

## **Public consultation on the Green Paper on on-line gambling in the Internal Market**

You are invited to reply to the on-line questionnaire. The questions listed in the Green Paper are reproduced in the same order hereunder. A pdf version of the [Green Paper](#) is available in all EU languages for guidance to the questions.

There are 51 questions in the consultation document. You may reply to those questions in any one of the EU languages. You may focus your contributions on the areas of most interest to you; you are not obliged to answer all the questions.

Please save this document on your computer. Once you have completed the questionnaire, come back to the on-line questionnaire. You will be able to upload your answers on page 3 of the on-line questionnaire.

The consultation will close on 31/07/2011.

We thank you for your participation.

### **Your name / Your organisation:**

ESTORIL-SOL (III) - Turismo, Animação e Jogo, S.A.

ESTORIL SOL ALREADY RESPONDED TO THE CONSULTATION.

THIS PAPER AIMS ONLY AT PROVIDING ADDITIONAL INFORMATION  
REGARDING ANSWER 38

Estoril-Sol is the largest Portuguese Gaming Operator, holding licenses issued by the Portuguese Government to run Casino Estoril and Casino Lisboa. These casinos represent a Gross Gaming Revenue (GGR) of 169 million Euros in 2010 (91.9 million for Casino Lisboa and 77.1 million for Casino Estoril) and are responsible for the creation of about 1,000 direct jobs and more than 3,000 indirect jobs.

Estoril-Sol is a casino operator with decades of experience and expertise in the casino activity, offering casino games, including tables (e.g. roulette, black-jack, poker, punto banco), slot machines and poker tournaments.

In 1987, Estoril-Sol was the first Company to put in practice a completely new casino concept, making Casino Estoril evolve from a mere gaming house to a fully integrated leisure and entertainment facility. This new concept set the pace for other operators, who also evolved their operations to leisure and entertainment centres.

Estoril-Sol is also directly and indirectly involved in Tourism promotion.

In Portugal, games of chance are subject to a model of State monopoly, aggregated to a regime of franchise in favour of private companies. This model is complemented by the

franchise contracts, which grant Portuguese casinos the exclusivity for running games of chance. Such exclusivity entitlement was the most determinant ground for the Government to justify the exceptionally heavy tax burden that falls upon the casinos.

On the franchise of Estoril, which includes Casino Estoril and Casino Lisboa, this tax burden reaches 62% of GGR, considering annual fees and redemption of the initial consideration along the franchise period.

Portugal is a highly regulated environment in what regards land-based Casinos. Government inspection is permanent in all casino premises, supervising all matters related to gaming as well as daily revenues.

Answers to the questions on the consultation shall be given in Portuguese.

### Questions from the Green Paper on on-line Gambling in the Internal Market

1. Regulating on-line gambling in the EU: Recent developments and current challenges from the Internal Market standpoint
  - 1.1. Purpose of the consultation
  - 1.2. On-line gambling in the EU: current situation

**(1) Are you aware of any available data or studies on the EU on-line gambling market that would assist policy-making at EU and national level? If yes, do the data or study include licensed non-EU operators in the EU market?**

**(2) Are you aware of any available data or studies relating to the nature and size of the black market for on-line gambling services? (Unlicensed operators)**

**(3) What, if any, is your experience of EU-based on-line gambling operators licensed in one or more Member State and providing and promoting their services in other EU Member States? What are your views on their impact on the corresponding markets and their consumers?**

**(4) What, if any, is your experience of licensed non-EU on-line gambling operators providing and promoting their services in EU Member States? What are your views on their impact on the EU market and on consumers?**

**(5) If any, which are the legal and/or practical problems that arise, in your view, from the jurisprudence of national courts and the CJEU in the field of online gambling? In particular, are there problems of legal certainty on your national and/or the EU market for such services?**

**(6) Do you consider that existing national and EU secondary law applicable to on-line gambling services adequately regulates those services? In particular, do you consider that coherence / consistency is ensured between, on one hand, the public policy objectives pursued by Member States in this field and, on the other hand, the national measures in force and/or the actual behaviour of public or private operators providing on-line gambling services?**

**Other comments on issues raised in section 1**

2. Key policy issues subject to the present consultation

2.1. Definition and organisation of on-line gambling services

**(7) How does the definition of on-line gambling services in the Green Paper differ from definitions at national level?**

**(8) Are gambling services offered by the media considered as games of chance at national level? Is there a distinction drawn between promotional games and gambling?**

**(9) Are cross-border on-line gambling services offered in licensed premises dedicated to gambling (e.g. casinos, gambling halls or a bookmaker's shop) at national level?**

**(10) What are the main advantages/difficulties associated with the coexistence in the EU of differing national systems of, and practices for, the licensing of on-line gambling services?**

**Other comments on issues raised in section 2.1**

2.2. Related services performed and/or used by on-line gambling services providers

**(11) With focus on the categories mentioned in the Green Paper, how are commercial communications for (on-line) gambling services regulated for at national level? Are there specific problems with such cross-border commercial communications?**

**(12) Are there specific national regulations pertaining to payment systems for on-line gambling services? How do you assess them?**

**(13) Are players' accounts a necessary requirement for enforcement and player protection reasons?**

**(14) What are the existing national rules and practices relating to customer verification, their application to on-line gambling services and their consistency with data protection rules? How do you assess them? Are there specific problems associated with customer verification in a cross-border context?**

**Other comments on issues raised in section 2.2**

2.3. Public interest objectives

2.3.1. Consumer protection

**(15) Do you have evidence that the factors listed in the Green Paper are linked to and/or central for the development of problem gambling or excessive use of on-line gambling services? (if possible, please rank them)**

**(16) Do you have evidence that the instruments listed in the Green Paper are central and/or efficient to prevent or limit problem gambling relating to on-line gambling services? (if possible, please rank them)**

**(17) Do you have evidence (e.g. studies, statistical data) on the scale of problem gambling at national or EU level?**

**(18) Are there recognised studies or evidence demonstrating that on-line gambling is likely to be more or less harmful than other forms of gambling for individuals susceptible to develop a pathological gaming pattern?**

**(19) Is there evidence to suggest which forms of on-line gambling (types of games) are most problematic in this respect?**

**(20) What is done at national level to prevent problem gambling? (E.g. to ensure early detection)?**

**(21) Is treatment for gambling addiction available at national level? If so, to what extent do on-line gambling operators contribute to the funding of such preventive actions and treatment?**

**(22) What is the required level of due diligence in national regulation in this field? (e.g. recording on-line players' behaviour to determine a probable pathological gambler?).**

**(23) What is the statutory age limit for having access to on-line gambling services in your Member State? Are existing limits adequate to protect minors?**

**(24) Are on-line age controls imposed and how do these compare to off-line 'face-to-face' identification?**

**(25) How are commercial communications for gambling services regulated to protect minors at national or EU level? (e.g. limits on promotional games that are designed as on-line casino games, sports sponsorship, merchandising (e.g. replica jerseys, computer games etc) and use of social on-line networks or video-sharing for marketing purposes.**

**(26) Which national regulatory provisions on license conditions and commercial communications for on-line gambling services account for the risks described in the Green Paper and seek to protect vulnerable consumers? How do you assess them?**

**Other comments on issues raised in section 2.3.1**

2.3.2. Public order

**(27) Are you aware of studies and/or statistical data relating to fraud and on-line gambling?**

**(28) Are there rules regarding the control, standardisation and certification of gambling equipment, random generators or other software in your Member State?**

**(29) What, in your opinion, are the best practices to prevent various types of fraud (by operators against players, players against operators and players against players) and to assist complaint procedures?**

**(30) As regards sports betting and outcome fixing - what national regulations are imposed on on-line gambling operators and persons involved in sport events/games to address these issues, in particular to prevent 'conflicts of interest'? Are you aware of any available data or studies relating to the magnitude of this problem?**

**(31) What issues should in your view be addressed in priority?**

**(32) What risks are there that a (on-line) sports betting operator, which has entered into a sponsorship agreement with a sports club or an association, will seek to influence the outcome of a sports event directly or indirectly for profitable gain?**

**(33) What concrete cases are there that have demonstrated how on-line gambling could be used for money laundering purposes?**

**(34) Which micro-payments systems require specific regulatory control in view of their use for on-line gambling services?**

**(35) Do you have experience and/or evidence of best practice to detect and prevent money laundering?**

**(36) Is there evidence to demonstrate that the risk of money laundering through on-line gambling is particularly high in the context of such operations set up on social web-sites?**

**(37) Are national e-commerce transparency requirements enforced to allow for illegally operated services to be tracked and closed? How do you assess this situation?**

**Other comments on issues raised in section 2.3.2**

2.3.3. Financing of benevolent and public interest activities as well as events on which on-line sports betting relies

**(38) Are there other gambling revenue channeling schemes than those described in the Green Paper for the public interest activities at national or EU level?**

Na resposta à questão 38 (documento originalmente enviado pela Estoril-Sol (III), já houve a oportunidade de abordar:

- O regime genérico de afectação de verbas públicas decorrentes da tributação dos Casinos Portugueses;
- O regime decorrente da adaptação dos contratos de concessão dos Casinos nacionais (2001);
- O do regime específico da concessão de jogo da Madeira (2006).

Verifica-se ainda que o regime específico de cada concessão de jogo determina a reversão de significativas verbas para as autarquias locais da área de influência dos Casinos.

Nesta matéria, assume primordial relevância, desde logo, o disposto no n.º 3 do art. 84.º da Lei do Jogo (Decreto-lei n.º 422/89, de 2 de Dezembro, na redacção da Lei n.º 64-A/2008, de 31 de Dezembro), segundo o qual: “Do imposto especial de jogo, 77,5 % constituem receita do Fundo de Turismo (actualmente, Turismo de Portugal) que, da importância recebida, aplica um montante igual a 20 % da totalidade do imposto especial de jogo na área dos municípios em que se localizem os casinos na realização de obras de interesse para o turismo, nos termos estabelecidos no capítulo X (...).

No que se refere, concretamente, ao Casino Lisboa, assumem ainda relevo as disposições específicas do Decreto-Lei n.º 15/2003, de 30 de Janeiro, [artigos 3.º-1-c) e 4.º] que determinaram a reversão da respectiva contrapartida inicial, no valor de € 30.000.000,00, a

preços de 2002, em 33,5% para um teatro no Parque Mayer, em 16,5% para outro equipamento cultural no Parque Mayer, em 16,5% para a recuperação do Pavilhão Carlos Lopes e em 33,5% para um Museu Nacional a criar pelo Governo no Município de Lisboa.

Também, segundo a alínea b) do n.º 1 do artigo 5.º do citado Decreto-Lei n.º 15/2003, até 15% das verbas a pagar pela Concessionária a título de contrapartida anual pela exploração do Casino Lisboa estão destinados a financiar obras de interesse para o turismo no Município de Lisboa, bem como acções de promoção turística no mesmo Município.

Acresce que, nos termos das alíneas a) e b) do n.º 1 do artigo 3.º do mesmo Decreto-Lei n.º 15/2003, a Concessionária é directamente responsável pela manutenção, não só do Casino Lisboa, mas dos respectivos espaços de estacionamento de apoio, com uma capacidade total de 600 lugares, que constituem equipamentos de uso público.

E, finalmente, a obrigação constante da Portaria n.º 1311/2004, de 13 de Outubro, qual seja a de explorar, no Casino, uma Sala de Espectáculos, foi cumprida pela Concessionária através da criação do Auditório dos Oceanos, que é hoje, por força dos espectáculos de renome internacional aí encenados, uma referência cultural e turística do Concelho.

Comprovando a contribuição do Casino Lisboa para a realização de importantes realizações culturais e turísticas no Município, anexamos carta da Câmara Municipal de Lisboa, de 22/07/2011, e respectiva informação anexa, que permitem, constatar o seguinte:

- De 2008 a 2010, o Município de Lisboa investiu aproximadamente 41 milhões de euros em acções de promoção turística da cidade e na realização de obras em equipamentos de interesse para o turismo no município do Lisboa, sendo que, desse valor, cerca de 65% foram financiados pelas verbas provenientes das contrapartidas iniciais, imposto especial de jogo e contrapartidas anuais do Casino Lisboa.

- Entre as várias dezenas de projectos aprovados, destacam-se a reabilitação do Teatro Capitólio e da restante envolvente (Parque Mayer, Jardim Botânico e edifícios da Escola Politécnica) num valor aproximado do 11 M€, cobertos integralmente pela contrapartida inicial da concessão do Casino. Nesta contrapartida incluiu-se a requalificação das áreas envolventes no Parque Eduardo VII, nomeadamente dos parques infantis, rede de rega, miradouro e restauro da estatuária.

- A maior fatia de financiamento (cerca de 28 milhões de euros) cabe às receitas provenientes do Imposto Especial do Jogo. Nas intervenções financiadas por esta via incluem-se os jardins, os miradouros, a requalificação paisagística das entradas em Lisboa, a criação de percursos pedonais e cicláveis em articulação com espaços públicos de qualidade (Ligação pedonal do Chiado ao Largo e novo espaço dos Terraços do Carmo, ligação por ascensores da Rua dos Fanqueiros à Costa do Castelo, via edifício para a Rua da Madalena e Mercado do Chão do Loureiro), ligações em rede ciclável entre Monsanto e o Parque Eduardo VII pela ponte ciclo-pedonal entre a Avenida Calouste Gulbenkian e Campolide, o Projecto de Intervenção no Bairro Alto (incluindo acções anti-graffiti e reparação de fachadas) e a animação turística no espaço público.

- Para além deste conjunto de projectos de intervenção no espaço público, foram financiados projectos na área da valorização da oferta cultural da cidade, designadamente a requalificação do Museu da Cidade, a musealização da Casa dos Bicos, a valorização da Cerca Velha e a criação de novo equipamento: o Museu da Moda e do Design (em plena Baixa, na Rua Augusta).



- As verbas da Contrapartida Anual, no montante aproximado de 2 milhões de euros, financiaram a 100% algumas iniciativas de animação cultural e turística.

- Para 2011, o município apresentou um conjunto de novos projectos, no valor aproximado de 20 milhões de euros, também a financiar pelas verbas da contrapartida inicial, imposto especial de jogo e contrapartida anual do Casino Lisboa, com o objectivo de dar continuidade às acções anteriormente implementadas.

**(39) Is there a specific mechanism, such as a Fund, for redistributing revenue from public and commercial on-line gambling services to the benefit of society?**

**(40) Are funds returned or re-attributed to prevention and treatment of gambling addiction?**

**(41) What are the proportions of on-line gambling revenues from sports betting that are redirected back into sports at national level?**

**(42) Do all sports disciplines benefit from on-line gambling exploitation rights in a similar manner to horse-racing and, if so, are those rights exploited?**

**(43) Do on-line gambling exploitation rights that are exclusively dedicated to ensuring integrity exist?**

**(44) Is there evidence to suggest that the cross-border "free-riding" risk noted in the Green Paper for on-line gambling services is reducing revenues to national public interest activities that depend on channelling of gambling revenues?**

**(45) Do there exist transparency obligations that allow for gamblers to be made aware of whether and how much gambling service providers are channelling revenues back into public interest activities?**

**Other comments on issues raised in section 2.3.3**

2.4. Enforcement and related matters

**(46) Which form of regulatory body exists in your Member State and what are its competences, its scope of action across the on-line gambling services as defined in the Green Paper?**

**(47) Is there a national register of licensed operators of gambling services? If so, is it publicly accessible? Who is responsible for keeping it up to date?**

**(48) Which forms of cross-border administrative cooperation are you aware of in the domain of gambling and which specific issues are covered?**

**(49) Are you aware of enhanced cooperation, educational programmes or early warning systems as described in the Green Paper that are aimed at strengthening integrity in sport and/or increase awareness among other stakeholders?**

**(50) Are any of the methods mentioned in the Green Paper, or any other technical means, applied at national level to limit access to on-line gambling services or to restrict payment services? Are you aware of any cross-border initiative(s) aimed at enforcing such methods? How do you assess their effectiveness in the field of on-line gambling?**

**(51) What are your views on the relative merits [in terms of suitability and efficiency] of the methods mentioned in the Green Paper as well as any other technical means to limit access to gambling services or payment services?**

**Other comments on issues raised in section 2.4**

**Other comments on issues raised in the Green Paper**

Além dos 10 documentos já anteriormente anexos, anexamos 1 documento:

Quanto à resposta 38, carta da Câmara Municipal de Lisboa, de 22 de Julho de 2011, que atesta o destino das verbas públicas geradas pelo Casino de Lisboa.