

**MINISTERIAL COUNCIL ON GAMBLING  
PROGRESS REPORT TO COUNCIL OF AUSTRALIAN  
GOVERNMENTS ON IMPLEMENTATION OF THE  
NATIONAL FRAMEWORK ON PROBLEM GAMBLING 2004-2008  
(NFPG)  
01 January 2006 – 31 December 2008**

**CAVEAT:**

This report represents a selected summary of major initiatives and achievements undertaken in Australian jurisdictions and references those against the four key focus areas of the NFPG.

This report was not prepared as a comprehensive review of the gambling policy activity of State and Territory Governments nor should it be assumed that it comprehensively describes the initiatives contained. Readers are encouraged to make direct contact with relevant State and Territory Governments to obtain a contemporary and complete understanding of relevant gambling policy initiatives.

It should be further noted that all State and Territory governments have taken action in areas that are directed at addressing problem gambling but which are not explicitly referenced in the National Framework on Problem Gambling.

This is the second report by the Ministerial Council on Gambling on the implementation of the National Framework on Problem Gambling (NFPG). It covers the period 1 January 2006 to 31 December 2008.

## **Background**

In November 2000, COAG agreed that the Ministerial Council on Gambling (MCG) would develop a national strategic framework, to be primarily implemented by State and Territory governments, around prevention, early intervention and continuing support, building effective partnerships and national research and evaluation.

*The National Framework on Problem Gambling 2004-2008* (NFPG) was endorsed by the MCG on 2 July 2004 to address 4 key focus areas and objectives.

1. Public Awareness, Education and Training – to promote a greater understanding of the nature of the gambling product, the potential for harm and the availability of help and support.
2. Responsible Gambling Environments - to minimise the likelihood of recreational gamblers developing problem gambling behaviours.
3. Intervention, Counselling and Support Services - to enhance problem gambling support and treatment services that are effective, accessible and culturally appropriate.
4. National Research and Data Collection – to inform the implementation and further development of the national framework and its strategies

The NFPG outlines a range of strategies under each key focus area/objective. The strategies seek to minimise the negative consequences of problem gambling to the individual, their family and the community through a national approach. The application of these strategies by jurisdictions is dependent on their relevance to local circumstances and conditions.

The report consists of a summary of key achievements and initiatives occurring across the Australian, State and Territory Governments under each key focus area and strategy of the NFPG. Innovative jurisdictional initiatives are highlighted under each strategy. It also contains the following two appendices:

- **Appendix 1:** Summary of research into responsible gambling commissioned through Gambling Research Australia (GRA)
- **Appendix 2:** Highlights of activities against NFPG Key Focus Areas and strategies for each jurisdiction.

**Summary of Key Achievements and Initiatives  
under the National Framework of Problem Gambling  
1 January 2006 – 31 December 2008**

The following is a summary of key achievements and initiatives occurring across Australian, State and Territory Governments within each key focus area. Innovative jurisdictional initiatives are highlighted as specific initiatives under each strategy.

**1) Public Awareness, Education and Training – to promote a greater understanding of the nature of the gambling product, the potential for harm and the availability of help and support.**

***1a) Build community awareness of problem gambling issues and services.***

All jurisdictions have undertaken a range of activities which build community awareness of problem gambling. This includes the sponsoring of Gambling Awareness Weeks, as well as coordinating projects with a range of community education events with the involvement of stakeholders from government, the gambling industry and support services.

All jurisdictions have developed and implemented media campaigns using television, radio and print advertising, as well as websites to build community awareness of problem gambling issues and services. They have also developed a range of printed material such as fact sheets, posters, wallet cards and brochures, which are distributed in gaming venues and to the general community. These publications aim to educate gamblers and promote the support services that are available, such as problem gambling help lines.

Most jurisdictions have developed problem gambling websites to educate and inform problem gamblers about the risks and to provide support. Problem gambling and awareness campaigns in schools have also commenced in several jurisdictions.

Examples of specific initiatives

- ❖ In Western Australia a problem gambling community awareness campaign was developed which commenced in July 2007, and ran through until November 2007. The campaign comprised Sky Channel Advertising and Convenience advertising in 44 Regional Hotels with Pub Tabs, amongst others. The campaign had a strong regional focus to alert remote and regional communities about the availability of the Gambling Helpline.

- ❖ In South Australia, Phase Two of the media campaign 'Think of What You're Really Gambling With' was implemented and included advertising in 6 languages (radio and press). The campaign recorded a 54.8% response in public awareness. Printed material was also distributed within the gaming venues and to the general community.
- ❖ In Tasmania, the Gambling Support Program (GSP) developed a teaching kit for Tasmania high school students called 'What's the Real Deal?' The kit examined beliefs about gambling, the pathways to problem gambling and the help available, the role of advertising and the stakeholder interests in the gambling sector. An additional media campaign targeting 18-24 yr olds was also launched via television and newspapers, and Gambling Support Program educators visited high schools delivering hour long sessions examining prevalent gambling myths, how problem gambling may develop, the types of harm reported by problem gamblers, and the support services available.
- ❖ In Victoria, the communication element of the Problem Gambling Strategy included the 'Think of What You're Really Gambling With' media and community education campaign. Phase Four ran from October 2005 to December 2007 and shifted focus from crisis intervention to prevention and early intervention. Phase Four used television, radio, print and in-venue advertising and recorded 86% awareness by the general public.
- ❖ The ACT has conducted a number of multi-media gambling awareness and education campaigns including the development of new 'self-help' brochures and a dedicated problem gambling information website. This information supplements the existing 'Playsmart' gambling information brochures that are provided to all gambling venues.
- ❖ Queensland continued to implement its Responsible Gambling Communication Strategy initiatives and enhanced its Responsible Gambling Education program. A Responsible Gambling teacher's Professional Development program was offered.
- ❖ The Northern Territory developed new communication strategies for the distribution of problem gambling information and self help resources throughout the Territory.
- ❖ In Queensland six new mathematics modules were developed and delivered to schools targeting students from Years 5-12. These modules aimed to raise awareness of the risks of gambling and, in particular, the odds of winning on various gambling activities.
- ❖ NSW funded an online educational resource called 'Gambling: Calculating the Risk' – it demonstrates the mechanics of gambling including the mathematical probability of winning and the potential

social costs. The site employs a range of strategies that aim to engage players in active learning such as data analysis, problem solving, role play and debate. It is targeted at school students and their teachers but has also found an audience amongst problem gambling counsellors and their clients.

([www.powerhousemuseum.com/gambling](http://www.powerhousemuseum.com/gambling))

- ❖ In NSW a campaign to target young males was developed and ran during the second half of 2008. The campaign entitled “Gambling Hangover” arises from the NSW 2006 prevalence study which found that young males, 18-24 years, employed but with low to moderate incomes, were seen as being at particular risk for problem gambling. The campaign aimed to increase awareness of problem gambling among young males, to create dissatisfaction with problem gambling and provide self-help strategies for changing behaviour including where to get help. The campaign used morning radio, newspapers and signage at railway stations and on buses – chosen to specifically target them during the morning after remorse phase of a gambling binge.
- ❖ To support the aim of the Gambling Hangover campaign a new website was launched in July 2008. The website ([www.gamblinghangover.nsw.gov.au](http://www.gamblinghangover.nsw.gov.au)) provides a range of interactive tools to access and manage problem gambling. In addition, the campaign involved partnerships with relevant organisations, (financial counsellors, gambling related support organisations, etc), to help promote the Gambling Hangover campaign at a local level.
- ❖ NSW is developing a DVD to explain exactly how gaming machines work and detailing the player’s chances of winning. The DVD would act as an important tool to dispel superstitions about gaming machines. The DVD will be available on the web, through counselling services and also carry six Culturally and Linguistically Diverse (CALD) languages.

**1 b) Ensure that education and awareness campaigns are cognisant of various populations within the community.**

Several jurisdictions commenced or continued market research to inform the development of communication activities targeting Indigenous and Culturally and Linguistically Diverse (CALD) communities.

Most jurisdictions have developed public education material that is available in a variety of languages and distributed to community and cultural organisations. They have also developed specific communication products for CALD target audiences. For example, in the Northern Territory consultation was conducted with Indigenous communities to inform communication strategies.

Several jurisdictions have focused on designing education materials that target young adults, teenagers and children. Information about the nature of gambling products is also included in problem gambling education modules in schools.

#### Examples of specific initiatives

- ❖ Victoria's key communication campaigns have CALD components. Phase Four of the 'Think of What You are Really Gambling With' campaign used print advertisements in 11 priority CALD languages and CALD radio advertising. The new campaign, 'Take the Problem out of Gambling', has CALD advertising components in venue as well as radio advertisements. Victoria's Gambler's Help services conducted local awareness-raising and education activities through health promotion programs designed for specifically CALD communities and Indigenous organisations. Numerous local community grants were funded to specific Victorian populations such as metalworker apprentices, Maltese, Arabic and elderly Italian speaking communities as well as post-release prisoners.
- ❖ In SA the Mix Web Design Competition challenged school students from CALD backgrounds to develop a website on the theme 'The Impact of Online Gambling on our Youth'. This resulted in three new websites.
- ❖ In the Northern Territory, the development and broadcast of radio advertisements were specifically aimed at an Indigenous audience. The Northern Territory also developed and distributed Indigenous-appropriate community education booklets and comics.
- ❖ In NSW research that concluded in March 2008 found that Aboriginal people were reluctant to seek assistance for gambling problems because of shame and stigma surrounding the issue. To respond to the issues raised in the research report a range of initiatives have been developed to help raise awareness of gambling related harm in Aboriginal communities, provide tailored training courses and provide more support for counselling services to engage and work better with Aboriginal communities.
- ❖ In the ACT, a gambling education module for schools has been trialled and is currently being evaluated.

#### ***1 c) Ensure gamblers have access to consumer information about the nature of gambling products, for example the chances of winning major prizes.***

Most jurisdictions have implemented measures to educate gamblers about the products they use. Gambling venues have displays and printed material that provide gambling facts and explain the odds on the probabilities of winning. Some jurisdictions have made information available on their Government's gambling websites.

Some jurisdictions have conducted evaluations to increase their evidence base for improving their education strategies. For example, the Player Information Research Project in Queensland was undertaken to determine how best to provide low and moderate risk EGM players with effective information that would allow them to make informed decisions.

#### Examples of specific initiatives

- ❖ In Queensland technical standards for new gaming machines were amended to incorporate requirements for an information button and a player information screen displaying the chances of winning.
- ❖ In the ACT it is mandatory for player information (such as the chances of winning a major prize) to be made available at each venue.
- ❖ In Victoria the problem gambling website alerts consumers to potential consequences of playing gaming machines, including information about odds. Player Information Standards materials provide information to encourage people to gamble responsibly and highlight messages on the nature of gaming products.
- ❖ In NSW legislation requires a variety of responsible gambling information (including a range of signage and brochures) to be provided within all gambling venues to assist people – including those not conversant in English – make an informed choice about if, or for how long, they should engage in various gambling activities, and to alert them to the availability of help if it leads to problems. A review of the signage and brochures in 2006 concluded that the content of the brochures were considered educative in that they increased awareness about the odds of winning including the dispelling of myths and the consequences of gambling. A range of revised information brochures, signage and a new contact card is being developed for publication at the end of March 2009. The contact card is a business card that gamblers, family and friends can easily take away with them and provides details of the gambling counselling services.

#### ***1 d) Raise awareness of health and social welfare professionals about the benefits of early identification of problem gambling.***

Information and resource kits have been developed as a result of previous years' research, and have now been distributed to health, social and community workers in many jurisdictions. In addition to the distribution of these tools, training workshops have also been initiated to educate health and welfare professionals about problem gambling.

In some jurisdictions education kits have also been disseminated to schools and tertiary education centres.

### Examples of specific initiatives

- ❖ In South Australia, a Registered Training Organisation was contracted to provide training on early identification, methods of intervention and raising awareness to gambling help services staff and other relevant health and welfare professionals. A new Statewide Gambling Therapy Service was also promoted to health and welfare professionals to increase cross referrals and case management.
- ❖ In South Australia assessment guides and training programs are being developed by the South Australian Divisions of General Practice Inc with funding from the Gamblers Rehabilitation Fund. The guides will be distributed to member GPs and other allied health workers including Practice Nurses and Mental Health Clinicians. This will help with the identification and treatment of patients experiencing problem gambling.
- ❖ In Tasmania, the information brochures 'Your Guide to safer gambling' and 'Need to take a break from gambling?' were distributed to health, education and community contacts.
- ❖ In Tasmania in 2008, a health seminar, "Problem Gambling: Identification and Intervention", was conducted. A resultant publication targeted health and welfare professionals as well as industry and government audiences focussing on in-venue and in-clinic recognition of and treatment options for problem gamblers.
- ❖ A resource kit was developed in Victoria for health and welfare workers to assist them in addressing problem gambling issues in their practice and is being distributed throughout Victoria. A further guide for schools was distributed in July 2007 which provided counsellors and support staff with information to identify and address the symptoms of problem gambling in young people.
- ❖ In the Northern Territory information sessions on problem gambling have been conducted with General Practitioners in both the Darwin and Alice Springs areas, and workshops and intervention options were conducted with human services staff in Alice Springs, Tennant Creek, Katherine and Darwin.
- ❖ A part of the funding provided to NSW-based gambling counselling services is used by services to conduct a wide range of local community education and awareness activities. The overall aim is to increase awareness of problem gambling and to promote the availability of counselling services. Target audiences are other healthcare providers, community organisations, schools, local councils, gaming venues and the general community.

**1 e) Ensure that relevant gambling industry personnel receive appropriate training in the responsible conduct of gambling.**

All jurisdictions require training for licensed staff in gaming venues to ensure that gambling personnel are appropriately trained in their duties and responsibilities. Additional training and support are provided regularly. Some jurisdictions have also updated their responsible gambling training frameworks.

Representatives from gambling support groups are involved in the training sessions in some jurisdictions, and some avenues for referring problem gamblers to support networks have been established with gambling venues.

A gambling incident registrar or database exists in a few jurisdictions in order to track incidents that occur with patrons, and to document the counselling services information that is provided to patrons.

Gambling by gaming staff, while on duty, is prohibited in most States and Territories.

Examples of specific initiatives

- ❖ In Victoria, Gambler's Help services are required to consult with venue managers to deliver responsible gambling awareness training to venue staff through their community educators. All gambling operators will be required to develop and implement an Industry Code of Conduct and Self-Exclusion scheme approved by the Victorian Commission for Gambling Regulation (VCGR). The requirement came into effect on 1 December 2008 and gambling providers have until 1 July 2009 to comply.
- ❖ The Victorian Commission for Gambling Regulation (VCGR) is responsible for ensuring gambling venues and operators adhere to and educate staff on these schemes.
- ❖ In the Northern Territory gambling venues have been assisted in identifying problem gamblers and in referring customers to support agencies.
- ❖ The Burswood Entertainment complex in Western Australia has introduced an on-line training program which all employees are required to attend.
- ❖ Under NSW legislation all registered club secretaries, hotel licensees, and club and hotel staff working in gaming-related areas within those venues, have been required to undertake a six-hour training program in the responsible conduct of gambling. Relevant staff of the Sydney casino are also required to undertake responsible gambling training as part of training approved by the Casino, Liquor and Gaming Control Authority.

- ❖ In Queensland, all casino staff involved in customer service roles undergo in-house responsible gambling training. A mandatory training framework for all staff involved in the provision of gambling services in hotels and clubs will be introduced early in 2009.
- ❖ In the ACT, mandatory training for all gaming related staff is supported by the requirement for each venue to have a trained gambling contact officer.

***1 f) Ensure the availability of treatment and support services and venue based services, such as exclusions, are well publicised and promoted.***

Most jurisdictions require that gambling venues have displayed written information on gambling support services, such as counselling services and gambling help lines, which must be distributed in gambling venues.

In most jurisdictions, gambling help lines, including the national 1800 help line, are promoted to the general community through community services, education campaigns, and communication media such as print and radio advertisements.

Most jurisdictions have a requirement that gaming venues have written patron exclusion procedures, and maintain a register of excluded persons. For many states and territories, this includes procedures such as the removal of the names of barred patrons from loyalty mailing lists, and the availability of information about self exclusion programs.

A few jurisdictions have personnel serving as contact officers in venues to provide support to problem gamblers.

Examples of specific initiatives

- ❖ All venues in Tasmania carry the 'Need to take a break from gambling?' brochure which introduces the Tasmanian Gambling Exclusions Scheme.
- ❖ The ACT Government provides assistance and encouragement in the development of industry and service provider relationships, as seen in the Clubcare partnership between Lifeline and 26 gaming venues. The mandatory gambling contact officer in each venue assists in this inter-relationship.
- ❖ In NSW, gaming machine venues are required to display signage alerting patrons to the G-line telephone counselling service, and the venue's self-exclusion scheme. This signage is required to be displayed by way of a notice at the main entrance to the venue, where gaming machines are located, and on the Automatic Teller Machines and cash back terminals.

- ❖ In Queensland, extensive industry training in the exclusions framework has been supported by the Queensland Office of Gaming and Racing, and in-venue brochures about exclusions have been printed and distributed to all gambling venues.

## **2) Responsible Gambling Environments - to minimise the likelihood of recreational gamblers developing problem gambling behaviours.**

### ***2 a) Consider any impacts on the community when assessing major expansions of gambling opportunities or the introduction of significant new gambling opportunities.***

All jurisdictions require a social impact assessment with any new gaming proposals (eg new gaming machine licences, new games, and new machines).

Most jurisdictions have implemented a cap on the number of machines allowed in venues. Queensland has developed a responsible gambling checklist for applicants seeking an increase in machine numbers.

#### Examples of specific initiatives

- ❖ In Tasmania, the *Gaming Control Act 1993* requires an independent review of the social and economic impacts of gambling in Tasmania every three years. The South Australian Centre for Economic Studies (SACES) completed the first study in June 2008. The Tasmanian Treasurer referred the study to the Tasmanian Gaming Commission for a policy response. The Tasmanian Gaming Commission's report has been provided to community and industry stakeholders for comment. The government will then determine appropriate policy responses to minimise the harm caused by problem gambling.
- ❖ Research was undertaken in the Northern Territory that quantified the prevalence of different forms of gambling, and identified populations, regions and venue types that posed a greater risk of problem gambling.
- ❖ In NSW a local impact assessment process, together with statewide caps, are key elements in the overall framework designed to control the unrestrained growth in the number of gaming machines – particularly in regions of economic and social disadvantage. These initiatives, and an on-going forfeiture mechanism, are aimed at reducing the overall numbers of gaming machines.

**2 b) Further develop and implement Codes of Practice and/or regulatory frameworks to promote responsible practices by operators, and informed decision making by consumers.**

Several jurisdictions have conducted reviews of their current codes of practice, to assess the impacts of the Codes of Practice on the community as well as their effectiveness in promoting responsible gambling practices.

Examples of specific initiatives:

- ❖ In June 2008, the Tasmanian Gaming Commission endorsed new Rules which include restrictions on the hours of operation for gaming, requirement for recorded surveillance of gaming activities, and Responsible Conduct of Gaming training for staff of gaming venues.
- ❖ In February 2008, Tasmania established minimum standards in relation to the location of ATMs in Tasmanian casinos.
- ❖ In Victoria, from 1 July 2009, most gambling providers will be required to have an approved Responsible Gambling Code of Conduct.
- ❖ In South Australia a mandatory Responsible Gambling Code of Practice for all gambling operators became effective in April 2004. The code includes the prohibition of serving alcohol to those playing gaming machines, improved problem gambling assistance signage requirements in venues, and a requirement that reasonable steps be taken to connect clients demonstrating problem gambling behaviours with appropriate support services. A revised Code of Practice was implemented on 1 December 2008.
- ❖ The Minister for Gambling also established the SA Responsible Gambling Working Party in November 2006 as a collaborative forum of representatives from the gaming industry, community and government to support customers to make informed decisions about gambling.
- ❖ South Australia's Independent Gambling Authority instituted a research project to measure the impact of the Codes of Practice.
- ❖ The Burswood Entertainment Complex in Western Australia re-launched in May its responsible gambling code of practice 'Bet with Your Head Not Over It'. Racing and Wagering Western Australia also implemented its responsible wagering code of practice state-wide.
- ❖ In June 2006, the Northern Territory Code of Practice for Responsible Gambling became a mandatory requirement for all gambling providers.

- ❖ The ACT's mandatory Code of Practice covering all gaming and wagering licensees has been evaluated and further developed. Gaming machines are no longer permitted to be visible from outside the premises.
- ❖ Gambling providers in Queensland are surveyed to determine their level of commitment to the Queensland Responsible Gambling Code of Practice.
- ❖ In NSW, all gambling legislation is subject to on-going review to ensure it continues to create safer gambling environments. This is a key feature of the review of the *Gaming Machines Act 2001*. In 2007 a five year review of the legislation resulted in legislative changes (December 2008) providing greater protection from problem gambling for NSW communities.

**2 c) Encourage availability of appropriate venue based interventions for gamblers.**

Key activities undertaken to encourage venue-based interventions are the development and implementation of gambling exclusion schemes, including self-exclusion. In some jurisdictions, gambling venues must record and maintain a registrar of problem gambling incidents.

Some states and territories require the nomination of a gambling contact or liaison officer in gaming venues. These officers intervene with customers who demonstrate signs of problem gambling, and are required to investigate any report from a third party regarding a person who may have a gambling problem.

Several jurisdictions have banned gambling by intoxicated persons.

Examples of specific initiatives

- ❖ Victoria's Responsible Gambling Codes of Conduct include provisions about requirements for interaction with staff, interaction with customers, responsible advertising and promotions.
- ❖ Racing and Wagering Western Australia's code of practice provides self-exclusion guidelines that offer options to customers that prevent access to specified TAB outlets, telephone and internet banking betting account services, and racecourse totalisator facilities.
- ❖ In South Australia, the *Host Responsibility Co-ordinator Initiative* at SkyCity Adelaide supports staff to identify and assist customer at risk of problem gambling. The hotel and club gaming industry in South Australia also established the early intervention agencies *Gaming Care* and *Club Safe*. This involved the engagement of venue liaison officers to assist venues to identify and provide help to persons either in the early stages or at risk of developing a gambling related problem.

- ❖ The Independent Gambling Authority in South Australia commenced an inquiry into South Australia's barring (self exclusion) arrangements.
- ❖ NSW's self exclusion scheme operates to allow people concerned about their gambling to enter into a formal arrangement not to enter the venue, or part of the venue, for a specified period. Gaming machine venues are required to establish and operate self-exclusion schemes; and are also required to enter into arrangements with a recognised problem gambling counselling service provider to make those counselling services available to patrons of those venues. A research project involving a 'mystery shopper' style program where 'spies' pose as problem gamblers and self exclude from pubs, hotels and the casino is to be conducted to test the effectiveness of the scheme.
- ❖ Tasmania's Gaming Exclusions Scheme was reviewed in 2006/07. Following a recommendation for greater coordination among a range of stakeholders, a secure online database system has been developed that will link gambling venues, counsellors and the gaming regulator.
- ❖ In Queensland a review of the Exclusions regime is underway including both the legislative and voluntary Code of Practice components.

***2 d) Further develop and implement Codes of Practice and/or regulatory frameworks that ensure advertising and promotions do not encourage problem gambling.***

Most jurisdictions have developed restrictions related to advertising of gambling to ensure it does not encourage or support problem gambling. Many jurisdictions have evaluated and further developed their Codes of Practice to ensure relevancy and appropriate operation.

In many jurisdictions, advertising guidelines have been developed to assist venues in assuring that all gambling promotions will not encourage problem gambling.

Examples of specific initiatives

- ❖ In most jurisdictions advertising of gambling activities cannot be directed at minors or vulnerable or disadvantaged groups, and cannot suggest that gambling is a form of financial investment. South Australia also has a ban on the use of gaming machine sounds in gambling advertising.
- ❖ Some jurisdictions have adopted the Gaming Machine National Standard on gaming machine artwork design.

- ❖ NSW laws generally prohibit the advertising or promotion of gaming machines. Advertisements for products other than gaming machines, while permitted, are subject to various controls. For example, advertisements for wagering, lotteries and the Sydney casino must not transgress community standards, encourage a breach of the law, or depict children, while those for wagering products and the casino must not promote the consumption of alcohol while gambling. Relevant legislation also limits the portrayal of the outcomes of gambling, and requires that advertisements for wagering, lotteries and the casino contain reference to the problem gambling helpline service.
- ❖ Queensland is evaluating their Advertising and Promotion Guidelines (an appendix to the voluntary Code of Practice), to enhance the current provisions.

***2 e) Develop strategies to enable gamblers to limit their expenditure or time spent gambling, for example through pre-commitment measures and appropriate controls over financial transactions.***

All jurisdictions require the compulsory shutdown of electronic gaming machine venues for minimum periods of time per 24 hours. In some states and territories this period of time is 4 hours per day, while in others it is 6 hours per day.

Several jurisdictions have policies that limit access to cash from ATMs and EFTPOS in gaming venues. A number of jurisdictions have set limits on the number of EFTPOS transactions permitted per day. Many jurisdictions also require ATMs to be placed outside the gaming areas of venues.

Several jurisdictions have policies which prohibit note acceptors on gaming machines, or have limited credit value. Some jurisdictions place restrictions on winnings paid as cash, requiring that the balance be paid as a cheque. Jurisdictions also have restrictions on cheque cashing in gaming areas. All jurisdictions have prohibition on providing credit for gambling.

Most jurisdictions require mechanisms must be provided to mark the passing of time, such as clocks on display in gambling areas at all times, natural daylight, and sufficient internal lighting to enable signs to be read.

All jurisdictions have placed some restriction on the maximum amount that can be placed on a bet; these vary across jurisdictions.

Examples of specific initiatives

- ❖ The CDSMAC Gambling Working Party is working with industry in developing trials of smartcard technology in order to evaluate the effectiveness of pre-commitment as a tool for gamblers to limit the amount of money they gamble.

- ❖ In the ACT \$50 and \$100 notes are banned from gaming machines. It is mandatory to pay EGM winnings above \$1200 by cheque. ATMs are not permitted in gaming areas.
- ❖ In Western Australia ATMs are not available in the gaming area of the casino or in dedicated TAB wagering venues. ATMs located within in a gaming venue (such as the casino complex, Pub TAB or race course) are to display problem gambling messages and support services. ATMs are not permitted within 40 metres of any entrance to the licensed gaming area of the casino unless the ATMS restricts a person to a cash withdrawal of \$400 per day from any debit or credit card.
- ❖ Tasmanian Gaming Licence holders are required to have a process in place to manage player pre-commitment levels. These loss limits can be set by individual players to cap the net amount of player loss possible over set periods of time. Limits can be reduced immediately by players on the system but will not be able to be increased until one week has elapsed from when an increase was requested.
- ❖ Queensland has completed a second site trial of a card-based gaming system that offers consumers the ability to pre-commit. The final evaluation report for this trial is due in March 2009. Queensland is also undertaking a third trial of a different system but using similar pre-commitment limits at a different venue.
- ❖ South Australia commenced a multi-venue trial of card-based pre-commitment system. The evaluation will be conducted by South Australia's Responsible Gambling Working Party.
- ❖ By 2012, the Victorian Government will require the removal of ATMs from all gaming venues and within 50 metres from the casino gaming floor. In the meantime, a limit of \$400 in daily cash withdrawals from ATMs in gaming venues will be required by 2010. Gaming machines must display clear and unambiguous instructions and the time of day on a machine. Machines will not allow a person to bet more than \$5 per spin and will not accept \$100 notes.
- ❖ NSW laws provide for gaming machine players with a 'player account' with a registered club or hotel to set a weekly limit on the amount of expenditure from that account. It also requires the player to be advised of this particular facility at the time the player account is opened. Other expenditure-based controls include prohibitions on the availability or use of credit to finance participation in gaming activities; prohibitions on placing ATM facilities within gaming venues; limiting registered clubs and hotels to paying a maximum of \$1,000 that is won from a gaming machine in cash, with the remainder paid to the player by cheque or electronic funds transfer to a nominated account; and restricting the cashing of cheques within gaming machine venues.

- ❖ Other NSW laws: ban 24-hour gaming in hotels and registered clubs through a six-hour daily gaming machine shutdown; ban gaming machine venues from offering free or discounted liquor as an inducement to play; require clocks to be installed in gaming machine areas; and generally prohibit hotels and registered clubs engaging in any type of conduct that “has encouraged, or is likely to encourage, the misuse and abuse of gambling activities in the hotel or club”.

### **3) Intervention, Counselling and Support Services - to enhance problem gambling support and treatment services that are effective, accessible and culturally appropriate.**

#### **3 a) Maintain a problem gambling support and treatment system, which is available generally, including across regional, rural and remote locations.**

All jurisdictions have collaborated to create a single national 1800 gambling helpline to provide telephone counselling for problem gamblers or people affected by problem gambling.

In some jurisdictions gambling help line services have developed relationships with key service providers, including with non-government and government agencies, to share information and improve service delivery.

In some jurisdictions, non-government agencies that provide a range of therapeutic and financial counselling services have been offered long term funding contracts to continue their work.

Some jurisdictions have developed culturally appropriate problem gambling services for the CALD and Indigenous communities.

#### Examples of specific initiatives

- ❖ In Victoria, as part of a redeveloped service system, during the period 1 July 2008-30 June 2011 Gambler’s Help services will commence provision of mobile and outreach services to provide a more flexible service response, improved case work processes and more systematic approaches to service co-ordination, and a new families support program to provide material aid to families of those affected by problem gambling.
- ❖ Gambling Help Services in South Australia provide assistance in both metropolitan and country areas. There is a state-wide therapy service and specific services for population groups which include Aboriginal communities, Culturally and Linguistically Diverse (CALD) groups and people in the criminal justice system. These services are supported by a 24 hour and 7 day a week telephone help line.

- ❖ NSW funds a range of problem gambling counselling and support services such as: the 24-hour G-line (NSW) telephone counselling and referral service; 5 multi-region services offering specialist assistance for CALD communities and a statewide Indigenous service providing a range of workforce development and awareness raising initiatives; 3 specialist support services, providing, respectively, training programs for gambling counsellors, expert legal advice for individuals and services on gambling-related matters, and advice and advocacy on gambling issues as they affect people with disabilities; 38 individual services operating face-to-face counselling services.
- ❖ An Internet-based 'Client Data Set' has been established to facilitate the consistent and uniform collection of data on a client-by-client basis for those accessing the NSW funded counselling services. It also assists planning for future service provision and informing harm minimisation strategies.
- ❖ Queensland is negotiating new service level agreements with the 13 Gambling Help service providers across the State as part of implementing enhancements to the Gambling Help Service System. These enhancements include funding of an extra service to cover the Longreach area.

***3 b) Ensure services are effective for Culturally and Linguistically Diverse (CALD) populations and Indigenous people.***

Research has been conducted in some states and territories to identify the needs of CALD populations and to determine the most effective way to provide services to the Indigenous and CALD communities.

Models of culturally appropriate intervention have been developed and implemented.

All jurisdictions have developed problem gambling information material that is available in a variety of languages, and some jurisdictions provide interpreter services on their gambling help-lines.

One of the priorities of Gambling Research Australia's (GRA) program has been: "to research patterns of gambling and consider strategies for harm reduction in specific communities and populations". There are currently two GRA research projects being conducted on gambling in Indigenous communities, and one being commissioned to examine problem gambling in CALD communities.

Examples of specific initiatives

- ❖ Queensland has commissioned a project that aims to provide Queensland's Culturally and Linguistically Diverse (CALD) and Indigenous communities with access to culturally sensitive gambling

related treatment and support services. Consultants were engaged to explore needs and options for culturally sensitive problem gambling help services for CALD and Indigenous communities, as well as education and support initiatives for prevention of problem gambling. Both commercial and unregulated forms of gambling will be considered.

- ❖ In Victoria, cultural awareness training for mainstream Gamblers Help services is being delivered by CALD and Indigenous communities.
- ❖ In the Northern Territory the development and broadcast of radio advertisements is specifically aimed at an Indigenous audience. Indigenous-appropriate community education booklets and comics have also been developed and distributed. Funding has been allocated, over three years, to conduct 'Wise use of Money' workshops throughout 19 remote Central Australian Indigenous communities.
- ❖ NSW funds five multi-region services offering specialist assistance for the CALD communities and a statewide Indigenous service providing a range of workforce development and awareness raising initiatives.
- ❖ In NSW a needs analysis has been conducted to determine the most appropriate model for the delivery of problem gambling counselling to people of CALD backgrounds in NSW. Research has also been conducted to assess the accessibility, appropriateness, and availability of services and programs including education, prevention and counselling for Indigenous people with gambling problems.
- ❖ In South Australia the specialist therapy service has been tasked with working with Aboriginal colleagues to adapt the treatment protocols to help Aboriginal people with gambling problems.

***3 c) Introduce standardised problem gambling assessment tools for use by counsellors and community workers.***

All jurisdictions have indicated an interest in participating in the national development of problem gambling assessment tools.

In several jurisdictions, the Diagnostic and Statistical Measure of Mental Disorders (DSM-IV) and the South Oakes Gambling Screen (SOGS) are being used for assessment of problem gamblers by gambling counselling services.

Jurisdictions are using the Canadian Problem Gambling Index (CPGI) for population based research, as recommended by the Gambling Research Australia report "Problem Gambling and harm: Towards a National Definition".

Several jurisdictions provide skills development and training for counsellors working with problem gambling and their families; this includes training in the use of SOGS and the CPGI.

#### Examples of specific initiatives

- ❖ In South Australia, the Independent Gambling Authority is undertaking a study to compare CPGI and DSM-IV assessment tools.
- ❖ In Tasmania a new Client Information and Records System is under development that will retain SOGS but only in order to review past records. Permission has been obtained to include CPGI and counsellors have agreed that CPGI is preferable to SOGS. DSM-IV will be retained for forensic value.
- ❖ In Victoria, as part of the new Funding and Service Agreements (FASA) for Gamblers' Help, the Office of Gaming and Racing has introduced a systematic application of consistent tools and protocols relating to referral, intake, assessment, care planning, maintenance, follow up and case closure practise from 1 July 2008. A new electronic case management system will be developed to support this change.
- ❖ In NSW, the Aboriginal Health and Medical Research Council is being funded to develop and trial a culturally specific screening tool to identify Aboriginal people with gambling-associated problems.

### ***3 d) Ensure counsellors and community workers in problem gambling services have appropriate training.***

All jurisdictions require gambling counsellors to be professionally trained in areas appropriate to problem gambling.

Several jurisdictions are conducting evaluations of current support programs to ensure their relevance and appropriateness.

Some jurisdictions have developed a national accredited problem gambling qualification.

#### Examples of specific initiatives

- ❖ In Victoria, the Problem Gambling Research and Treatment Centre will train new and existing staff and establish a postgraduate qualification in problem gambling treatment.
- ❖ In NSW, the Centre for Community Welfare Training (CCWT) has been engaged to train workers in gambling counselling and support services. The CCWT provides gambling-specific training such as 'measuring client outcomes in problem gambling services' and 'cognitive therapy for excessive poker machine play'. It also provides generalist courses dealing with mainstream topics relevant to the work undertaken in gambling counselling services, such as 'alcohol

and other drugs', 'counselling and therapy' and "management and governance'.

- ❖ A needs analysis to determine the optimal range and configuration of specialist support services for problem gambling counselling services in NSW has been conducted.
- ❖ A clinical supervision project has been progressed in NSW. Clinical supervision is the process of regular and formal meetings between a counsellor and a highly qualified and experienced counsellor (the clinical supervisor) to discuss client work. The policy framework outlines a number of strategic directions involving the provision of, and standards and support for, clinical supervision for those who work in the gambling counselling sector.
- ❖ A minimum qualification for counsellors has been introduced. A Diploma of Problem Gambling Counselling was developed in partnership with the NSW Community Services and Health Industry Training Advisory Board. The qualification consists of 13 nationally accredited general community service units and 3 problem gambling-specific units. A major part of the project was the development of resources to support the minimum qualification. The NSW Vocational Educational and Training Advisory Board have accredited the Diploma for five years.
- ❖ Funded counselling services in NSW are required to undergo an accreditation process. The purpose of the accreditation process is to ensure that a continuous quality improvement cycle is incorporated into the management and delivery of services, resulting in better outcomes for service users
- ❖ Queensland is piloting the delivery of problem gambling awareness training to Indigenous communities as an early measure to build capacity to respond to problem gambling. The two day training module includes general community awareness and counselling, as well as community engagement techniques for responding to problem gambling in an indigenous community context including community development approaches. The target audience is counsellors, any other service providing staff and community leaders in the Indigenous communities.

**3 e) Develop national standards for problem gambling treatment and support services.**

Jurisdictions worked together through the auspices of the Community and Disability Services Ministers' Advisory Council Gambling Working Party (CDSMAC GWP) to develop a National Data Dictionary for gambling support, intervention and treatment services, which was completed in December 2007. The National Data Dictionary is one tool that will assist

with building the evidence base on which responses to problem gambling can be based.

Many jurisdictions have service standards which are applied to the agencies funded to provide gambling help services. These standards are complementary to other standards for community services.

#### Examples of specific initiatives

- ❖ The Tasmanian Gambling Support Program has been developing a new Client and Information and Records System, the specifications of which have been shared with the other states via the consultants currently working on the National Gambling Data Standards.
- ❖ In South Australia specific gambling standards have been developed and they are a requirement in all funding contracts for gambling help service delivery.
- ❖ Insolvency and Trustee Services Australia (ITSA) has published a statement of its referral policy regarding criminal sanctions for gamblers, under the *Bankruptcy Act 1966*. Related initiatives include development of a standard script for financial counsellors for use with clients declared bankrupt due to problem gambling and establishment of a formal liaison process to provide financial counsellors with advice about complex clients.

#### **4) National Research and Data Collection – to inform the development and further development of the national framework and its strategies**

***4 a) Implement and further develop the National Gambling Research Program which is jointly funded by all jurisdictions, to increase understanding of the nature and extent of problem gambling and effective intervention strategies in Australia and provide for a clearing-house for gambling research.***

The Memorandum of Understanding for the National Gambling Research Program (now Gambling Research Australia, GRA) was agreed by all States and Territories in October 2003. The program receives \$960,000 in annual funding from the Australian, State and Territory governments.

In its first five years of operation, GRA has commissioned 14 research projects, with another three projects currently under procurement. A full list of GRA research projects is at **Appendix 1**. There has been a focus on development of peer review and assessment processes of GRA-funded research and collation of individual jurisdiction research activities to limit duplication at the national level.

The GRA consults with the Regulators Responsible Gambling Working Party and the Community and Disability Services Ministers Advisory Conference Gambling Working Party, to broaden the research agenda.

In 2005/06, an external strategic review of national gambling-related research arrangements and an internal review of GRA were conducted. The reviews identified key areas for strengthening the national research effort, and, enhancements were made to GRA in 2006/07 which addressed some of the areas identified in the reports, mostly related to procurement practices and communication strategies.

In addition to GRA-funded research, the Commonwealth, State and Territory Governments support a wide range of research related to problem gambling. This includes evaluation of current treatment programs and services as well as prevalence studies.

#### Examples of specific initiatives undertaken by the States/Territories

- ❖ In the Northern Territory \$1.4 million has been granted to the Charles Darwin University over a three year period, part of which will be used to establish the University as a major centre of gambling research and provide some degree of longer-term infrastructure for the support of gambling research.
- ❖ The Tasmanian Department of Health and Human Services has established a Gambling Research Grant program at the University of Tasmania.
- ❖ Studies are underway in Tasmania to investigate self-exclusion programs, and to research young people's beliefs and attitudes towards gambling.
- ❖ The effectiveness of the Break Even Network Gambling Support Services is presently being evaluated in Tasmania.
- ❖ The ACT has a research arrangement with the Australian National University which is currently being reviewed to enhance its operation.
- ❖ NSW research has involved the impacts of the 6-hour shutdown of gaming machines in NSW; gambling and approaches to minimise associated harms within Aboriginal communities; procedures for evaluating the effectiveness of counselling services; and a pilot program to conduct a follow-up of callers to G-line to assess gambling behaviours after contact with the service.

**Gambling Research Australia  
Status of Research Program as at 31 December 2008**

<b>GRA research project status (as of December 2008)</b>	<b>Number of projects</b>
Completed	5
Active	9
Procurement phase	3

<b>GRA Research Topic</b>	<b>Status of project</b>
CDSMAC Data Dictionary	Completed December 2007 and released on GRA website
Identifying problem gamblers at the gaming venue	Report publicly released November 2007
Meta-analysis of studies on early intervention and prevention measures	Report publicly released November 2007
Problem Gambling and Harm: Towards a National Definition	Report publicly released December 2005
Analysis of Australian Research Gambling Studies	First report expected to be publicly released March 2009
<b>Active Projects</b>	
Analysis of Australian Research Gambling Studies	Planned completion (update report) October 2009
Children at Risk of Developing Problem Gambling	Planned completion June 2009
Correlates of gambling-related problems among the Australian Indigenous Population	Planned completion April 2009
Exploring Indigenous gambling: behaviour, risk factors, consequences and potential interventions	Planned completion is March 2010
Factors that influence gambler adherence to pre-commitment decisions	Planned completion March 2010
Gambling and the impact of new and emerging technologies and associated products	Planned completion March 2010
Influence of venue characteristics on a player's decision to attend a gaming venue	Planned completion October 2009
Predictors of Relapse in Problem Gambling	Planned completion April 2009
Youth and Gambling	Planned completion March 2010
<b>Projects under procurement</b>	
Gamblers at risk and their help seeking behaviour	Planned completion March 2011
Gambling and Co-Morbid Disorders	Planned completion April 2012
Problem gambling in culturally and linguistically diverse (CALD) communities (Grants Program)	This project was advertised as a grant, and is still in procurement phase

## **COMPLETED PROJECTS (5):**

### **CDSMAC Data Dictionary**

The aim of this project was to develop a set of data item definitions for problem gambling across jurisdictions.

- Completed December 2007 and has been placed on the GRA website.

### **Identifying problem gamblers at the gaming venue**

The aim of this research was to uncover those characteristics of gambling behaviour that may identify a person (who is in the activity of gambling or still within the gaming venue) as a problem gambler.

- Report publicly released November 2007.

### **Meta-analysis of studies on early intervention and prevention measures**

The aim of this research was to determine which early intervention and prevention measures work (and why), and which do not work (and why not), for particular subgroups of gamblers along the continuum of gambling.

- Report publicly released November 2007.

### **Problem Gambling and Harm: Towards a National Definition**

The aim of this research was to develop a definition of problem gambling to be adopted as the national definition.

- Report publicly released December 2005

## **ACTIVE PROJECTS (9):**

### **Analysis of Australian Research Gambling Studies**

The aim of this research project is to add to the gambling research information base and provide advice on how current research results may provide a focus for future nationally-based gambling research

- Project commenced in May 2007.
- First draft report received and expected to be released in March 2009
- 12 month update report planned completion October 2009.

### **Children at Risk of Developing Problem Gambling**

The focus of this research is on children where there is a family member with a gambling problem and on the risk factors. It aims to determine and prioritise those risk factors that most contribute to the development of problem gambling in children (either as children or late into adulthood) and to develop guidelines for the development of intervention strategies/programs for children at risk of developing problem gambling.

- Project commenced in February 2008.
- Planned completion June 2009.

### **Correlates of gambling-related problems among the Australian Indigenous Population**

The aim of this research is to detail specific socio-demographic correlates associated with the incidence of gambling related problems among Australian Indigenous populations.

- Project commenced in March 2008.
- Planned completion April 2009.

### **Exploring Indigenous gambling: behaviour, risk factors, consequences and potential interventions**

The aim of this research is to develop a conceptual model of different types of Indigenous gambling to better understand Indigenous gambling behaviour.

Project commenced in March 2008.

Planned completion is March 2010.

### **The influence of venue characteristics on a player's decision to attend a gaming venue**

The aim of this research project is to investigate why gamblers choose particular venues and the influence of venue characteristics on gamblers and their gambling behaviours.

- Project commenced October 2008.
- Planned completion October 2009.

### **Predictors of Relapse in Problem Gambling**

The aim of this research project is to identify if the process of relapse into problem gambling can be reliably predicted.

- Project commenced in September 2007.
- Planned completion April 2009.

### **Youth and Gambling**

The aim of this research project is to determine the essential factors, at what levels, and in what forms young people's gambling becomes problematic.

- Project commenced March 2008.
- Planned completion March 2010.

### **Gambling and the impact of new and emerging technologies and associated products**

The aim of this research project is to review current usage of new technologies and recognise the impact of new and emerging gambling technologies and associated products on various user groups.

- Commenced May 2008
- Planned completion March 2010.

### **Factors that influence gambler adherence to pre-commitment decisions**

The aim of this research project is to determine the factors that may influence a gambler's pre-commitment decision.

- Commenced September 2008
- Planned completion March 2010.

## **PROJECTS IN PROCUREMENT PHASE (3):**

### **Gambling and Co-Morbid Disorders**

This is a national study to examine the triggers, predictors, and association of problem gambling with co-morbid mental health or addiction disorders, and to provide advice on prevention, intervention and public health strategies to prevent/intervene/treat problem gamblers.

- Expressions of Interest called
- Intended project commencement April 2009

### **Gamblers at risk and their help seeking behaviour**

This is a national study to examine, identify and analyse help seeking behaviour of gamblers. Help seeking behaviour includes the behaviour of gamblers who look for

help through specialised or formal treatment services and gamblers who seek help through informal services.

- Tenders responses under consideration
- Intended commencement March 2009

**Problem gambling in culturally and linguistically diverse (CALD) communities**

The aim of this research is consider the nature of gambling and associated risks across different CALD communities, and culturally appropriate interventions.

Submissions for this project were called for under a Grants Program.

- Grants submissions closed July 2008.
- Remains under the procurement process
- Expected commencement of project/s April/May 2009

### HIGHLIGHTS OF JURISDICTIONAL ACTIVITIES AGAINST KEY FOCUS AREAS AND STRATEGIES

#### Commonwealth Government

Over the last five years, the Commonwealth Government has contributed approximately \$2.7 million for research into problem gambling. This has been done through research commissioned through FaHCSIA and Gambling Research Australia (GRA).

The Commonwealth Government announced on 24 November 2008 that the Productivity Commission will undertake a 12 month public inquiry into Australia's gambling industries, which will update its 1999 Inquiry. The Commission's final report is scheduled to be provided in November 2009.

The Commonwealth Government collaborated with the State and Territory Governments in the development of two national services for people affected by problem gambling: a national 1800 gambling counselling helpline, and a national website for online treatment of problem gamblers.

The Commonwealth Government has forged a new partnership with the State and Territory Governments through a reinvigorated Ministerial Council on Gambling (MCG). At its first meeting for nearly two years in July 2008, the MCG agreed to commence work immediately on a number of high priority areas, which include access to cash and pre-commitment technologies; responsible gaming environments; and better consumer protection for poker machine players. The MCG is scheduled to meet again in July 2009 to agree upon a national program of action against these priority areas.

The Commonwealth Government has continued to provide secretariat support to the MCG through the Department of Families, Housing, Community Services and Indigenous Affairs (FaHCSIA). The MCG Secretariat has also convened meetings of MCG Officials, who report to their respective State and Territory Government Ministers. These meetings were held in July 2008, November 2008, September 2008 (teleconference) and February 2009.

#### Australian Capital Territory

The Australian Capital Territory (ACT) has conducted a number of multi-media problem gambling awareness and education campaigns. For example, the ACT has developed and distributed a range of gambling information and education brochures which are displayed in all ACT gambling venues, (available in six community languages) and has developed a dedicated problem gambling website..

Self-exclusion schemes are required to be in place and appropriately documented at all gambling venues, including the advice that exclusion from multiple venues can take place through one application at one venue. New gaming machine licence applications, or applications from existing licensees to increase or relocate gaming machine operations, are required to conduct a Social Impact Assessment, including a mandatory six week period for public consultation.

The ACT's mandatory Code of Practice (introduced in December 2002) has been evaluated and further developed, to ensure relevance and appropriate operation. National Standards on Gaming Machine Design and on the Advertising of Gambling have been adopted. The Code of Practice requires a range of venue-based interventions, for example, restrictions on

access to cash, information for players such as odds of winning major prizes, environmental design features such as adequate lighting and licensee-initiated exclusions. In addition, each gambling venue must have a trained Gambling Contact Officer to deal with problem gambling issues.

Funding by the ACT Government through the Department of Disability, Housing and Community Services (DDHCS) is provided to community organisations such as Lifeline and Care Inc. for gambling and financial counselling and support services, and to ensure that counsellors and community workers in problem gambling services have appropriate training.

The ACT Gambling and Racing Commission has sponsored, funded and released reports on a range of problem gambling research projects, such as *Adolescent Gambling, Help Seeking by Gamblers, Friends and Families in the ACT: A Focus on Cultural and Gender Issues*, and a *Review of the ACT Government's Harm Minimisation Measures*. The Government has also provided assistance in conjunction with Lifeline and Care Inc, to Oz Help in developing the 'Budgeting and Responsible Gambling Module' of its Lifeskills Program. The ACT also has provided assistance and encouragement in the development of the gambling industry and service provider relationships, such as "Clubcare", a partnership between Lifeline and 26 gaming venues.

### **New South Wales**

In NSW a major awareness campaign targeting young males was developed and ran during the second half of 2008. Following evaluation it is expected to be run again in 2009. The campaign entitled "Gambling Hangover" arises from the NSW 2006 prevalence study which found that young males, 18-24 years, employed but with low to moderate incomes, were seen as being at particular risk for problem gambling. The campaign aimed to increase awareness of problem gambling among young males, to create dissatisfaction with problem gambling, and provide self-help strategies for changing behaviour including where to get help.

To support the aim of the Gambling Hangover campaign a new website was launched. The website ([www.gamblinghangover.nsw.gov.au](http://www.gamblinghangover.nsw.gov.au)) provides a range of interactive tools to access and manage problem gambling. The campaign also involved partnerships with relevant organisations to help promote the Gambling Hangover campaign at a local level.

NSW has also funded an online educational resource called "Gambling: Calculating the Risk" that demonstrates the mechanics of gambling, including the mathematical probability of winning, and the potential social costs. The site employs a range of strategies that aim to engage players in active learning such as data analysis, problem solving, role play and debate. It is targeted at school students and their teachers but has also found an audience amongst problem gambling counsellors and their clients.  
([www.powerhousemuseum.com/gambling](http://www.powerhousemuseum.com/gambling))

A Local Impact Assessment process, together with state-wide caps, are key elements in the overall framework designed to control the unrestrained growth in the number of gaming machines, particularly in regions of economic and social disadvantage.

NSW laws generally prohibit the advertising or promotion of gaming machines. Advertisements for products other than gaming machines, while permitted, are subject to various controls.

NSW legislation requires a variety of responsible gambling information to be provided within all gambling venues to assist people – including those not conversant in English – make an informed choice about if, or for how long, they should engage in various gambling activities, and to alert them to the availability of help if it leads to problems. Following a recent review into their effectiveness, revised and new gambling information brochures and signage has been developed.

NSW is also developing a DVD to explain exactly how gaming machines work and detailing the player's chances of winning. The DVD would act as an important tool to dispel superstitions about gaming machines. The DVD will be available on the web, through counselling services and also carry 6 CALD languages.

NSW funds the delivery of problem gambling counselling and support services. These comprise the 24-hour G-line (NSW) telephone counselling and referral service; five multi-region services offering specialist assistance for Culturally and Linguistically Diverse (CALD) and communities and a statewide Indigenous service providing a range of workforce development and awareness raising initiative; three specialist support services, providing, respectively, training programs for gambling counsellors, expert legal advice for individuals and services on gambling-related matters, and advice and advocacy on gambling issues as they affect people with disabilities; and funding for 38 individual services operating face-to-face counselling services. An Internet-based 'Client Data Set' has been established to facilitate the consistent and uniform collection of data on a client-by-client basis for those accessing the NSW funded counselling services.

NSW laws provide for gaming machine players with a 'player account' to set a weekly limit on the amount of expenditure from that account. Other expenditure-based controls include prohibitions on the availability or use of credit to finance participation in gaming activities; prohibitions on placing ATM facilities within gaming venues; limiting to \$1,000 in cash the maximum amount that is won from a gaming machine, with the remainder paid to the player by cheque or electronic funds transfer to a nominated account; and restricting the cashing of cheques within gaming machine venues.

Other NSW laws: ban 24-hour gaming in hotels and registered clubs through a six-hour daily gaming machine shutdown; ban gaming machine venues from offering free or discounted liquor as an inducement to play; require clocks to be installed in gaming machine areas; and generally prohibit hotels and registered clubs engaging in any type of conduct that "has encouraged, or is likely to encourage, the misuse and abuse of gambling activities in the hotel or club".

The Centre for Community Welfare Training (CCWT) has been engaged to train workers in funded gambling counselling and support services. A clinical supervision project has been progressed. The policy framework outlines a number of strategic directions involving the provision of, and standards and support for, clinical supervision for those who work in the gambling counselling sector

A minimum qualification for counsellors, the Diploma of Problem Gambling Counselling, was developed in partnership with the NSW Community Services and Health Industry Training Advisory Board. The qualification consists of 13 nationally accredited general community service units and 3 problem gambling-specific units.

Funded counselling services in NSW are required to undergo an accreditation process, which aims to ensure that a continuous quality improvement cycle is incorporated into the management and delivery of services, resulting in better outcomes for service users.

## **Northern Territory**

The Northern Territory (NT) has continued to develop a range of initiatives that target Indigenous and CALD communities. For example, a community awareness campaign about problem gambling was conducted which included television, radio and newspaper advertisements and the distribution of print media at gaming venues. The Territory continued the dissemination of print materials, including self help booklets and other resources, in 12 languages, to specific cultural organizations. Workshops were held with community members, Indigenous leaders and health workers in urban and remote Indigenous communities, and education sessions have been provided to General Practitioners, Indigenous Health Workers and staff in a variety of human service agencies across the NT.

Following a study of the voluntary implementation of the *Northern Territory Code of Practice for Responsible Gambling*, in June 2006, this Code of Practice became a mandatory regulation for all gambling providers. A Community Impact Analysis is required of all applications for new or expanded gambling opportunities.

Support and treatment services for problem gamblers provided in the NT include personal and financial counseling, a 24 hour toll free help line, and a website with access to gambling self-management resources. Funding has also been allocated to conduct 'Wise Use of Money' workshops throughout 19 remote Central Australian Indigenous communities, and for the provision of self-help material in five community languages.

A gambling research centre has been established at Charles Darwin University. The focus of the initial series of research projects is on gambling among Indigenous people, features of gambling in the broader community and policy responses.

A cap on community gaming machine numbers, (in clubs and hotels), across the Northern Territory has been introduced. The cap is 1,190 and is equivalent to the current number of approved community gaming machines entitlements.

## **Queensland**

As part of the continued implementation of Queensland's Responsible Gambling Communication Strategy, market research was undertaken on signage at gambling venues, and a new signage strategy developed and implemented. In addition, research has commenced to inform the development of campaign messages targeting Indigenous and CALD communities.

The highly effective Problem Gambling Communications Campaign 'Wanna Bet' was re-run in 2008 and the Community Awareness Campaign will be refreshed in 2009.

The Responsible Gambling Education program was enhanced through such initiatives as the Responsible Gambling Professional Development Program for Teachers and the introduction of six new Mathematics modules aimed at raising awareness of the risks of gambling among Year 5-12 students. A further market research project is underway to develop a suite of resources for health workers.

The Player Information Research Project was undertaken to determine how best to provide low and moderate risk electronic gaming machine (EGM) players with meaningful and effective information in order to make informed decisions. Technical Standards for new gaming machines were amended to incorporate requirements for an information button and a player information screen displaying the chances of winning the major prize in an easy to understand narrative format.

An evaluation of two card-based gaming trials is underway to establish pre-commitment as a measure for players to restrict the amount of money and time spent on gaming machines.

Queensland has promoted the availability of venue-based interventions for gamblers by displaying signage and brochures to alert customers about self-exclusion programs. Designated Customer Liaison Officers are also available on site to assist with exclusion or any responsible gambling issue.

Since 2002 the Government has funded 13 face-to-face counselling services across the State as well as a 24 hour Helpline service and an in-patient treatment facility. New funding and service agreements are being negotiated with the Gambling Help Services (GHS), with an extra GHS also being tendered for to cover the Longreach area.

Queensland is exploring needs and options for culturally sensitive gambling help services and education, and supports initiatives for the prevention of problem gambling in Queensland's Culturally and Linguistically Diverse and Indigenous communities. Consultants are undertaking gambling related needs analyses of these communities.

Queensland has signed a Memorandum of Understanding which commits support of a National Online Gambling Counselling Service being developed by Turning Point. Queensland is also commencing the phasing in of the new National Gambling Helpline 1800 number which replaces the State 1800 number.

A self-help manual to be used as an adjunct to face-to-face counselling has been developed and distributed to all Gambling Help services. The target market for this product is problem gamblers and their friends and families. A pilot program will see brochures and self-help manuals delivered to doctors' surgeries in South-East Queensland via Info-med, a patient information service.

### **South Australia**

South Australia has continued to promote safe gambling with Phase Two of its media campaign Think of What You're Really Gambling With, implemented in May 2006. This includes television, print and radio advertising, targeting six CALD communities across the State as well as the general community. Material appropriate to Indigenous communities was developed jointly with South Australian Indigenous agencies.

South Australia promoted Gambling Awareness Week in 2006, 2007 and 2008 and has developed its problem gambling website to educate and inform gamblers and their families. Responsible Gambling Education projects were implemented across a number of school districts by the Department of Education and Children's Services, and the *Community Education Grants Scheme* has continued to provide opportunities to raise community awareness of problem gambling.

Under South Australia's *Advertising Code of Practice* gambling advertising must provide information to enable the consumer to understand the chances of winning. Responsible gambling posters and pamphlets must be displayed in all gaming areas and must be available in Arabic, Chinese, Greek, Italian and Vietnamese as well as English. Revised Codes of Practice commenced on 1 December 2008.

South Australia's Minister for Gambling established the SA Responsible Gambling Working Party in November 2006, a collaborative forum of representatives from the gaming industry, community and government. South Australia has commenced a multi-venue trial of card-based pre-commitment system. The evaluation will be conducted by South Australia's Responsible Gambling Working Party.

Assessment guides and training programs are being developed by the South Australian Divisions of General Practice Inc with funding from the Gamblers Rehabilitation Fund. The guides will be distributed to member GPs and other allied health workers including Practice Nurses and Mental Health Clinicians. This will help with the identification and treatment of patients experiencing problem gambling. In addition a new state-wide Gambling Therapy Service was promoted to health and welfare professionals.

South Australia's Independent Gambling Authority (IGA) has instituted a research project to measure the impacts of South Australia's Responsible Gambling Code of Practice as well as other responsible gambling initiatives.

The SA Gamblers Rehabilitation Fund provides funding to twenty-two agencies, including non-government and government agencies, for the delivery of Gambling Help Services for people affected by problem gambling. Gambling Help Services in SA provide assistance in both metropolitan and country areas. There are specialist services for specific population groups which operate at a statewide level. Information about gambling counselling services and contact numbers are required to be displayed in gambling venues, on gaming machines and on or near ATM and EFTPOS facilities in venues.

In addition to the national research commitment through the Ministerial Council and Gambling Research Australia, South Australia undertakes a range of gambling research, primarily through its Independent Gambling Authority. The Department for Families and Communities conducted a study into *Gambling Prevalence in South Australia* which was completed in May 2006.

## **Tasmania**

*The Gaming Control Act 1993* requires the Treasurer to cause an independent review of the social and economic impacts of gambling in Tasmania every three years. The South Australian Centre for Economic Studies completed the first study which was finalised in June 2008. The Tasmanian Treasurer referred the findings of the study to the Tasmanian Gaming Commission for a policy response. The Tasmanian Gaming Commission's report has been provided to community and industry stakeholders for comment. The government will then determine appropriate policy responses to minimise the harm caused by problem gambling.

The *2005 Tasmanian Prevalence Study* indicated that the 18-24 age group had four times the rate of 'at risk' gambling compared to its population proportion. New media campaigns and other interventions, therefore, have focussed on this group, such as with a cartoon style media campaign with both prevention and intervention messages.

The Social and Economic Impact Study into Gambling and associated prevalence study (2008), revealed a shift in gambling demographics to include older age groups. The Study also found an association between communities that are more disadvantaged (on the SEIFA index), and the regional concentration of gaming machines, net player loss and calls to the gambling helpline.

The Gambling Support Program will adjust its community education strategy in line with these findings.

Gambling Support Program educators delivered educational sessions to Year 11/12 students in schools around the State, and further promoted the teaching kit for Tasmanian high schools. Tasmania is reviewing its Responsible Conduct of Gambling training program for employees in the gaming sector, with a view to delivering a more consistent curriculum and aligning the program to national standards.

Gambling services in Tasmania include the Gambling Helpline, face-to-face counselling for individuals, couples or families; financial counselling; and facilitated group support. Counselling services are available during working hours in the larger Tasmanian centres and are free, with counsellors regularly visiting some smaller centres. The Gambling Helpline is available 24 hours a day and can provide crisis management and referral to a client's local services. It has been expanded to provide an increased emphasis on telephone counselling and a wider range of services, including email counselling, chat room facilities and 'warm' referrals to the local gambling support services.

During 2006-07, a review of the Tasmanian Gaming Exclusions Scheme (TGES) was undertaken. The Review examined the limitations of the existing Scheme and recommended options for improved delivery based on models of best practice. The recommendations of the report have been endorsed by the Tasmanian Gaming Commission and are being implemented progressively. An online database is now in place, allowing more rapid and accurate processing of self-exclusions and revocations.

## **Victoria**

The *Taking action on problem gambling* strategy sets out the framework and strategy being undertaken by the Victorian Government over a five year period to tackle problem gambling. This involves providing a safer gambling environment and improving treatment services for problem gamblers. The Government has amended the *Gambling Regulation Act 2003* to require major gambling providers to have a Responsible Gambling Code of Conduct that has been approved by the Victorian Commission for Gambling Regulation. State-wide and regional caps have been placed on the number of gaming machines permitted, and access to cash from ATMs and EFTPOS in gaming venues is limited. By 2012 the Victorian Government will require the removal of ATMs from all gaming venues and within 50 metres from the casino gaming floor. In the meantime, a limit of \$400 in daily cash withdrawals from ATMs in gaming venues will be required from 2010.

Gaming machines must now display clear and unambiguous instructions, clearly display the time of day on a machine, not allow a person to bet more than \$5 per spin and not accept \$100 notes.

A statewide community awareness campaign 'Think of what you're really gambling with' has been developed and implemented. The Problem Gambling Communication and Partnerships strategies have developed partnerships between government, industry and the community, that have delivered community awareness campaigns and activities. These have been designed to reach a broad range of people within the Victorian population, taking into account the diversity of demographic groups. This has included some campaigns and services specifically for Indigenous Australians and Australians from Culturally and Linguistically Diverse (CALD) communities. Player Information Displays providing information about machines, and sessions of play are now accessible on most electronic gaming machines and have been actively promoted by government and the Victorian gaming operators.

In October 2008, a new campaign commenced, "Take the problem out of Gambling", which adopts a social marketing approach to crisis intervention. The campaign aims to drive help seeking to the new national Helpline 1800 number as well as encouraging a broader public understanding of service mix and success rates. It has recorded a 55% increase in calls to services and was launched via television, radio, print and in-venue. A new website was designed as part of the campaign, with simplified messages and calls to action targeted at crisis intervention. On 1 July 2008, a new innovative community education model was

introduced to build community and individual resilience. The model is delivered via two avenues – the existing structure of the Department of Human Services Primary Care Partnerships Integrated health Promotion strategy and the Gambler's Help services community education program. Together, the two avenues promote social inclusion and social connectedness by addressing the social determinants of health and problem gambling co-morbidities, raise the awareness of risks associated with problem gambling, promote the help services available and educate other health and welfare professionals about the diagnosis, referral and support of problem gamblers and their family and friends.

Resources for school counselors, health and welfare workers have been developed and distributed to assist them in addressing problem gambling issues in their practice. All staff employed in the gaming machine areas must undertake training in the responsible service of gambling. A self-exclusion program has been piloted, and an after-hours service is being developed. Information about the availability of treatment and support services is advertised in all gaming venues in the state.

Gambler's Help Services provide problem gambling counselling, problem gambling financial counselling, material aid (Recovery Assistance Program), and local community education activities across the state. Counselling services are delivered from over 100 outlets and include the provision of mobile, outreach and after-hours services and appropriate problem gambling services for CALD and Indigenous communities. Gambler's Help Services are being redeveloped to improve and standardise casework practice. Victoria has led the way in coordinating help line services by initiating the development of a standard 1800 help line number.

Persons employed in the gaming machine area of a gaming venue or casino are required to complete an approved training course within the first six months of commencing employment and to undertake an approved refresher course at least once every three years thereafter. The Centre for Excellence in Problem Gambling Treatment has been established as a joint venture between the University of Melbourne and Monash University to conduct research into problem gambling treatment, in order to develop new clinical practices. This Centre will also train new and existing staff in gamblers' help services and establish a postgraduate qualification in problem gambling treatment.

### **Western Australia**

In Western Australia a problem gambling community awareness campaign was developed during the reporting period and commenced on 13 July 2007. The campaign had a strong regional focus to alert remote and regional communities about the availability of the Gambling Helpline and other treatment and support services. Gambling Help WA, the service provider for problem gambling counselling services, is required under its contract to establish collaborate links throughout the community, in particular, with alcohol and drug counsellors and regional financial counsellors.

The Gaming and Wagering Commission requires a social and economic impact assessment to be submitted with proposals that may result in expansion of/or new gambling opportunities. Codes of practice for responsible gambling have been implemented by the Burswood Entertainment Complex and Racing and Wagering Western Australia for its TAB wagering operations.

The Burswood Entertainment Complex and the Racing Wagering Western Australia conduct staff training for new employees, which includes training in responsible service of gambling. These sessions are also attended by Gambling Help WA counsellors. The Burswood Entertainment complex has also introduced a mandatory on-line training program for all

employees. In May 2006 the Complex also re-launched its responsible gambling code of practice *Bet With Your Head Not Over It* and has established a Responsible Gambling Management Committee to administer the code of practice and to provide strategic direction for the responsible service of gambling program.

Western Australia funded the Problem Gambling Helpline to provide a 24 hour crises counselling and referral service for people affected by problem gambling, as well as ongoing case management specifically targeted at people living in regional, rural and remote parts of Australia. Free face-to-face counselling is also offered to clients in the metropolitan area.

Western Australia's Problem Gambling Support Services Committee, which is committed to undertaking a research project to identify those Culturally and Linguistically Diverse (CALD) populations within Western Australia for which gambling is a significant problem, has deferred this project until Gambling Research Australia has completed its research on this topic, therefore avoiding duplication of research.