, rent, lease, let on shares, lend or give away, or permit the operation of any slot machine or device or any part thereof.”⁴⁷

The legal community in general has spent decades trying to find the right balance in defining and differentiating a slot machine from an amusement machine. Because of this, amusement games or machines are primarily governed by a tension between the Florida statutes that allow amusement games under certain exemptions and Florida’s prohibition on slot machines.

Florida law prohibits slot machines in VSOs but allows certain types of amusement machines or games. In Florida, a slot machine is defined as a machine or device that:⁴⁸

- Is activated by inserting something of value (money, coin, account number, code, or other object or information);
- Is caused to operate or be operated by a user by application of skill, element of chance, or other outcome that is unpredictable to the user; and
- Entitles the user to receive something of value or additional chances or rights to use the device or machine.

A person who violates the prohibitions⁴⁹ against manufacturing, selling, or possessing slot machines or devices commits a:⁵⁰

⁴⁵ Section 32 of Art. X of the State Constitution, adopted pursuant to a 2004 initiative petition, authorized slot machines in licensed pari-mutuel facilities in Broward and Miami-Dade counties, if approved by county referendum.

⁴⁶ Florida allows only a few operators of slot machines: certain Seminole tribal facilities and eight pari-mutuel facilities located in Miami-Dade and Broward counties. The FGCC, *FAQ’s ‘Are slot machines legal in Florida?’*, available at <https://flgaming.gov/faq/#:~:text=Are%20slot%20machines%20legal%20in,at%20certain%20Indian%20tribal%20facilities>, (last visited Feb. 19, 2026).

⁴⁷ Section 849.15(1)(a), F.S.

⁴⁸ Section 849.16(1), F.S.

⁴⁹ Sections 849.15, F.S. – 849.22, F.S.

⁵⁰ Section 849.23, F.S.

- Second degree misdemeanor upon a first conviction.⁵¹
- First degree misdemeanor upon a second conviction.⁵²
- Third degree felony upon a third or subsequent conviction, and the person is deemed a “common offender.”⁵³

There is a rebuttable presumption that a device, system, or network is a prohibited slot machine or device if it is used to display images of games of chance and is part of a scheme involving any payment or donation of money or its equivalent and awarding anything of value.⁵⁴

In recent years, legal discussion has existed over slot machine and amusement machine distinctions including the “material element of chance” test; if a machine’s outcome can be influenced by factors outside the player’s immediate skill – such as a predetermined win/loss ratio or invisible game logic – the device is legally classified as a slot machine under s. 849.16, F.S.⁵⁵

Amusement Games or Machines

In 2015, the Legislature created s. 546.10, F.S., in an attempt to regulate the operation of skill-based amusement games or machines at specified locations to prevent expansion of casino-style gambling in the state.⁵⁶ To differentiate between slot machines, which are generally prohibited, and amusement machines there is a lengthy definition of what includes an amusement game or machine and what does not constitute an amusement game or machine.

An “amusement game or machine” is defined in s. 546.10(3)(a), F.S., as:

...a game or machine operated only for the bona fide entertainment of the general public which a person activates by inserting or using currency or a coin, card, coupon, slug, token, or similar device, and, *by the application of skill, with no material element of chance* inherent in the game or machine, the person playing or operating the game or machine controls the outcome of the game.

The term does not include:

- Any game or machine that uses mechanical slot reels, video depictions of slot machine reels or symbols, or video simulations or video representations of any other casino game, including, but not limited to, any banked or banking card game, poker, bingo, pull-tab, lotto, roulette, or craps.

⁵¹ *Id.* A second degree misdemeanor is punishable by up to 60 days in county jail and a \$500 fine. Sections 775.082 or 775.083, F.S.

⁵² *Id.* A first degree misdemeanor is punishable by up to one year in county jail and a \$1,000 fine. Sections 775.082 or 775.083, F.S.

⁵³ *Id.* A third degree felony is punishable by up to five years in prison and a \$5,000 fine. Sections 775.082, 775.083, or 775.084, F.S.

⁵⁴ Section 849.16(3), F.S.

⁵⁵ See *Gator Coin II, Inc. v Dep’t Bus. & Prof’l Reg.*, 254 So. 3d 114 (Fla. 1st DCA 2018), where the “material element of chance” issue is discussed.

⁵⁶ See Ch. 2015-93 s. 1, Laws of Fla. (creating s. 546.10(2), F.S, effective July 1, 2015).

- A game in which the player does not control the outcome of the game through skill or a game where the outcome is determined by factors not visible, known, or predictable to the player.
- A video poker game or any other game or machine that may be construed as a gambling device under the laws of this state.
- Any game or device defined as a gambling device in 15 U.S.C. s. 1171, unless excluded under 15 U.S.C. s. 1178.

Florida law further distinguishes amusement machines or games into three types of machines, Type A, Type B, and Type C.

A Type A amusement game or machine is a game or machine that offers no prizes, or any other thing of value other than free replays so long as:

- The amusement game or machine can accumulate and react to no more than 15 such replays;
- The amusement game or machine can be discharged of accumulated replays only by reactivating the game or device for one additional play for each accumulated replay;
- The amusement game or machine cannot make a permanent record, directly or indirectly, of any free replay;
- The amusement game or machine does not entitle the player to receive anything of value other than a free replay;
- An unused free replay may not be exchanged for anything of value, including merchandise or a coupon or a point that may be redeemed for merchandise; and
- The amusement game or machine does not contain any device that awards a credit and contains a circuit, meter, or switch capable of removing and recording the removal of a credit if the award of a credit is dependent upon chance.⁵⁷

A Type B amusement game or machine is a game or machine that, upon activation and game play, entitles or enables a person to receive a coupon or a point that *may be redeemed onsite for merchandise* and the coupon or point:

- Has no value other than for redemption onsite for merchandise;
- The redemption value that a person receives for a single game played does not exceed the maximum value determined under s. 546.10(7), F.S. The maximum value was set at \$5.25 in 2016 and is adjusted annually by the Consumer Price Index for All Urban Consumers, U.S. City Average, All Items by the Department of Revenue. The current maximum value is \$7.10.⁵⁸ However, a player may accumulate coupons or points to redeem onsite for a single item of merchandise that has a wholesale cost of not more than 100 times the maximum value, or for a prize consisting of more than one item, unit, or part, only if the aggregate wholesale cost of all items, units, or parts does not exceed 100 times the maximum value; and
- The redemption value that a person receives for playing multiple games simultaneously or competing against others in a multiplayer game does not exceed the maximum value.⁵⁹

A Type B amusement game or machine may only be operated at:

- A facility as defined in s. 721.05(17), F.S., that is under the control of a timeshare plan;

⁵⁷ Section 546.10(5)(a), F.S.

⁵⁸ See https://floridarevenue.com/Forms_library/current/brochure/gt800020.pdf (last visited Feb. 19, 2026).

⁵⁹ Section 546.10(5)(b), F.S.

- A public lodging establishment or public food service establishment licensed pursuant to ch. 509, F.S.;
- The following premises, if the owner or operator of the premises has a current license issued by the DBPR pursuant to ch. 509, ch. 561, ch. 562, ch. 563, ch. 564, ch.565, ch. 567, or ch. 568, of the Florida Statutes;
- An arcade amusement center;
- A bowling center, as defined in s. 849.141, F.S.; or
- A truck stop.⁶⁰

A Type C amusement game or machine is a game or machine that allows the player to manipulate a claw or similar device within an enclosure that entitles or enables a person to receive merchandise directly from the game or machine, if the wholesale cost of the merchandise does not exceed 10 times the maximum value determined under s. 546.10(7), F.S.

A type C amusement game or machine may only be operated at:

- A facility as defined in s. 721.05(17), F.S., that is under the control of a timeshare plan;
- An arcade amusement center;
- A bowling center, as defined in s. 849.141, F.S.;
- The premises of a retailer, as defined in s. 212.02, F.S.;
- A public lodging establishment or public food service establishment licensed pursuant to ch. 509, F.S.;
- A truck stop; or
- The premises of a veterans' service organization (VSO) granted a federal charter under Title 36, U.S.C., or a division, department, post, or chapter of such organization, for which an alcoholic beverage license has been issued.⁶¹

Chapter 120 Declaratory Statement Process

As a matter of general policy, a declaratory statement serves as an administrative tool designed to resolve regulatory uncertainty. Under the Florida Administrative Procedure Act, a declaratory statement is a formal mechanism that allows any “substantially affected person” to obtain an agency’s opinion regarding the applicability of a statutory provision, rule, or order to their specific set of circumstances.⁶²

The petitioning party must state their particular circumstances with specificity and identify the exact law or regulation they believe applies to that situation.⁶³ Upon receiving a petition, an agency is required to give notice of the filing in the Florida Administrative Register and must either issue the statement or deny the petition within 90 days.⁶⁴

⁶⁰ *Id.*

⁶¹ Section 546.10(5)(c), F.S.

⁶² Section 120.565(1), F.S.

⁶³ Section 120.565(2), F.S.

⁶⁴ Section 120.565(3), F.S.

Once issued, a declaratory statement constitutes a “final agency action,” making it a legally binding interpretation that provides the petitioner with a definitive regulatory position upon which they can rely.⁶⁵

IGRA and Indian Tribes ability to Transport Slot Machines

Gambling on Indian lands is regulated by the Indian Gaming Regulatory Act of 1988 (IGRA), which generally preempts state law on tribal land.⁶⁶

Under the IGRA, gaming is categorized in three classes:

- **Class I** gaming means social games for minimal value or traditional forms of Indian gaming engaged in by individuals for tribal ceremonies or celebrations;
- **Class II** gaming includes bingo and pull-tabs, lotto, punch boards, tip jars, instant bingo, other games similar to bingo, and certain non-banked card games if not explicitly prohibited by the laws of the state and if played in conformity with state law; and
- **Class III** gaming includes all forms of gaming that are not Class I or Class II gaming, such as banked card games such as baccarat, chemin de fer, and blackjack (21), casino games such as craps and roulette, electronic or electromechanical facsimiles of games of chance, slot machines, and pari-mutuel wagering.⁶⁷

Under the IGRA, Class III gaming is lawful on Indian lands only if conducted pursuant to a tribal-state compact that has been ratified by the state and approved by the United States Secretary of the Interior.⁶⁸

The Seminole Tribe of Florida is the only Indian tribe in Florida to have a legally binding compact recognized by the IGRA, and therefore is the only Indian tribe allowed to offer Class III gaming. The Miccosukee Tribe of Indians of Florida offers Class II type of gaming and is prohibited from offering Class III type of gaming, like slot machines.

Because shipments of slot machines for Indian casinos physically travel through the state and not exclusively on tribal lands, there is some potential ambiguity as to whether the general prohibition on transporting slot machines in s. 849.15, F.S., applies to devices destined for tribal lands.

Recent Regulatory Efforts by the FGCC

The FGCC employs approximately 18 sworn law enforcement officers.⁶⁹ The FGCC reported seizing around \$14.47 million and over 6,700 slot machines in 2025, more than doubling its enforcement totals from the previous year.⁷⁰

⁶⁵ *Id.*

⁶⁶ See Pub. L. 100-497, 102 Stat. 2467, codified at 18 U.S.C. ss. 1166-1168 and 25 U.S.C. s. 2701 *et seq.*

⁶⁷ See 25 U.S.C. s. 2703.

⁶⁸ 25 U.S.C. s. 2710(d).

⁶⁹ The FGCC, available at <https://flgaming.gov/enforcement> (last visited Feb. 19, 2026).

⁷⁰ Casino.Org, *Florida Gaming Regulator Doubles Down on Illegal Gambling Raids*, available at <https://www.casino.org/news/florida-gaming-regulator-doubles-down-on-illegal-gambling-raids/> (last visited Feb. 7, 2026).

Preservation of Slot Machines

The FGCC has been faced with is the cost associated with the preservation of potentially criminal slot machines. Most slot machines are bulky, heavy, and require climate-controlled environments to prevent the degradation of digital components and mechanical parts needed for trial. Beyond the monthly storage fees, which for items this size can range significantly, the FGCC must spend time and resources to document and transport these devices, creating a cost for preservation that often exceeds the administrative fines collected from the illegal operators.

State Preemption

There are two ways that a local enactment can be inconsistent with state law. First, a local government cannot legislate in a field if the subject area has been preempted to the state. Second, in a field where both the state and local government can legislate concurrently, a local government cannot enact an ordinance that directly conflicts with the state statute.⁷¹

State law recognizes two types of state preemption: express and implied. Express preemption requires a specific legislative statement of intent to preempt a specific area of law; it cannot be implied or inferred.⁷² In contrast, implied preemption exists if the legislative scheme is so pervasive as to evidence an intent to preempt the particular area, and where strong public policy reasons exist for finding such an area to be preempted by the Legislature.⁷³ Courts determining the validity of local government ordinances enacted in the face of state preemption, whether express or implied, have found such ordinances to be null and void.⁷⁴

III. Effect of Proposed Changes:

Section 1 repeals s. 849.23, F.S., relating to general penalties for criminal penalties for the possession, manufacturing, or sale of prohibited slot machines, replacing them with specific criminal penalties tailored to the individual offenses established throughout the bill.

Operations of the FGCC

Section 2 amends s. 16.71, F.S., to provide that the Florida Gaming Control Commission (FGCC or commission), rather than only the chair of the commission, must appoint an inspector general and to authorize the FGCC to delegate any of the other duties and powers of an agency head under s. 20.055, F.S., to a commissioner.

⁷¹ *Orange County v. Singh*, 268 So. 3d 668, 673 (Fla. 2019) (citing *Phantom of Brevard, Inc. v. Brevard County*, 3 So. 3d 309, 314 (Fla. 2008)); see also James Wolf & Sarah Bolinder, *The Effectiveness of Home Rule: A Preemptions and Conflict Analysis*, 83 FLA. BAR J. 92 (2009), available at <https://www.floridabar.org/the-florida-bar-journal/the-effectiveness-of-home-rule-a-preemption-and-conflict-analysis/> (last visited Feb. 19, 2026).

⁷² *City of Hollywood v. Mulligan*, 934 So. 2d 1238, 1243 (Fla. 2006); *Phantom of Brevard, Inc.*, 3 So. 3d at 1018.

⁷³ *Sarasota Alliance for Fair Elections, Inc. v. Browning*, 28 So. 3d 880, 886 (Fla. 2010).

⁷⁴ See, e.g., *National Rifle Association of America, Inc. v. City of South Miami*, 812 So. 2d 504 (Fla. 3d DCA 2002) (concluding that a City of South Miami local government ordinance, which purported to provide safety standards for firearms, was null and void because the Legislature expressly preempted the entire field of firearm and ammunition regulation when it enacted s. 790.33, F.S.).

Section 3 amends s. 16.712, F.S., to require the FGCC to include within the annual report submitted to the Governor, the President of the Senate, and the Speaker of the House of Representatives:

- The number of investigations that led to criminal charges being filed and the resolution of such a criminal case, the number of complaints received by the FGCC, categorized by subject matter or type, and a summary of the action taken on each such complaint; and
- A list of property seized by the FGCC during the course of investigations and the disposition of such property, including a list of forfeiture actions.

Section 6 amends s. 20.055, F.S., to provide that the commissioners of the FGCC, rather than the chair, are authorized to act as an agency head for the purposes of s. 20.055, F.S.

Section 8 amends s. 551.107(6)(b), F.S., to expand the waiver process to all disqualifying offenses under the statute.

Employment Restrictions and Waiver Authority

Section 4 amends s. 16.713, F.S., to authorize a person ineligible for employment based on pre-employment activities otherwise prohibited under s. 16.713(2)(d), F.S., to request a waiver from such prohibitions if such person is applying for a career service or other-personal-services position and possesses industry expertise in pari-mutuel wagering, cardrooms, or slot machine operations.

The FGCC is required to consider the waiver requests on a case-by-case basis. The waiver does not apply to persons seeking appointment to the commission. Any standard of review for the decision is abuse of discretion. The FGCC is authorized to adopt rules to implement these provisions.

Section 5 amends s. 16.715(1)(b)3, F.S., to remove repetitive post-employment and post-appointment restrictions applicable to future employment. Also, s. 16.715(2)(c), F.S., is amended to:

- Clarify that the post-employment restrictions apply to employees classified as Senior Management Service, Selected Exempt Service, or career service.
- Impose additional post-employment restrictions on such employees relating to future employment with business entities that directly or indirectly owns or controls a person regulated by the FGCC, a person regulated by the commission, an entity that is an affiliate or subsidiary of a person regulated by the commission or any entity that has been a party before the commission within two years before the person's resignation or termination of employment from the commission.
- Provide for a waiver process from such restrictions for employees classified as career service.

Declaratory Statement for VSOs

Section 7 creates s. 546.10(10), F.S., to allow Veterans Service Organizations (VSOs) which are granted a federal charter under Title 36, U.S.C., or a division, a department, a post, or a chapter of such organization, for which an alcoholic beverage license has been issued, to petition the FGCC for a declaratory statement under s. 120.565, F.S., to determine whether the operation of a

game or machine would be authorized under this section or would be a violation of this section or ch. 849, F.S. Specifically, subsection (10) is created to:

- Authorize certain VSOs to petition the FGCC for a declaratory statement under s. 120.565, F.S., on whether the operation of a game or machine is authorized under s. 546.10, F.S., or whether it violates Florida law. Under the newly created subsection, a VSO may not purchase or install a machine that is the subject of a pending declaratory statement and may not petition the commission for a declaratory statement for any machine subject to an ongoing criminal investigation.
- Require the FGCC to deny the petition or issue a declaratory statement within the earlier of 60 days after completing its investigation of the game or machine or 90 days after receiving the complete application.
- Provide that a petition is deemed complete if it provides information required by the FGCC to issue a declaratory statement, including access to hardware and associated software.
- Provide that a declaratory statement issued under the subsection is binding on the FGCC and may be introduced in proceedings to demonstrate a good faith effort to comply with Florida law.
- Allow the FGCC or any other criminal justice agency as defined in s. 943.045, F.S., from detecting, apprehending, and arresting a person for any alleged violation of part II of ch. 285, F.S., chs. 24, 550, 551, 546, or 849, F.S., or any rule adopted pursuant thereto, or of any law of this state.
- Provide that an owner or operator of an amusement game or machine under this section is not required to request or obtain a declaratory statement in order to operate.

Enhancement of Penalties

Section 9 amends s. 782.04(3), F.S., to provide that when a human being is killed during the perpetration of, or during the attempt to perpetrate, a violation of s. 849.01, F.S., (keeping a gambling house) by a person other than the person perpetrating or attempting to perpetrate the violation of s. 849.01, F.S., the person in violation of s. 849.01, F.S., commits murder in the second degree, which constitutes a felony of the first degree.

Section 10 creates s. 838.12(3), F.S., to provide that a person who stakes, bets, or wagers on the result of a professional or amateur game, contest, match, race, or sport with the knowledge that the outcome of such an event is prearranged or predetermined commits a third-degree felony.

Section 11 amends s. 843.08, F.S., relating to false personation, to provide that a person who falsely assumes or pretends to be, and acts as any personnel or representative of the commission, commits a third-degree felony.⁷⁵

Under current law, the false personation offense occurs when a person impersonates and acts as a firefighter, a sheriff, a Florida Highway Patrol officer, a Fish and Wildlife Conservation Commission officer, a Department of Environmental Protection officer, a Department of Financial Services officer, any personnel or representative of the Division of Investigative and

⁷⁵ Section 775.082, F.S., provides a felony of the third degree is punishable by a term of imprisonment not to exceed five years. Section 775.083, F.S., provides a felony of the third degree is punishable by a fine not to exceed \$5,000. Under s. 775.084, F.S., a habitual felony offender is subject to enhanced penalties.

Forensic Services, a Department of Corrections officer, a correctional probation officer, a deputy sheriff, a state attorney or an assistant state attorney, a statewide prosecutor or an assistant statewide prosecutor, a state attorney investigator, a coroner, a police officer, a lottery special agent or lottery investigator, a beverage enforcement agent, any personnel or representative of the Department of Law Enforcement, certain federal law enforcement officers, and others.⁷⁶

If the false personation occurs during the course of the commission of a felony, the violator commits a felony of the second degree (up to 15 years/\$10,000 fine).⁷⁷

Section 12 amends s. 849.01, F.S., relating to the keeping of gambling houses, to increase the penalty for that offense from a second degree misdemeanor (up to 60 days/\$500 fine)⁷⁸ to a:

- For a first offense, a third degree felony (up to five years/\$5,000 fine).⁷⁹
- For a second or subsequent violation, a felony of the second degree (up to 15 years/\$10,000 fine).⁸⁰

Current law provides, in part, that the keeping of a gambling house includes any person, servant, clerk, or agent who:

[H]as, keeps, exercises or maintains a gaming table or room, or gaming implements or apparatus, or house, booth, tent, shelter or other place for the purpose of gaming or gambling or in any place of which she or he may directly or indirectly have charge, control or management, either exclusively or with others, procures, suffers or permits any person to play for money or other valuable thing at any game whatever

The bill creates s. 849.01(3), F.S., to define “course of conduct” to mean a pattern of conduct composed of a series of acts over time which evidence a continuity of purpose. It prohibits a person from knowingly, or in reckless disregard of the fact (i) benefitting financially or receiving anything of value in furtherance of violation of keeping a gambling house; and (ii) participating in a course of conduct in providing a service, product, or material benefit in furtherance of violation of keeping a gambling house. The penalties for a violation of s. 849.01(3), F.S., are a third-degree felony and a fine of \$50,000 per violation. The bill also creates s. 849.01(4), F.S., to provide for a criminal penalty of a felony of the second degree if, during the commission of an offense under s. 849.01, F.S., an individual suffers great bodily harm, permanent disability, or permanent disfigurement.

⁷⁶ See s. 843.08, F.S.

⁷⁷ Section 775.082, F.S., provides a felony of the second degree is punishable by a term of imprisonment not to exceed 15 years. Section 775.083, F.S., provides a felony of the second degree is punishable by a fine not to exceed \$10,000. Under s. 775.084, F.S., a habitual felony offender is subject to enhanced penalties.

⁷⁸ Section 775.082, F.S., provides a misdemeanor of the second degree is punishable by a term of imprisonment not to exceed 60 days. Section 775.083, F.S. provides a misdemeanor of the second degree is punishable by a fine not to exceed \$500. The enhanced penalties for this violation increase to imprisonment not to exceed five years and a fine not to exceed \$5,000.

⁷⁹ Section 775.082, F.S., provides a felony of the third degree is punishable by a term of imprisonment not to exceed five years. Section 775.083, F.S., provides a felony of the third degree is punishable by a fine not to exceed \$5,000.

⁸⁰ Section 775.082, F.S., provides a felony of the second degree is punishable by a term of imprisonment not to exceed 15 years. Section 775.083, F.S., provides a felony of the second degree is punishable by a fine not to exceed \$10,000. Under s. 775.084, F.S., a habitual felony offender is subject to enhanced penalties.

Section 13 amends s. 849.02, F.S., relating to agents or employees keeping a gambling house, to create a tier for violators based on the frequency of offenses, providing that:

- For a first offense, a misdemeanor of the first degree, punishable as provided in ss. 775.082, 775.083, or 775.084, F.S.
 - For a second offense, a felony of the third degree, punishable as provided in ss. 775.082, 775.083, or 775.084, F.S.
- For a third or subsequent offense, a felony of the second degree, punishable as provided in ss. 775.082, 775.083, or 775.084, F.S.

The bill also provides that if the clerk, agent, or employee is authorized to bind the gambling house in violation of s. 849.01, F.S., or to act on behalf of any person in the violation thereof, he or she commits: (i) for a first offense, a third-degree felony; or (ii) for a second or subsequent offense, a second-degree felony.

Section 14 creates s. 849.021, F.S., to define: “government employee” to mean any person employed by, or acting on behalf of, the state or any political subdivision; and “political subdivision” to mean any public body created by or under state law.

This section prohibits a government employee from knowingly certifying, licensing, approving, aiding, facilitating, or concealing the operation of a gambling house in violation of s. 849.01, F.S.; and imposes a criminal penalty for a violation of s. 849.021, F.S., of: (i) for a first offense, a third-degree felony; and (ii) for a second or subsequent offense, a second-degree felony. The bill exempts any person acting in the scope of his or her employment and, in good faith, reports suspected violations of ch. 849, F.S., to law enforcement.

Section 16 amends s. 849.03, F.S., relating to renting a house for gambling purposes, to provide that a person who knowingly rents to another a house, room, booth, tent, shelter or place for the purpose of gaming commits:

- For a first offense, a felony of the third degree, punishable as provided in ss. 775.082, 775.083, or 775.084, F.S.
- For a second or subsequent violation, a felony of the second degree, punishable as provided in ss. 775.082, 775.083, or 775.084, F.S.

The term “knowingly” is defined as having a general or reasonable knowledge of a reasonable belief or grounds for belief that keeping a gambling house is occurring.

Section 18 amends s. 849.086, F.S., relating to authorized cardrooms, to provide that it is a felony of the third degree to manipulate or attempt to manipulate the playing cards, outcome, or payoff of a card game by physical tampering or by use of any object, instrument, or device, whether mechanical, electrical, magnetic, or involving other means.

Section 19 republishes s. 849.09, F.S., relating to lottery prohibitions and exceptions.

Section 20 amends s. 849.11, F.S., relating to games of chance, to provide that a person who plays any game of chance by lot or with dice, cards, numbers, hazards or any other gambling device, in person or by the use, at least in part, of the Internet, commits a misdemeanor of the second degree. The bill makes it a third-degree felony to:

- Setup up, operate, conduct, promote, or receive in any manner any money or other thing of value offered for the purpose of conducting games of chance by lot;
- Knowingly become the custodian or depositary of any money or other thing of value so offered; or
- Aid, assist, abet, or influence in any manner in any such acts.

Section 21 amends s. 849.13, F.S., relating to second convictions, to revise the first-degree misdemeanor penalty for subsequent offenses of lottery convictions to specify a person who is convicted of a second or subsequent violations for which there is no penalty specified must have the offense reclassified to an offense of the next higher degree, instead of an automatic first-degree misdemeanor, and adds penalties for habitual offenders.

The bill also specifies that for purposes of sentencing, a felony offense that is reclassified under this provision is ranked one level above the ranking under s. 921.0022, F.S., or s. 921.0023, F.S., of the felony offense committed.

Section 22 amends s. 849.14, F.S., relating to unlawful betting on games of skill, to revise the third-degree felony for anyone who stakes, bets, or wagers any money or other thing of value upon the result of any trial or contest of skill, to add penalties for habitual offenders provided in s. 775.084, F.S.

Slot Machine Penalties

Section 23 amends s. 849.15, F.S., relating to the prohibited manufacture, sale, or possession of slot machines or devices, to provide a definition for a “conviction” to mean “a determination of guilt that is the result of a plea or a trial, regardless of whether adjudication is withheld or a plea of nolo contendere is entered.” The bill provides a definition for “part thereof” to mean any equipment, subassembly, or other part of a slot machine or device, whether attached to the slot machine or separate therefrom, which was used, attempted to be used, or intended to be used in connection with the play or operation of the slot machine or device. The bill also provides a definition for “person of authority” to mean a person who, at any business, establishment, premises, or other locations at which a slot machine or device is offered for play, has:

- Actual authority to act on behalf of the business, establishment, premises, or other location where a slot machine or device is offered for play; or
- Any ownership interest in the business, establishment, premises, or other location. The term “ownership interest” includes being an officer, director, or managing member of the business, establishment, premises, or other location.

The bill also provides the following criminal penalties:

- A person who violates the prohibitions on slot machines commits a first-degree misdemeanor (imprisonment up to one year and a fine up to \$1,000).
- A person commits a third-degree felony (imprisonment up to five years and a fine up to \$5,000), if he or she violates the prohibitions on slot machines and:
 - At the time of the violation, the person was a person of authority; or
 - The person has one prior conviction for a violation of this section.
- A person commits a second-degree felony (imprisonment up to 15 years and a fine up to \$10,000), if he or she violates the prohibitions on slot machines and:

- At the time of the violation, the person was a person of authority; and
- The violation involves five or more slot machines or devices; or
- The person has two or more prior convictions for a violation of this section.

Further, this section provides that “all shipments of legal gaming devices, including legal slot machines, into Indian lands located within this state must be deemed legal shipments thereof provided that such Indian lands are held in federal trust for the benefit of a federally recognized Indian tribe that is a party to a tribal-state compact with the state pursuant to the federal Indian Gaming Regulatory Act of 1988, 18 U.S.C. ss. 1166-1168 and 25 U.S.C. ss. 2701 et seq.”

Trafficking Slot Machines

Section 24 creates s. 849.155(1), F.S., relating to trafficking in slot machines or devices or parts thereof. The bill makes it a:

- First degree felony, (imprisonment up to 30 years and a fine up to \$10,000), to knowingly sell, purchase, manufacture, transport, deliver, or bring into Florida more than 15 slot machines or devices or any part thereof; and includes:
 - An additional fine of \$100,000, if the quantity of slot machines or devices or any part thereof involved is more than 15 slot machines or devices or any part thereof, but less than 25 slot machines or devices or any part thereof.
 - An additional fine of \$250,000, if the quantity of slot machines or devices or any part thereof involved is more than 25 slot machines or devices or any part thereof, but less than 50 slot machines or devices or any part thereof.
 - An additional fine of \$500,000, if the quantity of slot machines or devices or any part thereof involved is more than 50 slot machines or devices or any part thereof.

The bill provides an exemption from criminal and financial penalties if such person is trafficking slot machines into any Florida county that has authorized slot machine gaming. Such machines are to be deemed legal shipments, provided that the destination of such shipments is an eligible facility as defined in s. 551.102, F.S., or the facility of a slot machine manufacturer or slot machine distributor as provided in s. 551.109(2)(a), F.S. All shipments of legal gaming devices, including legal slot machines, into Indian lands located within the state shall be deemed legal shipments, so long as the Indian lands are held in federal trust for the benefit of a federally recognized compact with the state.

The bill requires all fines imposed and collected pursuant these provisions be deposited into the Pari-mutuel Wagering Trust Fund and authorizes such funds to be used for the enforcement of chs. 546, 550, 551, and 849, F.S., by the commission.

Section 25 creates s. 849.157(1), F.S., relating to making a false or misleading statement regarding the legality of slot machines to facilitate sales. The bill makes it a:

- Third degree felony (imprisonment up to five years and a fine up to \$5,000), punishable as provided in ss. 775.082, 775.083, or 775.084, F.S., to knowingly and willfully:
 - Make a materially false or misleading statement regarding the legality of a slot machine or device for the purpose of facilitating the sale or delivery of a slot machine or device for any money or other thing of value; or

- Disseminate false or misleading information regarding the legality of a slot machine or device for the purpose of facilitating the sale or delivery of a slot machine or device for any money or other thing of value.
- Second degree felony, punishable as provided in ss. 775.082, 775.083, or 775.084, F.S., when such a violation involves the sale or delivery, or attempted sale or delivery, of five or more slot machines or devices.

Destruction of Slot Machines

Section 26 amends s. 849.18 F.S., to specify that the FGCC may destroy slot machines or devices prohibited under s. 849.15, F.S., which are not destroyed under the newly created s. 849.181, F.S., when: a person arrested for a violation of s. 849.15, F.S., a person enters a plea of guilty or nolo contendere, regardless of adjudication; a nolle prosequi is filed; the arrested person successfully completes a diversion program or a deferred prosecution agreement; or a no-information is filed in the case.

Section 849.18, F.S., is further amended to provide that if no arrest or criminal charge has been filed against any person for violations of ss. 849.15-849.22, F.S., the FGCC may destroy seized slot machines or devices if, 60 days after the conclusion of a lawful investigation, no claim has been filed seeking the return of such machines.

Section 27 creates s. 849.181, F.S., to authorize a seizing agency to destroy excess slot machines seized during an investigation provided certain requirements are met. Under subsection (2), the term “excess slot machines” means more than five slot machines.

Under subsection (3), the seizing agency may destroy such excess slot machines if the seizing agency: (i) retains at least five slot machines until such time as the slot machines may be destroyed under s. 849.18, F.S.; (ii) notifies the appropriate prosecuting attorney that such machines will be destroyed within 60 days of such notice unless the prosecuting attorney notifies the seizing agency otherwise; (iii) photographs and video records each excess slot machine before destruction for evidentiary purposes; and (iv) destroys each excess slot machine in the presence of a law enforcement officer, who must create a sworn record of same.

Under subsection (4), the photographing and video recording of an excess slot machine may be deemed admissible, competent evidence.

Slot Machine Surrender Program

Section 31 creates s. 849.51, F.S., to authorize a limited slot machine surrender program, under which individuals and organizations may surrender or otherwise disclaim any and all interest in any gaming devices and convey such gaming devices to the FGCC. The bill provides to any individual or organization surrendering devices immunity from criminal prosecution for a violation of ch. 849, F.S., related to such devices.

Under subsection (4), the program’s duration is from September 1, 2026, to October 31, 2026. Under subsection (5), the FGCC is required to advertise the surrender program no earlier than 60 days before October 1, 2026.

Illegal Transportation

Section 28 creates s. 849.47, F.S., relating to the transportation of persons to facilitate illegal gambling, define the term “illegal gambling” to mean “any criminal violation of chs. 546, 550, 551, or 849, F.S., that occurs at any business, establishment, premises, or other location.”

Under the bill, a person who knowingly and willfully transports, or procures the transportation of five or more other persons into or within this state when he or she knows or reasonably should know that such transportation is for the purpose of facilitating illegal gambling commits a first-degree misdemeanor (a fine up to \$1,000).

A person who transports, or procures the transportation of, a minor or a person 65 years of age or older commits a third-degree felony (imprisonment up to five years and a fine up to \$5,000).

A person who transports, or procures the transportation of, 12 or more persons commits a third-degree felony (imprisonment up to five years and a fine up to \$5,000).

Gaming Advertisements

Section 29 creates s. 849.48, F.S., relating to prohibited gambling or gaming advertisements. Except as otherwise specifically authorized by law, a person may not:

- Knowingly and intentionally make, publish, disseminate, circulate or place before the public, or cause, directly or indirectly, to be made, published, disseminated or circulated or placed before the public in Florida, in any manner, whether in person or by the use, at least in part, of the internet, any advertisement, circular, bill, poster, pamphlet, list, schedule, announcement, or notice for the purpose of promoting or facilitating illegal gambling; and
- Set up any type or plate for any type of advertisement, circular, bill, poster, pamphlet, list, schedule, announcement, or notice when he or she knows or reasonably should know that such material will be used for the purpose of promoting or facilitating illegal gambling.

The bill provides that for a first offense, violators of the above prohibitions commit a first-degree misdemeanor. For a second or subsequent offense, violators of the above prohibitions commit a third-degree felony.

Under the bill, the printing or producing of any advertisement, circular, bill, poster, pamphlet, list, schedule, announcement, or notice to be used for the purpose of promoting or facilitating gambling conducted in any other state or nation, outside of Florida, where such gambling is not prohibited.

The bill provides the term “illegal gambling” has the same meaning as in s. 849.47(1), F.S.

Administrative Consequences for Gaming Violations

Section 15 creates s. 849.023, F.S., to: (i) define “commission” as the FGCC; define “controlling person” as specified key individuals who are owners or otherwise control a business entity (including an officer, director, or, if a limited liability company, a manager) of the licensee or applicant for a license issued by certain agencies; define “conviction” as a determination of guilt

regardless of whether adjudication is withheld or a plea of nolo contendere is entered; define a license as a license under s. 120.52, F.S., that is issued by the DBPR, the FGCC, or the Office of Financial Regulation; (ii) impose licensure penalties on any licensee holding a license issued by the DBPR, the FGCC, or the Office of Financial Regulation, including summary suspension and revocation of any such license, for violations of s. 849.01, F.S. s. 849.03, F.S., or s. 849.15, F.S., by the licensee or its controlling person; (iii) provide that a licensee or applicant may retain or reapply for a license if the license-issuing agency finds that the licensee has removed the specified key individual; and (iv) provide for a fine of up to \$75,000 for a violation of ss. 849.01, F.S., 849.03, F.S., or 849.15, F.S.

This section establishes regulatory accountability for business entities by authorizing the summary suspension or revocation of state issued licenses based on the illegal gaming activities of a controlling person.

Bail Determination

Section 32 amends s. 903.046(2)(i), F.S., to provide that when determining whether to release a defendant on bail or other conditions, and what that bail or those conditions may be, the court shall consider the amount of currency seized that is connected to or involved in a violation of chs. 546, 550, 551, or 849, F.S.

Internet Gambling

Section 17 amends s. 849.08, F.S., to relating to gambling, to provide a definition for the terms “Internet gambling” and “Internet sports wagering” along with associated penalties.

- “Internet gambling” means “to play or engage in any game in which money or other thing of value is awarded based on chance, regardless of any application of skill, that is available on the Internet and accessible on a mobile device, computer terminal, or other similar access device and simulates casino-style gaming, including, but not limited to, slot machines, video poker, and table games.”
- “Internet sports wagering” means “to stake, bet, or wager money or other thing of value upon the result of any trial or contest of skill, speed, power, or endurance of human or beast, other than pari-mutuel wagering conducted pursuant to ch. 550, F.S., which is available on the Internet and accessible on a mobile device, computer terminal, or other similar access device.”

The bill also provides criminal penalties for a person who plays or engages in Internet gaming (a misdemeanor of the second degree). Additionally, a person who plays or engages in Internet sports wagering commits:

- For a first offense, a misdemeanor of the second degree, punishable as provided in s. 775.082, F.S., or s. 775.083, F.S.
- For a second or subsequent violation, a misdemeanor of the first degree, punishable as provided in s. 775.082, F.S., or s. 775.083, F.S.

A person commits a third degree felony if they are a person who operates, conducts, or promotes Internet gambling or Internet sports wagering, or receives in any manner money or other thing of value offered for the purpose of Internet gambling or Internet sports wagering, or who knowingly

becomes the custodian or depository of any money or other thing of value so offered, or who aids, assists, abets, or influences in any manner in any of such acts. This section of the bill does not apply to people participating in authorized gaming activities under s. 285.710(13), F.S., or any gaming compact.

State Preemption of Gaming and Gambling Regulations

Section 30 creates s. 849.49, F.S., relating to preemption of gaming regulations, to provide that a Florida county, municipality, or other political subdivision of the state may not enact or enforce any ordinance or local rule relating to gaming, gambling, lotteries, or any activities described in s. 546.10, F.S., or ch. 849, F.S., except as otherwise expressly provided by general law, special law, or the State Constitution.

Offense Severity Ranking Chart

Section 33 amends relating to the offense severity ranking chart of the Criminal Punishment Code, to revise the penalties for offenses in the ranking chart for specified gaming offenses, which incorporate changes being made by the bill.

The offense severity ranking chart must be used with the Criminal Punishment Code worksheet to compute a sentence score for each felony offender whose offense was committed on or after October 1, 1998. The offense severity ranking chart has 10 offense levels, ranked from least severe, which are Level 1 offenses, to most severe, which are Level 10 offenses, and each felony offense is assigned to a level according to the severity of the offense.⁸¹

Conforming Amendments

Section 34 amends s. 772.102, F.S., to conform definitions relating to civil remedies for criminal practices, to remove references to s. 849.23, F.S., which is repealed by the bill.

Section 35 amends s. 849.17, F.S., to eliminate references to the repealed s. 849.23, F.S.

Section 36 amends s. 849.18, F.S., to eliminate references to repealed s. 849.23, F.S.

Section 37 amends s. 849.20, F.S., to eliminate references to repealed s. 849.23, F.S.

Section 38 amends s. 849.21, F.S., to eliminate references to repealed s. 849.23, F.S.

Section 39 amends s. 849.22, F.S., to eliminate references to repealed s. 849.23, F.S.

Section 40 amends s. 895.02, F.S., to conform definitions relating to offenses concerning racketeering and illegal debts, to remove references to s. 849.23, F.S., which is repealed by the bill.

⁸¹ See s. 921.0022, F.S.

Effective Date

The bill takes effect of July 1, 2026.

IV. Constitutional Issues:**A. Municipality/County Mandates Restrictions:**

None.

B. Public Records/Open Meetings Issues:

None.

C. Trust Funds Restrictions:

None.

D. State Tax or Fee Increases:

None.

E. Other Constitutional Issues:

None.

V. Fiscal Impact Statement:**A. Tax/Fee Issues:**

None.

B. Private Sector Impact:

Persons who violate the gambling laws will be subject to increased penalties.

Such violators may be impacted by the information that must be considered by a court for determining bail or release of persons arrested for crimes involving controlled substances, a slot machine, or illegal gambling or gaming, including the amount of currency seized that is connected to a violation of the gambling laws.

C. Government Sector Impact:

The fiscal impact on state and local government is indeterminate. The bill increases and creates new criminal penalties for violations relating to illegal gambling. This may create a positive fiscal impact on the state and local governmental entities that receive proceeds

from related fines. There could also be a possible positive fiscal impact due to an increase in forfeitures of contraband.⁸²

This bill may have a positive indeterminate prison bed impact (an unquantifiable increase in prison beds) due to expanding the crimes eligible for enhancements which may lead to an increased number of offenders receiving enhanced sentences. The Criminal Justice Impact Conference (conference), which provides the final, official estimate of the prison bed impact, if any, of legislation, evaluated a similar bill, CS/HB 189 on February 12, 2024, and the conference adopted the estimate of “Positive Indeterminate.”⁸³ (i.e., an unquantifiable positive prison bed impact).

The Florida Gaming Control Commission (commission) may see a fiscal impact due to the revised procedures that allow VSOs to petition the commission for a declaratory statement under s. 120.565, F.S., on whether the operation of the game or machine would be authorized under this section or ch. 849, F.S. Under these revised procedures, the commission would now have to respond within 60 days instead of the current 90-day timeline laid out under s. 120.565, F.S.⁸⁴ However, the workload associated with issuing declaratory statements required in the bill is anticipated to be handled with existing resources. The commission may experience an increase in revenues resulting from increased confiscation of contraband under the bill. The bill also requires all fines imposed and collected for violations of trafficking in slot machines or devices to be deposited into the Pari-mutuel Wagering Trust Fund and authorizes the use of such funds by the commission for the enforcement of chs. 546, 550, 551, and 849, F.S.

VI. Technical Deficiencies:

None.

VII. Related Issues:

None.

VIII. Statutes Affected:

This bill substantially amends the following sections of the Florida Statutes: 16.71, 16.712, 16.713, 16.715, 20.055, 546.10, 551.107, 782.04, 838.12, 843.08, 849.01, 849.02, 849.03, 849.08, 849.086, 849.09, 849.11, 849.13, 849.14, 849.15, 849.18, 903.046, 921.0022, 772.102, 849.17, 849.18, 849.20, 849.21, 849.22, and 895.02.

This bill creates the following sections of the Florida Statutes: 849.021; 849.023; 849.155, 849.157; 849.181; 849.47; 849.48; 849.49; and 849.51.

⁸² See Florida Gaming Control Commission, *2026 Agency Legislative Bill Analysis for SB 1580* at 11 (Jan. 23, 2026) (on file with the Senate Appropriations Committee on Agriculture, Environment, and General Government).

⁸³ See the conference’s Narrative Analysis of CS/HB 189 at <http://www.edr.state.fl.us/Content/conferences/criminaljusticeimpact/CSHB189.pdf> (last visited February 20, 2026).

⁸⁴ See Florida Gaming Control Commission, *2026 Agency Legislative Bill Analysis for SB 1580* at 12 (Jan. 23, 2026) (on file with the Senate Appropriations Committee on Agriculture, Environment, and General Government).

This bill repeals section 849.23 of the Florida Statutes.

IX. Additional Information:

- A. **Committee Substitute – Statement of Substantial Changes:**
(Summarizing differences between the Committee Substitute and the prior version of the bill.)

CS by Regulated Industries on February 10, 2026:

The committee substitute removed provisions related to fantasy sports from the bill.

- B. **Amendments:**

None.