COMMONWEALTH OF PENNSYLVANIA

GAMING CONTROL BOARD

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PUBLIC HEARING

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BEFORE: GREGORY C. FAJT, CHAIRMAN

Raymond S. Angeli, Jeffrey W. Coy, James B.

Ginty, Kenneth T. McCabe, Gary A. Sojka,

Kenneth I. Trujillo

HEARING: Thursday, July 29, 2010

LOCATION: North Office Building

Hearing Room 1

401 North Street

Harrisburg, PA 17120

WITNESSES: Sean Hannon

Reporter: Kenneth D. O'Hearn

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25 AS FOLLOWS:

5 1 2 CHAIRMAN: 3 Thank you. Mr. Hannon, could you please spell your name for the reporter? Sean S-E-A-N, H-A-N-N-O-N. 5 Yes. 6 CHAIRMAN: 7 Counsel, before you begin, could you please state your name and firm for the court 8 reporter? 10 ATTORNEY STEWART: 11 Yes, thank you. Mark Stewart, that's Mark with a K and S-T-E-W-A-R-T with the law firm 12 Eckert, Seamans. 13 14 CHAIRMAN: 15 Mark, could you please pull your 16 microphone closer to you and make sure the green 17 button is on there? There you go. Thank you. 18 ATTORNEY STEWART: 19 Thank you, Mr. Chairman, Commissioners. 20 May I please the Board, we are before you today asking 21 that the United States Playing Card Company be 22 permitted to seek a single manufacturer's license for 23 both its playing cards and dice products. In the alternative, if the second license 24 25 is required to manufacture dice, we ask that the

license fees or the second license fee be completely reduced. This would be consistent with the action taken by the Board in June for Precision Tools and manufacturer of Pai Gow tiles. And at least to some extent, it is not objected to by the OEC.

By way of brief background, and allow me to just note for purposes of the record that paragraphs 27 through 30 of our amended petition are on the subject of the Motion for Confidentiality. So I will not orally get into those details today.

But by brief background, USPC has a conditional license to manufacture table game devices. It is 100 percent owned by Jarden Corporation, which is a publicly traded Fortune 500 consumer goods products company. USPC manufactures its playing cards at a plant in Kentucky; however, manufactures its dice at a plant in Juarez, Mexico. Due to Mexican law or Mexican corporation, you have to be established in order to have that performed on the best management in the plant.

That Mexican corporation is USPC Mexico.

It is a subsidiary of USPC and the conditional

Licensee here. And it too is 100 percent owned by the parent, Jarden. And it is essentially a shell corporation, established to satisfy the legal

requirements. All of the manufacturing decisions, all of the sales activities, are at the USPC level in Kentucky. USPC filed its manufacturing application identifying itself as the Applicant and then filed a Principal Application in USPC in Mexico, like it did for its other affiliated companies.

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The Bureau of Licensing has determined that because there is a separate corporation here, a second license and therefore a second license fee must be obtained and paid in order for my client to sell and manufacture its dice in Pennsylvania.

Our primary request for relief is that the Board reverse its determination and allow the application to proceed as filed. We believe that this is permitted under the Gaming Act. Section 1317.1 states that a person shall apply for a license in order to manufacturer table games. And the Gaming Act's definition of person in Section 1103 includes the term organization; therefore, the United States Playing Card Company's corporate organization is a person and should be entitled to apply for licensure and a single license.

The organization itself, that term is not defined in the Gaming Act. But our approach is consistent with its common usage, it is consistent

with the Board's precedent in terms of how to handle
Category 1 Licensee Applications. In that instance
it's permitted at least one applicant to have one
corporation, being the slot machine licensee, and a
separate corporation being the horse racing license,
and it was all one organization but it was a person
that applied for licensure.

And in fact, the Board has defined --the Board has defined the term organization and
tribulations to include business entities under common
ownership for control, and it expressly includes
subsidiaries. Now the caveat is that your regulation
441a.1 is in a chapter that deals with slot machine
licensees.

But it cannot seem to be the case that the same wording in the Gaming Act, organization, which is applicable to both manufacturing applicants and slot applicants, actually has two separate and different meanings depending upon which one of those types of applicants you are.

So we are asking that we be permitted to proceed with our application as an organization. And just --- it may be a minor one, but we are not asking you to basically apply slot machine regulation to us as a manufacturer. We are asking you to interpret

Section 1103 and the definition of a person that's in the Gaming Act in a way that's consistent with common usage and precedent and apparently your other thinking about what that term means in other contexts.

rom a practical standpoint we would also note that it would be completely redundant to make USPC Mexico file a second application. All the principals are the same. All the intermediary and holding companies are the same. All these entities have filed applications already. Would they have to file applications again? Would they have to pay the application fees again? The application fees that we filed were over \$80,000, so those fees in and of itself --- if they had to be paid again, would be worse than the license fee. The only difference that you would find in the second application is that USPC Mexico would file the direct manufacturer form instead of the principal form.

In the alternative, if the second license is required, we ask that you use your power under Section 1208 of the Act to reduce the license fees. The similar relief was granted on similar facts with Precision Tools. Again, paragraphs 27 through 30 are confidential, but we're essentially talking about these sticks of dice, they're sold in pairs. You have

to sell an awful lot of them to make up \$50,000 of license fees. We have set out in the petition that under the best case scenario of selling projected amounts to all of the licensed facilities in Pennsylvania we would not actually, even get part --- we would only get half way through the renewal fee, much less the initial \$50,000 fee. And using more realistic sales projections, we believe it will take about ten years to make up the initial license fee, ten years of sales.

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There does not appear to be a dispute that the license fee would close off Pennsylvania's market to USPC dice products. It appears that there's an agreement that some fee reduction would be Therefore, we respectfully request that warranted. the Board grant our petition and allow us to proceed as applied and manufacture our dice under the same license that's already been granted. Or in the alternative, completely reduce the license fee. And I would like you to reduce the renewal fee too but I assume you might want to wait until that time comes. But also provide some relief, perhaps a credit on application fees for entities that have already filed and paid one to the Board, we would be reviewing the same information.

CHAIRMAN:

Thank you. OEC have a presentation?

ATTORNEY DAVENPORT:

4 Yes, we do. Good morning, Mr. Chairman

5 and Commissioners. Nan Davenport, Deputy Chief

Enforcement Counsel for the Central Region for the

 $7 \mid OEC. \quad It's N-A-N, D-A-V-E-N-P-O-R-T.$

8 DIRECT EXAMINATION

9 BY ATTORNEY DAVENPORT:

- 10 Q. Mr. Hannon, could you just please state your title
- 11 for the record?
- 12 A. My title is manager of the Enterprise Licensing
- 13 Unit.

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- 14 Q. And as the manager of the Licensing Enterprise
- 15 Unit, is one of your duties responsible for looking at
- 16 applicants that come in and make a determination as to
- 17 whether or not an MP or affiliate needs to be licensed
- 18 or is separately licensed by the Bureau of Licensing?
- 19 A. Yes.
- 20 Q. With respect to slot machine licensing Category
- 21 1s, 2s and 3s, can you just briefly go through the
- 22 process with respect to who needs to be licensed and
- 23 whether it needs to be a separate license or it can be
- 24 under the same license?
- $25 \mid A$. With slot machine licensees, the company that is

- 1 interested in acquiring the license for the casino is 2 the main applicant, considered licensing. There are
- 3 parent companies, holding companies, that are part of
- 4 the licensing process. They are considered
- 5 intermediaries. Holding companies are downgraded to
- 6 20 percent. We also license principal entities, that
- 7 is ownership of a company --- any applicant that's
- 8 less than 20 percent or greater than five percent for
- 9 publicly traded companies, greater than one percent on
- 10 privately owned companies. We also license the
- 11 principals that have ownership on decision bearers of
- 12 the company.
- 13 Q. And why doesn't the Bureau of Licensing require
- 14 not only category --- let's say Category 1 applicant,
- 15 but also perhaps a holding company or subsidiary to be
- 16 separately licensed?
- $17 \mid A$. They are part of the package getting the licensee
- 18 for the slot machine license. There are a limited
- 19 number of slot machine licenses available and we only
- 20 provide a license to the company that has the
- 21 ownership in the license.
- 22 Q. And with respect to Manufacturers or Gaming
- 23 Service Providers, what is the Act and the Bureau of
- 24 Licensing's policy with respect to licensing of
- 25 different entities?

- 1 A. The main factor, the Bureau of Licensing is the
- 2 licensing of separate legal corporate entities as
- 3 their own license. They have to apply separately.
- 4 This is consistent with what other jurisdictions do,
- 5 such as New Jersey and Louisiana, as well as other
- 6 state agencies when the license associated entities
- 7 have either, under a common ownership, or a subsidiary
- 8 of a corporation. It requires them to each get
- 9 separate license.
- 10 Q. And does the Bureau of Licensing have a precedent
- 11 with respect to other manufacturers that have a
- 12 subsidiary that has completely different products that
- 13 they're selling in the gaming industry in
- 14 Pennsylvania, requiring them to be licensed
- 15 separately?
- 16 A. There are numerous examples of it. There is at
- 17 least five or six companies that are under common
- 18 ownership, either majority ownership or 100 percent
- 19 ownership, where several licenses would be required
- 20 for each entity.
- $21 \mid Q$. And with respect to the separate licenses, are
- 22 they required to pay a separate manufacturer license
- 23 fee?
- 24 A. Yes.
- 25 Q. You are aware of Precision Tool's decision,

- 1 however?
- 2 A. Yes, I am.
- 3 Q. With respect to that decision, can you distinguish
- 4 by the type of product that Precision Tool is selling
- 5 compared to what USPC Mexico intends to sell in
- 6 Pennsylvania?
- $7 \mid A$. The items are totally separate, this is more the
- 8 reduction of the fee, is that what you're asking for?
- 9 Q. No, with respect to licensing.
- 10 A. With respect to licensing, Precision doesn't have
- 11 another entity that requires separate licensure
- 12 because they make one product.
- 13 Q. But with Precision Tool, they were the only
- 14 domestic manufacturer of Pai Gow tiles; is that
- 15 correct?
- 16 A. That's correct.
- $17 \mid Q$. Is it true, that but for Precision Tool to be
- 18 licensed in Pennsylvania, they would not be allowed to
- 19 sell their products?
- 20 A. That is correct.
- 21 Q. With respect to USPC Mexico, if the Board did not
- 22 license them, would that be a problem for a
- 23 Pennsylvania facility not being able to get their
- 24 products?
- 25 A. Presently all the casinos have the equipment

- necessary to conduct games involving dice, which is, you know, that's at hand for Mexico.
- 3 Q. And with respect to the alternative relief request
- 4 in this case, a reduction of license fee, as you
- 5 stated earlier, Precision Tool, the Board did, in
- 6 fact, reduce the license fee in that case. Does the
- 7 Bureau of Licensing have any concern with respect to
- 8 the reduction of license fee for USPC Mexico?
- 9 A. The only difference between previously granted
- 10 relief and this one is that in the other situation
- 11 that product did not exist in the market, and casinos
- 12 had an interest in that product. And they would not
- 13 be able to use that or play that game involving their
- 14 tiles without having that product. In this instance,
- 15 the difference is that there is at least one other
- 16 manufacturer.

- 17 Q. Thank you. Does the Bureau of Licensing object to
- 18 a reduction of the fee?
- 19 A. The Bureau of Licensing has not objected to the
- 20 reduction of the fee.

ATTORNEY DAVENPORT:

- 22 Thank you.
- 23 CHAIRMAN:
- 24 Any other questions --- questions from
- 25 you, Counselor, of OEC right now?

ATTORNEY STEWART:

I have no questions for the witness since it's really a legal argument.

CHAIRMAN:

Okay. Questions from the Board? Commissioner Sojka?

MR. SOJKA:

Just a couple very quick questions.

First, with the tangential level issue, I appreciate the line of questioning that established, at least for me, the distinct difference between the decision made relating to the manufacturer of Pai Gow tiles and this particular case. And since table games are new, virtually everything we do is precedent setting. And this is just our second game since table games and we are already presented with an argument based on precedent.

I want to make very clear that we view the pai gow tile situation precisely as you have described it, it is not in that case, if you will, a slippery slope. It was a very specific case dealing with a very specific set of circumstances. And that's the precedent that's set. We did not set a precedent of simply worrying about how much money a company might make and then adjusting the fee accordingly.

That is not the precedent. I want to make sure everybody understands that one.

The question I would suggest and I'd like to ask you is, we know that there is one other manufacturer who produces dice the table game operators can use. If in some way or another you felt you could come into the market, would it be your opinion that the users of your products would benefit from competition arising from two or more producers?

ATTORNEY STEWART:

I think that would absolutely be the case. And we do have --- USPC does have prospective purchasers of its dice --- obviously any time you have a monopoly system where only one buyer impacts prices and other terms of a deal between the parties. So having more competition of game table devices for Pennsylvania Licensees only would be good for the licensees' competition in the Commonwealth.

MR. SOJKA:

But that would then also likely result in, if you will, even lower margins for producers because of the competition.

ATTORNEY STEWART:

It may be.

MR. SOJKA:

They're selling products.

ATTORNEY STEWART:

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If you look at paragraph 28 of the amended petition, there's not a whole lot of margin here we're talking about. It's, you know, cents and not dollars. And that's why, frankly, I understand completely you're talking about the license fee and the Precision Tool's case and not wanting to go into this every time as a dollar problem. And I hear that there is another provider in the market, but the market is --- my understanding about the provider's situation is that all the products are manufactured in the Mexico facility. They don't have a situation where playing cards are manufactured in the states and the dice are manufactured in Mexico. There is a different situation that could make one of the applicants be --- the Mexico company be the applicant. Because we have domestic production

Because we have domestic production facilities on the cards, does not --- that's not the situation here, we can't just figure our application that way. The fact of the matter is that at least as to our ability to sell dice there's no way they can support a \$50,000 license fee on its own. If it's together, the product or packages --- or packaging products, excuse me, that the United States Playing

Cards Company can offer, then it's supportable and sustainable. But our main argument, our primary argument, again, is that the word organization, which is in the Gaming Act and applicable to both types of applicants, manufacturer and slot machine licensees can't have two separate meanings. It's one word, and that would be our primary request for relief.

MR. SOJKA:

Thank you for your answer.

CHAIRMAN:

Commissioner Ginty?

MR. GINTY:

Would we be here today if USPC Mexico was a division of the United States Playing Cards?

15 A. No.

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MR. GINTY:

It's only the corporate --- as I understand it, in order to operate it in Mexico, Mexico requires a separate corporation?

ATTORNEY STEWART:

Yes, it's called the In-Bond program or the Maquila program. If there's going to be essentially foreign capital, investing the property of foreign management of it, it has a corporation.

MR. GINTY:

And this is just a form. Now would you address, is Counsel here correct in curbing the slot license provision differently than you do the manufacturing?

ATTORNEY DAVENPORT:

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And with respect to statutory construction, the regulations provide with the section a definition of organization that's limited to slot machine licensees as well as to the trusteeships. That definition, it says it in the subpart, it does not add a similar provision definition in the --- with the main regulations.

MR. GINTY:

Is that a regulation or is that ---?

ATTORNEY DAVENPORT;

That's a regulation, sir.

MR. GINTY:

We would actually write a regulation for the manufacturers and say the same thing.

ATTORNEY DAVENPORT:

We could, yes.

MR. GINTY:

I just want to understand. The only
thing that's keeping U.S. Playing Cards from competing

21 in the dice market in Pennsylvania is the corporate 1 2 form that they are required to take in Mexico? 3 ATTORNEY DAVENPORT: Correct. 4 5 CHAIRMAN: 6 Thank you, Commissioner Trujillo? MR. TRUJILLO: Okay. Mr. Stewart, just a couple 8 I didn't get a chance to look at the USPC questions. file. Does USPC financials, do those consolidate to 10 11 the USPC? 12 ATTORNEY STEWART: 13 Yes, I believe. 14 MR. TRUJILLO: 15 And are all of the executive decisions in terms of management and the like, are they made 16 17 ultimately by the parent, by USPC? 18 ATTORNEY STEWART: 19 Yes. 20 MR. TRUJILLO: And so therefore, if USPC Mexico was 21 22 across the river at least a mile away in El Paso, 23 would that make any difference in how you would view 24 it, if it was still a separate corporation? 25 ATTORNEY PITRE:

Yes. If it's certainly legal then we would change our view.

MR. TRUJILLO:

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And that would be whether it was a corporation or an LLC or whatever form as I understand; correct?

ATTORNEY PITRE:

But then again, it would be a Right. subsidiary of the parent, then it would be one big license that was issued. But here we have a separate corporation that was formed, so the way this is playing out is that they only --- because they legally had to do it that way. But we have to issue a separate license. Now, I don't think it would be appropriate in certain licensing. And quite frankly, I wouldn't be opposed to getting a reduced fee because we've gotten the main fee from the parent or from U.S. Playing Cards. So if it's a separate case, a separate manufacturer --- separate manufacturer and a separate product, they are part of the same overall structures in some strange fashion because of what you had to do to get the manufacturing of the corporation up and running in Mexico.

MR. TRUJILLO:

But doesn't the United States have a

circumstance where a subsidiary, an operating subsidiary may, in fact, be an LLC, an LLP or some other form or some other corporate form?

ATTORNEY PITRE:

Yes.

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MR. TRUJILLO:

And in that case, if that subsidiary, that downstream subsidiary is a separate corporate entity then you would treat them in the same manner you are suggesting USPC does?

ATTORNEY PITRE:

No, no, if --- from what I understand in marketing, and correct me if I'm wrong, but USPC 14 Mexico is its own distinct corporation that are made up of the same people that's made up USPC in Kentucky; is that correct?

ATTORNEY STEWART:

Right. It's a subsidiary of USPC's. separate corporation of its subsidiary is what we own up the chain by the intermediate areas; ultimately it's the parent, Jarden. And I think the answer to --- if I may, one of the questions that you've asked is several ones crossed over in El Paso then would it be a separate corporation because it should be a 24 plant. But according to the Bureau's position and

OEC's position, it would not change their position. 1 It would be a separate corporation, and at least for manufacturers, they would require a separate 3 corporation. Even though it's a subsidiary and commonly owned and controlled to get a separate license. What I'm saying is that for slot machine licenses that do not, and that's in the regulations. But ultimately it goes back to the definition of person in the Gaming Act, which says that a person is 10 an organization, and that's where the two are really no different. They're both corporate organizations, 11 therefore, they're both persons and they should be 12 able to apply for a license. 13

MR. TRUJILLO:

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And that's what I think what we're all trying to understand. The relationship that we have is obviously a maybe corporate form that's being taken on in Mexico because of the requirements. But what I've been trying to understand is this issue of in the United States, it's a U.S. company. The fact that it makes a separate corporation, it's still a subsidiary and it consolidates --- the fact that it's a separate corporation, that doesn't sound to me like that's the reason why you're asking to be treated the way you suggested.

ATTORNEY PITRE:

I would offer that the regulations be Quite frankly, if I had my way we'd license the parent and the subsidiaries would just come in underneath it.

MR. TRUJILLO:

Thank you for your candor. That's

helpful. 8

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CHAIRMAN:

Other questions from the Board?

Ginty? 11

MR. GINTY:

Well, I have --- you may have answered my question. If we were inclined to grant relief, which option would you prefer us to take?

ATTORNEY PITRE:

Well, under the regulations we have now, I suggest that we reduce the fee to zero because ---.

MR. GINTY:

On what basis?

ATTORNEY PITRE:

On the basis that we already received a 23 fee from the parent company for table games 24 manufactured license. That we investigate and we 25 license USPC Mexico. But you reduce the fee to zero

because they already paid a table game application fee.

MR. GINTY:

And that would be --- I forget the section that gives us the discretion of that.

ATTORNEY STEWART:

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MR. GINTY:

Would we do that under 1208?

ATTORNEY PITRE:

Correct.

ATTORNEY DAVENPORT:

And Commissioner, if I may? One of the reasons that New Jersey licenses their manufacturers separately is also for reliability purposes. have a manufacturer, U.S. manufactures playing cards and Mexico is a manufacturer of dice. If something would happen and OEC would have to take any kind of enforcement action, it would be limited to USPC Mexico 20 for the dice, so it wouldn't be affecting the playing 21 card subsidiary.

MR. GINTY:

I don't want to continue --- is U.S.

24 Playing Cards licensed in New Jersey?

ATTORNEY STEWART:

Yes, and I believe that USPC Mexico has a license application pending.

MR. GINTY:

I'm sorry. It isn't resolved in New

Jersey?

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ATTORNEY STEWART:

7 And frankly, New Jersey doesn't Correct. have our Gaming Act. It doesn't have the same definition of person, which includes the word 10 organization. So we're on a different legal footing there. If I may, just on that last point of the 11 12 liability issue, that's our risk and our problem. 13 mean, you certainly still have all the leverage and, 14 in fact, you have more leverage over us because you 15 could affect both operations, just at the parent level. So I say that that's our risk and our problem 16 17 and it doesn't prejudice the Board in any way, shape 18 or form.

CHAIRMAN:

Any other questions from the Board?

Thank you very much. OEC?

ATTORNEY DAVENPORT:

No. Thank you.

CHAIRMAN:

Thank you, this will conclude our public

hearings. We're going to recess into Executive

Session and we will be back here in about 15 minutes.

Let's say about five 'til 11:00 if that clock is

correct then. Is that clock correct? Okay. About

five 'til 11:00 thank you.

O

HEARING CONCLUDED

* * * * * * *

CERTIFICATE

I hereby certify that the foregoing proceedings, hearing held before Chairman Fajt, was reported by me on 07/29/2010 and that I Kenneth Dominic O'Hearn read this transcript and that I attest that this transcript is a true and accurate record of the proceeding.

Court Reporter