

# MinterEllison

MEMO	CONFIDENTIAL & PRIVILEGED
<b>To</b>	Joshua Preston Chief Legal Officer – Australian Resorts Crown Resorts Ltd
<b>From</b>	MinterEllison
<b>Subject</b>	Gaming Machines Bonus Jackpot <a href="#">Program Initiative</a> – GGR treatment
<b>Date</b>	<a href="#">14 November</a> 2018

## Gross Gaming Revenue

1. The *Casino (Management Agreement) Act 1993* (Vic) requires Crown Melbourne to pay casino tax on Gross Gaming Revenue.<sup>1</sup>
2. Relevantly for the purposes of this note, Gross Gaming Revenue is defined to mean 'the total of all sums ... received in any period by the Company, from the conduct of or playing of games ... less the total of all sums paid out as winnings during that period in respect of such conduct or playing of games ...'
3. Determining the amounts to be included in this calculation is, strictly, a matter of statutory construction. For Crown Melbourne to be entitled, under the Act, to deduct sums for the purpose of the Gross Gaming Revenue calculation, those sums must have been 'paid out as winnings'.<sup>2</sup>
4. Crown Melbourne has, since inception, treated a number of types of jackpots, including 'Bonus Jackpots', as 'sums paid out as winnings' (ie. as a deductible for the purposes of the Gross Gaming Revenue calculation). [Typically, this](#) has been done with the knowledge and approval of the VCGLR.
5. In or around 2012, Crown Melbourne instituted changes to the way it implemented and classified its Gaming Machine Bonus Jackpot Program, with the effect that a number of Gaming Machine Program costs (including specified food, hotel and car parking benefits) were, from that point on, classified as a Bonus Jackpot and a deduction for the purposes of the Gross Gaming Revenue calculation.

## Bonus jackpots

6. A jackpot is defined in the *Casino Control Act (Vic) 1991 (CCA)* to mean 'the combination of letters, numbers, symbols or representations required to be displayed on the reels or video screen of a gaming machine so that the winnings in accordance with the prize payout scale displayed on the machine are payable from money which accumulates as contributions are made to a special prize pool.'
7. The term 'bonus jackpot' is not defined in the CCA. However, the term is referred to in other documents prepared or sanctioned by the VCGLR.
8. The 'Technical Requirements Document' issued by the VCGLR defines a 'Bonus Jackpot' as being one where 'an EGM is instructed by an external device to pay additional bonus prizes where the amount/multiplier, bonus eligibility criteria and time period are specified by the external device.'
9. The term 'Bonus Jackpot' is also used in the [Internal Control Statement, dated 30 April 1997](#). This document does not include a freestanding definition of a 'Bonus Jackpot', but indicates that the term is defined in the 'Game Rules, and does not include mystery or progressive jackpots.'

<sup>1</sup> The Management Agreement, set out in Schedule 1 to the Act, provides for the payment of casino tax (see cl 22.1). The Act provides that the Management Agreement takes effect as if it were part of the Act.

<sup>2</sup> [There is no definition of winnings in the CCA or in any of the casino agreements.](#)

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Deleted: 10. We are instructed that, at present, Crown Melbourne has not been able to locate a copy of the referenced 'Game Rules'.

10. [We have been provided with a copy of what we understand to be the relevant 'Game Rules'.](#) Paragraph 12 of the Game Rules provides that:

*['Bonus Jackpots will operate by adding credits to an EGM's credit meter. The number of EGM's participating in each Bonus Jackpot, the eligibility criteria for each Bonus Jackpot and the number of credits to be added to an EGM's credit meter will be configured in accordance with procedures approved by the VCGA.'](#)*

11. An example of a 'Bonus Jackpot' is the Welcome Back Bonus Jackpot, which we are instructed has been used by Crown Melbourne for a considerable period of time. This involves pokie credits being provided to patrons who meet certain specified criteria on gaming machines within a visit (6am to 6am the following day), and revisit the casino within a specified period.
12. The Welcome Back Bonus Jackpot is the subject of a specific approval, including specific jackpot configuration settings, an example of an approval was that provided by the VCGLR in November 2006.

#### Treatment of Bonus Jackpots

13. As indicated, 'Bonus Jackpots' have historically been treated as a deductible for the purpose of the Gross Gaming Revenue Calculation.
14. This has been done with the knowledge and assent of the VCGLR. The Internal Control Statement provides that 'Revenue shall equal Turnover less Game Wins less Jackpot Startouts less Variable Prize Jackpot Increments less Fixed Prize Jackpot Increments less Bonus Jackpots.'
15. Consistent with this, Crown Melbourne's monthly Gross Gaming Revenue reporting, and the calculations contained therein, make specific reference to 'Bonus Jackpots', which are included in the report as a deduction for the purpose of the calculation. The level of detail around this reporting reduced in around 2013 (with the consent of the VCGLR).
16. It is instructive to look at how Bonus Jackpots are typically accounted for as part of the Gross Gaming Revenue calculation. To use the example of the Welcome Back Bonus Jackpot, we are instructed that pokie credits issued as part of the Welcome Back program, once redeemed, are treated as a deduction to Gross Gaming Revenue. On the other hand, the turnover generated through the use of the pokie credits is recognised and treated as part of turnover for the purposes of the Gross Gaming revenue calculation.
17. By way of example, a patron meeting specified criteria obtains a \$25 pokie credit when playing at Crown Melbourne. That \$25 of credits wagered is included in turnover for the purpose of the Gross Gaming revenue calculation, but also as a deductible (as, in effect, a \$25 sum paid out to the patron). The effect on the Gross Gaming revenue calculation is that of a zero sum game.

#### Gaming Machines ~~Food~~Bonus Jackpot Program Initiative

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18. We are instructed that Crown Melbourne has had in place a gaming loyalty food program (referred to below as the Gaming Machine Bonus Jackpot Program, [but described in Crown's internal documents as the Gaming Machine Food Program](#)), in a number of forms, since at least 2000.
19. In or around 2012, Crown Melbourne instituted changes to the way it implemented and classified its Gaming Machine Bonus Jackpot Program, with the effect that Gaming Machine Bonus Jackpot Program costs were, from that point on, classified as a 'Bonus Jackpot' and, therefore, a deduction for the purposes of the Gross Gaming Revenue calculation.
20. The VCGLR approved changes to Crown Melbourne's EMS (DACOM) in July 2012, which modified 'the existing bonus jackpot mechanism to support any additional bonus types'. The DACOM system provides the functionality for the Gaming Machine Bonus Jackpot Program 'bonuses'. On our instructions, unlike certain other Bonus Jackpots, the external jackpot controller (IGT) is not required for or used in the configuration of the implementation of the Gaming Machine Bonus Jackpot Program 'bonuses'.

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21. The VCGLR:

(a) was not advised of this change in the treatment of the Gaming Machine Bonus Jackpot Program costs; and

(b) has not specifically approved the Gaming Machine Bonus Jackpot as a 'Bonus Jackpot'.

22. Documents issued at the time of the introduction of these changes to the Gaming Machine Bonus Jackpot Program speak of, among other things, the benefit to the bottom line of including these as Bonus Jackpots, and the likelihood of the VCGLR detecting this change in treatment.

23. According to the Technical Requirements Document (TRD), all Bonus Jackpots need to be approved. Paragraph 7.7.1 provides that 'All Bonus Jackpot parameters are to receive the approval of the Director.' The Game Rules, similarly, contemplate express approval by the VCGLR.

24. It is evident from the material with which we have been provided that the VCGLR has historically been very prescriptive about approvals for bonus jackpots and related bonuses. It has also been specific about the limited nature of the approvals provided.

25. The VCGLR has made certain enquiries during the course of 2018 in relation to Crown Melbourne's treatment of Bonus Jackpots, but to date the VCGLR has not raised any specific issue about the composition of Bonus Jackpots or the treatment of Gaming Machine Bonus Jackpot Program costs as a deductible.

#### Observations

26. On a strict interpretation of Gross Gaming Revenue, to constitute a deductible, the amounts must be "won" by the player or otherwise paid out as winnings. On its terms, this definition would not seem to capture credits earned simply by repeat play, which is what the Gaming Machine Bonus Jackpot Program involves.

27. The concept of loyalty credits accruing based on level of play does not logically fit within the concept of a jackpot, either as that term is commonly understood, or as it is defined in the CCA (which is a very narrow, technical definition).

28. On the other hand, paragraph 1.03 of the ICS (sanctioned by the VCGLR) provides a helpful statement of intention in respect of the calculation of Gross Gaming Revenue. It provides that 'Crown will include as winnings to its patrons any prize paid out to its patrons on the level of play and in accordance with the rules of the game.' This appears to recognise that turnover based incentives, such as the Gaming Machine Bonus Jackpot Program may be able to be treated as 'winnings' for the purposes of the Gross Gaming Revenue.

29. According to the TRD, all Bonus Jackpot parameters need to be approved, also as per item 23 above. The changes to the Gaming Machine Bonus Jackpot Program were not so approved.

30. There is an argument that, based on the TRD, the Gaming Machine Bonus Jackpot Program does not fall within the definition of a Bonus Jackpot. This turns on whether the EMS (ie DACOM) can be regarded as an external device for the purposes of the definition in paragraph 7.1 of the Technical Criteria.

31. Of course, if the Gaming Machine Bonus Jackpot Program is not a Bonus Jackpot, then the case for deductibility by reference to that term, and the way such jackpots have been treated historically, weakens accordingly.

32. It is also worth noting the different economic impact of deductions applied in the context of the Gaming Machine Bonus Jackpot Program. Deducting the Gaming Machine Bonus Jackpot

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Commented [MF1]: MF comment - don't necessarily agree, as the amount is paid out as a deductible winning, which is acknowledged re the VCGLR approval of Welcome Back.

Deleted: There is no definition of 'winnings' in any of the casino agreements or relevant legislation other than a useful reference (not definition) in section 78B in the Casino Control Act – Forfeiture of Winnings. This part refers to 'winnings' comprising and including a non-monetary prize and so this clearly envisages that winnings can comprise cash and non-cash prizes. In these circumstances 'winnings' is given its ordinary meaning and would incorporate non-cash prizes.

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bonuses, once redeemed, affects the Gross Gaming Revenue calculation in a different way to [many](#) other bonus/jackpot type arrangements.<sup>3</sup>

- 33. As noted above, in the case of the Welcome Back Bonus Jackpot, the effect on the calculation is that of a zero sum game (\$25 of revenue to top line, \$25 of winnings to bottom line). By contrast, in respect of the Gaming Machine Bonus Jackpot Program, there is a different financial impact of the treatment of the deductible. It is no longer a zero sum game. The cost of the food or car parking is deducted, but there is no corresponding increase in the 'top line' for the purposes of [the revenue calculation.](#)

**MinterEllison**  
[14 November](#) 2018

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<sup>3</sup> [We are instructed that for certain Jackpot types, such as the approved 'Lucky Time Jackpot' arrangements, the jackpot prize deduction is not balanced out by an increase in directly associated turnover.](#)

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Date & Time	14/Nov/2018 02:23:39 pm
Comparison Time	2.32 seconds
compareDocs version	v4.3.200.37

Sources	
Original Document	Bonus Jackpot Advice 25 October 2018 - privileged and confidential.DOCX
Modified Document	Bonus Jackpot Advice 25 October 2018 - privileged and confidential_1.DOCX

Comparison Statistics	
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Deletions	17
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Moves	0
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Paragraph Style Changes	0
Character Style Changes	0
TOTAL CHANGES	40

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Show Track Changes Toolbar	Word	True
Show Reviewing Pane	Word	True
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## Main document changes

### Change #1 - Deleted

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### Change #2 - Deleted

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### Change #3 - Deleted

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### Change #4 - Deleted

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### Change #5 - Changed

"Program– " changed to "Program Initiative – "

### Change #6 - Changed

"25 October " changed to "14 November "

### Change #7 - Inserted

There is no definition of winnings in the CCA or in any of the casino agreements.

### Change #8 - Inserted

2

### Change #9 - Changed

"This " changed to "Typically, his "

### Change #10 - Deleted

Jackpots are fixed or variable and have configurations that include a start-out value and an increment value (turnover) which is reflected in the revenue reports submitted to the Regulator. By way of contrast, 'bonus jackpots' appear as a separate category on these revenue reports as effective deductions. It is understood that Crown has utilised this category now and in the past as not having an increment value and have configuration areas for the two classifications in separate locations within the gaming machines management system. [##only used without an increment value post Welcome Back bonus]

### Change #11 - Deleted

[

### Change #12 - Changed

"] " changed to " "

### Change #13 - Deleted

10. We are instructed that, at present, Crown Melbourne has not been able to locate a copy of the referenced 'Game Rules'.

**Change #14 - Inserted**

10. We have been provided with a copy of what we understand to be the relevant 'Game Rules'. Paragraph 12 of the Game Rules provides that:

**Change #15 - Inserted**

'Bonus Jackpots will operate by adding credits to an EGM's credit meter. The number of EGM's participating in each Bonus Jackpot, the eligibility criteria for each Bonus Jackpot and the number of credits to be added to an EGM's credit meter will be configured in accordance with procedures approved by the VCGA.'

**Change #16 - Changed**

"Bonus " changed to "FoodBonus "

**Change #17 - Inserted**

, but described in Crown's internal documents as the Gaming Machine Food Program

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with

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of the types or parameters

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[##was not advised at all of the proposed type of Bonus Jackpot]

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and

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has not specifically approved the Gaming Machine

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(b)

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Bonus Jackpot

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as a

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Bonus Jackpot'.

**Change #29 - Deleted**

(b)has not approved the specific additions as (b)'Bonus Jackpots'. [###this was approval of a system change which did not specifically articulate the way the new Bonus Jackpots were to operate, including that there was not corresponding incremental increase in turnover of Welcome Back Jackpot]

#### Change #30 - Inserted

The Game Rules, similarly, contemplate express approval by the VCGLR.

#### Change #31 - Deleted

There is no definition of 'winnings' in any of the casino agreements or relevant legislation other than a useful reference (not definition) in section 78B in the Casino Control Act – Forfeiture of Winnings. This part refers to 'winnings' comprising and including a non-monetary prize and so this clearly envisages that winnings can comprise cash and non-cash prizes. In these circumstances 'winnings' is given its ordinary meaning and would incorporate non-cash prizes.

#### Change #32 - Deleted

However, refer to definition of 'Bonus Jackpot' and item 28 below.

#### Change #33 - Deleted

22 As noted above, it is unclear what 'in accordance with the rules of the game' means in this context (ie. what these rules are and their significance is for the purposes of the analysis).

#### Change #34 - Inserted

many

#### Change #35 - Deleted

but has alignment to other Jackpot types such as the approved 'Lucky Time Jackpot' arrangements whereby the jackpot prize deduction is not balanced off by an increase in directly associated turnover

#### Change #36 - Inserted

We are instructed that for certain Jackpot types, such as the approved 'Lucky Time Jackpot' arrangements, the jackpot prize deduction is not balanced out by an increase in directly associated turnover.

#### Change #37 - Inserted

3

#### Change #38 - Deleted

revenue.

#### Change #39 - Inserted

the revenue calculation.

#### Change #40 - Changed

"25 October " changed to "14 November "