

93

# An Electronic Gaming Machine Trading Scheme for the ACT **Discussion Paper**



**ACT**  
Government

Economic Development

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# Contents

Introduction	2
How to comment	3
Background	3
Why consider a Trading Scheme for the Territory?	
How many EGMs are in the Territory and where are they?	
Chart 1: Concentration of EGMs in Territory Venues	
Chart 2: Distribution of EGMs by Club Group	
Chart 3: EGMs per 1000 Adults by Region	
Can EGMs be transferred now?	
A Trading Scheme	7
Unique Territory characteristics that impact on a Trading Scheme	
Design principles for a Territory Trading Scheme	
Forfeiture arrangements	
EGM levy and administrative fees	
The options at a glance	
Option 1: Open Market	
Option 2: Government Managed Tender	
Option 3: Fixed Price	
Option 1 – Open Market	
Advantages	
Disadvantages	
Option 2 – Government Managed Tender	
Advantages	
Disadvantages	
Option 3 – Fixed Price	
Advantages	
Disadvantages	
Spreading community benefit	12
Attachment A: Snapshot of transfer schemes in other jurisdictions	14
List of EGM regulators and key legislation	16

## Introduction

The ACT Government (the 'Government') recognises the unique and valuable role community clubs play in Canberra. Whether it be through the direct financial contributions clubs make to a wide range of community based organisations or the provision of sporting and other community structures or simply as a venue for Canberrans, young and old, to gather and socialise, Canberra's community clubs are an important part of Canberra's social fabric.

In September 2012, the Government and ClubsACT (the industry association recognised as the principal representative of the ACT Club movement), signed an inaugural Memorandum of Understanding (MoU) that sets out the policy and reform agenda for the licensed club sector over the next four years. Amongst other things, the MoU committed the Government and clubs sector to work together to introduce a scheme that allows the transfer of Electronic Gaming Machines (EGMs) between clubs in the ACT (the 'Territory'). A paper outlining progress-to-date against all commitments of the MoU will be published in the near future.

A transfer scheme, which is more commonly referred to in other jurisdictions as a 'trading' scheme, will provide a mechanism to allow distribution of EGMs more efficiently, without leading to pressure to increase the overall number – noting that section 34A of the *Gaming Machine Act 2004* (GMA) states "it is the intention of the Legislative Assembly that the maximum number of machines allowed on all licensed premises in the ACT be reduced to 4,000 as gaming machines are surrendered or cancelled over time, while keeping a pool of up to 150 available gaming machines."

The scheme should:

- be transparent, fair and open to all EGM licensees in the Territory;
- consider social impacts and not increase the incidence of problem gambling or the concentration of EGMs in particular locations; and
- wherever possible, contribute to the realisation of additional government objectives including:
  - enabling licensees to divest EGMs that are underutilised and reducing costs associated with holding EGMs;
  - enhancing viability of supporting greater diversity of revenue sources where possible to do so;
  - keeping transaction costs and regulatory burden to a minimum; and
  - whilst maintaining existing community contributions, explore mechanisms to support problem gambling reduction and other community programs.

EGM trading schemes operate in other Australian jurisdictions. This Discussion Paper is the first step in considering a trading scheme for the Territory. It aims to facilitate consultation about the key issues which may impact on a scheme based on the functionality of those operating elsewhere whilst considering the unique characteristics of the Territory.

## How to comment

In providing your comments you are encouraged to refer to the issues and questions that are raised throughout the Paper. We have tried to capture most of the issues relating to a trading scheme. However, given the diversity of the clubs sector in the Territory, we fully expect to hear about other issues, and we look forward to those contributions.

This Paper is one way to put your views forward. The questions under each topic are designed to help focus your comments but don't necessarily need to be individually answered. It is also not necessary to comment on all the discussion topics, just the ones that you have a view on.

Comments may be submitted in any form.

You can email your comments to [racingandgamingpolicy@act.gov.au](mailto:racingandgamingpolicy@act.gov.au) or post them to:

**EGM Trading Scheme – Consultation  
Legislation, Gaming and Racing Policy  
Economic Development Directorate  
GPO Box 158  
Canberra ACT 2601**

You are welcome to arrange a meeting with us to discuss your views, ask questions or simply provide verbal feedback. Please call **(02) 6207 1763** if you wish to make a time.

The closing date for comments is **Monday 5 August 2013**.

Please note that the information you provide may be subject to release under the *Freedom of Information Act 1989* unless you clearly indicate that your comments should be treated as confidential.

If you have any questions about the Paper or would like to receive a hard copy please phone **(02) 6207 1763**.

The Paper can be accessed on line at [www.economicdevelopment.act.gov.au/about\\_us/publications/government\\_documents](http://www.economicdevelopment.act.gov.au/about_us/publications/government_documents).

## Background

### *Why consider a Trading Scheme for the Territory?*

There are indications that some licensees in the Territory have more EGMs than they require just as there are some that have fewer EGMs than they require.

The geographical dispersion of EGMs within the Territory is essentially the product of historical development of suburbs and infrastructure resulting in a concentration of venues and EGMs in the inner suburbs and relatively fewer in the more recent areas of suburban development.

This distribution could lead to reduced access to facilities and services in some regions and an uneven distribution of community funding.<sup>1</sup> There is published information on venue community contributions<sup>2</sup>, however, this only indicates the region in which the venue is located and not the region to which the contributions may be directed.

A trading scheme would help to spread the number of EGMs more equitably, without leading to pressure to increase the overall number. Current legislative and regulatory frameworks restrict licensees in being able to 'trade' amongst themselves.

In response to this problem the Government agreed to changes<sup>3</sup> which allow multi-venue clubs to make application for EGM transfers under certain circumstances, these changes came into effect on 1 January 2013.

The broad objectives of a trading scheme are clear in that it needs to:

- allow licensees greater flexibility in managing their EGM numbers (within appropriate social impact assessment parameters and the overall EGM cap);
- help stimulate greater efficiencies in business models to generate greater impetus for seeking opportunities to diversify income streams away from gambling revenue; and
- help work toward an overall reduction in EGM numbers across the Territory.

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1. The GMA requires that clubs make mandatory community contributions (currently 8% of net gaming machine revenue). Community contributions are monetary or in-kind contributions to or supporting the development of the community or raising the standard of living of the community or part of the community.

2. Sourced from the ACT Gambling and Racing Commission's "Community Contributions Made by Gaming Machine Licensees, 1 July 2011–30 June 2012" document: <http://www.gamblingandracing.act.gov.au/Documents/Community%20Contribution%20Reports/2011-12%20Community%20Contributions%20Report.pdf>

3. Legislative changes include providing greater flexibility to multi-venue club groups to relocate EGMs between venues.

**How many EGMs are in the Territory and where are they?**

To operate an EGM in the Territory, a licence must be sought from the ACT Gambling and Racing Commission ('the Commission'). A licence authorises the licensee:

- to acquire and dispose of EGMs;
- to install EGMs on the licensed premises under the licence; and
- to operate the number of EGMs stated in the licence on the licensed premises.

As at 31 December 2012, in the Territory:

- the maximum allowed number of EGMs was 5,024;<sup>4</sup>
- 4,906 of those were located in clubs;
- 68 were located in hotels; and
- the remaining 50 were allocated to the pool (the 'pool').

There are 55 venues<sup>5</sup> in the Territory that are licensed to operate EGMs:

- the largest ten venues (those with more than 150 EGMs) account for 47.5 percent of the total;

- the smallest 13 venues (those with 15 or less EGMs) account for just 3.2 percent of the total; and
- there are nine clubs operating EGMs in more than one venue (multi-venue<sup>6</sup> clubs), accounting for 32 venues and 75 per cent of total EGMs.

There are currently ten hotels or taverns<sup>7</sup> in the Territory that are licensed to operate Class B EGMs:

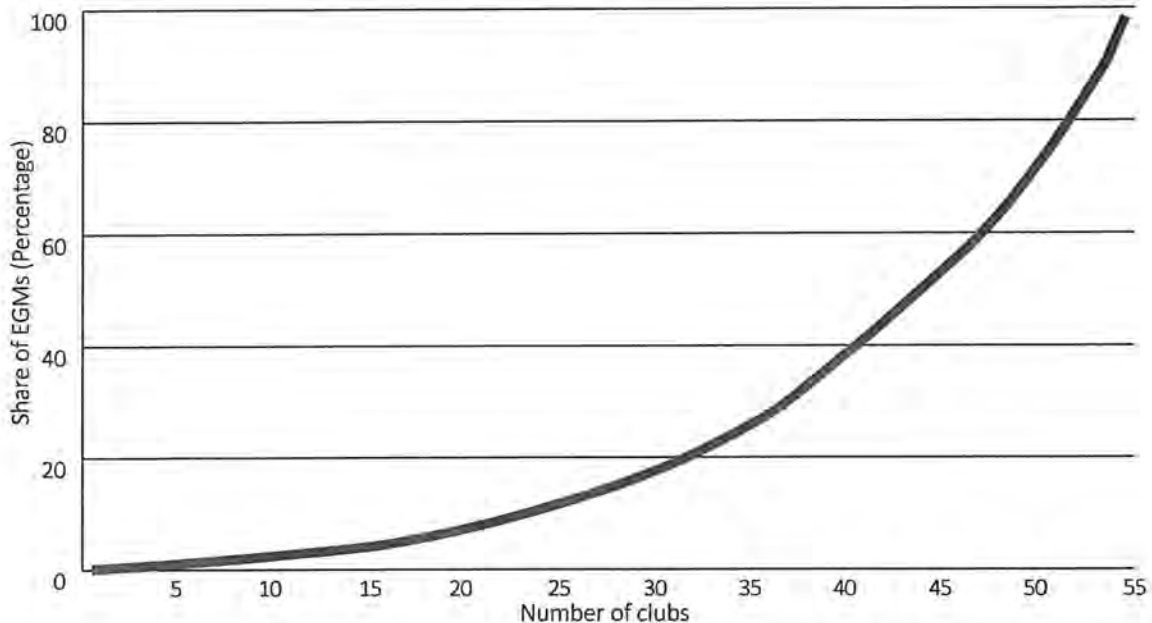
- six hotels have ten EGMs each; and
- four taverns have two EGMs each.

In 2011-12:

- the total expenditure on EGMs within the Territory was \$181.6 million; and
- the expenditure from Class B machines<sup>8</sup> (otherwise known as draw poker machines) located in hotels/taverns, contributed 0.4 per cent of total expenditure.

The following three charts depict the concentration, distribution and number of EGMs per adult.

*Chart 1: Concentration of EGMs in Territory Venues*



4. Unless otherwise indicated, data specific to the Territory are provided by the Commission.  
 5. A 'venue' for the purposes of this paper is a licensed club.  
 6. A 'multi-venue' club is a single incorporated entity operating more than one venue.  
 7. A 'hotel' or tavern is a 'non club'. Section 16 of the GMA restricts licence approvals of 'non-clubs' to class B 'draw poker' gaming machines.  
 8. GMA, section 16.

Chart 2: Distribution of EGMs by Club Group

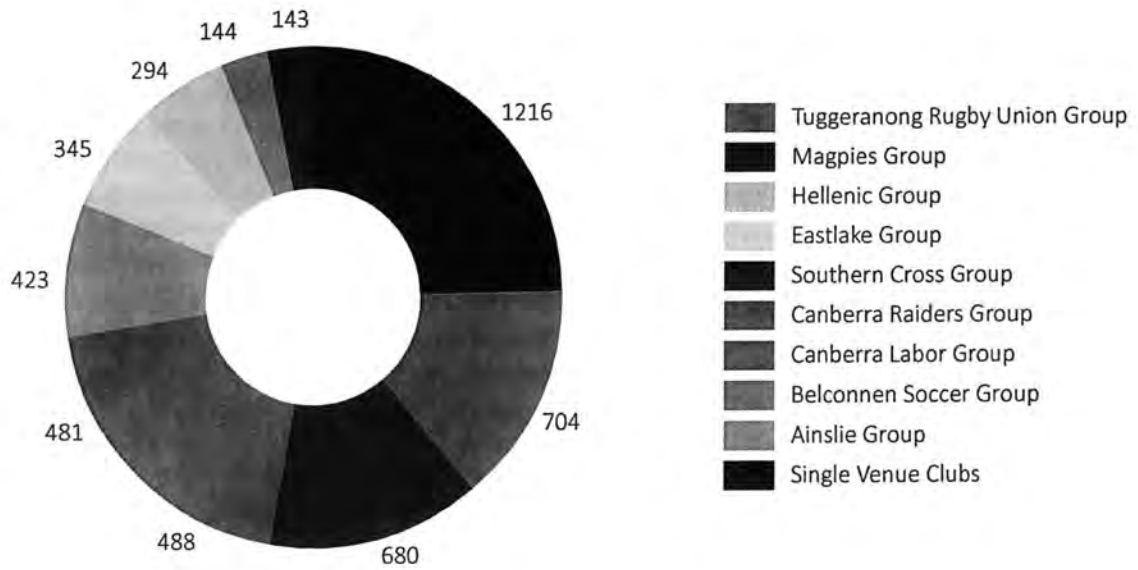
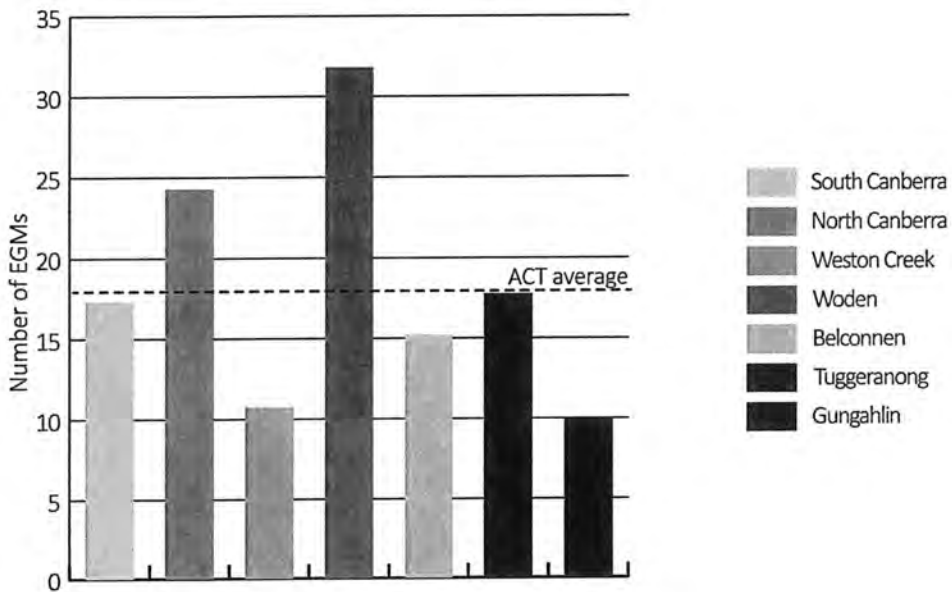


Chart 3: EGMs per 1000 Adults by Region



### *Can EGMs be transferred now?*

Whilst there is currently no provision in the Territory to allow the transfer of EGMs from one licensee to another, recent amendments to the GMA do allow the restricted movement of EGMs between certain venues in several ways.

From 1 January 2013, licensees have been able to apply for the relocation of EGMs from one venue to another where the licensee is the same body corporate for all relevant licences (this is referred to as a 'multi-venue' club).

Multi-venue club groups may apply to the Commission to relocate EGMs either as a 'large-scale relocation amendment' under section 26C of the Act or under a 'small-scale relocation amendment' under section 26B of the Act:

- a large-scale relocation is designed to cater for the movement of large EGM numbers where there are no limits on the actual number of EGMs that can be moved but such movement is subject to the legislative criteria including a Social Impact Assessment (SIA) and 'needs' analysis; and
- a small-scale relocation allows movement of up to 10 EGMs or 10% of the existing number of EGMs at the receiving venue, whichever is the lesser, without a SIA necessarily being required.

The legislation provides for the significant movement of EGMs with appropriate justification from social impact and needs perspectives as well as small adjustments of EGMs without the requirement for a detailed SIA.

Importantly, however, small-scale relocations under section 26B of the GMA may need to be accompanied by a SIA if the Commission is concerned that there may be a significant social impact if the licences are amended as proposed. In such a case the Commission may require either a Social Impact Statement (SIS) or SIA.

In other words, in assessing an application to amend a licence for a small-scale relocation of EGMs, the Commission may determine that either no impact assessment, an SIS or SIA must be completed. A SIS is a shortened form of a SIA and may be required where the Commission is concerned that a proposal may entail some risk but not enough to necessitate a full impact assessment.

The Commission has developed a set of risk factors that seek to guide its consideration of small-scale relocation applications.

## A Trading Scheme

Trading schemes exist in different guises in a number of jurisdictions. They tend to reflect the particular nuances of the local gaming industry as well as the objectives of the respective government. For example:

- New South Wales (NSW) has adopted an open market approach where trades are negotiated by the clubs;
- Victoria (VIC) has also adopted an open market approach with a government managed internet based central register for advertising and recording trades;
- Queensland (QLD) controls the trades for the hotel sector; and
- South Australia (SA) has adopted a centrally managed scheme.

A snapshot of the schemes operating in Australia is at [Attachment A](#).

### *Unique Territory characteristics that impact on a Trading Scheme*

In considering whether any of these models may be suitable for the Territory, it is important to understand the local circumstances that impact on potential trading arrangements, including:

- the high concentration of ownership in the Territory, (nine club groups control 75 per cent of EGMs and ten venues control nearly 50 per cent);
- multi-venue clubs are currently permitted to transfer between venues without penalty; and
- the indicative rate of current under-utilisation of EGMs across the broad spectrum of EGM licensees.

The relative depth of the Territory market along with the high concentration of ownership in a small number of clubs may result in:

- lower trading volumes than in other jurisdictions; and
- volatility in prices due to a low trading volume and the high variability in revenue across licensees (with a variance of average annual Gross Gaming Machine Revenue (GGMR) per EGM ranging from \$338.00 to \$63,476.00).

### *Design principles for a Territory Trading Scheme*

Current schemes operating in NSW, VIC, QLD and SA have been used to model options for this paper as they best represent the broad spectrum of approaches.

The options take account of the unique characteristics of the Territory and the following design principles to ensure a scheme contributes to:

- more efficient distribution of EGMs in line with community demand;
- appropriate and responsible trading subject to a robust SIA framework;
- better efficiency for licensees by divesting EGMs that are underutilised and reduced costs associated with holding EGMs;
- maintaining transparency, fairness and equity – all licensees in the Territory should have equal access to it;
- enhancing long term viability (particularly for small clubs) and supporting greater diversity of revenue sources where possible to do so; and
- keeping transaction costs such as information costs and regulatory burden to a minimum.

If a trading scheme were to be introduced in the Territory:

- it would be necessary to introduce the concept of an 'entitlement' to hold an EGM. An entitlement in this context refers to the right of being able to operate an EGM under a licence issued pursuant to the GMA; and
- current arrangements governing the transfer of EGMs between multi-venue clubs would need to be reviewed. As would the 'pool' of EGMs available for reservation under in-principle approvals or authorisation under a license established by recent amendments to the GMA.

Core to the scheme's design would be the forfeiture ratio and/or fee regimes attached to a trade as the actual volume of trade and prices achieved will be largely influenced by any impositions placed on it. Views on appropriate forfeiture arrangements together with options to



increase funding capacity for community activities and services realised from a levy per EGM or fee placed on trading are sought.

Views are also sought on what should happen once the overall cap of 4,000 EGMs is reached noting that as part of the MoU between the Government and ClubsACT, it was agreed that a review of the Gaming Machine Gap would be conducted. This review will help to inform future decision making in relation to the level at which the cap is set, how to cater for growth of the Territory's population and how a reduction to that level can be achieved. Comments received as part of this discussion paper will contribute to the review.

### ***Forfeiture arrangements***

Forfeiture refers to the requirement of a licensee to surrender a certain number of EGM entitlements as part of a successful trade. Ratios for consideration include either one in three or one in four entitlements and whether trading will only be allowed in single or multiple blocks.

For example, for purchasers to acquire 30 entitlements under a one in four forfeiture requirement, sellers must sell 40 entitlements, 10 of which are forfeited. The total amount paid by purchasers for 30 entitlements is then divided amongst the sellers of 40 entitlements. That is, the sellers receive per entitlement 75 per cent of what the purchasers pay per entitlement.

Trades in NSW take place in blocks of two or three entitlements with one entitlement per block forfeited. In SA, a forfeiture of one in

four EGMs is required for each trade.

In SA, hotels which share common ownership are only able to transfer entitlements through the trading scheme. This provides greater depth to the trading market (other participants can bid for these entitlements) and exposes the transfer to forfeiture arrangements. Under this approach, the net cost to a licensee transferring between venues would be any fee or forfeiture requirement (as the buyer and seller are the same entity).

The regulatory burden of forfeiture as part of any trade can either fall on the seller, buyer or both parties. The ultimate economic burden of forfeiture will be shared between buyers and sellers as a consequence of demand, supply and negotiated price. The Government is seeking views on where the regulatory burden should lie as part of an appropriate forfeiture arrangement for the Territory.

### ***EGM Levy and Administrative Fees***

Under current taxation arrangements, clubs are required to:

- pay taxation on their gross revenue (that is, GGMR);
- contribute 0.6 per cent of gross revenue to the Problem Gambling Assistance Fund (PGAF); and
- make a minimum community contribution of a minimum 8 per cent of net EGM revenue (the calculation of which includes the amount contributed to the PGAF).

In order to provide a stimulus for the trading of EGMs to occur, consideration is being given to the introduction of a levy on each EGM.

This arrangement would provide an incentive for larger venues that have surplus EGMs to trade or forfeit them. For smaller venues, the levy could be low and reflect in part current costs associated with regulating and administering EGMs in the Territory. The threshold for when a two-tiered levy applies needs to be considered. For example, the levy which applies to the first 150 EGMs per venue might be different to the levy applied for each EGM in excess of 150 per venue.

A portion of the EGM levy could be directed to a dedicated fund for the specific purpose of supporting appropriate community activities.

In addition to a levy per EGM, an administrative fee would be charged for each EGM traded.

The following table provides an overview of the specific options that the Government would like to hear your views on. The key advantages and disadvantages for each option are also discussed.

What should happen in relation to the current arrangements governing the transfer of EGMs between multi-venue clubs and the 'pool' arrangements?

What would be an appropriate forfeiture ratio? How could the forfeiture arrangements operate?

What forfeiture arrangements should be put in place once the overall target of 4,000 EGMs is reached?

Should a levy per EGM be introduced and if so, what could it be used for?

To what extent will a levy per EGM help to stimulate trading or forfeiture of EGMs that are under-utilised?

How much should a levy per EGM be? Should a tiered approach be adopted to ensure smaller clubs are not unfairly burdened?

What is an appropriate administrative fee structure to be charged for each successful trade?

### *The options at a glance<sup>9</sup>*

Please note that any trading scheme will be based on a robust social impact assessment framework.

#### *Option 1: Open Market (broad approach taken by NSW and VIC)*

<b>Features</b> <ul style="list-style-type: none"><li>• Trades are negotiated by the parties.</li><li>• Intra-club trades (transfers) need not involve a price.</li><li>• All trades are undertaken in blocks with the number of entitlements per block to be determined by the proportion of entitlements forfeited (e.g. a one in four forfeiture model requires trading in blocks of four).</li><li>• The purchasing party is responsible for arranging trading blocks. The selling party may sell single entitlements as part of a block of purchases.</li><li>• The Commission will publish trade details.</li><li>• The purchasing party pays an administrative fee.</li></ul>	<b>Pricing Mechanism</b> <ul style="list-style-type: none"><li>• Established by parties to the negotiation – they differ for each trade.</li></ul>
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#### *Option 2: Government Managed Tender (broad approach taken by QLD and SA)*

<b>Features</b> <ul style="list-style-type: none"><li>• A tender process is conducted regularly dependant on likely market activity.</li><li>• The process is managed by a government authority.</li><li>• Tenders can be for sale or purchase or single entitlements.</li><li>• All trades are premised on a forfeiture model.</li><li>• Parties provide tender bids for sale (the lowest price they are prepared to accept for each entitlement) or purchase (the highest price they are prepared to pay for each entitlement).</li><li>• The purchasing party pays an administrative fee per traded entitlement.</li></ul>	<b>Pricing Mechanism</b> <ul style="list-style-type: none"><li>• Determined from tender bids.</li><li>• Offers to sell are ranked in order of lowest to highest bid.</li><li>• Offers to purchase are ranked in order of highest to lowest bid.</li><li>• The purchase price is determined as the lowest price at which the notional selling price* is equal to or lower than the corresponding offer to purchase.</li></ul> <p>*Selling bids are notionally inflated to allow for the forfeiture of a proportion of the entitlements traded.<sup>10</sup></p>
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#### *Option 3: Fixed Price (previously adopted by SA)*

<b>Features</b> <ul style="list-style-type: none"><li>• Trades are negotiated by the parties.</li><li>• An alternative could be for purchasers and sellers to register interest with the appropriate government authority with trades allocated to purchasers on a priority basis as entitlements become available for sale.</li><li>• All trades are undertaken in blocks, with the number of entitlements per block to be determined by the proportion of entitlements forfeited.</li><li>• All trades are premised on a forfeiture model.</li><li>• The purchasing party is responsible for arranging trading blocks. The selling party may sell single entitlements as part of a block of purchases.</li><li>• The government authority will publish trade details.</li><li>• The purchasing party pays an administrative fee.</li></ul>	<b>Pricing Mechanism</b> <ul style="list-style-type: none"><li>• Pre-determined based on an estimate of reasonable value of entitlements.</li><li>• Applies to all trades.</li></ul>
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9. The Commission must approve an increase to entitlement for the purchasing party prior to trade taking place.

10. Further detail on how this model operates in SA can be found at:  
[www.olgc.sa.gov.au/gaming/Entitlements/TR3/Information\\_Guide\\_TR3\\_2013.pdf](http://www.olgc.sa.gov.au/gaming/Entitlements/TR3/Information_Guide_TR3_2013.pdf)

### **Option 1 – Open Market**

Under this option, purchasing parties would be responsible for building the trading 'blocks'. Entitlements could be sourced from a number of parties, which means sellers could deal in single units. The purchaser would need to acquire one more entitlement per block than it wishes to retain, in order to meet the forfeiture requirements.

For example, a party wishing to increase its entitlement by six would need to purchase in two blocks of four with one entitlement per block being forfeited.

#### **Advantages**

- Provides the greatest flexibility in terms of timing.
- Allows the market to establish its own price as a consequence of demand and supply.
- Parties can choose to participate or not, taking account of their individual valuation of the benefits and costs of increasing or decreasing their EGM numbers.

#### **Disadvantages**

- Unless the details and prices of individual trades are publicly reported, this option may lack transparency.
- Smaller licensees may not have sufficient bargaining power in comparison to larger licensees.

### **Option 2 – Government Managed Tender**

Under this option, purchasers and sellers could tender for single entitlements with the forfeiture taking place at the aggregate level with sellers receiving a lower price per EGM than paid by purchasers, dependant on the level of forfeiture.

#### **Advantages**

- Opens up the market by including transfers between venues with common ownership.
- Enables transfers of single entitlements as part of bulk trading rounds.
- Buyers and sellers can trade in single units with the forfeiture being done at the overall trading level.

#### **Disadvantages**

Possible low trading volumes and high price variability may suggest that a government run tender process could be problematic in that:

- if tenders were run regularly, the number of available entitlements could be minimal. Alternatively, if tenders were less frequent, trading activity may be impeded;
- the potential for high variability in valuations could present difficulties in matching seller and buyer tender bids; and
- smaller licensees seeking to expand may be consistently outbid by larger more profitable licensees.

### **Option 3 – Fixed Price**

There are no trading schemes based on a fixed-price operating in Australia. SA transitioned from a fixed price of \$50,000 per EGM to their current government managed tender process on 1 July 2011.

It is very difficult to estimate (or set) the market value of an EGM entitlement that would be accurate for every situation given the present value of an EGM is dependent upon the net cash flow generated by the EGM at a particular venue. This varies considerably. Therefore a fixed price trading scheme would run the risk of incorrectly estimating the true market price – an issue recently experienced in SA. Allowing the market to determine the price would alleviate this problem but may result in some volatility in trading or sale prices. These are matters for consideration and feedback by stakeholders as part of this consultation process.

#### **Advantages**

- It may provide greater transparency and fairness by possibly reducing the chances of smaller licensees being outbid by the larger licensees.

#### **Disadvantages**

- The likely uncertainty regarding price would make the setting of a fixed price particularly difficult.
- A fixed price that was either too high or too low would discourage potential trades. A high price would discourage buyers and a low price would discourage sellers.

Which option would have the highest positive impact on problem gambling by ensuring a more efficient distribution of EGMs in the Territory?

Which option strikes the right balance between flexibility and transparency, and keeping red tape to a minimum?

Are there other models that may be appropriate for further consideration?

Should other protection measures be put in place to protect smaller licensees?

Should the Government be involved in setting a price? If so, how would the price be established?

### Spreading community benefit

The GMA requires that a licensee, that is a club, makes a contribution that is a monetary or in-kind contribution to supporting the development of the community or raising the standard of living of the community or part of the community. Examples of areas of contributions include: charitable and social welfare, problem gambling, sport and recreation, non-profit activities and community infrastructure.

In 2011–12, clubs were required to make a minimum level of community contribution equal to 8 per cent of the club's Net Gaming Machine Revenue<sup>11</sup> (NGMR). The total amount of approved community contributions was \$12.891 million in 2011–12. It is not mandatory for a hotel or tavern licensee to make any community contribution.

The current distribution of EGMs in the Territory may result in reduced access to club facilities and services in some regions and an uneven distribution of community funding. The Government wants to address this.

Arrangements in other jurisdictions include:

- NSW has a ClubGrants scheme which allows clubs to reduce their taxation obligations by contributing to specified community projects;
- QLD requires 8.5 per cent of the EGM tax collected to be paid into the Gambling Community Benefit Fund. The Fund distributes around \$35 million per year; and
- Victoria applies a health benefit levy per EGM which is paid to the Hospitals and Charities Fund (approximately \$120 million per year). In addition, 8.33 per cent of GGMR from hotel gaming operations is paid into the Community Support Fund. For 2011–12, this amounted to \$104 million. These funds are used to support the Responsible Gambling Fund (\$32 million in 2011–12), a statutory authority with the objective of reducing problem gambling and the severity of associated harm, plus a wide variety of other community programs.<sup>12</sup>

11. NGMR, as defined in the legislation, is calculated as follows: a) any amount of gaming machine tax payable on the GGMR; and b) 24% of GGMR.

12. <http://www.dtf.vic.gov.au/CA25713E0002EF43/pages/community-support-fund#.UVT6w1s8rGI>

There may be scope for considering the introduction of a similar, although more modest levy, with the funds being hypothecated to a community fund (possibly from the proposed EGM levy).

This fund could be directly controlled by government or an advisory body (consisting of government and industry representatives).

As discussed earlier, a levy of this type would complement the existing structure of obligations applying to EGM revenue in the Territory including:

- the payment of taxation on GGMR;
- the contribution of 0.6 per cent of gross revenue to the PGAF; and

- a minimum community contribution of 8 per cent of net EGM revenue (the calculation of which includes the amount contributed to the PGAF).

A fee per successful EGM traded would be charged by the Government to cover the administrative costs associated with managing the scheme.

There is scope as part of this paper to consider options for simplifying the payment of current obligations and looking at options for allowing contributions to a community fund to be included as part of the minimum contributions calculation.

What are the appropriate governance arrangements for a community fund?

How could funds flow to the community fund (i.e. do existing community contributions form part of the fund, is it funded solely from a new levy)?

How might contributions to a new community fund impact on existing community contribution arrangements?

## Attachment A: Snapshot of transfer schemes in other jurisdictions

State	Trading Permitted	Scheme Design <sup>13</sup>	Forfeiture
ACT	No. Multi-venue Clubs permitted to transfer between venues.	Not applicable.	Not applicable.
NSW	Yes. Hotels can trade amongst each other. Clubs can trade amongst each other.	Minimal government involvement. Parties negotiate trade between themselves. Brokers are frequently used to facilitate trade.	Yes. Trades must take place in blocks of two or three entitlements. One entitlement per block to be surrendered. Some exemptions apply.
VIC	Yes. Hotels not permitted to use Club entitlements.	Government managed internet based central register for advertising and recording trades.	No.
QLD	Yes. Hotels have been able to trade since 2001 and Clubs since 2009.	Hotel trades are conducted through a public tender arrangement conducted by the Public Trustee. Clubs may transfer among themselves. Public tenders are conducted to re-issue previously forfeited machines.	No. For Hotel transfers, 33 per cent of the value of transfer paid to the Community Investment Fund.
SA	Yes. Hotel and Club entitlements interchangeable.	Government managed tender scheme. Tenders are conducted half-yearly.	Yes. One in four entitlements sold by Hotels is forfeited. One in four entitlements sold by Clubs is transferred to Club One <sup>14</sup> to ensure maintenance of total Club entitlements.
TAS	Not applicable. <sup>15</sup>	Not applicable.	Not applicable.

13. All schemes are subject to appropriate approvals from the relevant regulatory authority prior to transfers taking place.

14. 'Club One' is an independent corporate body that is able to lease its entitlements to licensed venues and the revenue raised is used to support the club industry and grass roots sports through a grant management system.

15. In Tasmania, all entitlements are owned by the Federal Group, which leases entitlements to the casinos, hotels and clubs. The Federal Group can move entitlements from one venue to another provided the number of entitlements fits within the overall limits for casinos (1,180 EGMs) and the venue specific limits for hotels (30) and clubs (40).

The following table shows the trading volumes and prices achieved in those jurisdictions with trading schemes and where data is available.

State	Trading Data	Volume <sup>16</sup>	Price
NSW	Unpublished data, July 2002 to December 2011.	1.7 per cent.	Hotels \$100,000 to \$200,000 (most recent price is \$92,333).
QLD	Unpublished data, July 2004 to November 2012.	1.63 per cent (for all regions).	South East Region only, Hotels and Clubs combined, \$67,000 to \$283,000 (most recent price \$67,152).
SA	Two tender rounds conducted since the new trading arrangements established (June 2012 and January 2013).	1.53 per cent.	Hotels and Clubs combined. Round 1, \$72,630 and Round 2, \$60,000.

For both NSW and QLD, transfer prices have been declining in recent times. Prior to the establishment of the tender arrangements in SA, trades could be conducted at a fixed price of \$50,000. Trading at this price was subdued due to a view by venue operators that this understated the market price.

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16. Expressed as the average annual number of entitlements purchased as a proportion of total number of approved entitlements.



## **List of EGM regulators and key legislation**

### ***Australian Capital Territory***

ACT Gambling and Racing Commission

<http://www.gamblingandracing.act.gov.au/Index.htm>

Gaming Machine Act 2004 (ACT)

<http://www.legislation.act.gov.au/a/2004-34/default.asp>

### ***New South Wales***

Independent Liquor and Gaming Authority

<http://www.ilga.nsw.gov.au/>

Gaming Machines Act 2001 (NSW)

<http://www.legislation.nsw.gov.au/maintop/view/inforce/act+127+2001+cd+0+N>

### ***Victoria***

Victorian Commission for Liquor and Gambling Regulation

<http://www.vcglr.vic.gov.au/>

Gambling Regulation Act 2003 (Vic)

[http://www.legislation.vic.gov.au/Domino/Web\\_Notes/LDMS/LTObject\\_Store/LTObjSt7.nsf/DDE300B846EED9C7CA257616000A3571/9BB94AF28EB8FA1BCA257AFE00003BFB/\\$FILE/03-114AA053%20authorised.pdf](http://www.legislation.vic.gov.au/Domino/Web_Notes/LDMS/LTObject_Store/LTObjSt7.nsf/DDE300B846EED9C7CA257616000A3571/9BB94AF28EB8FA1BCA257AFE00003BFB/$FILE/03-114AA053%20authorised.pdf)

### ***Queensland***

Office of Liquor and Gaming Regulation

<http://www.olgr.qld.gov.au/>

Gaming Machine Act 1991

<http://www.legislation.qld.gov.au/LEGISLTN/CURRENT/G/GamingMachA91.pdf>

### ***South Australia***

Office of the Liquor and Gambling Commissioner

<http://www.olgc.sa.gov.au/splash.shtm>

Gaming Machines Act 1992 (SA)

<http://www.legislation.sa.gov.au/LZ/C/A/GAMING%20MACHINES%20ACT%201992.aspx>

### ***Tasmania***

Tasmanian Gaming Commission

<http://www.treasury.tas.gov.au/domino/dtf/dtf.nsf/v-liq-and-gaming/95134355F55FF5FFCA257346001154A3>

Gaming Control Act 1993

[http://www.thelaw.tas.gov.au/tocview/index.w3p;cond=;doc\\_id=94%2B%2B1993%2BAT%40EN%2B20130208000000;hison=;prompt=;rec=;term=](http://www.thelaw.tas.gov.au/tocview/index.w3p;cond=;doc_id=94%2B%2B1993%2BAT%40EN%2B20130208000000;hison=;prompt=;rec=;term=)





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Economic Development

76

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## Clubs, Liquor & Gaming Machine commenced 30 March 2012

***Clubs, Liquor and Gaming Machines Legislation Amendment Act 2011****Registered Clubs Amendment (Club Amalgamations and De-amalgamations) Regulation 2012**Liquor Amendment (Miscellaneous) Regulation 2012**Gaming Machines Amendment (Miscellaneous) Regulation 2012**Casino Control Amendment (Liquor Act Application) Regulation 2012*

Reforms introduced by the *Clubs, Liquor and Gaming Machines Legislation Amendment Act 2011* commenced on 30 March 2012.

The reforms include a new framework for registered club de-amalgamations, new requirements for loan and management contracts in registered clubs, provision for registered club de-amalgamations, provision for liquor sales in hotels to cease while the hotel remains open to the public, and broader forfeiture concessions for gaming machine entitlement transfers between related clubs.

New regulations were also introduced on 30 March 2012 to support these reforms. The Regulations also establish new offences for responsible service of alcohol and responsible conduct of gambling training.

The following summary contains information about the reforms and other amendments which commenced on 30 March 2012.

### Club de-amalgamations

A new regulatory framework specifically provides for amalgamated registered clubs to de-amalgamate, or separate, while ensuring the financial viability of the de-amalgamating club is maintained, as well as a high level of transparency for club members.

The framework enables a club licence to be transferred from the amalgamated club to the de-amalgamating club. It provides forfeiture concessions from the transfer of gaming machine entitlements as part of a de-amalgamation. It also includes requirements relating to the notification and provision of information about a proposed de-amalgamation to club members.

### Broader forfeiture concessions for related clubs

Gaming machine entitlement transfers between related or amalgamated club premises, irrespective of local government area, are no longer subject to the forfeiture requirements under the *Gaming Machines Act 2001*. However, the local impact assessment requirements still apply. Previously, related or amalgamated clubs were required to forfeit one out of every six entitlements when transferred between premises.

As of 30/3/12

The broader forfeiture concession will assist club amalgamations by allowing related or amalgamated clubs to retain all their entitlements when relocating them to their other club premises. In the past, the forfeiture requirements have been a significant disincentive to club amalgamations as gaming machine entitlements are significant assets to clubs.

## Loan and management contracts in clubs

New requirements apply to registered clubs that enter into loan or management contracts. This fulfils a commitment under the Government's Memorandum of Understanding with the club industry to prevent the private takeover of clubs and their community assets by private interests and entrepreneurs.

Clubs that enter into prescribed loan or management contracts must notify club members of the proposed contract, and provide the Director General, Department of Trade and Investment, Regional Infrastructure and Services, with a report one month before entering into the proposed contract.

Upon reviewing the proposed contract, if the Director General considers that it does not comply with the *Registered Clubs Act 1976*, or is not in the interests of the club and its members, the Director General may direct the club to:

- not enter into the contract,
- amend the contract either before or after entering into it, or
- terminate the contract if it has already been entered into.

The new requirements complement earlier amendments to the *Registered Clubs Act 1976* to protect clubs from private interests.

For further information about the new notification and reporting requirements, and a copy of the guidelines, refer to the [loans and management contract webpage](#).

## Cessation of liquor sales in hotels during trading hours

Hoteliers can now trade at certain times of the day without the need to sell liquor, while providing other goods and services such as non-alcoholic beverages, food, entertainment, conference facilities, and in certain circumstances, gambling activities.

Reforms to the primary purpose test in the *Liquor Act 2007* now provide an exemption to the requirement that hoteliers must sell and supply liquor by retail at all times. Hoteliers can diversify their operations without the need for liquor to be available at all times. For example, hoteliers can offer a breakfast service and/or use of facilities for meetings and conferences in the morning without the need to operate a bar supplying alcohol.

However, hoteliers cannot cease serving liquor while any type of gambling activity is available during the standard trading period (ie. 5am – midnight Monday to Saturday and 10am – 10pm Sunday) unless approval has been obtained from the Independent Liquor and Gaming Authority. When considering an application, the Authority must be satisfied that the operation of gaming machines will not detract unduly from the character of the hotel. It must also be satisfied that gambling activities will be conducted in a responsible manner.

The reforms also allow hotels to cease selling liquor and continue to provide other services, including gambling activities, during extended trading periods that have been approved under the liquor laws. Approval from the Independent Liquor and Gaming Authority is not required for liquor sales to cease during approved extended trading periods. Extended trading periods generally commence after midnight Monday to Saturday, and after 10pm on Sundays.

As part of these reforms, new requirements have been introduced where hoteliers apply for permanent extended trading hours under the *Liquor Act*. Hoteliers must:

- outline the proposed gambling-related activities that will be available during the extended trading period, and

- consult with any organisation in the local government area that receives funding from the Responsible Gambling Fund to provide gambling counselling services

as part of the community impact statement that is required to be prepared before lodging an extended trading authorisation application.

As well as allowing hoteliers to reduce costs and diversify their operations, the reforms can help to reduce reliance on liquor sales, particularly where there are concerns about patrons gambling under the influence of alcohol.

### **New offences for RSA and RCG training**

Training providers are now subject to significant new penalties of up to \$11,000 for fraudulent activities relating to the provision of responsible service of alcohol (RSA) or responsible conduct of gambling (RCG) training.

The new offences strengthen the regulatory framework for RSA and RCG training in NSW, following an Independent Commission Against Corruption inquiry that identified fraudulent and corrupt activity in this, and other, training sectors.

Approved training providers now face penalties of up to \$11,000 for breaching conditions of approval, or if they issue an interim certificate to a person who has not successfully completed an approved course. These new penalties also apply to non-approved persons who offer to provide training or imply that they are qualified to offer approved RSA or RCG training.

### **Gaming machine threshold scheme**

A hotel's gaming machine threshold now decreases when transferring poker machine permits from the hotel. Changes to the *Gaming Machines Act 2001* better aligns poker machine permit trading with gaming machine entitlement trading. An exemption from the Local Impact Assessment process has also been reinstated so that hotels can transfer permits within the same local government area without having to undergo the LIA process.

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## **Part 3 Gaming machine entitlements and permits**

### **Division 1 Preliminary**

#### **14 Restrictions on number of gaming machine entitlements and permits held**

- (1) The number of gaming machine entitlements held under this Act in respect of hotel and club licences cannot exceed the overall State cap.
- (2) The number of gaming machine entitlements held in respect of a club licence cannot exceed the gaming machine threshold for the club premises.
- (3) The number of gaming machine entitlements and permits held in respect of a hotel licence cannot exceed the gaming machine threshold for the hotel.

### **Division 2 Tradeable gaming machine entitlement scheme**

#### **15–15B (Repealed)**

#### **16 Certificate of gaming machine entitlements**

- (1) The number of gaming machine entitlements held in respect of a hotel licence or club licence from time to time is to be specified in a certificate issued by the Authority to the hotelier or club concerned. The certificate may be incorporated in the relevant hotel or club licence.
- (2) Any such certificate may also specify the gaming machine threshold for the hotel or club premises concerned.

#### **17, 18 (Repealed)**

#### **19 Transfer of gaming machine entitlements**

- (1) A gaming machine entitlement held in respect of a hotel licence or club licence is transferable.
- (2) The transfer of a gaming machine entitlement does not have any effect unless the transfer:
  - (a) is approved by the Authority, and
  - (b) complies with the requirements of this Division and any requirements specified in the regulations.
- (3) An application for the Authority's approval of the transfer of a gaming machine entitlement must:
  - (a) be accompanied by the fee (if any) prescribed by the regulations, and

- 
- (b) be accompanied by such particulars or other matter as may be required by the Authority in relation to the proposed transfer, and
  - (c) in the case of an application for the transfer of an entitlement held in respect of a hotel licence—demonstrate, to the satisfaction of the Authority, that the proposed transfer is supported by each person who, in the opinion of the Authority, has a financial interest in the hotel licence, and
  - (d) be in the form and manner determined by the Authority from time to time.
- (4) (Repealed)
  - (5) For the purposes of subsection (3) (c), a person is taken to have a financial interest in a hotel licence if the person is entitled to receive any income derived from the business carried on under the authority of the licence or any other financial benefit or financial advantage from the carrying on of the business (whether the entitlement arises at law or in equity or otherwise).
  - (6) However, a person is not, for the purposes of subsection (3) (c), to be considered as having a financial interest in a hotel licence by reason only of being the owner of the hotel.
  - (7) (Repealed)

**20 General requirements relating to transfer of gaming machine entitlements**

- (1) Gaming machine entitlements held in respect of a hotel licence may only be transferred to another hotel licence.
- (1A) (Repealed)
- (2) Gaming machine entitlements held in respect of a club licence may only be transferred to another club licence.
- (2A) If a hotel licence or a club licence is removed under the *Liquor Act 2007* to other premises, any gaming machine entitlements held in respect of the premises from which the licence is removed may only be transferred to the premises to which the licence is removed if they are transferred in accordance with this Division.
- (3) Subject to this Act, the following requirements apply to the transfer of gaming machine entitlements:
  - (a) a transfer must comprise one or more blocks of 2 or 3 gaming machine entitlements nominated by the transferor (referred to in this Division as a *transfer block*),
  - (b) from each such transfer block, one of the entitlements must be forfeited to the Authority.



- 
- (4) A transfer block may comprise gaming machine entitlements that are held in respect of more than one hotel licence or more than one club licence.
  - (5) Despite subsection (3), one gaming machine entitlement held in respect of a hotel licence that relates to a country hotel (the *transferring hotel*) may be transferred in any period of 12 months without the requirements of that subsection applying to the transfer if:
    - (a) the transfer is to another hotel licence that is held in relation to a country hotel, and
    - (b) the gaming machine threshold for the transferring hotel is not more than 8.
  - (6) Subsection (3) continues to apply in respect of any subsequent transfer, in any period of 12 months, of gaming machine entitlements held in respect of a hotel licence of a transferring hotel as referred to in subsection (5).
  - (7) If the Authority approves the transfer of gaming machine entitlements, the Authority is to decrease, by the number of entitlements transferred, the gaming machine threshold for the hotel or the premises of the club from which the entitlements are transferred.
  - (8) To avoid doubt, the amount by which the gaming machine threshold for the hotel or club premises concerned is to be decreased is to include the number of entitlements that are required to be forfeited under this section because of the transfer.

*Exemptions  
country hotels*

## 21 Other provisions relating to transfer of gaming machine entitlements

- (1) In the case of a hotel licence that relates to a country hotel, no more than one block of gaming machine entitlements held in respect of the licence may be transferred in any period of 12 months to a hotel licence held in relation to a hotel that is situated in a metropolitan area.
- (1A) If, in the case of the removal of a hotel licence or club licence under the *Liquor Act 2007*:
  - (a) any gaming machine entitlements held in respect of the premises from which the licence is removed are transferred to other premises, and
  - (b) those other premises are situated in the same local government area as the previous premises,
 the forfeiture to the Authority of one gaming machine entitlement per transfer block is not required.
- (2) If, in the case of a club that holds more than one club licence, gaming machine entitlements held in respect of one of those licences are

*Removed licence  
(in same LGA)*

*clubs with  
tr between  
venues*

transferred to another one of the club's licences, the forfeiture to the Authority of one entitlement per transfer block is not required.

**Note.** Section 19 (2) of the *Liquor Act 2007* provides that each set of premises owned or occupied by a club must be separately licensed under that Act.

- (3) If:
- (a) an amalgamated club (within the meaning of the *Registered Clubs Act 1976*) de-amalgamates in accordance with Division 1B of Part 2 of that Act, and
  - (b) any gaming machine entitlements held in respect of the club licence for the relevant premises (as referred to in that Division) are, in connection with the de-amalgamation, transferred to the club licence held by the de-amalgamated club for those premises,
- the forfeiture to the Authority of one entitlement per transfer block is not required.
- (4) If for the time being the number of gaming machine entitlements held in respect of a club licence is 10 or less (*the remaining entitlements*), the club cannot transfer any of those remaining entitlements unless the transfer has been approved in principle at an extraordinary general meeting of the ordinary members of the club (being an approval supported by a majority of the votes cast at the meeting).
- (5) If a liquidator has been appointed for a club and any gaming machine entitlements held in respect of any club licence held by the club are proposed to be transferred, the forfeiture to the Authority of one entitlement per transfer block is required.
- (6) (Repealed)

de-amalgamated

**21A, 22 (Repealed)**

**23 Transfer of gaming machine entitlements when hotel or club licence surrendered or cancelled**

- (1) If a hotel licence or club licence is surrendered or cancelled any gaming machine entitlements held in respect of the licence concerned may, in accordance with this Division, be transferred.
- (2) If any such gaming machine entitlements have not been transferred at the end of the period of 12 months immediately following the surrender or cancellation of the hotel or club licence concerned, the remaining entitlements are forfeited to the Authority.
- (3) However, a remaining entitlement may be retained for a further period of up to 12 months if a levy is paid to the Authority to retain the entitlement for that period. The levy is \$500 for each of the remaining entitlements intended to be retained.



# STRONG CLUBS, STRONGER COMMUNITIES

## MEMORANDUM OF UNDERSTANDING



10 October 2010

### 1. PURPOSE

This Memorandum of Understanding (MoU) is between the NSW Liberals and Nationals and ClubsNSW.

The MoU establishes the club policy agenda for the NSW Liberals and Nationals in government and provides details of key measures that will be introduced. The policies in the MoU are designed to help secure the long-term financial viability of NSW clubs and allow them to strengthen their economic and social contribution to the State. They will create an environment that allows clubs to grow and communities to reap the benefits.

The NSW Liberals and Nationals and ClubsNSW recognise the substantial and unique economic and social contribution that clubs make to the State. According to The Allen Consulting Group (2008), and IPART (2009), clubs:

- generate revenues of \$5.4 billion per annum;
- make an additional social contribution of \$811 million per annum;
- pay \$1.26 billion in taxes;
- employ 44,000 people and spend over \$1.2 billion on wages;
- mobilise 44,000 volunteers in support of their core purposes; and
- provide 1550 bowling greens, 366 golf courses, 163 playing fields, 80 gyms and 66 swimming pools.

It is recognised that delivering long-term prosperity for NSW clubs is essential to sustaining this contribution and allowing clubs to meet the needs and expectations of the people of NSW. Further, it is recognised that clubs are generally good corporate citizens and are committed to:

- acting in the best interests of their members;
- complying with their legal obligations;
- managing their affairs in a transparent and accountable manner;
- being responsible employers;
- providing gaming and alcohol safety; and
- increasing their community contribution.

### 2. COMMITMENTS

A NSW Liberals and Nationals Government will take the following action.

#### Club Tax

A NSW Liberals and Nationals Government will introduce in its first Budget the following tax regime:

#### Club Gaming Machine Tax Rates

Revenue Band	Existing	From 1 September 2011
0 - \$200k*	0%	0%
\$200k - \$1m (for clubs with revenue < \$1m)	9.09%	9.09%
\$200k - \$1m (for clubs with revenue > \$1m)	19.09%	19.09%
\$1m - \$5m*	30.09%	28.99%
\$5m - \$10m	35.09%	33.49%
\$10m - \$20m	38.09%	35.49%
\$20m plus	39.99%	37.49%

- Including ClubGRANTS (formerly CDSE) of 2.25% and GST of 9.09%
- Assumes continuation of GST rebate on first \$200,000 of revenue
- Smoothing mechanism applies to revenue in the \$1m to \$1.9m band

#### ClubGRANTS

A NSW Liberals and Nationals Government will rename CDSE as ClubGRANTS and increase the claimable rate from 1.5% to 2.25% of gaming machine (taxable) revenue:

- leaving Category 1 (local community priorities) unchanged with a minimum contribution of 0.75%;
- increasing Category 2 (club core activities e.g. sport, RSL/veteran welfare, golf course and bowling green maintenance) to a maximum of 1.1% and allow clubs to claim contributions to professional sport (including NRL) that are not player payments; and
- introducing Category 3 being a minimum contribution of 0.4% to a state-wide funding pool for large scale projects associated with sport, health and community infrastructure.

#### Club Establishment and Amalgamated Clubs

A NSW Liberals and Nationals Government will:

- change the planning system to encourage the establishment of clubs on greenfield sites reserving central locations for club purposes;
- take action to facilitate club amalgamations (and de-amalgamations), streamline processes and encourage proactive club mergers; and
- remove the requirement to forfeit gaming machine entitlements on transfer between premises of amalgamated clubs regardless of location.

#### Gambling Policy

A NSW Liberals and Nationals Government will commit to further reducing the prevalence of problem gambling by developing in consultation with clubs targeted, effective and evidence-based measures. A NSW Liberals and Nationals Government will:

- seek to properly regulate online gambling;
- maintain existing statewide and venue caps;
- not allow additional casinos;
- support a system of pre-commitment that is voluntary for the player, venue based and cost-effective;
- maintain existing conditions for maximum bets, reel spin speeds, cash insertion, ATM placement and withdrawal limits, and payment of prizes by cheque;
- remove limitations on installing MTGMs in clubs;
- facilitate the introduction of new technology and games, while upholding strict harm minimisation controls; and
- commit to reviewing and further extending the existing license arrangement for KENO, providing certainty in relation to regulatory and approval processes and facilitating the introduction of new technology and games.

#### Restrictions on Smoking in Clubs

A NSW Liberals and Nationals Government will uphold existing smoking restrictions including those relating to the service and consumption of food, beverage and gaming in outdoor areas.

#### Sale and Consumption of Alcohol in Clubs

A NSW Liberals and Nationals Government will introduce a licensing and compliance regime that directs enforcement activity and applies special licence conditions to troublesome venues. This approach will include:

- greater focus on personal responsibility;
- using the extensive powers and penalties available under the *Liquor Act* against violent venues;
- severely penalising venues that are persistently violent (including possible loss of licence); and
- introducing a defence against prosecution for club managers where reasonable steps have been taken to comply with the *Liquor Act* and special conditions.

#### Industry Sustainability

A NSW Liberals and Nationals Government will implement key recommendations of the IPART Report on NSW Registered Clubs including the establishment of a Club Viability Panel (CVP), introducing appropriate training for club directors and managers, and improvements to club corporate governance structures.

#### Registered Clubs Act 'Accountability' Provisions

A NSW Liberals and Nationals Government will remove the ability of government to hold royal commission style investigations into clubs and immediately rescind section 41X of the *Registered Clubs Act*, conduct a review of the 'accountability' provisions of the *Registered Clubs Act* and take action to prevent clubs and community assets falling into the hands of private interests and entrepreneurs.

#### Clubs on Crown Land

A NSW Liberals and Nationals Government will commit to limiting increases in rents for clubs on Crown Land to CPI only and reviewing the circumstances of clubs that have recently received significant rent increases.

#### Workers Compensation Insurance

A NSW Liberals and Nationals Government will increase competition in the provision of worker's compensation insurance by allowing the club industry to establish its own specialised workers compensation insurance scheme.

### 3. TERM OF AGREEMENT

The Agreement binds the parties until the end of the term of the NSW Government to be elected in 2011.

A NSW Liberals and Nationals Government and ClubsNSW will jointly undertake a full review of the terms of the Agreement before the end of that term of government, with a view to reaching further understanding in relation to matters concerning clubs which would cover the term of the then next State Government.

Barry O'Farrell MP  
Leader of the NSW Liberals

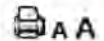
Hon George Souris MP  
Shadow Minister Hospitality and Tourism,  
Racing and Major Events

Andrew Stoner MP  
Leader of the NSW Nationals

Peter Jewell OAM  
Chairman ClubsNSW

Representative of NSW Liberals  
and Nationals

Representative of Club



Whole title | Regulations | Historical versions | Historical notes | Search title |

## Gaming Machines Amendment Act 2008 No 99

**Repealed** version for 3 December 2008 to 31 January 2009 (accessed 8 February 2013 at 11:22)

Schedule 1

<< page >>

### Schedule 1 Amendment of Gaming Machines Act 2001

(Section 3)

#### [1] Section 3 Objects of Act

Omit section 3 (1). Insert instead:

- (1) The objects of this Act are as follows:
  - (a) to minimise harm associated with the misuse and abuse of gambling activities,
  - (b) to foster responsible conduct in relation to gambling,
  - (c) to facilitate the balanced development, in the public interest, of the gaming industry,
  - (d) to ensure the integrity of the gaming industry,
  - (e) to provide for an on-going reduction in the number of gaming machines in the State by means of the tradeable poker machine entitlement scheme.

#### [2] Section 4 Definitions

Omit the definition of *AAD threshold* from section 4 (1).

#### [3] Section 4 (1), definition of “adviser’s licence”

Omit the definition.

#### [4] Section 4 (1)

Insert in alphabetical order:

*Community Development Fund* means the fund established under section 204A.

#### [5] Section 4 (1), definition of “gaming-related licence”

Omit paragraph (d) from the definition.

#### [6] Section 4 (1), definition of “large-scale club”

Omit the definition.

**[7] Section 4 (1), definition of “new hotel”**

Omit paragraph (a) from the definition.

**[8] Section 4 (1)**

Insert in alphabetical order:

*retail shopping centre* means a cluster of premises promoted as, or generally regarded as constituting, a shopping centre, shopping mall or shopping arcade, but does not include anything excluded from this definition by the regulations.

**[9] Section 4 (1), definition of “SIA threshold”**

Omit the definition. Insert instead in alphabetical order:

*gaming machine threshold*—see section 32.

**[10] Section 4 (1), definition of “subsidiary equipment”**

Omit the definition. Insert instead:

*subsidiary equipment* means:

- (a) centralised cash control equipment, or
- (b) any equipment, device or system (or any component of a system) that affects:
  - (i) the playing or result of any game playable on a poker machine or approved amusement device, or
  - (ii) the meters of a poker machine or approved amusement device,

and includes any other equipment, device or system prescribed by the regulations for the purposes of this definition.

**[11] Section 4 (1)**

Insert in alphabetical order:

*technician* means the holder of a technician’s licence.

**[12] Section 8 Gaming machines not used for purposes of gambling**

Omit section 8 (2) (c). Insert instead:

- (c) the Authority has been notified in writing, at least 7 working days in advance, of the kind of use intended and the Authority has not, within that period, refused to allow the use, and

**[13] Section 8 (4)**

Insert after section 8 (3):

- (4) Nothing in this Act prohibits the keeping or operation of a poker machine or a device in the nature of an approved amusement device if:
- (a) the poker machine or device is being displayed or promoted at a gaming industry trade show or exhibition, and
  - (b) the poker machine or device is not used for the purposes of gambling or the distributing of prizes, and
  - (c) in the case where the poker machine or device has not been approved in the State—a notice is attached to the poker machine or device indicating that it is not an approved gaming machine.

**[14] Section 10**

Omit the section. Insert instead:

**10 Overall State cap on poker machine entitlements**

- (1) The maximum number of poker machine entitlements is set at 99,000 or such lower number as may be prescribed by the regulations (*the overall State cap*).
- (2) The Authority is to review the overall State cap at least once every 5 years following the commencement of this section (as substituted by the *Gaming Machines Amendment Act 2008*).

**[15] Section 12 Limit on number of gaming machines in clubs**

Omit the section.

**[16] Section 14**

Omit the section. Insert instead:

**14 General provisions relating to allocation of poker machine entitlements**

- (1) The allocation of poker machine entitlements under this Part is subject to the overall State cap. Accordingly, the Authority cannot allocate a poker machine entitlement if the allocation would result in the overall State cap being breached.
- (2) The number of poker machine entitlements allocated in respect of a hotel licence or the premises of a registered club cannot exceed the gaming machine threshold for the hotel or the club premises.
- (3) In calculating (for the purposes of subsection (2)) the number of poker machine entitlements allocated in respect of the premises of a registered club, any poker machine entitlement retained by the club in respect of those premises in accordance with section 15B (as in force before its repeal by the *Gaming Machines Amendment Act 2008*) is to be disregarded.

- (4) Nothing in this Part affects the requirement under Part 5 for authorisation to keep approved gaming machines in a hotel or on the premises of a registered club.

**[17] Section 15A Large-scale clubs required to reduce their allocated number of poker machine entitlements**

Omit the section.

**[18] Section 15B Transitional scheme relating to reduction of certain poker machine entitlements allocated to large-scale clubs**

Omit the section.

**[19] Section 16 Further allocation of poker machine entitlements and certificate of entitlements**

Omit “, along with the corresponding number of approved poker machines authorised under Part 5 to be kept in the hotel or on those premises in accordance with those poker machine entitlements,” from section 16 (2).

**[20] Sections 16 (3) and 20 (5) (b)**

Omit “SIA” wherever occurring. Insert instead “gaming machine”.

**[21] Section 17 Allocation of free poker machine entitlements in respect of certain clubs**

Omit the section.

**[22] Section 18 General restrictions on initial allocation of poker machine entitlements**

Insert before section 18 (1):

- (1A) This section applies only in relation to the initial allocation of poker machine entitlements under section 15.

**[23] Section 18 (3)**

Omit the subsection and the note to that subsection.

**[24] Section 19 Transfer of poker machine entitlements**

Omit section 19 (5) and (6). Insert instead:

- (5) For the purposes of subsection (3) (c), a person is taken to have a financial interest in a hotel licence if the person is entitled to receive any income derived from the business carried on under the authority of the licence or any other financial benefit or financial advantage from the carrying on of the business (whether the entitlement arises at law or in equity or otherwise).
- (6) However, a person is not, for the purposes of subsection (3) (c), to be considered as having a financial interest in a hotel licence by reason only of being the owner of the hotel.

**[25] Section 19 (7)**

## Part 2 Limitations on gaming machine numbers

### 10 Overall State cap on number of gaming machines

amended  
to 99,000  
3 Dec 2008

- (1) The maximum number of approved gaming machines that the Board may authorise to be kept in all hotels and registered clubs in the State is 104,000 (*the overall State cap*).
- (2) The overall State cap comprises:
  - (a) a maximum number of 25,980 approved gaming machines in respect of hotels, and
  - (b) a maximum number of 78,020 approved gaming machines in respect of registered clubs.

removed  
3 Dec 2008

### 11 Limit on number of gaming machines in hotels

The maximum number of approved gaming machines that the Board may authorise under Part 5 to be kept in any one hotel is 30.

### 12 Limit on number of gaming machines in clubs

- (1) The maximum number of approved gaming machines that the Board may authorise under Part 5 to be kept on any of the premises of a registered club is 450.
- (2) The limit of 450 approved gaming machines per premises of a registered club does not apply to a large-scale club's relevant premises.

repealed

### 13 Large-scale clubs required to reduce number of gaming machines

- (1) A large-scale club must, before the end of the period of 5 years following the date on which this Part commences, reduce the number of approved gaming machines that the club was, under the *Registered Clubs Act 1976*, authorised to keep on the relevant premises immediately before that date:
  - (a) by 10%, or
  - (b) by such number as would result in the number of approved gaming machines on those premises not exceeding 450.
- (2) The regulations may:
  - (a) specify the relevant premises of the large-scale clubs in respect of which the requirement under subsection (1) applies, and

repealed



**3.4A.13 Commission decision on the request**

S. 3.4A.13  
inserted by  
No. 29/2009  
s. 25.

- (1) On receiving a request under section 3.4A.12, the Commission must—
  - (a) decide whether to make the requested amendment to the geographic area condition or venue condition, either with or without changes from that originally requested; and
  - (b) notify the venue operator of its decision.
- (2) Subject to this section, in deciding whether or not to make the requested amendment, the Commission may take into account any other matter the Commission considers relevant.
- (3) The effect of a decision of the Commission to amend a geographic area condition must not be inconsistent with the effect of section 3.4A.5(5).
- (4) The effect of a decision of the Commission to amend a venue condition must not be inconsistent with the effect of section 3.4A.5(6).
- (5) In addition, a decision of the Commission that amends a geographic area condition or venue condition, must not be inconsistent with—
  - (a) in the case of a decision that amends a geographic area condition, a direction under section 3.2.3 or an order under section 3.2.4;
  - (b) in the case of a decision that amends a venue condition, a direction under section 3.2.3.
- (6) An amendment to a geographic area condition or venue condition takes effect when notice of the Commission's decision is given to the entitlement holder or at any later time that may be specified in the notice.

**3.4A.14 Commission must record amendment in Register**

S. 3.4A.14  
inserted by  
No. 29/2009  
s. 25.

- (1) The Commission must by the date an amendment to a geographic area condition or

s. 3.4A.15

venue condition takes effect make the necessary amendment to the entry in the Register in respect of that geographic area condition or venue condition.

- (2) A function of the Commission under this section may be performed by any commissioner.

**Division 5—Transfer of gaming machine entitlements**

S. 3.4A.15  
inserted by  
No. 29/2009  
s. 25.

**3.4A.15 Fee payable for gaming machine entitlement transfers**

- (1) A specified payer must pay the prescribed fee in respect of the transfer of a gaming machine entitlement to a specified payee.
- (2) In this section—

*specified payee* means the person specified by the Minister under the gaming machine entitlement allocation and transfer rules as the specified payee for the purposes of subsection (1);

*specified payer* means the venue operator—

- (a) that is a party to the transfer of a gaming machine entitlement; and
- (b) that is specified by the Minister under the gaming machine entitlement allocation and transfer rules as the specified payer for the purposes of subsection (1).

S. 3.4A.16  
inserted by  
No. 29/2009  
s. 25.

**3.4A.16 Gaming machine entitlements cannot be transferred to persons other than venue operators**

- (1) A venue operator must not transfer a gaming machine entitlement to a person who is not a venue operator.

- (2) An agreement that purports to transfer a gaming machine entitlement to a person who is not a venue operator is void.
- (3) An arrangement or deed that purports to transfer a gaming machine entitlement to a person who is not a venue operator is of no effect.

**3.4A.17 Gaming machine entitlements must be transferred in accordance with allocation and transfer rules**

S. 3.4A.17  
inserted by  
No. 29/2009  
s. 25.

- (1) A venue operator must not transfer a gaming machine entitlement the operator holds to another person other than in accordance with this Act and the gaming machine entitlement allocation and transfer rules.
- (2) An agreement that purports to transfer a gaming machine entitlement to a person other than in accordance with this Act and the gaming machine entitlement allocation and transfer rules is void.
- (3) An arrangement or deed that purports to transfer a gaming machine entitlement to a person other than in accordance with this Act and the gaming machine entitlement allocation and transfer rules is of no effect.

**3.4A.17A Related agreements must be entered into before gaming machine entitlement may be transferred**

S. 3.4A.17A  
inserted by  
No. 58/2009  
s. 50.

Despite anything to the contrary in this Division, a venue operator cannot transfer a gaming machine entitlement to another venue operator (the *transferee*) unless the transferee has entered into an agreement referred to in section 3.4A.6 or 3.4A.6A with the Minister, or a person

s. 3.4A.19

nominated by the Minister, that deals with matters related to the gaming machine entitlement.

S. 3.4A.18  
inserted by  
No. 29/2009  
s. 25.

**3.4A.18 Gaming machine entitlements that are transferred before specified date**

- (1) This section applies if a venue operator, in accordance with the gaming machine entitlement allocation and transfer rules, transfers a gaming machine entitlement to another venue operator before the day that is 6 months after the gaming machine entitlement declared day that applies to that entitlement.
- (2) The venue operator must pay to the Treasurer the amount of 75% of the prescribed profit obtained by the operator from the transfer unless the operator has been granted an exemption under section 3.4A.19.
- (3) The Treasurer may recover an amount specified in subsection (2) as a debt due to the State.
- (4) In this section—

S. 3.4A.18(2)  
amended by  
No. 43/2009  
s. 5(1).

*financial benefit* means anything of economic or market value and includes—

- (a) property and services;
- (b) any benefit specified in the regulations to be a financial benefit;

S. 3.4A.18(4)  
inserted by  
No. 43/2009  
s. 5(2).

*profit* includes the value of a financial benefit.

S. 3.4A.19  
(Heading)  
amended by  
No. 43/2009  
s. 6(1).

**3.4A.19 Exemption from requirement to pay 75% of prescribed profit obtained on transfer**

S. 3.4A.19  
inserted by  
No. 29/2009  
s. 25.

S. 3.4A.19(1)  
amended by  
No. 43/2009  
s. 6(2).

- (1) The Treasurer, on the application of a venue operator, may exempt the operator from the requirement in section 3.4A.18(2) to pay to the

- (5) For the purposes of subsection (3) (c), a person is taken to have a financial interest in a hotelier's licence if the person is entitled to receive any income derived from the business carried on under the authority of the licence or any other financial benefit or financial advantage from the carrying on of the business (whether the entitlement arises at law or in equity or otherwise).

## 20 General requirements relating to transfer of poker machine entitlements

- (1) Poker machine entitlements allocated in respect of a hotelier's licence may be transferred only to another hotelier's licence.
- (2) Poker machine entitlements allocated in respect of the premises of a registered club may be transferred only:
  - (a) to another set of the club's premises, or
  - (b) to the premises of another registered club.
- (3) Subject to this Act, the following requirements apply to the transfer of poker machine entitlements:
  - (a) a transfer must comprise one or more blocks of 3 poker machine entitlements,
  - (b) from each such block of 3 poker machine entitlements, one of the entitlements must be forfeited to the Board.
- (4) A block of 3 poker machine entitlements may comprise entitlements that have been allocated in respect of more than one hotelier's licence or more than one set of club premises.
- (5) Despite subsection (3), one poker machine entitlement allocated in respect of a hotelier's licence that is held in relation to a country hotel (the *transferring hotel*) may be transferred in any period of 12 months without the requirements of that subsection applying to the transfer if:
  - (a) the transfer is to another hotelier's licence that is held in relation to a country hotel, and
  - (b) the number of approved gaming machines that are authorised to be kept in the transferring hotel does not exceed 8.
- (6) Subsection (3) continues to apply in respect of any subsequent transfer, in any period of 12 months, of poker machine entitlements allocated in respect of a hotelier's licence of a transferring hotel as referred to in subsection (5).

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On 10 September 2012 the VCGLR determined the maximum permissible number of gaming machine entitlements (entitlements) for each municipal district in Victoria.

The Minister for Gaming's order on 15 August 2012 specified the criteria for determining the maximum permissible number of entitlements as a maximum of ten entitlements per thousand adults as at 30 2008.

A Municipal Limit only applies to areas that are not already covered by Regional Caps.

Excluded from this requirement are the precincts of Melbourne Central Business District, Docklands and Southbank within the City of Melbourne.

Each municipal district has been provided a maximum permissible number of entitlements. This does not mean that gaming machines can be automatically added to a municipal district.

Applications to increase the number of gaming machines in a venue or for approval of a new premises are assessed by the VCGLR, and local councils are also provided with an opportunity to present their views on an application affecting their community.

The VCGLR must be satisfied that an application will not result in net social and economic detriment to the local community.

Please view the [Municipal Limits Gazette - 13 September 2012](#) (PDF: 163KB) for the maximum permissible number of entitlements available in each municipal district.

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Execution Date	# of Entitlements	App Type	Price	Transferor	Transferee
23/04/2012	35	Transfer between Operators		SWAN HILL CLUB INC	MURRAY DOWNS GOLF & COUNTRY CLUB LTD
18/05/2012	1	Transfer between Operators	\$5,250.00	KILSYTH & MOUNTAIN DISTRICT BASKETBALL ASSOCIATION INC	ANGLESEA GOLF CLUB INC
18/05/2012	1	Transfer between Operators	\$5,250.00	KILSYTH & MOUNTAIN DISTRICT BASKETBALL ASSOCIATION INC	ANGLESEA GOLF CLUB INC
18/05/2012	1	Transfer between Operators	\$5,250.00	KILSYTH & MOUNTAIN DISTRICT BASKETBALL ASSOCIATION INC	ANGLESEA GOLF CLUB INC
18/05/2012	1	Transfer between Operators	\$5,250.00	KILSYTH & MOUNTAIN DISTRICT BASKETBALL ASSOCIATION INC	ANGLESEA GOLF CLUB INC
29/05/2012	88	Transfer between Operators		A.C.N. 004 271 443 (FORMERLY THE BENTLEIGH CLUB)	MELBOURNE FOOTBALL CLUB LIMITED
04/06/2012	29	Transfer between Operators		BETHRICA PTY LTD	SHARAY INVESTMENTS PTY LTD
19/06/2012	40	Transfer between Operators		MORNINGTON RACING CLUB INC	VICTORIA AMATEUR TURF CLUB (INC THE MELB RACING CLUB)
19/06/2012	25	Transfer between Operators		KINGFISH VICTORIA PTY LTD	DRAYTON MANOR PTY LTD
19/06/2012	85	Transfer between Operators		MORNINGTON RACING CLUB INC	VICTORIA AMATEUR TURF CLUB (INC THE MELB RACING CLUB)
29/06/2012	38	Transfer between Operators		PAKENHAM SPORTS CLUB INC	PAKENHAM RACING CLUB INC
09/07/2012	42	Transfer between Operators	\$33,350.00	HILLDOVE PTY LTD	CASTELLO HOTEL INVESTMENTS PTY LTD
17/07/2012	30	Transfer between Operators		COLLINGWOOD FOOTBALL CLUB LIMITED	BEACH AT ALBERT PARK PTY LTD
17/07/2012	5	Transfer between Operators		DOXA SOCIAL CLUB INC	KERANG BOWLING CLUB INC
17/07/2012	1	Transfer between Operators	\$60,250.00	NEW BON PTY LTD	HAMPTON PARK TAVERN PTY LTD
17/07/2012	20	Transfer between Operators		DAREBIN RSL SUB-BRANCH INC	RESERVOIR RSL SUB-BRANCH INC
17/07/2012	15	Transfer between Operators	\$5,500.00	VENETO CLUB	ABRUZZO CLUB
06/08/2012	10	Transfer between Operators		BELLS SOUTH MELBOURNE PTY LTD (REC & MGRS APPOINTED)	BRIGHTON ROAD ENTERPRISES PTY LTD
06/08/2012	15	Transfer between Operators		WONTHAGGI GOLF CLUB INC	THE WONTHAGGI CLUB
06/08/2012	19	Transfer between Operators		DOXA SOCIAL CLUB INC	COLLINGWOOD FOOTBALL CLUB LIMITED
06/08/2012	22	Transfer between Operators		SPRINGVALE FOOTBALL CLUB LIMITED	HAMPTON PARK TAVERN PTY LTD
06/08/2012	17	Transfer between Operators		DOXA SOCIAL CLUB INC	RICHMOND FOOTBALL CLUB LIMITED
06/08/2012	20	Transfer between Operators		BALLARAT TURF CLUB INC	S & J BRYANT DEVELOPMENTS PTY LTD
06/08/2012	45	Transfer between Operators		HOGAN'S HOTEL PTY LTD	HOGANS SHAMROCK HOTEL PTY LTD
08/08/2012	8	Transfer between Operators		PHILLIP ISLAND GOLF CLUB INC	PHILLIP ISLAND RSL SUB-BRANCH INC
08/08/2012	19	Transfer between Operators		MILDURA GRAND PTY LTD (RECEIVERS & MANAGERS APPOINTED)	MEM ENTERPRISES PTY LTD
08/08/2012	5	Transfer between Operators		FRANKSTON RSL SUB-BRANCH INC	ROSEBUD RSL SUB-BRANCH INC
08/08/2012	12	Transfer between Operators		CROSS KEYS PTY LTD (RECEIVERS & MANAGERS APPOINTED)	BRIGHTON ROAD ENTERPRISES PTY LTD
08/08/2012	40	Transfer between Operators		LAURIMAR TAVERN PTY LTD	RUMOTEL PTY LTD
10/08/2012	1	Transfer between Operators		MARKESSA PTY LTD	AUSTRALIAN LEISURE AND HOSPITALITY GROUP PTY LTD
10/08/2012	20	Transfer between Operators		AUSTRALIAN LEISURE AND HOSPITALITY GROUP PTY LTD	COURTHOUSE ENTERTAINMENT GROUP PTY LTD
10/08/2012	10	Transfer between Operators	\$5,500.00	HRV MANAGEMENT LIMITED	VICTORIAN HARNESS RACING SPORTS CLUB INC
10/08/2012	85	Transfer between Operators		MARKESSA PTY LTD	AUSTRALIAN LEISURE AND HOSPITALITY GROUP PTY LTD
10/08/2012	15	Transfer between Operators		FOUNTAIN JADE PTY LTD	AUSTRALIAN LEISURE AND HOSPITALITY GROUP PTY LTD
14/08/2012	20	Transfer between Operators		GREATER BENDIGO HOTELS PTY LTD	WODONGA HOLDINGS PTY LTD
14/08/2012	10	Transfer between Operators		BALLARAT RSL SUB-BRANCH INC	BALLARAT & DISTRICT TROTTING CLUB INC
14/08/2012	1	Transfer between Operators		WAVERLEY RSL SUB-BRANCH INC	HIGHETT RSL SUB-BRANCH INC
14/08/2012	6	Transfer between Operators		TAVERNER HOTEL GROUP PTY LTD	AUSTRALIAN LEISURE AND HOSPITALITY GROUP PTY LTD
14/08/2012	71	Transfer between Operators		TAVERNER HOTEL GROUP PTY LTD	AUSTRALIAN LEISURE AND HOSPITALITY GROUP PTY LTD
14/08/2012	75	Transfer between Operators		TAVERNER HOTEL GROUP PTY LTD	AUSTRALIAN LEISURE AND HOSPITALITY GROUP PTY LTD
14/08/2012	1	Transfer between Operators		JUNCTION HOTEL (FMG) PTY LTD	JODAY PTY LTD
14/08/2012	20	Transfer between Operators		TAVERNER HOTEL GROUP PTY LTD	AUSTRALIAN LEISURE AND HOSPITALITY GROUP PTY LTD
14/08/2012	1	Transfer between Operators		WAVERLEY RSL SUB-BRANCH INC	CHELTHENHAM MOORABBIN RSL SUB-BRANCH INC
14/08/2012	79	Transfer between Operators		TAVERNER HOTEL GROUP PTY LTD	AUSTRALIAN LEISURE AND HOSPITALITY GROUP PTY LTD
14/08/2012	56	Transfer between Operators		TAVERNER HOTEL GROUP PTY LTD	AUSTRALIAN LEISURE AND HOSPITALITY GROUP PTY LTD
14/08/2012	1	Transfer between Operators		TAVERNER HOTEL GROUP PTY LTD	AUSTRALIAN LEISURE AND HOSPITALITY GROUP PTY LTD
14/08/2012	80	Transfer between Operators		TAVERNER HOTEL GROUP PTY LTD	AUSTRALIAN LEISURE AND HOSPITALITY GROUP PTY LTD
14/08/2012	70	Transfer between Operators		TAVERNER HOTEL GROUP PTY LTD	AUSTRALIAN LEISURE AND HOSPITALITY GROUP PTY LTD
14/08/2012	59	Transfer between Operators		TAVERNER HOTEL GROUP PTY LTD	AUSTRALIAN LEISURE AND HOSPITALITY GROUP PTY LTD
14/08/2012	4	Transfer between Operators		TAVERNER HOTEL GROUP PTY LTD	AUSTRALIAN LEISURE AND HOSPITALITY GROUP PTY LTD
14/08/2012	72	Transfer between Operators		TAVERNER HOTEL GROUP PTY LTD	AUSTRALIAN LEISURE AND HOSPITALITY GROUP PTY LTD
14/08/2012	12	Transfer between Operators		WAVERLEY RSL SUB-BRANCH INC	CAULFIELD RSL SUB-BRANCH INC
14/08/2012	35	Transfer between Operators		SOVEREIGN HOTEL GROUP PTY LTD	D.E. HOTELS PTY LTD
14/08/2012	30	Transfer between Operators		NORTH MELBOURNE GIANTS BASKETBALL CLUB LIMITED	CARLTON FOOTBALL CLUB LIMITED
14/08/2012	20	Transfer between Operators		DROMANA-RED HILL RSL SUB-BRANCH INC	FOOTSCRAY FOOTBALL CLUB LIMITED
14/08/2012	63	Transfer between Operators		TAVERNER HOTEL GROUP PTY LTD	AUSTRALIAN LEISURE AND HOSPITALITY GROUP PTY LTD
14/08/2012	61	Transfer between Operators		TAVERNER HOTEL GROUP PTY LTD	AUSTRALIAN LEISURE AND HOSPITALITY GROUP PTY LTD
14/08/2012	80	Transfer between Operators		TAVERNER HOTEL GROUP PTY LTD	AUSTRALIAN LEISURE AND HOSPITALITY GROUP PTY LTD
14/08/2012	5	Transfer between Operators		AREAS OF HOSPITALITY PTY LTD	D.E. HOTELS PTY LTD
14/08/2012	8	Transfer between Operators		TAVERNER HOTEL GROUP PTY LTD	AUSTRALIAN LEISURE AND HOSPITALITY GROUP PTY LTD
15/08/2012	4	Transfer between Operators	\$5,500.00	FRAHRAN FOOTBALL SOCIAL CLUB INC	BENDIGO CLUB INC
27/08/2012	40	Transfer between Operators	\$33,350.00	DALERIVERS PTY LTD	SOVEREIGN HOTEL GROUP PTY LTD
28/08/2012	75	Transfer between Operators		TAVERNER HOTEL GROUP PTY LTD	AUSTRALIAN LEISURE AND HOSPITALITY GROUP PTY LTD
28/08/2012	42	Transfer between Operators		TAVERNER HOTEL GROUP PTY LTD	AUSTRALIAN LEISURE AND HOSPITALITY GROUP PTY LTD
31/08/2012	2	Transfer between Operators	\$33,350.00	BENMARA PTY LTD	BEACH AT ALBERT PARK PTY LTD
10/09/2012	7	Transfer between Operators		WAVERLEY RSL SUB-BRANCH INC	WILLIAMSTOWN RSL SUB-BRANCH INC
10/09/2012	5	Transfer between Operators		WAVERLEY RSL SUB-BRANCH INC	NOBLE PARK RSL SUB-BRANCH INC
25/09/2012	5	Transfer between Operators		LAURIMAR TAVERN PTY LTD	AUSTRALIAN LEISURE AND HOSPITALITY GROUP PTY LTD
16/10/2012	6	Transfer between Operators		CROSS KEYS PTY LTD (RECEIVERS & MANAGERS APPOINTED)	DUN-RA INVESTMENTS PTY LTD
17/10/2012	5	Transfer between Operators		SEAFORD RSL SUB-BRANCH INC	DAREBIN RSL SUB-BRANCH INC
17/10/2012	10	Transfer between Operators		BAIRNSDALE RSL SUB-BRANCH INC	DUN-RA INVESTMENTS PTY LTD
18/10/2012	79	Transfer between Operators		FOUNTAIN JADE PTY LTD	AUSTRALIAN LEISURE AND HOSPITALITY GROUP PTY LTD
18/10/2012	52	Transfer between Operators		TAVERNER HOTEL GROUP PTY LTD	AUSTRALIAN LEISURE AND HOSPITALITY GROUP PTY LTD
18/10/2012	1	Transfer between Operators		FOUNTAIN JADE PTY LTD	AUSTRALIAN LEISURE AND HOSPITALITY GROUP PTY LTD
25/10/2012	80	Transfer between Operators		TAVERNER HOTEL GROUP PTY LTD	AUSTRALIAN LEISURE AND HOSPITALITY GROUP PTY LTD
19/11/2012	50	Transfer between Operators		VAMSUN PTY LTD	SUPREME EDINBURGH PTY LTD
26/11/2012	31	Transfer between Operators		BERETTA'S RICHMOND PTY LTD	SUPREME VAULUSE PTY LTD
10/12/2012	23	Transfer between Operators		PANIER PTY LTD	SUPREME TANTI PTY LTD

Execution Date	# of Entitlements	App Type	Price	Transferor	Transferee
11/12/2012	40	Transfer between Operators		COURT HOUSE HOTEL BACCHUS MARSH PTY LTD	SUPREME COURTHOUSE PTY LTD
13/12/2012	33	Transfer between Operators		BARRYCO PTY LTD	SUPREME RAILWAY PTY LTD
19/12/2012	68	Transfer between Operators		HILLDOVE PTY LTD	SUPREME CROWN PTY LTD

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Venue Operator	Number of Entitlements	Selling Geographic Region	Venue Condition	Expires
ALMA SPORTS CLUB	26	Glen Eira City	Club	04/11/21
ASTOR ONE PTY LTD	9	Geelong Greater City & Queenscliff Borough (Capped Region 8)	Hotel	04/06/21
BARRYCO PTY LTD	4	Mitchell Shire	Hotel	27/05/21
FRECCIA AZZURRA CLUB	5	Kingston City	Club	30/06/21
GEE LONG FOOTBALL CLUB LIMITED	1	Melbourne City (Uncapped)	Club	10/02/21
	1	Surf Coast Shire	Club	
GREYHOUND PROMOTIONS PTY LTD	1	Hume City (Capped Region 11)	Club	28/02/21
	1	Monash City (Capped Region 15)	Club	
HAMPTON PARK TAVERN PTY LTD	22	Casey City (Municipal Limit)	Club	20/02/21
HAMPTON PARK TAVERN PTY LTD	1	Casey City (Municipal Limit)	Hotel	20/02/21
MOONEE VALLEY RACING CLUB INC	1	Bayside City	Club	28/03/21
THE ALBURY SAILORS SOLDIERS & ARMEN'S CLUB LTD	40	Wodonga Rural City	Club	28/02/21
WENTWORTH PINES PTY LTD	3	Colac-Otway Shire	Hotel	31/03/21

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Venue Operator	Number of Entitlements	Geographic Region	Seeking	Venue Condition	Offer Price	Expiry
DG HOTEL PTY LTD	9	Hume City (Capped Region 11)		Hotel	33400	06/03/
L'UNICO PTY LTD	5	Monash City (Capped Region 15)		Hotel	\$5500	28/02/
SPORTING LEGENDS CLUB INC	6	Wellington Shire		Club		16/05/
SPORTING LEGENDS CLUB INC	4	Wellington Shire		Club		16/05/
SPORTING LEGENDS CLUB INC	6	Wellington Shire		Club	5500	16/05/

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Gambling Information Sheet  
**Taxation thresholds and marginal tax rates  
in 2012**

Progressive tax arrangements will apply to gaming machine revenue under the new venue operator structure.

**The new taxation scheme**

The minimum return to players of 87 per cent of gaming machine turnover will not change under the Gambling Arrangements 2012. The gaming expenditure represents revenue to venues under the new arrangements prior to paying tax and other venue costs.

**Calculating tax**

Tax rates will be based on each venue's average monthly gaming machine revenue. Gaming revenue is defined as the total amount wagered, less the return to players.

These taxes will be payable by venue operators within seven days after the end of the month to which the tax relates. Taxes will be collected via a direct sweep by the Victorian Commission for Gambling and Liquor Regulation (VCGLR) from the venues nominated account.

The tax thresholds and marginal rates that will apply are as follows:

Thresholds (average monthly revenue per machine)	Marginal Tax Rate	
	Hotels	Clubs
\$0 - \$2,666	8.33%	Tax free
\$2,667 - \$12,500	50.83%	42.50%
\$12,501 +	58.33%	50.00%

**Definitions**

A **gaming machine entitlement** for the purpose of taxation collection is an entitlement that is attached to:

- a gaming machine
- a venue approval, and
- the monitoring system.

A gaming machine entitlement is not included in the taxation calculation when it fails to meet any of the above criteria.

**Average monthly revenue per gaming machine entitlement** is calculated by dividing each venue's total monthly revenue (earned from the conduct of gaming under the gaming machine entitlement) by the average number of gaming machine entitlements held by the venue operator.

**Tax per entitlement** is calculated by applying the relevant tax rates to the "average monthly revenue per gaming machine entitlement".

**Tax liability** is calculated by multiplying the "tax per machine entitlement" by the number of gaming machine entitlements held by the venue operator.

The purpose of this update is to provide general information and guidance only. The information provided is not in substitution of the Gambling Regulation Act 2002, the Monitoring Licence and Related Agreements issued under that Act, the Entitlement Related Agreements for Venues, the Venue Services Agreement or any other regulatory requirements. Venue Operators should seek appropriate professional advice as to their obligations.

Victorian Commission for Gambling and Liquor Regulation

**Example calculations**

The application of the tax thresholds and marginal rates are demonstrated in the example calculations below. In these examples, machines means gaming machines attached to an entitlement, approved venue & the monitoring system.

**Club example A**

A club venue operator has 50 machines and \$330,000 in monthly revenue. The monthly tax liability is calculated as follows:

$$\begin{aligned} &\text{average monthly revenue per gaming machine entitlement} \\ &= \$330,000 / 50 \\ &= \$6,600 \end{aligned}$$

$$\begin{aligned} &\text{tax per entitlement} \\ &= (\$2,666 \times 0\%) + [(\$6,600 - \$2,666) \times 42.50\%] \\ &= \$1,671.95 \end{aligned}$$

$$\begin{aligned} &\text{total tax liability for the month} \\ &= \$1,671.95 \times 50 \\ &= \$83,597.50 \end{aligned}$$

**Club example B**

A club venue operator has 50 machines and \$750,000 in monthly revenue. The monthly tax liability is calculated as follows:

$$\begin{aligned} &\text{average monthly revenue per gaming machine entitlement} \\ &= \$750,000 / 50 \\ &= \$15,000 \end{aligned}$$

$$\begin{aligned} &\text{tax per entitlement} \\ &= (\$2,666 \times 0\%) + [(\$12,500 - \$2,666) \times 42.50\%] + [(\$15,000 - \$12,500) \times 50.00\%] \\ &= \$0.00 + \$4,179.45 + \$1,250.00 \\ &= \$5,429.45 \end{aligned}$$

$$\begin{aligned} &\text{total tax liability for the month} \\ &= \$5,429.45 \times 50 \\ &= \$271,472.50 \end{aligned}$$

**Hotel example A**

A hotel venue operator has 50 machines and \$330,000 in monthly revenue. The monthly tax liability is calculated as follows:

$$\begin{aligned} &\text{average monthly revenue per gaming machine entitlement} \\ &= \$330,000 / 50 \\ &= \$6,600 \end{aligned}$$

$$\begin{aligned} &\text{tax per entitlement} \\ &= (\$2,666 \times 8.33\%) + [(\$6,600 - \$2,666) \times 50.83\%] \\ &= \$222.08 + \$1,999.65 \\ &= \$2,221.73 \end{aligned}$$

$$\begin{aligned} &\text{total tax liability for the month} \\ &= \$2,221.73 \times 50 \\ &= \$111,086.50 \end{aligned}$$

**Hotel example B**

A hotel venue operator has 50 machines and \$750,000 in monthly revenue. The monthly tax liability is calculated as follows:

$$\begin{aligned} &\text{average monthly revenue per gaming machine entitlement} \\ &= \$750,000 / 50 \\ &= \$15,000 \end{aligned}$$

$$\begin{aligned} &\text{tax per entitlement} \\ &= (\$2,666 \times 8.33\%) + [(\$12,500 - \$2,666) \times 50.83\%] + [(\$15,000 - \$12,500) \times 58.33\%] \\ &= \$222.08 + \$4,998.62 + \$1,458.25 \\ &= \$6,678.95 \end{aligned}$$

$$\begin{aligned} &\text{total tax liability for the month} \\ &= \$6,678.95 \times 50 \\ &= \$333,947.50 \end{aligned}$$

As illustrated in the example calculations, a venue's total tax liability is calculated by multiplying the tax per machine by the number of entitlements held by the venue operator for gaming in a calendar month.



## Scenarios

What is meant by the number of entitlements for the purposes of taxation is demonstrated in the additional scenarios below:

### Scenario 1 - Entitlement number example

Club Alpha is conducting gaming from the 16 August 2012 and has:

- approval to operate 50 gaming machines at its venue
- purchased 50 entitlements at the gaming auction
- purchased 40 physical gaming machines, and
- 40 gaming machines connected and operational from 16 August 2012 to 31 August 2012.

a) **What entitlement number is used in the calculation of gaming tax payable at the conclusion of August 2012?**

The calculation of gaming tax for the month requires the use of the average number of gaming machine entitlements. This is based on the number of gaming machine entitlements that are or may be used in the conduct of gaming at the approved venue.

For August 2012 at Club Alpha, the calculation of average entitlements is:

- $40 \text{ entitlements} \times 15 \text{ days in August} = 600$
- $600 / 15 \text{ days} = 40 \text{ average entitlements}$

b) **Why can't Club Alpha use the total number of entitlements purchased in the gaming tax equation?**

Gaming cannot be conducted using an entitlement unless the entitlement is attached to a machine that is at an approved venue and connected to the monitoring system.

As the venue operator only has 40 gaming machines at the approved venue that are attached to an entitlement and connected to the monitoring system, gaming may only be conducted in respect of 40 entitlements.

c) **What happens if Club Alpha does not use its purchased entitlements?**

Failure to use the entitlements within six months, or obtain an appropriate extension, will result in Club Alpha forfeiting its unused entitlements to the State.

A venue operator may apply to the VCGLR for an extension to the six month period.

### Scenario 2 - Multiple venue example

John Jones is a venue operator who has the following:

- Venue Beta - approval to operate 50 gaming machines
- Venue Gamma - approval to operate 50 gaming machines
- 100 entitlements purchased by John Jones
- 80 gaming machines purchased by John Jones and allocated in equal numbers to Venue Beta and Gamma
- 35 machines attached to each venue and operating from 16 August 2012 to 31 August 2012. 10 machines remain unattached.

a) **How is tax payable across both the gaming venues?**

Gaming tax is calculated on the basis of the gaming revenue and average entitlements at each venue.

John Jones is liable to pay separate gaming tax for each of Venue Beta and Gamma.

Gaming tax will be withdrawn from the nominated bank account of each gaming venue on the seventh day after the end of the month to which the tax relates. The nominated gaming account may be the same for both venues owned by John Jones.

b) **How many entitlements are used to calculate the gaming tax payable at the end of August 2012?**

At each venue, the calculation of gaming tax will be based on the 35 entitlements which are attached to 35 gaming machines connected to the monitoring system and operating at the approved venue. That is, this is the number of entitlements that are being or may be used to conduct gaming.

**s. 3.6.3A**

S. 3.6.3A  
inserted by  
No. 32/2012  
s. 11.

**3.6.3A Health benefit levy—financial year 2012 to 2013**

- (1) In respect of the financial year beginning on 1 July 2012 and ending on 30 June 2013, a gaming operator must pay to the Commission a health benefit levy calculated in accordance with the formula set out in section 3.6.3(1).
- (2) The Treasurer, in consultation with the Commission, is to determine the amount of the levy on each gaming operator in respect of the financial year and must notify each gaming operator of his or her determination as soon as practicable after making the determination.
- (3) The levy is payable in two equal instalments within the financial year, due on dates determined by the Treasurer in consultation with the Commission.
- (4) The Treasurer must notify each gaming operator of his or her determination under subsection (3) as soon as practicable after making the determination, but at least 15 business days before the first instalment is due.
- (5) In this section, *gaming operator* includes a person who held a gaming operator's licence or a gaming licence.

**3.6.4 Hypothecation of health benefit levy**

- (1) In respect of each financial year there is to be paid out of the Consolidated Fund into the Hospitals and Charities Fund an amount equal to the amount paid into the Consolidated Fund under section 3.6.3 in that financial year.
- (2) Payments under subsection (1) are to be made at the times determined by the Treasurer.



# Victoria Government Gazette

No. S 209 Monday 7 June 2010  
By Authority of Victorian Government Printer

## Gambling Regulation Act 2003

### MINISTERIAL DETERMINATION

I, Tony Robinson MP, Minister for Gaming, having determined the maximum number of gaming machine entitlements I will create, hereby determine under sections 3.4A.5(1)(a) and 3.4A.5(9)(e) of the **Gambling Regulation Act 2003** respectively:

1. To create 27,500 gaming machine entitlements; and
2. Determine that the effective date for these gaming machine entitlements is 16 August 2012.

Dated 7 June 2010

TONY ROBINSON  
Minister for Gaming

create

## Gambling Regulation Act 2003

### MINISTERIAL NOTICE

I, Tony Robinson MP, Minister for Gaming, by Notice under section 3.4A.1(2) of the **Gambling Regulation Act 2003**, declare that the day, on and after which a venue operator must hold a gaming machine entitlement to conduct gaming in an approved venue is 16 August 2012.

Dated 7 June 2010

TONY ROBINSON  
Minister for Gaming

**SPECIAL**

A STUDY OF GAMBLING IN VICTORIA

# PROBLEM GAMBLING FROM A PUBLIC HEALTH PERSPECTIVE

SEPTEMBER 2009

DEPARTMENT  
OF JUSTICE



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**Disclaimer:**

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## A Study of Gambling In Victoria - Problem Gambling from a Public Health Perspective

This research report - A study of gambling in Victoria - problem gambling from a public health perspective is Victoria's largest study on gambling and is underpinned by a public health philosophy and methodology. A representative sample of Victorians was surveyed using Computer Aided Telephone Interviewing (CATI). The findings from the survey enable us to describe the epidemiology of problem gambling in Victoria. The report examines not only the distribution of gambling behaviour in the State, but focuses on health and well-being issues of gamblers in an effort to understand the possible determinants of problem gambling.

All gamblers (all adults who had gambled in the past year) were asked nine questions that categorise gamblers into the following risk groups, based on their scored answers: problem gamblers, moderate risk gamblers, low risk gamblers and non-problem gamblers. The scale used is the Problem Gambling Severity Index (PGSI) within the Canadian Problem Gambling Index (CPGI) (refer glossary for terms).

Categorising gamblers into risk segments, enables the Victorian Government to plan prevention and early intervention strategies to reduce gambling-related harm and provides valuable information for planning effective treatment services. Gamblers are grouped according to these risk segments throughout the report.

The PGSI also enables an estimate of the prevalence of problem gambling to be calculated - in this case during the preceding 12-month period. Survey respondents were additionally administered the NODS-CLIP 2 (refer to glossary) which estimates the lifetime prevalence of both problem and pathological gambling (refer to glossary). Lifetime prevalence includes the total number of persons known to have had a disease or health condition (ie. problem gambling) for at least a part of their lives. This data is useful in understanding the pathways in to and out of problem gambling, which is critical to the public health aims of prevention and early intervention.

Respondents were asked a series of questions about their mental well-being in the study. These questions comprise the Kessler Psychological Distress Scale (K-10). This screen is widely used in Australia both at national and jurisdictional levels. The K-10 is based on 10 questions about negative emotional states experienced during the four week period leading up to the survey and categorises respondents into the following segments, based on their scoring: likely to be well, likely to have a mild disorder, likely to have a moderate mental disorder and likely to have a severe mental disorder.

Key questions were asked of gamblers about their health and well-being, including questions on their cigarette, alcohol and drug use. Respondents were asked four questions from the CAGE screen (refer to glossary), a screening tool for alcoholism and alcohol use disorders. This screen diagnoses alcohol problems over a lifetime and is one of the oldest and shortest screening instruments in use.

Screens and questions on co-morbidities (such as substance abuse and mental disorders) assist, not only in the planning of effective treatments for problem gamblers, but are crucial to prevention and early intervention strategies in problem gambling.

Questions on community connectedness were similarly included. This is consistent with a public health approach in that the study explores some of the social determinants of health and well-being.



# A Study of Gambling in Victoria - Problem Gambling from a Public Health Perspective

August 2008 to October 2008

This study was prepared by Sarah Hare (Schottler Consulting Pty Ltd)  
for the Department of Justice, Victoria.

Sincere thanks are extended to the following people:

## Project Board

Rosa Billi Department of Justice, Victoria

Paul Marden Department of Justice, Victoria

Christine Stone Department of Human Services, Victoria

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Associate Professor Elmer Villanueva Gippsland Medical School, Monash University

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Northern Territory.

Dr Rachel Volberg and Yoku Shaw Taylor for the use of the unpublished NODS-CLiP2 screen.

## Glossary

<b>CAGE</b>	A screening tool for alcoholism and alcohol use disorder: C - cut down on drinking; have tried repeatedly without success, A - annoyed by criticisms about drinking habits, G - Guilty feelings about drinking, and E - Eye opener drink needed in the morning.
<b>CALD</b>	Culturally and Linguistically Diverse Populations.
<b>CATI</b>	Computer Aided Telephone Interviews.
<b>Confidence Interval</b>	The computed interval with a given probability (e.g. 95%) that the true value of a variable such as a mean, proportion, or rate is contained within the interval.
<b>CPGI</b>	Canadian Problem Gambling Index. This screen contains questions about gambling participation, behaviour, feelings, experiences and socio-demographic characteristics. Nine of these questions are scored to assess risk of gambling problems and are known as the Problem Gambling Severity Index (PGSI). (Ferris, J & Wynne, H. 2001, The Canadian Problem Gambling Index user manual, Report to the Canadian Inter-Provincial Task Force on Problem Gambling, Ottawa, ON: Canadian Centre on Substance Abuse).
<b>DSM-IV</b>	Diagnostic and Statistical Manual of Mental Disorders Fourth edition, 1994 - American Psychiatric Association.
<b>EGM</b>	Abbreviation for Electronic Gaming Machines.
<b>Epidemiology</b>	The study of the distribution and determinants of health related states or events in specified populations, and the application of this study to the control of health problems (John M Last Dictionary of Epidemiology Oxford University Press, 1995).
<b>Incidence</b>	The number of new events, e.g. new cases, in a defined population (John M Last Dictionary of Epidemiology Oxford University Press, 1995).
<b>K-10</b>	Abbreviation for Kessler-10. The K-10 is a short measurement scale (containing ten questions) which measures general psychological distress.
<b>LGA</b>	Local Government Area.
<b>LOTE</b>	Language other than English.
<b>NODS-CLiP2</b>	The NODS-CLiP2 is a brief screen that measures lifetime prevalence of pathological gambling. The original 3-item NODS-CLiP was developed by Marianna Toca-Gerstein and Rachel Volberg. (Toca-Gerstein, M., & Volberg, R. A. (2003). The NODS-CLiP: A New Brief Screen for Pathological Gambling. Paper presented at the 17th National Conference on Problem Gambling, Louisville, KY, July 17- 19, 2003). The NODS-CLiP2, used in this study, is not published. It was developed by Rachel Volberg and Yoku Shaw Taylor.
<b>OR</b>	Abbreviation for odds ratio. Odds ratios are a method for comparing the odds of a certain event between two groups (e.g. problem gamblers and non-problem gamblers). An odds ratio of '1' implies that a result is equally likely in both groups. An odds ratio greater than '1' implies that the event is more likely in the second group, compared to the reference group. An odds ratio less than '1' implies that the result is less likely in the second group (compared to the reference group).

## Contents

<b>Prevalence</b>	The number of events, e.g. instances of a given disease or other condition, in a given population at a designated time. When used without qualification, the term usually refers to the situation at a specified point in time (point prevalence). Note that this is a number not a rate. (John M Last Dictionary of Epidemiology Oxford University Press, 1995). Lifetime prevalence - The total number of persons known to have had the disease or attribute for at least part of their lives (John M Last Dictionary of Epidemiology Oxford University Press, 1995) (estimated by NODS-CLIP2 in this study).
<b>p value</b>	Probability value – see Statistical Significance.
<b>Pathological gambling</b>	A persistent and recurrent maladaptive gambling behaviour as indicated by five (or more) behaviours, listed in the DSM-IV, where the gambling behaviour cannot be accounted for by a manic episode (Source: Diagnostic and Statistical Manual of Mental Disorders Fourth edition, 1994 - American Psychiatric Association).
<b>PGSI</b>	Abbreviation for Problem Gambling Severity Index - 9 questions from the Canadian Problem Gambling Index, which measures risk for problem gambling.
<b>Problem gambling</b>	Problem gambling is characterised by difficulties in limiting money and/or time spent on gambling which leads to adverse consequences for the gambler, others, or for the community (Neal P, DeFabbro P, O'Neil M. Problem gambling towards a national definition, 2005 Gambling Research Australia).
<b>Readiness to Change Scale</b>	A scale based on the Transtheoretical Model of behavioural change and developed by Rollnick, Heather, Gold and Hall (1992). The scale measures whether a gambler is in a precontemplation stage (not yet thinking about reducing their gambling), contemplation stage (actively thinking to reduce their gambling) or an action stage (already actively trying to reduce their gambling) of behavioural change.
<b>Risk segment</b>	The risk status allocated to gamblers who completed the survey as measured by the Problem Gambling Severity Index: non-problem gamblers score 0; low risk gamblers 1-2; moderate risk gamblers 3-7 and problem gamblers 8 or higher.
<b>Standard error</b>	The standard deviation of an estimate.
<b>Statistical significance</b>	Statistical methods which allow a test of the probability of two groups being the same or an association occurring between variable. A statistically significant result suggests that the theoretical chance of two groups being the same is very low probability. Usually the level of significance is stated by the p value. For instance, $p < .05$ indicates that the theoretical chance of two groups being the same is less than 5%.
<b>Victorian Government Regions</b>	All Victorian State Departments with a regional presence have adopted common regional boundaries. These are based upon those currently used by the Department of Human Services and align with local government areas. The result is eight standard administrative regions – five in provincial Victoria and three in metropolitan Melbourne.

Executive summary	8
Introduction	22
Epidemiological study methodology and sampling design	24
Interpreting results and trends in the epidemiological study	34
Report structure	36
Major findings	
Participation in gambling by Victorian adults	37
Prevalence of problem gambling	53
Profile of problem gambling risk segments	68
Comparison of problem gambling risk segments	90
Results relating to the highest-spend gambling activities of Victorian adults	126
Responsible gambling practices of gamblers	174
Problem gambling from a public health perspective	184
Recognition of at-risk gambling and reported help seeking	223
Problem gambling in families and friends	229
Emergence of problem gambling throughout the life span	234
Help seeking for problem gambling	242
Tables for reference	257
Appendix	273

## Executive summary

### Overview

This report presents findings of a study of the epidemiology of problem gambling in Victoria. Epidemiology is the study of the distribution and determinants of health related states or events in specified populations, and the application of this study to control health problems. In this context, the current study investigated the prevalence and distribution of problem gambling in Victoria, along with the various factors associated with increased risk for problem gambling.

The current study takes a very different and perhaps unique approach to examining problem gambling in Victoria. Unlike past studies, this study examined gambling patterns in the community from a population health perspective. This involved not only measuring the prevalence of different forms of gambling, but also importantly, the health and well-being determinants of problem gambling. From this viewpoint, problem gambling is viewed as an important health and well-being issue for Victorians and similar to other health issues, is influenced by a diverse range of health, social and other determinants.

### Largest study ever for Victoria

The current study is also the largest study ever of problem gambling in Victoria. A total of 15000 respondents were interviewed via Computer Aided Telephone Interviewing (CATI) to ensure high quality data for Victoria and its population health planning regions. For this reason, the sample was stratified across the eight Victorian Government regions. This sampling methodology was important to allow a solid foundation of knowledge to be developed about gambling for metropolitan and regional Victorian communities. Interviewing was conducted July-October 2008.

### New perspectives on gambling

In the epidemiological study, a new approach was taken to defining 'gambling'. This included differentiating the measurement of gambling activities from the channels through which gambling activities are delivered (eg. pokies can be played through clubs, pubs or online). New activities measured included participation in event wagering (eg. wagering on the outcomes of TV shows), participation in SMS or phone-in competitions and participation in speculative stock investments (such as day-trading in stocks and shares). The survey instrument used in the study is presented in the Appendix.

Specific gambling activities measured in the study were:

- Informal private betting for money (like playing cards at home)
- Playing the pokies or electronic gaming machines (EGM)
- Betting on table games like blackjack, roulette and poker
- Betting on horse or harness racing or greyhounds - excluding sweeps
- Betting on sports and event results - like on football or TV show results
- Lotto, Powerball or the Pools
- Keno
- Scratch tickets
- Bingo
- Competitions where you pay money to enter by phone or leave an SMS
- Raffles, sweeps and other competitions
- Speculative stock investments like day trading (without a long term strategy)

### Interesting design features of the study

The epidemiological study of problem gambling included many design features that had not been previously trialed in past prevalence studies. Notable design features of the study included:

- concentration of study sampling within high Electronic Gaming Machine (EGM) expenditure Local Government Areas (LGA) across Victorian Government regions
- use of random digit dialling to ensure improved coverage of households in Victoria (given that a current version of electronic Whitepages is no longer available on disk)
- screening of all past year gamblers for risk for problem gambling
- screening of all people who had ever gambled for risk for lifetime problem gambling
- use of a range of validated health measurement scales including use of the Kessler-10 (measurement of generalised psychological distress), the CAGE alcohol screen (measurement of clinically significant alcohol abuse), the Gambling Readiness to Change Scale (for measurement of readiness to reduce gambling) and measurement of a diverse range of health conditions and health behaviours (eg. general health, health conditions and disabilities, smoking, alcohol and drug use, suicide ideation, illegal activities etc.)

## Major findings and insights from the epidemiological study

### KEY FINDINGS RELATING TO MAJOR GAMBLING ACTIVITIES

#### Participation in gambling

In total, 73.07% of Victorian adults reported participating in some form of gambling in the past twelve months. Figure 1 presents the specific range of gambling activities played. This highlights that lotto/Powerball/Pools were most popular (47.5% of adults), followed by raffles/sweeps/competitions (42.88% of adults), poker or electronic gaming machines (21.46%), horse/harness/greyhound racing - excluding sweeps (16.40%) and scratch tickets (15.31%).

Figure 1. Participation in different gambling activities in Victoria in past year - All Victorian adults (July-October 2008 - N=15000)<sup>a</sup>



a. Question - On which of the following activities have you spent any money on in the past 12 months? (Base: All Victorian adults)

#### Prevalence of problem gambling

The prevalence of problem gambling in the Victorian adult population was measured through the nine-item Canadian Problem Gambling Severity Index (PGSI). In the epidemiological study, every adult gambler in the study was screened for risk for problem gambling (with gambling defined as participation in any activity listed).

Segmentation of the Victorian adult population in terms of risk for problem gambling (along with non-gambling) is presented in Table 1. Based on scores on the PGSI:

- 0.70% of Victorian adults are problem gamblers (lower CI=0.55, upper CI=0.90)
- 2.36% of Victorian adults are moderate risk gamblers (lower CI=2.06, upper CI=2.70)
- 5.70% of Victorian adults are low risk gamblers (lower CI=5.23, upper CI=6.21)
- 64.31% of Victorian adults are non-problem gamblers (lower CI=63.30, upper CI=65.31)
- 26.93% of Victorian adults are non-gamblers (lower CI=25.99, upper CI=27.88)

Table 1. Prevalence of problem gambling in Victorian adults by Canadian Problem Gambling Severity Index (N=15,000 - July-October 2008)<sup>a</sup>

Risk for problem gambling	% Victorian adults <sup>b</sup>			
	%	SE	Lower	Upper
Non-problem gamblers (score of 0)	64.31	0.51	63.30	65.31
Low risk gamblers (score of 1-2)	5.70	0.25	5.23	6.21
Moderate risk gamblers (score of 3-7)	2.36	0.16	2.06	2.70
Problem gamblers (score of 8-27)	0.70	0.09	0.55	0.90
Non-gamblers	26.93	0.48	25.99	27.88

a. Question - Based on Score on Canadian Problem Gambling Severity Index (Base: All Victorian adults)

b. SE denotes standard error. Lower/Upper denote lower and upper confidence limits

While sampling in the study covered the whole of Victoria, sampling was focused on higher EGM spend bands (ie. LGAs where average EGM expenditure for adults was higher). Consistent with the sampling frame design intent (ie. to focus sampling in locations where there is likely to be increased risk for problem gambling), findings revealed that the odds of problem gambling (as opposed to not being a problem gambler) was significantly higher in medium EGM spend bands (OR=16.10, p<.001) and high EGM spend bands (OR=15.54, p<.001), compared to lower EGM spend band regions.

#### Lifetime problem gambling

As part of the epidemiological study, lifetime risk for problem gambling was measured through use of the NODS-CLIP2 scale. This scale presents an efficient method for measuring an individual's lifetime risk for problem gambling. An estimated 1.13% of Victorian adults were classified as 'lifetime pathological gamblers', 1.18% were as 'lifetime problem gamblers' and 4.57% as 'lifetime at-risk problem gamblers'. In contrast, 93.12% were classified as 'lifetime non-problem gamblers' using the NODS-CLIP2 scale.

Segment profiles

A profile of gambling risk segments and non-gamblers, compared to the Victorian adult population, is illustrated in the following A4 figures. While gambling risk segments are largely compared with Australian Bureau of Statistics Census data (data is typically either from or based on the 2006 Census), segments are also compared with a small number of 'overall' results from the epidemiological study.

Within this context, it should be noted that PGSI risk segments form part of the overall Victorian adult population. This implies that risk segments are being compared with an overall group from which they are also part (so limitations of this comparison should naturally be considered).

Figure 2 also presents gambling activities by risk segment. Segment comparisons on specific gambling activities are summarised in Table 2.

Table 2. Significant trends comparing non-problem gamblers with other risk segments (odds ratios displayed as OR)

Comparison group	Compared to non-problem gamblers, gamblers in the segment to the left were significantly MORE LIKELY to:	Compared to non-problem gamblers, gamblers in the segment to the left were NO MORE LIKELY to <sup>a</sup> :
Low risk gamblers	<ul style="list-style-type: none"> <li>participate in informal private betting (OR=3.24, p&lt;.001)</li> <li>play pokies or electronic gaming machines (OR=3.67, p&lt;.001)</li> <li>play table games (OR=4.45, p&lt;.001)</li> <li>bet on horse/harness racing/greyhounds (OR=2.04, p&lt;.001)</li> <li>bet on sport and event results (OR=3.89, p&lt;.001)</li> <li>bet on keno (OR=2.35, p&lt;.001)</li> <li>play scratch tickets (OR=1.82, p&lt;.001)</li> <li>play bingo (OR=2.14, p&lt;.001)</li> <li>engage in speculative trading (OR=2.19, p&lt;.01)</li> </ul>	<ul style="list-style-type: none"> <li>play lotto/Powerball/Pools (ns)</li> <li>participate in phone-in/SMS competitions (ns)</li> </ul>
Moderate risk gamblers	<ul style="list-style-type: none"> <li>participate in informal private betting (OR=5.50, p&lt;.001)</li> <li>play pokies or electronic gaming machines (OR=10.35, p&lt;.001)</li> <li>play table games (OR=6.86, p&lt;.001)</li> <li>bet on horse/harness racing/greyhounds (OR=2.58, p&lt;.001)</li> <li>bet on sport and event results (OR=4.88, p&lt;.001)</li> <li>bet on keno (OR=2.98, p&lt;.001)</li> <li>play lotto/Powerball/Pools (OR=1.47, p&lt;.05)</li> <li>play scratch tickets (OR=1.65, p&lt;.01)</li> <li>play bingo (OR=4.75, p&lt;.001)</li> </ul>	<ul style="list-style-type: none"> <li>participate in phone-in/SMS competitions (ns)</li> <li>engage in speculative trading (ns)</li> </ul>
Problem gamblers	<ul style="list-style-type: none"> <li>play pokies or electronic gaming machines (OR=30.98, p&lt;.001)</li> <li>play table games (OR=7.16, p&lt;.001)</li> <li>bet on horse/harness racing/greyhounds (OR=1.95, p&lt;.001)</li> <li>bet on sport and event results (OR=4.36, p&lt;.001)</li> <li>bet on keno (OR=4.52, p&lt;.001)</li> <li>play lotto/Powerball/Pools (OR=1.73, p&lt;.05)</li> <li>play scratch tickets (OR=2.30, p&lt;.01)</li> <li>play bingo (OR=4.13, p&lt;.001)</li> </ul>	<ul style="list-style-type: none"> <li>participate in informal private betting (ns)</li> <li>participate in phone-in/SMS competitions (ns)</li> <li>engage in speculative trading (ns)</li> </ul>

a. 'ns' denotes non-significant differences.

**A Study of Gambling In Victoria - Problem Gambling from a Public Health Perspective  
A profile of characteristics of risk segments and non-gamblers relative to Victorian adults**

**NON-GAMBLERS**

*Compared to Victorian adults, characteristics of the segment included:*

- higher proportion of adults 18-24yrs
- lower proportion of adults 35-49yrs and 50-64yrs
- higher proportion of LOTE speakers and people migrating to Australia in past 5 yrs
- larger households and higher proportion of group households
- higher proportion of university educated and lower proportion year 10 or lower
- lower proportion of managers, professionals, technicians/trades workers and clerical/administrative workers
- higher proportion of community/personal services workers, sales workers, machinery operators/drivers and labourers
- lower proportion of people personally earning under \$31,199 and a higher proportion personally earning \$52,000 or over
- lower proportion of households earning under \$33,799 and a higher proportion of households earning \$62,400 and over
- higher proportions of non-gamblers living in Eastern Metro and a lower proportion of non-gamblers in Barwon South West, Gramplains, Hume and Loddon-Mallee
- lower proportion of full-time employed

**NON-PROBLEM GAMBLERS**

*Compared to Victorian adults, characteristics of the segment included:*

- lower proportion of males and a higher proportion of females
- lower proportion of adults 18-24yrs and 25-34yrs and a higher proportion of adults 35-49yrs and 50-64yrs
- lower proportion of people who speak LOTE and a lower proportion migrating to Australia in past five years
- lower proportion of professionals, technicians/tradesworkers and clerical/administrative workers and a higher proportion of community/personal services workers, sales workers, machinery operators/drivers and labourers
- lower proportion personally earning under \$31,199 and a higher proportion personally earning in all other higher income brackets
- lower proportion of households earning in income brackets under \$62,399 and a higher proportion earning \$62,400 and over
- higher proportion of non-problem gamblers in Barwon South West, Gippsland, Gramplains, Hume and Loddon-Mallee and a lower proportion in North-West metro

It should be noted that both data from the Census 2006 (including 2007 projections) and the Epidemiological Study are used to make the above comparisons. This implies that risk segments in some cases are being compared with an overall group from which they are also part (ie. within the same study). For this reason, limitations of this comparison should be considered. Tables 14 and Tables 18-20 should be referred to identify the source of data used in the above comparisons.

# A Study of Gambling In Victoria - Problem Gambling from a Public Health Perspective

## A profile of characteristics of risk segments and non-gamblers relative to Victorian adults

### LOW RISK GAMBLERS

Compared to Victorian adults, characteristics of the segment included:

- higher proportion of males and a lower proportion of females
- lower proportion of university educated adults and a higher proportion of adults with year 10 as the highest education level
- lower proportion of professionals, technicians/tradesworkers and clerical/administrative workers and a higher proportion of community/personal service workers, sales workers, machinery operators/drivers and labourers
- lower proportion of people personally earning under \$31,199 and a higher proportion earning \$52,000 or higher
- lower proportion of households earning under \$62,399 and a higher proportion earning \$62,400 or higher
- higher proportion in full-time employment

### MODERATE RISK GAMBLERS

Compared to Victorian adults, characteristics of the segment included:

- higher proportion of males and a lower proportion of females
- higher proportion of adults 18-24yrs and lower proportion of adults 65yrs or older
- lower proportion of people with university qualifications and a higher proportion of people with year 10 or lower as the highest qualification
- lower proportion of managers, professionals, technicians/tradesworkers and clerical/administrative workers and a higher proportion of community/personal services workers, sales workers, machine operators and labourers
- higher proportion of people personally earning \$52,000-\$83,199 per year
- lower proportion of households earning under \$33,799 per year and a higher proportion of households earning \$62,400-\$103,000 per year
- lower proportion of couples without children and a higher proportion of group households

### PROBLEM GAMBLERS

Compared to Victorian adults, characteristics of the segment included:

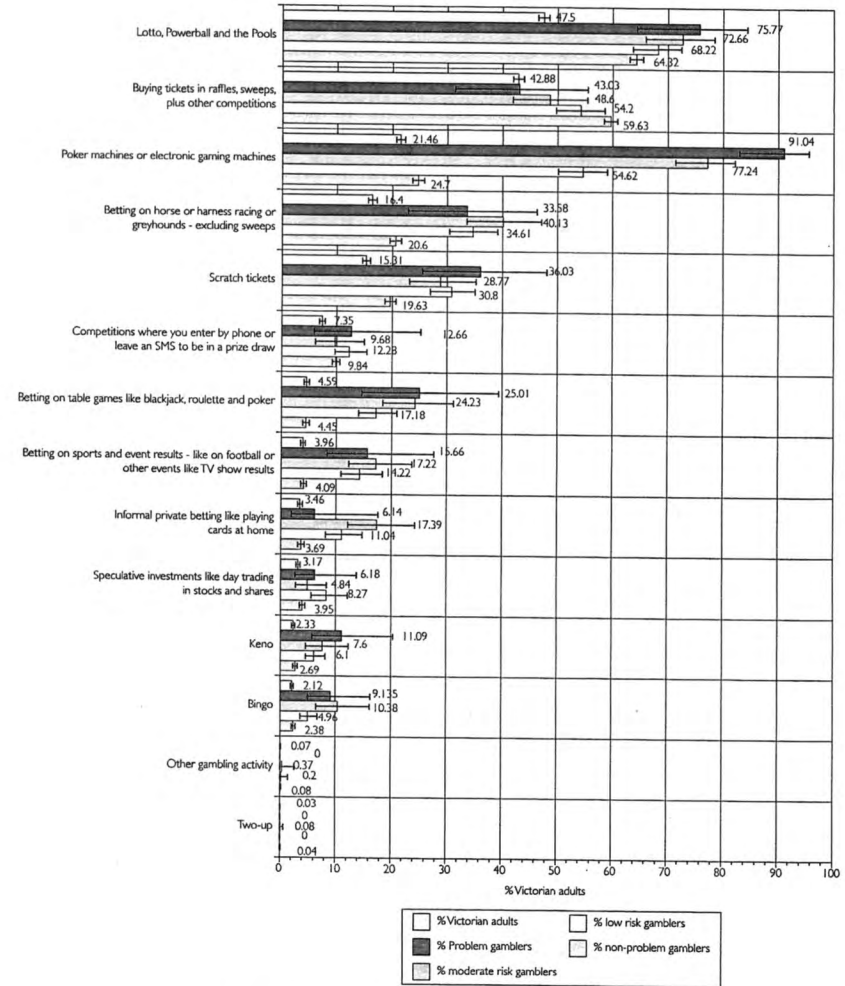
- higher proportion of males and lower proportion of females
- lower proportion of people 65yrs and older
- higher proportion of people of indigenous backgrounds
- lower proportion of people with a personal income of under \$31,199 and a higher proportion with an income of \$31,200-\$51,999

lower proportion of professionals, technicians/tradesworkers and clerical/administrative staff and a significantly higher proportion of sales workers, machinery operators/drivers and labourers

lower proportion of households with an income of under \$33,799 and a significantly higher proportion of households with an income of \$62,400-\$103,999

lower proportion in Eastern Metro and Gramplains  
lower proportion of people who have migrated to Australia in the past 5 years  
lower proportion of other households

Figure 2. Participation in different gambling activities in Victoria in past year - Comparison by Canadian Problem Gambling Severity Index (July-October 2008 - N=15000)<sup>a</sup>



a. Question - On which of the following activities have you spent any money on in the past 12mths? (Base: All Victorian adults)

*Highest spend gambling activities*

Table 3 presents the highest spend channels for gamblers who identified their highest-spend gambling activity (only the top channels). While lotto/Powerball and Pools were the highest spend activity for all Victorian adult gamblers (39.99% of gamblers), the highest spend activity for problem gamblers was poker and electronic gaming machines (64.14% of problem gamblers). In addition, for problem gamblers, the second and third highest spend activities were table games (11.21%), lotto products (9.73%) and betting on horse or harness racing or greyhounds - excluding sweeps (9.47%).

A similar trend applied to moderate risk gamblers, where poker and electronic gaming machines was the highest-spend activity of 46.30% of moderate risk gamblers, but lotto products were the second highest-spend activity (17.27%), then betting on horse/harness racing or greyhounds (12.39%). However, only 8% of moderate risk gamblers reported table games as their highest-spend activity.

In the case of low risk gamblers, lotto products were the highest-spend activity (31.84% of low risk gamblers), followed by pokies (26.75%) and horse/harness racing/greyhound betting (16.21%). In the case of non-problem gamblers, highest spend activities were lotto products (45.55%), competitions (23.74%) and pokies (9.49%) (refer Table 37 for detailed results).

Highest spend channels for different gambling activities revealed a number of trends (Table 3).

Table 3. Highest-spend channels for gamblers identifying their highest-spend gambling activity (July-October 2008)<sup>a</sup>

For those who spent most money on...	Highest-spend channels (% refers to percent of players mentioning channel of their highest-spend channel)	For those who spent most money on...	Highest-spend channels (% refers to percent of players mentioning channel of their highest-spend channel)
Informal private betting	<ul style="list-style-type: none"> <li>card games (86.34%)</li> <li>sports and event betting (5.80%)</li> <li>mahjong (4.83%)</li> </ul>	Keno	<ul style="list-style-type: none"> <li>newsagent (27.67%)</li> <li>clubs (25.59%)</li> <li>pubs (24.86%)</li> <li>Note: Tatts venue only (11.97%)</li> </ul>
Poker and electronic gaming machines	<ul style="list-style-type: none"> <li>clubs (46.65%)</li> <li>pubs (31.62%)</li> <li>casino (14.43%)</li> <li>Note: internet was only (0.24%)</li> </ul>	Scratch tickets	<ul style="list-style-type: none"> <li>newsagents (70.78%)</li> <li>Tatts venue (25.78%)</li> </ul>
Table games - like blackjack, roulette or poker	<ul style="list-style-type: none"> <li>casino (88.40%)</li> <li>in other states (7.52%)</li> <li>on a trip overseas (2.28%)</li> <li>Note: internet was only (0.92%)</li> </ul>	Bingo	<ul style="list-style-type: none"> <li>clubs (44.11%)</li> <li>bingo hall (37.51%)</li> <li>community hall (8.50%)</li> <li>Note: Church only (0.67%)</li> </ul>
Table games	<ul style="list-style-type: none"> <li>casino (88.40%)</li> <li>in other states (7.52%)</li> <li>on a trip overseas (2.28%)</li> <li>Note: internet was only (0.92%)</li> </ul>	Phone-in/ SMS competitions	<ul style="list-style-type: none"> <li>SMS competitions (64.70%)</li> <li>phone-in competitions (30.17%)</li> </ul>
Horse/harness/ greyhound wagering - excluding sweeps	<ul style="list-style-type: none"> <li>off-track at a TAB (45.31%)</li> <li>pubs (18.29%)</li> <li>race tracks (17.53%)</li> <li>Note: internet was only (8.29%) and phone was only (5.70%)</li> </ul>	Raffles/sweeps/ competitions	<ul style="list-style-type: none"> <li>schools (19.56%)</li> <li>clubs (14.26%)</li> <li>over the phone (12.38%)</li> <li>at a workplace/office (11.77%)</li> <li>shopping centre (8.89%)</li> <li>mail (8.26%)</li> <li>Note: Internet only (0.64%)</li> </ul>
Sports and event betting - like on sports and TV shows	<ul style="list-style-type: none"> <li>TABs (41.24%)</li> <li>internet (35.37%)</li> <li>clubs (6.45%)</li> <li>Note: race track was only (1.70%)</li> </ul>	Speculative investments	<ul style="list-style-type: none"> <li>online (63.10%)</li> <li>through a broker (30.59%)</li> </ul>

a. (Base: Gamblers identifying a certain gambling activity as their highest-spend activity in the past 12 months)

*Travel distance to venues*

Overall trends showed that 53.74% of pokies players travelled no more than 5km to their preferred pokies venue. In contrast, table game players reported travelling much further; given that most were travelling to the casino (based in the Central Business District) (84.23% travelled more than 10km). In relation to horse/harness/greyhound racing venues, similar to the pokies, 63.55% travel 5km or less to reach their preferred venue. Overall trends thus suggest that most people do not travel very far to access venues. No significant differences were apparent between non-problem and problem gamblers for the pokies travel distances.

*Reasons why people gamble*

The major reported reasons people reported gambling were to win money (52.94%), general entertainment (31.76%) and social reasons (30.30%). Compared to non-problem gamblers, problem gamblers were significantly more likely to report social reasons for liking their highest-spend activity (OR=1.75, p<.05) and this relative trend also applied to the low (OR=1.47, p<.001) and moderate risk groups (OR=1.48, p<.05).

Compared to non-problem gamblers, problem gamblers were not significantly more likely to play to win money. However, compared to non-problem gamblers, low risk gamblers were more likely to play to win money (OR=1.23, p<.05).

Possibly the most other interesting differences were in relation to gambling to take your mind off things, to relieve stress and due to boredom. In particular, compared to non-problem gamblers, problem gamblers were significantly more likely to gamble to take their mind off things (OR=14.1, p<.001), to relieve stress (OR=25.39, p<.001) and for reasons of boredom (OR=6.10, p<.001). Problem gamblers were also more likely to gamble out of habit (OR=5.39, p<.01). Compared to non-problem gamblers, problem gamblers were also significantly less likely to gamble to raise money for charity (OR=0.04, p<.01).

Compared to problem gamblers, moderate risk gamblers were significantly less likely to gamble to take their mind off things (OR=0.41, p<.01), to relieve stress (OR=0.22, p<.001) and to gamble out of habit (OR=0.19, p<.001). Also noteworthy is that compared to moderate risk gamblers, low risk gamblers were significantly less likely to gamble to take their mind off things (OR=0.25, p<.001), to relieve stress (OR=0.13, p<.001) and for reasons of boredom (OR=0.04, p<.001).

Relative to non-problem gamblers, findings of research also showed the following trends.

*Poker and electronic gaming machines*

- influence of linked jackpots on EGM play - findings overall showed that reported influence significantly increased with increasing risk for problem gambling (OR=2.62, p<.001). However, overall 83.97% of players reported 'no influence'
- credits bet per line during EGM play - compared to non-problem gamblers, problem gamblers were considerably more likely to bet greater than a single credit per line (OR=3.37, p<.001)
- the denominations preferred by most problem gamblers were the two cent (26.80%) and five cent machines (26.48%). However, the moderate risk, low risk and non-problem gamblers each reported mostly using one cent machines. Compared to non-problem gamblers, it was additionally apparent that problem gamblers were significantly more likely to play \$1 machines (OR=8.89, p<.001)

*Horse/harness racing/greyhounds*

- horse/harness racing/greyhounds - problem gamblers were significantly less likely to bet each way (OR=0.28, p<.05), significantly more likely to place trifectas (OR=4.4, p<.001), significantly more likely to place quinella bets (OR=3.88, p<.05), significantly more likely to place multi-bets (OR=17.04, p<.05), and significantly more likely to place Exacta bets (OR=33.54, p<.01)
- While the overall rate of use of batch betting was quite low (only 1.57%), problem gamblers were significantly more likely to use batch betting compared to non-problem gamblers (OR=28.45, p<.01)

*Other interesting trends relating to problem gamblers*

*PGs more likely to play more expensive machine*

#### Sports and event wagering

- By far AFL (FootyTab) was the most common type of sport bet on (73.06%), followed by soccer (21.57%), cricket (13.13%), tennis (10.71%) and rugby (8.93%). Compared to non-problem gamblers, problem gamblers were more likely to bet on tennis (OR=13.05,  $p<0.01$ ), cricket (OR=7.54,  $p<0.05$ ), soccer (OR=5.50,  $p<0.05$ ), basketball (OR=15.63,  $p<0.05$ ) and motorsports (OR=18.03,  $p<0.05$ )

#### Lotto/Powerball/Pool

- There was not a clear linear relationship between the volume of numbers picked and risk for problem gambling. However, compared to non-problem gamblers, problem gamblers were significantly less likely to pick the standard 6-7 numbers (OR=0.47,  $p<0.05$ ) and significantly more likely to pick 8-10 numbers (OR=2.92,  $p<0.05$ )

#### Bingo

- compared to non-problem gamblers, problem gamblers were significantly more likely to purchase four or more bingo books (OR=19.94,  $p<0.001$ )
- 38.77% of adults played two books at a time, while 26.63% played three books. In contrast, roughly only one in four players (24.22%) played a single book at once. Once again, findings also showed that, compared to non-problem gamblers, problem gamblers were significantly more likely to play four or more books at once (OR=17.76,  $p<0.001$ )

#### Responsible gambling practices of gamblers

Results suggested that 30.81% of gamblers brought between \$50-\$100, 27.20% brought only up to \$20 and 20.61% brought between \$20-50 to gambling. Findings similarly showed that, the more money people generally brought to gambling, the higher the risk of the gambler (OR=1.85,  $p<0.01$ ). Problem gamblers were significantly more likely to bring their EFTPOS/ATM card (OR=5.97,  $p<0.01$ ).

Problem gamblers were significantly more likely than non-problem gamblers to use their cards twice per session (OR=100.33,  $p<0.001$ ), three times per session (OR=307.21,  $p<0.001$ ) and four times per session (OR=82.01,  $p<0.001$ ). It was also worth noting that 41.16% only used their card about once per session or slightly less.

## PROBLEM GAMBLING IN A PUBLIC HEALTH CONTEXT

As problem gambling is an important health and well-being issue for the Victorian community, the survey also explored a range of health and well-being determinants of problem gambling. A summary of particularly interesting insights is presented below.

#### Life events

Compared to non-problem gamblers problem gamblers were significantly more likely to report a range of life events in the past year including:

- report the death of someone close to them (OR=3.76,  $p<0.1$ )
- report a divorce (OR=4.68,  $p<0.1$ )
- report legal difficulties (OR=3.20,  $p<0.1$ )
- report a major injury or illness to either themselves or someone they are close to (OR=3.16,  $p<0.01$ )
- have had troubles with their work, boss or superiors (OR=2.80,  $p<0.001$ )
- have experienced a major change to their financial situation (OR=6.64,  $p<0.001$ )
- have had increase in the arguments with someone they are close to (OR=10.15,  $p<0.001$ )

#### Smoking

The prevalence of smoking was also quite high in moderate risk gamblers and there was generally a strong linear relationship between smoking and increasing risk status for problem gambling. Significance testing also revealed that the difference in past year smoking comparing non-problem and problem gamblers was statistically significant (OR=4.10,  $p<0.001$ ), as was the difference relating to current smoking habits (OR=4.46,  $p<0.001$ ).

Compared to non-problem gamblers, problem gamblers were significantly more likely to smoke over 40 cigarettes per day (OR=10.64,  $p<0.05$ ) and 42.72% reported smoking 11-20 cigarettes per day, 22.92% reported smoking 5-10 cigarettes per day and 19.65% reported smoking 21-30 cigarettes per day. There was also a general trend for cigarettes smoked to increase with increasing risk status for problem gambling (OR=1.46,  $p<0.001$ ).

#### Alcohol

Alcohol consumption for problem gamblers was not significantly higher than non-problem gamblers, however, the result was tending towards significance (OR=0.56,  $p=0.06$ ). This seemed to be linked to a lower alcohol consumption rate in female problem gamblers, as male problem gamblers had consumed alcohol at a higher rate than female problem gamblers.

When problem gamblers consume alcohol, they also tend to consume larger amounts. Indeed, while non-problem gamblers consumed only an average of 6.88 alcoholic drinks per week, problem gamblers consumed an average of 10.97. Moderate risk gamblers also consumed 11.06 drinks per week.

Statistical significance testing also suggested a significant difference existed between the gambling risk groups ( $F=6.95$ ,  $p<0.001$ ), with both problem gamblers ( $t=-2.01$ ,  $p<0.05$ ) and moderate risk gamblers ( $t=-3.64$ ,  $p<0.001$ ) consuming an average a significantly higher number of drinks per week, than non-problem gamblers.

In the case of males, findings showed that, compared to non-problem gamblers, moderate risk gamblers were significantly more likely to be in the risky alcohol consumption category, with 11.35% consuming over 29-42 drinks per week (OR=3.35,  $p<0.1$ ). However, the difference between non-problem and problem gamblers for males was not statistically significant.

In the case of females, compared to non-problem gamblers, problem gamblers were significantly more likely to report risky alcohol consumption (OR=11.83,  $p<0.001$ ), with 24.60% reporting drinking 15-28 drinks per week. In addition, female problem gamblers were also significantly less likely to report levels of alcohol consumption consistent with low risk, compared to non-problem gamblers (OR=0.30,  $p<0.05$ ). Moderate risk gamblers also showed similar trends, with again a statistically significant difference apparent, compared to non-problem gamblers on risky alcohol consumption (OR=3.15,  $p<0.1$ ).

#### Alcohol dependence

The CAGE alcohol screen was used in the study to screen for alcohol abuse and dependence. Findings overall showed that 73.16% of adult gamblers in Victoria reported no signs of clinical alcohol abuse, with not a single item of the CAGE screen endorsed. In contrast, 1.04% reported high levels of clinical alcohol abuse, 4.28% reported moderate levels of abuse, 8.41% reported signs of alcohol abuse and 13.11% were at-risk, having endorsed a single item. Findings also revealed that, compared to non-problem gamblers, problem gamblers were significantly:

- less likely to report no signs of clinical alcohol abuse (OR=0.31,  $p<0.001$ )
- more likely to report signs of clinical alcohol abuse (OR=2.56,  $p<0.1$ )
- more likely to report moderate levels of clinical alcohol abuse (OR=5.13,  $p<0.1$ )
- more likely to report high level of clinical alcohol abuse (OR=22.94,  $p<0.001$ )

Similar trends applied to moderate risk gamblers, with moderate risk gamblers being significantly less likely to report no signs of alcohol abuse (OR=0.34,  $p<0.001$ ) and significantly more likely to report high levels of alcohol abuse (OR=6.16,  $p<0.1$ ).



## Drug use

The patterns of drug use were also measured in moderate risk and problem gamblers in the study. This included prompting respondents about their use of certain classes of drugs and pharmaceuticals for non-medical purposes. Findings showed that the most common drugs for 'regular use' included prescription pain killers (3.96%), marijuana/hashish (3.75%) and amphetamines (2.24%). In contrast, the most common forms of drugs for 'occasional use' included marijuana/hashish (14.26%), prescription pain killers (10.18%) and amphetamines (6.78%). Ecstasy/designer drugs also followed closely based on 'occasional use' (6.16%).

Significance testing also showed that problem gamblers were not significantly more likely than moderate risk gamblers to use any of the drug classes. However, problem gamblers may use ecstasy/designer drugs somewhat less than moderate risk gamblers (ie. the result was tending towards significance - OR=0.12,  $p=0.09$ ).

## Self-reported health

Findings showed that 32.99% of all gamblers reported their health as 'very good', 27.98% reported their health as 'good' and 23.03% reported their health as 'excellent'. There was also a strong tendency for health to decline with increasing risk status for problem gambling (OR=1.54,  $p<0.001$ ). Findings also showed that, compared to non-problem gamblers, problem gamblers reported:

- a slightly higher rate of diabetes (although this was only tending towards significance) (OR=1.92,  $p=0.07$ )
- a significantly higher rate of lung conditions including asthma (OR=2.40,  $p<0.01$ )
- a significantly higher rate of depression (OR=1.78,  $p<0.001$ )
- a significantly higher rate of anxiety disorders (OR=10.82,  $p<0.001$ )
- a significantly higher rate of obesity (OR=3.21,  $p<0.001$ )
- a significantly higher rate of other miscellaneous physical or mental health conditions (OR=2.55,  $p<0.01$ )

## Disabilities

Comparative analyses with non-problem gamblers also showed that problem gamblers were:

- significantly more likely to self-report depression as a disability (OR=6.55,  $p<0.001$ ) (a separate question from the unprompted health conditions above)
- significantly less likely to report hip/knee/shoulder injuries/problems/replacements (OR=0.29,  $p<0.05$ )

## Psychological distress

Findings overall suggested that 89.50% of Victorian adult gamblers were likely to be well, 5.56% were likely to have a mild psychological disorder, 2.68% were likely to have a moderate mental disorder and 2.26% were likely to have a severe mental disorder. Compared to non-problem gamblers, problem gamblers were also significantly:

- less likely to be well (OR=0.06,  $p<0.001$ )
- more likely to have a mild disorder (OR=4.80,  $p<0.001$ )
- more likely to have a moderate mental disorder (OR=11.04,  $p<0.001$ )
- more likely to have a severe mental disorder (OR=21.90,  $p<0.001$ )

There was also a general tendency for psychological distress to increase, as gambling risk status increased (OR=2.38,  $p<0.001$ ).

## Suicide ideation and offending intentions

Results highlighted that 27.06% of problem gamblers and 6.07% of moderate risk gamblers considered taking their own life in the past year and respectively, 15.17% and 3.46% said their gambling led them to do something that is technically against the law.

Results also revealed that problem gamblers were significantly more likely to have considered taking their own life compared to moderate risk gamblers (OR=5.74,  $p<0.001$ ) and were also significantly more likely to have done something that is technically against the law (as a result of gambling) (OR=4.99,  $p<0.01$ ).

## Experience of trauma and hardship in life

As part of the study, gamblers were also asked to report whether they had experienced any past trauma or hardship in life. A total of 20.81% of gamblers reported a lot of trauma, hardship and problems in their life or upbringing. Results also suggested that problem gamblers reported significantly more trauma and hardship than non-problem gamblers (OR=3.95,  $p<0.001$ ). This was also significantly higher in moderate risk gamblers (OR=2.03,  $p<0.001$ ), but not for low risk gamblers.

## PROBLEM GAMBLING IN FAMILIES AND FRIENDS

### Recognition of problem gambling

Most people (67.35%) recognised their gambling problem under 5 years ago. No significant differences were noticed between problem and moderate risk gamblers.

### Problem or at-risk gambling in families

As part of the study, moderate risk and problem gamblers were asked to indicate whether they believed anyone in the family may be at-risk of either having or developing a gambling problem. It was more common that respondents knew a brother (4.76%) or father (4.42%) either with or at-risk of developing a gambling problem. Other family members included spouses/partners (3.83%), sisters (3.38%) and mothers (3.18%).

Findings showed that problem gamblers, relative to moderate risk gamblers, were significantly:

- more likely to believe their sister may have a problem or be at-risk (OR=4.40,  $p<0.05$ )
- less likely to say 'no-one else' has a problem or is at-risk' (OR=0.46,  $p<0.05$ )
- more likely to report their son/daughter to have a problem or be at-risk (OR=5.48,  $p<0.05$ )

### Whether friends or acquaintances are at-risk for problem gambling

Whether friends or acquaintances of moderate and problem gamblers were reported to be at-risk for problem gambling or recognised to have a problem was explored in the study. The most common response was to know a male friend who doesn't live with the respondent (19.06%), followed by knowing a female friend (8.69%). Seeing a male friend who they lived with at-risk or experiencing problem gambling was a further common response (3.53%).

**EMERGENCE OF PROBLEM GAMBLING THROUGHOUT THE LIFESPAN**

*When gambling started*

The age at which moderate risk and problem gamblers started gambling for money was measured in the study. As shown, while 50.01% started at age 18-24 years and 20.69% started under the age of 18. Reported triggers for commencing gambling included general entertainment (39.83%), social reasons (31.38%) and to win money (16.39%).

*Help seeking for problem gambling*

Whether moderate risk and problem gamblers sought help for problem gambling and from whom the help was sought was measured in the study. As shown, 8.78% of both groups sought help in the past year and this included 25.55% of problem gamblers. The tendency for help seeking was also significantly higher in problem gamblers, compared to moderate risk gamblers (OR=8.75, p<.001).

Findings also showed that 24.17% sought help from counselling professionals, 18.82% from a female relative and 13.55% from a male friend. Around 10.50% presented to Gambler's Help. Problem gamblers were significantly more likely to seek help from a counselling professional than moderate risk gamblers (OR=27.10, p<.05).

*Type of help received and who made the referral*

In terms of the type of help received for problem gambling, personal counselling was most commonly reported as the major type of help provided (37.86%), followed by informal friendship support (27.25%). Around 5.86% also received help for food/money or clothing. No significant differences, however, were observed between problem gamblers and moderate risk gamblers.

In relation to who referred the person to help, findings showed that 74.50% made a self-referral, 8.01% were referred to help by a male friend and 6.28% were referred by a doctor or medical professional. Once again, differences were not statistically significant.

*Usefulness of activities to help reduce gambling*

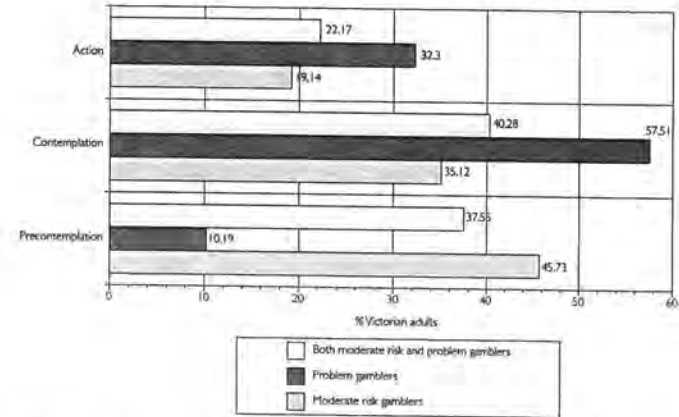
As part of the study, moderate risk and problem gamblers were asked to rate the usefulness of various activities to help reduce their gambling. Activities with the highest usefulness ratings included having more leisure interests (mean=3.42), having a wider social network (mean=2.67), having more money (mean=2.54), finding a relationship partner (mean=2.51) and information on the odds of winning in gambling (mean=2.45). Findings also revealed, that compared to moderate risk gamblers, problem gamblers rated the idea of having more leisure interests as more useful, although this was only tending towards significance (t=-1.80, p=.07).

*Change-readiness of at-risk gamblers*

The level of change-readiness of moderate risk and problem gamblers to changing their gambling behaviour was measured in the study. Findings overall suggested that 57.51% of problem gamblers were already thinking about reducing their gambling (in contemplation), 32.30% were already reducing their gambling (in action stage) and only 10.19% were in precontemplation. This emphasises that many problem gamblers are likely to be cognisant that their gambling is somewhat problematic.

In the case of moderate risk gamblers, however, a much larger number were in precontemplation (45.73%), 35.12% were in contemplation and 19.14% were in action. This highlights that moderate risk gamblers are generally more likely to not be thinking about changing their gambling and hence may not be convinced that their gambling is a problem.

**Figure 3. Readiness to change gambling behaviour by Canadian Problem Gambling Severity Index (N=411, July-October 2008)<sup>a</sup>**



<sup>a</sup> Question - The following questions are designed to identify how you personally feel about your gambling right now. Using a scale where 1=strongly disagree and 5=strongly agree (3 is neutral), how much do you agree or disagree with the following statements? (Base: Moderate risk and problem gamblers)

*Conclusion*

Findings of the epidemiological study of problem gambling identify a diverse range of interesting new insights about the prevalence and the distribution of problem gambling in Victoria, along with insights relating to possible determinants of problem gambling from a public health perspective. Such findings will be instrumental in helping shape future policy and strategy for problem gambling across Victoria and will assist in designing effective responses to minimising the harms of problem gambling in the Victorian community.

## Introduction

### Overview

This report presents findings of a study of the epidemiology of problem gambling in Victoria. Epidemiology is the study of the distribution and determinants of health related states or events in specified populations, and the application of this study to control health problems. In this context, the current study investigated the prevalence and distribution of problem gambling in Victoria, along with the various factors associated with increased risk for problem gambling.

The current study takes a very different and perhaps unique approach to examining problem gambling in Victoria. Unlike past studies, this study examined gambling patterns in the community from a population health perspective. This involved *not only* measuring the prevalence of different forms of gambling, *but also* importantly, the health and well-being determinants of problem gambling. From this viewpoint, problem gambling is viewed as an important health and well-being issue for Victorians and similar to other health issues, is influenced by a diverse range of health, social and other determinants.

### Largest study ever for Victoria

The current study is also the largest study ever of problem gambling in Victoria. A total of N=15000 respondents were interviewed via Computer Aided Telephone Interviewing (CATI) to ensure high quality data for Victoria and its population health planning regions. For this reason, the sample was stratified across the eight Victorian Government regions. This sampling methodology was important to allow a solid foundation of knowledge to be developed about gambling for metropolitan and regional Victorian communities. Interviewing was conducted July-October 2008.

### New perspectives on gambling

In the epidemiological study, a new approach was taken to defining 'gambling'. This included differentiating the measurement of gambling activities from the channels through which gambling activities are delivered (eg. pokies can be played through clubs, pubs or online). New activities measured included participation in event wagering (eg. wagering on the outcomes of TV shows), participation in SMS or phone-in competitions and participation in speculative stock investments (such as day-trading in stocks and shares).

Specific gambling activities measured in the study were:

- Informal private betting for money (like playing cards at home)
- Playing the pokies or electronic gaming machines (EGM)
- Betting on table games like blackjack, roulette and poker
- Betting on horse or harness racing or greyhounds - excluding sweeps
- Betting on sports and event results - like on football or TV show results
- Lotto, Powerball or the Pools
- Keno
- Scratch tickets
- Bingo
- Competitions where you pay money to enter by phone or leave an SMS
- Raffles, sweeps and other competitions
- Speculative stock investments like day trading (without a long term strategy)

### Interesting design features of the study

The epidemiological study of problem gambling included many design features that had not been previously trialled in past prevalence studies. Notable design features of the study included:

- concentration of study sampling within high Electronic Gaming Machine (EGM) expenditure Local Government Areas (LGA) across Victorian Government regions
- use of random digit dialling to ensure improved coverage of households in Victoria (given that a current version of electronic Whitepages is no longer available on disk)
- screening of all past year gamblers for risk for problem gambling
- screening of all people who had ever gambled for risk for lifetime problem gambling
- use of a range of validated health measurement scales including use of the Kessler-10 (measurement of generalised psychological distress), the CAGE alcohol screen (measurement of clinically significant alcohol abuse), the Gambling Readiness to Change Scale (for measurement of readiness to reduce gambling) and measurement of a diverse range of health conditions and health behaviours (eg. general health, health conditions and disabilities, smoking, alcohol and drug use, suicide ideation, illegal activities etc.)

## Epidemiological study methodology and sampling design

### Measurement of problem gambling

Problem gambling has been traditionally measured using a range of validated measurement scales. The accepted Australian national measurement scale for measuring risk for problem gambling is the nine-item Canadian Problem Gambling Severity Index (PGSI) (Ferris and Wynne, 2001). For this reason, the PGSI was also used in the current study.

In the Victorian Epidemiological Study of Problem Gambling, all 15000 respondents playing at least one gambling activity in the past year were screened using the nine-item PGSI. This included even players who played forms of gambling such as only lotto or scratch tickets. This was undertaken to explore potential risk for problem gambling across the whole of the Victorian population. This was also seen as important, given the changing nature of gambling and channels for accessing gambling.

The PGSI measures an individual's risk for problem gambling by segmenting gamblers into four key risk categories based on a total risk score out of 27. Specifically, these are:

- Non-problem gamblers (a score of 0 on the CPGSI)
- Low risk gamblers (a score of 1-2 on the CPGSI)
- Moderate gamblers (a score of 3-7 on the CPGSI)
- Problem gamblers (a score of 8 or higher on the CPGSI)

For consistency with other states in Australia, the Queensland Household Gambling Survey PGSI scale anchors were used in lieu of the original PGSI scale anchors.

Using ratings of Never (score of 0), Rarely/Sometimes (score of 1), Often (score of 2) and Always (score of 3), defining items of the CPGSI ask an individual to think about the past year and rate *How often you have:*

- |  |  |
|--|--|
| <ul style="list-style-type: none"><li>• Bet more than you could really afford to lose?</li><li>• Needed to gamble with larger amounts of money to get the same feeling of excitement?</li><li>• Gone back another day to try to win back the money you lost?</li><li>• Borrowed money or sold anything to get money to gamble?</li><li>• Felt that you might have a problem with gambling?</li></ul> | <ul style="list-style-type: none"><li>• Felt guilty about the way you gamble, or what happens when you gamble?</li><li>• Has your gambling caused any financial problem for you or your household?</li><li>• Had people criticize your betting or told you that you had a gambling problem, regardless of whether or not you thought it was true?</li><li>• Has your gambling caused you any health problems, including stress or anxiety?</li></ul> |
|--|--|

### Measures

To ensure a detailed assessment of problem gambling in a public health context, a range of important health and well-being measures were examined in the study. This included, where possible, validated measurement instruments used in population health settings. Apart from the Canadian Problem Gambling Severity Index, discrete validated measurement instruments used in the survey included:

- The NODS-CLIP2 - was used to measure the lifetime prevalence of problem gambling/pathological gambling. The 5 item scale is currently not published. It was developed by Rachel Volberg and Yoku Shaw Taylor
- The CAGE alcohol screen - was used to measure risk of clinically significant alcohol abuse (Ewing, 1984)
- Self-reported health - a measure of general health was assessed by asking respondents to indicate whether their health was excellent, very good, good, fair or poor. This has been shown to be generally a good predictor of ill-health, future health care needs and other behavioural and psychosocial risk factors (eg. Idler & Benyamini, 1997)
- Kessler-10 - a measure of psychological distress was used, which has also been used in Australian Bureau of Statistics Health Surveys (Kessler et al., 1992)

- Social capital items - as used as in Victorian Population Health surveys, these items explored issues such as social support and whether people liked living in their community
- The Gambling Readiness-to-Change Scale - the scale segmented gamblers into precontemplation, contemplation and action in terms of their preparedness to reduce their gambling behaviour, as devised by Rollnick et al. (1992)

In addition, a range of other comorbidities were also measured in the study including alcohol consumption, smoking, the influence of life events on problem gambling, health conditions, offending behaviours, suicide ideation, drug use and disabilities affecting a person's day-to-day life. A copy of the survey instrument is presented in the Appendix.

### Ethical review

To ensure an ethically-sound approach to the research, a rigorous ethical review process was applied to the design and conduct of the study. This helped ensure that any vulnerable respondents were assisted with information and support where identified during the course of the research. This included design of the Computer Aided Telephone Interviewing program to automatically ensure that 'at-risk' respondents were offered help in line with their needs and a 'warm referral' process was offered where respondents were able to be called by counsellors. This was supported by the Gambler's Help line. National Health and Medical Research Council Guidelines were used to guide the ethical review process, in conjunction with advice from Department of Human Services.

### Sampling

Random digit dialling (RDD) was used in the survey process for household selection. Random digit dial sample was generated to align to the Local Government Areas within Victoria. Random digit dialling is also necessary nowadays, given the limited availability of current electronic Whitepages residential listings on disk and the additional issue that a reasonable proportion of households have private numbers.

The approach to sampling included:

- Stratification of sampling in line with the key Victorian Government Regions - this implied that, if a certain percent of the population came from a certain Victorian Government region, this was set to the same percent of the total sample of N=15000
- Within each region of Victoria, three Electronic Gaming Machine Expenditure bands were formed - This included low, medium and high expenditure bands. Local Government Areas were then allocated to each band based on the per capita EGM expenditure for 2006-2007 (based on data supplied by the Victorian Commission for Gambling Regulation). In some cases, this implied that certain LGAs may have had only medium or high spend bands and hence no low expenditure bands - Spend bands cut-offs were defined by listing the per capita EGM expenditure amounts from low to high and allocating one-third to each band
- Within each spend band, RDD numbers relating to different LGAs were pooled and numbers randomly selected with approximately 70% of the total sample coming from the high spend band, 20% of the sample from the medium spend band and 10% of the sample from the low spend band - This implied that sampling favoured high EGM and medium EGM spend band areas. This was designed to improve identification of problem gambling
- From this point, sampling was completely random with no age or gender quotas, however, weighting allowed for gender and age adjustments. The 'most recent birthday' method was also used to select a respondent randomly within each household
- Participation of respondents by age and gender was closely monitored during the research. This also permitted strategies to assist in building a representative profile of respondents. For instance, in cases where low participation from young males was apparent, strategies were developed regularly to improve engagement with young people during the early interview stage to improve response rates. Strategies to improve response rates were then continually trialled and refined in the context of the research.

A 'batch and exhaust' style methodology was used to load sample progressively into the CATI system. This implied loading batches of phone numbers into the CATI system until each batch was exhausted. This was important to ensure that numbers were exhausted as far as possible prior to loading additional 'virgin' sample. As quotas were nearing at the Victorian Government region level, progressively smaller sample batches of RDD numbers were loaded prior to exhausting the sample (as low as 1% of the total sample). While not a perfect methodology, this methodology achieved a good balance between ensuring that all sample was exhausted as far as possible in the project, whilst still allowing interviewing to progress at a reasonable rate.

#### RDD number geographic concordance

As random digit dial numbers cannot be perfectly allocated to Local Government Areas (initial allocations are only a rough estimate of the likely location of the number), the following steps were used to achieve concordance between telephone numbers generated and the allocation of a respondent to a given LGA (and accordingly, to a correct EGM spend band):

- a large batch of RDD numbers for Victoria was generated using an RDD number generator with an aim to cover all post codes within Victoria
- approximate concordance between RDD phone numbers and post codes was determined using a phone pre-fix postcode concordance database - as phone prefixes can span across postcodes and LGAs, this first step was only an estimation of the location of the respondent in a postcode/LGAVictorian Government region
- postcode to LGA concordance information was then sourced from the Australian Bureau of Statistics and RDD numbers were allocated to a 'predicted' LGA
- some postcodes which existed, yet were not in the ABS Concordance database were manually viewed from a postcode map and were allocated the nearest concordant postcode (and in turn, LGA)
- once the estimated LGA concordance was established, a batch of numbers was allocated in proportions in line with the sampling frame (see below)
- during the survey, respondents were asked to confirm their true LGA during interview - this implied that some numbers (respondents) were then reallocated to a new LGA
- in the case that respondents did not know their LGA, a respondent's suburb was also requested - this allowed the correct LGA to be identified through a manual process

The location of respondents within Victoria was also screened prior to interview commencement. This allowed respondents in border areas in NSW and SA to be excluded from the sample.

Sample sizes within and across EGM expenditure bands are shown in Table 4. As shown, the sample size allocation to each EGM spend band was only approximately 70/20/10, given that expected LGAs (based on phone prefix numbers) did not perfectly concord with actual LGAs (which were confirmed during interviews or ascertained from respondents providing their suburb). In addition, some areas such as Gippsland were allocated zero sample in the low band as the area had per capita EGM expenditure levels, which could not be justifiably allocated to a low band.

Table 4. Sample size within and across EGM Expenditure bands for the epidemiological study (N=15000, July-October 2008)

Type of LGAs	Barwon South-West	Eastern Metro	Gippsland	Grampians	Hume	Loddon-Mallee	North-West Metro	Southern Metro	Total N
Low EGM spend band	102 (10%)	329 (11%)	0 (0%)	68 (11%)	78 (10%)	104 (12%)	490 (11%)	298 (8%)	1469 (100%)
Medium EGM spend band	194 (19%)	566 (19%)	216 (30%)	136 (22%)	151 (20%)	166 (19%)	1095 (24%)	745 (21%)	3269 (100%)
High EGM spend band	740 (71%)	2022 (69%)	500 (70%)	409 (67%)	527 (70%)	607 (69%)	2911 (65%)	2546 (71%)	10262 (100%)
Totals	1036	2917	716	613	756	877	4496	3589	15000

#### Subsampling

As there was a desire to maximise the available sample for the study, following administration of the questions relating to gambling participation and the Canadian Problem Gambling Severity Index (where the entire population was screened), only non-problem gamblers were subsampled for completion of the main study. In total, 1 in 3 non-problem gamblers were selected for the main interview. This was primarily for reasons of cost-effectiveness. The design of the study was also structured such that non-gamblers completed very few questions.

The total sample achieved from the epidemiological study is presented in Table 5.

Table 5. Sample breakdown of epidemiological study (N=15000, July-October 2008)

CPGSI risk segments	Starting sample	Sample taking part in main study
Non-Problem Gamblers	9986	1 in 3
Low Risk Gamblers	837	1 in 1
Moderate Risk Gamblers	317	1 in 1
Problem Gamblers	95	1 in 1
Non-Gamblers	3765	Completed only a small number of questions and then survey demographics
Total	15000	15000

*Data weighting*

Data in the epidemiological study were weighted to ensure that the sample was as close to the Victorian population as possible. The purpose of weighting, in broad terms, is to correct for distortions in sampling. This typically includes making adjustments for the different probabilities of sampling within and across spend bands and Victorian Government regions (eg. due to the 70%, 20%, 10% EGM band sampling approach across 8 Victorian Government regions) and to adjust for population characteristics (eg. age, gender, region). A full description of the weighting methodology is presented in Methodology used for data weighting on page 274. This includes information on how the selection weights, intra-region sampling weights and the population benchmark weights were calculated. The weighting methodology was agreed to by Project Board members prior to implementation.

*Data imputation*

For data used in weighting, a data imputation methodology was followed. This involved inserting a value for a small number of cases where data was missing. This was needed to ensure that the full data set could be weighted. This included a random value imputation methodology for missing values for age and phone lines in household and a partial logic method for the total adults in the household variable. The approach is detailed in the section - Data imputation methodology for epidemiological data on page 281.

*Outliers*

Apart from correcting clearly obvious 'mistakes' during the data editing stage at the conclusion of the study, outliers were not excluded from the analysis (including multivariate outliers). However, ranges of values were formed in cases where outliers had the ability to disproportionately affect means. In ten cases, validating calls with respondents directly were also made to correct data values recorded.

*Refusal conversions*

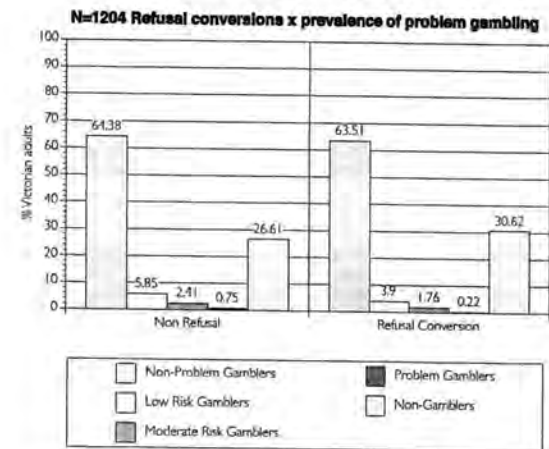
To further improve the representativeness of sampling, households or respondents who initially refused to complete the survey were coded into either a soft or a hard refusal. Soft refusals implied that there may be some likelihood that a respondent may be interested to take part in the survey at a later time. Typically, this was due to a respondent just being very busy at the time of the call and hence not able to reschedule a call back (eg. leaving the house at the time of the call, looking after a young baby or cooking dinner). Hard refusals, in contrast, were when the respondent was not at all interested to participate, usually evidenced through the reasons given for non-participation (eg. disliking surveys period) or intonation (eg. respondents being upset that they were randomly selected).

In total, 1204 refusal conversions were conducted as part of the project. This involved successfully converting an initial soft refusal to a complete survey. To avoid the encouragement of refusals by interviewers, a separate group of interviewers conducted the refusal conversion interview process.

This involved setting up a completely separate project which could be sensitively managed and monitored. Interviewers were also given training to understand the need for an appropriate balance in converting respondents to interview (eg. not to be pushy). A range of scripts were also trialled and evaluated for this purpose through the refusal conversion period. Safeguards were also put in place including careful monitoring by supervisors for sensitivities.

The prevalence rate of problem gambling achieved from the refusal conversion sample was marginally lower than the overall prevalence rate of problem gambling in non-refusal participants. Risk for problem gambling for the refusal conversion and non-refusal conversion samples is shown in Figure 4.

Figure 4. Refusal conversion sample - Highlighting prevalence of problem gambling (Refusal conversion sample N=1204)<sup>a</sup>



<sup>a</sup> Based on the nine item Canadian Problem Gambling Severity Index risk category (Base: All Victorian adults)

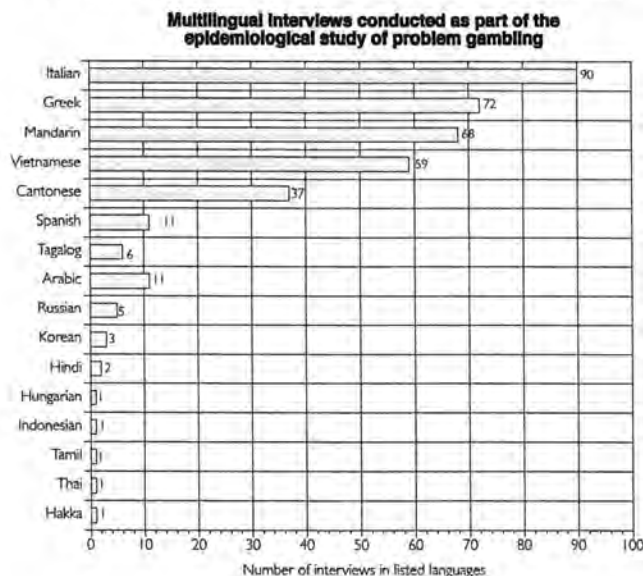
*Multilingual interviewing*

As part of the study, 369 multilingual interviews were undertaken in a range of non-English languages. The coverage of languages achieved through the multilingual interviewing is presented in Figure 5.

The approach to multilingual interviews included:

- having interviewers listen carefully for cases of non-English speaking households
- pooling of numbers that may be targeting a non-English speaking household
- where possible, using basic English to identify the type of language that was in the household (interviewers were also trained in methodologies for doing this)
- identifying the availability of native language interviewers for the target language
- randomly selecting a pool of non-English speaking households for interview (in line with available multilingual interviewing budgets)
- conduct of multilingual interviews in the target languages

Figure 5. Multilingual interviews conducted as part of the epidemiological study (N=369)



*Length of survey*

The CATI main study survey administered for the epidemiological study of problem gambling on completion was an average of 13-14 minutes in length. A breakdown of the minutes of different sections of the survey completed by different groups is presented in Table 6. As the survey length decreased with practice effects, some additional time available in the budget also allowed additional multilingual interviews (in addition to budgeted interviews) and a survey refusal conversion process, where soft refusals were attempted to be converted to a longer survey.

Table 6. Survey length breakdown of epidemiological study (N=15000, July-October 2008)

CPGSI risk segments	Main study minutes	Study minutes for multilingual interviews
Non-Problem Gamblers	13-14 minutes	16-17 minutes
Low Risk Gamblers	23-24 minutes	36-37 minutes
Moderate Risk Gamblers	32-33 minutes	43-44 minutes
Problem Gamblers	38-39 minutes	74-75 minutes
Non-Gamblers	7-8 minutes	8-9 minutes

*Interviewer training*

Prior to commencement of interviewing, all interviewers were trained in a number of areas and written briefing information was supplied. Training went for a period of four hours. This included developing knowledge and skills of the interviewers in:

- understanding problem gambling and sensitivities and vulnerabilities of respondents including how to best manage sensitivities during the project and any critical incidents or emergency events (eg, something unexpected happening to a respondent)
- how to engage potential interviewees to promote as high consent rates as possible
- understanding the range of gambling activities available in Victoria, along with the different channels for accessing gambling (and associated more technical gambling activity specific information - eg, different types of bets wagered etc.)
- understanding the objectives of the project including the need for measurement precision in particular areas of the survey such as administration of the PGSI and other validated instruments - this also included stressing the need to read the survey script carefully and word-for-word (with an emphasis on particular care in the PGSI and NODS-CLP2)
- the need to reassure participants that their survey would only be presented in a de-identified format to ensure strict confidentiality of findings
- the need for interviewers to assist in cases where respondents wanted to access their survey results, as is a requirement of current privacy legislation.

The performance rate of every interviewer was also monitored on a daily basis, particularly in terms of their ability to achieve consent to interviews. In cases where interviewers were having difficulties achieving consent, coaching and training were offered. If some interviewers were finding it consistently difficult to achieve informed consent, they were allocated to different projects.

*Piloting*

Piloting of the study was conducted as part of the project. Prior to implementation of the methodology for the study, the sampling frame design, gambling activities and many other survey questions were also 'piloted' in a further separate study for Department of Justice of approximately N=1700. This implied that very few changes needed to be made in the study given that the first study had given an opportunity to 'iron-out' most identified issues. The CATI script was also thoroughly and extensively checked prior to commencement of field work.

*Response and consent rates*

Calculation of response and consent rates is both an art and a science. Response rates for a survey are typically derived by working out the total potential of qualifying sample items and calculating a percent of surveys completed. Consent rate, in contrast, is best defined as the percent of respondents who agreed to a survey once contacted.

As there is wide debate about ways of calculating response rate and not an agreed approach (there is always debate about which numbers qualify as being "in-scope"), a couple of variants for response rate are presented. One response rate calculation is less conservative, while the other is more conservative. Hence, both options are only showing potential response rate methodologies, as it is clear that methodologies can be interpreted differently.

Based on this analysis, the survey response rate was calculated to range from 43.50% (very conservative) to 52.65% (least conservative). The calculated consent rate based on only respondents refusing and participating was 59.37%. Findings also showed that the drop out rate once a survey had commenced was very low with 95.30% of people continuing to completion once commenced.

RDD studies frequently achieve lower response rates compared to studies based on the Whitepages (ie, residential listings), given that it is more difficult to confirm whether RDD numbers are actually qualifying numbers. For instance, RDD often generates a significantly higher proportion of 'dead numbers' that may ring, yet are never answered. Whitepages is only available on disk for 2004 and for this reason was not used in the research (as the database was too out-of-date for the study).

It is apparent from other prevalence studies that most tend to use less conservative methods of calculating response rate, so specific methodologies should be considered if any comparisons are drawn (particularly how 'in-scope' sample is defined). For this purpose, the least conservative response rate should be considered a rough benchmark, with comparative limitations acknowledged.

Table 7. Survey response rates and consent rates for the epidemiological study of problem gambling (July-October 2008)

Description of call statistics <sup>a</sup>	N	% of total RDD numbers dialled	Qualifying numbers considered 'in-scope' <sup>b</sup> and hence used in the calculation below are indicated		
			Less conservative method for response rate calculation	More conservative method for response rate calculation	Survey consent rate
Mid survey refusals	740	0.84	740	740	740
Other miscellaneous refusals	21	0.02	21	21	21
No english-Language identified	489	0.56	489	489	-
No english-Language not identified	1682	1.91	1682	1682	-
Away for 8wk field period (eg. living overseas)	308	0.35	-	308	-
Illness-away for 8wk field period	110	0.12	110	110	-
Unable to take part - other reason (other than refusals)	466	0.53	-	466	-
Refused Household - HARD Male (no questions)	2424	2.75	2424	2424	2424
Refused Household - SOFT Male (no questions)	285	0.32	285	285	285
Refused Household - HARD Female (no questions)	3054	3.47	3054	3054	3054
Refused Household - SOFT Female (no questions)	573	0.65	573	573	573
Refused Respondent - SOFT Male (no questions)	290	0.33	290	290	290
Refused Respondent - SOFT Female (no questions)	385	0.44	385	385	385
Refused Respondent - HARD Male (no questions)	1088	1.24	1088	1088	1088
Refused Respondent - HARD Female (no questions)	1405	1.60	1405	1405	1405
Engaged	141	0.16	-	141	-
No Answer	1675	1.90	-	1675	-
Answering machine-sounds like a residence	675	0.77	675	675	-

Table 7. Survey response rates and consent rates for the epidemiological study of problem gambling (July-October 2008)

Description of call statistics <sup>a</sup>	N	% of total RDD numbers dialled	Qualifying numbers considered 'in-scope' <sup>b</sup> and hence used in the calculation below are indicated		
			Less conservative method for response rate calculation	More conservative method for response rate calculation	Survey consent rate
Answering machine-can't tell if home or business	25	0.03	25	25	-
Complete	15000	17.04	15000	15000	15000
Arrange Call-back	2800	3.18	-	2800	-
Soft appointments	362	0.42	-	362	-
Hard Appointments	239	0.27	-	239	-
Non-qualifier-Away duration	1	0.00	-	-	-
Cognitively impaired	113	0.13	113	113	-
No-one 18yrs OR over 18yrs in household	291	0.33	-	-	-
Non-qualifier-Lives outside VIC	61	0.07	-	-	-
Non-qualifier-Under 18	14	0.02	-	-	-
Hearing impaired	130	0.15	130	130	-
Answering Machine	1	0.00	-	1	-
Multiple land lines	99	0.11	-	-	-
Out of scope number - business	4733	5.38	-	-	-
Fax Machine	2918	3.32	-	-	-
Disconnected - Telstra message	34927	39.68	-	-	-
Disconnected	53	0.06	-	-	-
Call cycle dead after more than 10 attempts	10444	11.86	-	-	-
Total sample items (RDD numbers)	88022	100.00	28489	34481	25265
Percentages for response rates and consent rate:			52.65%	43.50%	59.37%

a. Note that hard refusals are obvious refusals where the respondent states a firm position to not want to participate in the study (eg. becomes angry or verbally states a definitive 'no'). Soft refusals, in contrast, may be where the respondent is 'a bit busy at the moment' (or similar) and there is some indication that they may participate if circumstances had been different at the time (eg. Comments such as - it's sounds interesting, but I'm just a bit busy too busy at the moment).

b. In-scope refers to the numbers that can be counted as qualifying for the epidemiological study.



## Interpreting results and trends in the epidemiological study

In reading the report findings, readers may wish to note the following pointers, which will help with any technical issues encountered in interpreting statistical information contained in the report.

### Significant trends

Significance testing involves a range of statistical methods to identify what are termed 'statistically significant' differences and trends in data. Such methods allow a test of the probability of two groups being the same or an association occurring between two variables. For instance, this may assist to inform research questions of interest such as:

- Do problem gamblers significantly differ from non-problem gamblers on income?
- Is there a statistically significant relationship between education level and risk for problem gambling?

A statistically significant result suggests that the theoretical chance of two groups being the same (or a trend not occurring) is very low probability (with the probability indicated through a p value). For instance, a  $p < 0.05$  indicates that the theoretical chance of two groups being the same is less than 5%. While only a theoretical basis, it provides some indication of the likelihood that a trend is 'real' (although is by no means a guarantee).

### Odds ratios

Odds ratios (OR) are presented in many sections in the report. Frequently used in epidemiological studies, odds ratios present a method for comparing the odds of a certain event between two groups (eg. in the survey, groups such as non-problem and problem gamblers may be compared). Both binary and ordinal logistic regression were frequently used for significance testing.

An odds ratio of 1 implies that a result is equally likely in both groups. An odds ratio greater than one implies that the event is more likely in the second group compared to the 'reference group'. An odds ratio less than one implies that the result is less likely in the second group (compared to the reference group).

Odds ratios in the current report have been presented to allow identification of general trends in data at a top line level. While it is possible that odds ratios could be adjusted for a wide range of covariates (eg. age, gender, income, education level, psychological distress, alcohol use etc.)

(ie. covariates are essentially factors which may also in part explain trends), adjustments to odds ratios have not been conducted at this stage. However, it is acknowledged that a detailed study of covariates would present an interesting additional type of analysis.

### Other significance testing

In addition to odds ratios, other minor types of statistical significance testing was also conducted depending on the nature of the data (eg. t-tests, F tests derived from ANOVAs). While p values broadly imply the same interpretation (ie.  $p < 0.05$  or lower implies statistical significance), readers are primarily encouraged to understand how to interpret odds ratios, as this will assist with the appreciation of most study findings.

### Pointers for readers

In summary, this implies that, from the reader's perspective, major points to note are:

<p><b>STATISTICAL SIGNIFICANCE</b> <math>p &lt; 0.05</math> or lower all imply statistical significance - this means that the result is worth noting and may be an interesting trend.</p> <p><b>ODDS RATIOS</b> Odds ratios (OR) indicate the probability of an event occurring with:</p> <ul style="list-style-type: none"><li>•• Odds ratios - Less than 1 imply that an event is less likely to occur</li><li>•• Odds ratios - More than 1 imply that an event is more likely to occur</li></ul> <p>(based on a comparison of one group with another group)</p>
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### Standard error and confidence intervals

In the report, standard error and confidence intervals are provided. It should be noted that:

- The standard error of a statistic is a measure of the 'impreciseness' of a statistic in representing the real population value
- Confidence intervals define a band around a statistic which is likely to contain the true population value - 95% confidence interval means that we can be 95% certain that the population value (eg. mean, proportion) lies within the band

### Statistical software

Findings in the study were analysed using Stata statistical package. This included ensuring that correct strata were defined in the data prior to analysis. Where possible, all significance tests were limited to the Stata survey 'svy' module to ensure the correct calculation of standard errors and confidence intervals (using a single-stage design).

This ensured that variance calculations needed to compute standard errors and confidence intervals took account of the 23 EGM spend strata in the project, the sampling weights and the primary sampling unit (which in effect was the respondent).

## Report structure

Key findings of the epidemiological study are structured in line with following report sections:

- Participation in gambling by Victorian adults
  - Prevalence of problem gambling
  - Profile of problem gambling risk segments
  - Comparison of problem gambling risk segments
  - Results relating to the highest-spend gambling activities of Victorian adults
  - Responsible gambling practices of gamblers
  - Problem gambling from a public health perspective
  - Recognition of at-risk gambling and reported help seeking
  - Problem gambling in families and friends
  - Emergence of problem gambling throughout the life span
  - Help seeking for problem gambling
  - Tables for reference
  - Appendix
- .....

## PARTICIPATION IN GAMBLING BY VICTORIAN ADULTS

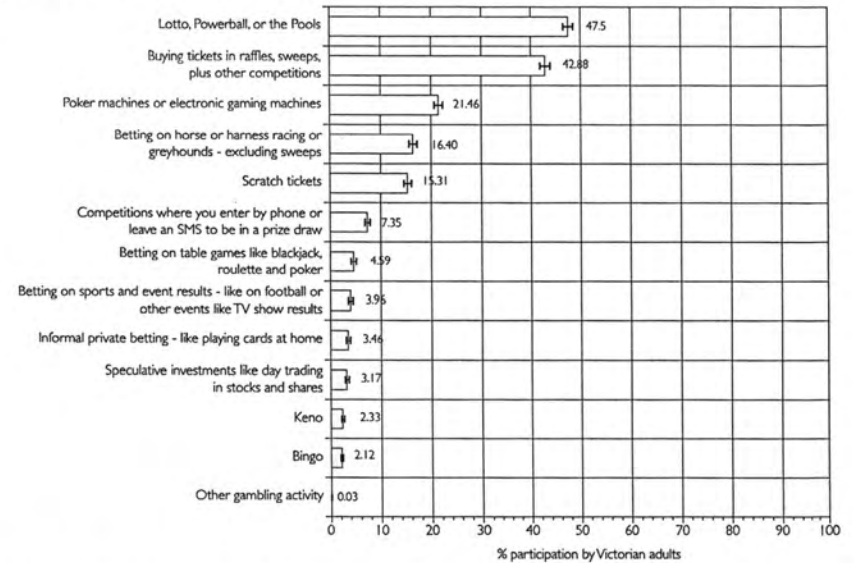
### Past year participation in gambling by Victorian adults

#### Overall results

In total, 73.07% of Victorian adults reported participating in some form of gambling in the past 12mths. Figure 6 presents the specific range of gambling activities played. This highlights that lotto/Powerball/Pools were most popular (47.5% of adults), followed by raffles/sweeps/competitions (42.88% of adults), poker or electronic gaming machines (21.46%), horse/harness/greyhound racing (16.40%) and scratch tickets (15.31%).

Low past year participation for scratch tickets may be attributed to recent changes in Victorian providers of scratch tickets around the same period as the study. Findings also showed a fair participation level in phone-in/SMS competitions (7.35% of adults) and speculative investments like day trading in stocks and shares (3.17% of adults).

Figure 6. Participation in different gambling activities in Victoria in past year - All Victorian adults (July-October 2008 - N=15000)<sup>a</sup>



a. Question - On which of the following activities have you spent any money on in the past 12mths? (Base: All Victorian adults)

Results by gender

Participation in gambling activities by gender showed that males were significantly more likely to play the following activities, compared to females (refer Table 110 for detailed results):

- Informal private betting for money - like playing cards at home (OR=4.06, p<.001)
- Playing pokies or electronic gaming machines (OR=1.17, p<.01)
- Betting on table games like blackjack, roulette and poker (OR=4.22, p<.001)
- Betting on horse/harness/greyhound racing (OR=1.94, p<.001)
- Betting on sports and event results (like on football or events like TV shows) (OR=4.60, p<.001)
- Keno (OR=1.32, p<.05)
- Speculative investments like day trading in stocks and shares (OR=1.98, p<.001)

No significant differences were observed in relation to participation in lotto/Powerball/Pools and males were significantly less likely than females to participate in scratch tickets (OR=0.74, p<.001), bingo (OR=0.21, p<.001), phone-in/SMS competitions (OR=0.49, p<.001) and to purchase tickets in raffles/sweeps and other competitions (OR=0.77, p<.001).

Results by age

The most popular gambling activities for different age groups were as follows (refer Table 111):

- **18-24 years** - poker machines or electronic gaming machines (26.95%), buying tickets in raffles, sweeps, plus other competitions (25.62%), lotto, Powerball or the Pools (17.99%) and scratch tickets (17.38%)
- **25-34 years** - lotto, Powerball, or the Pools (41.00%), buying tickets in raffles, sweeps, plus other competitions (37.28%), betting on horse or harness racing or greyhounds - excluding sweeps (20.52%) and poker machines or electronic gaming machines (18.2%)
- **35-49 years** - lotto, Powerball, or the Pools (55.7%), buying tickets in raffles, sweeps, plus other competitions (49.62%), betting on horse or harness racing or greyhounds - excluding sweeps (18.71%) and poker machines or electronic gaming machines (16.72%)
- **50-64 years** - lotto, Powerball, or the Pools (58.27%), buying tickets in raffles, sweeps, plus other competitions (48.48%), poker machines or electronic gaming machines (24.94%) and betting on horse or harness racing or greyhounds - excluding sweeps (15.19%)
- **65 years or older** - lotto, Powerball, or the Pools (48.75%), buying tickets in raffles, sweeps, plus other competitions (43.30%), poker machines or electronic gaming machines (23.9%) and scratch tickets (13.69%)

Table 8 shows the participation of different age groups in gambling activities relative to the Victorian adult population. To assist in comparisons with the whole of Victoria (i.e. full sample), where confidence intervals were non-overlapping, results were interpreted as statistically significant. This shows that:

- the 18-24 year old age group had a higher past year participate rate compared to all Victorian adults in private betting, poker machines, table games, betting on sports and event results and lower participation in lotto/Powerball/Pools and competitions
- the 25-34 year old group showed higher participation in horse/harness/greyhound racing - excluding sweeps, phone-in/SMS competitions, informal private betting, table games and sports/event results and lower participation in lotto/Powerball/Pools, competitions and poker machines.
- the 35-49 year old group showed higher participation in horse/harness/greyhound racing, lotto/powerball/pool, phone-in/SMS and regular competitions. In contrast, lower participation was in poker machines and bingo.
- the 50-64 year old group showed higher participation in poker machines, lotto/Powerball/Pools and competitions and lower participation in informal private betting, table games and betting on sports and event results

- the 65 years and over age group showed higher participation in bingo and lower participation in speculative investments like day trading, betting on horse/harness racing/greyhounds excluding sweeps, phone-in/SMS competitions, informal private betting, betting on table games and betting on sports and event results.

Table 8. Participation in different gambling activities in Victoria in past year - age comparisons with all Victorian adults (July-October 2008 - N=15000)<sup>a</sup>

Gambling activities	How age groups compare to all Victorian adults in terms of the percent of adults participating in different gambling activities in past year				
	18-24yrs	25-34yrs	35-49yrs	50-64yrs	65yrs or over
Informal private betting - like playing cards at home	Higher	Higher	ns	Lower	Lower
Poker machines or electronic gaming machines	Higher	Lower	Lower	Higher	ns
Betting on table games like blackjack, roulette and poker	Higher	Higher	ns	Lower	Lower
Betting on horse or harness racing or greyhounds - excluding sweeps	ns	Higher	Higher	ns	Lower
Betting on sports and event results - like on football or other events like TV show results	Higher	Higher	ns	Lower	Lower
Keno	ns	ns	ns	ns	ns
Lotto, Powerball, or the Pools	Lower	Lower	Higher	Higher	ns
Scratch tickets	ns	ns	ns	ns	ns
Bingo	ns	ns	Lower	ns	Higher
Competitions where you enter by phone or leave an SMS to be in a prize draw	ns	Higher	Higher	ns	Lower
Buying tickets in raffles, sweeps, plus other competitions	Lower	Lower	Higher	Higher	ns
Other gambling activity	ns	ns	ns	ns	ns
Speculative investments like day trading in stocks and shares	ns	ns	ns	ns	Lower

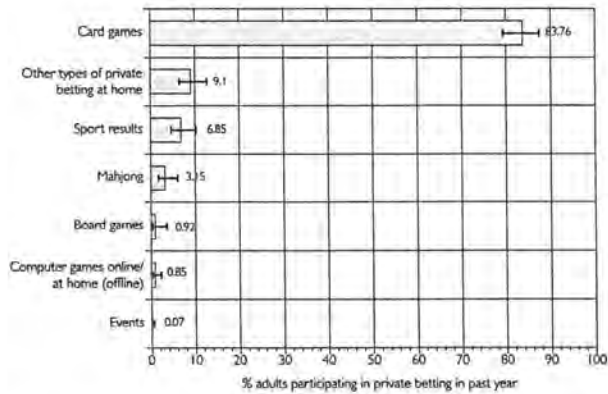
a. Question - On which of the following activities have you spent any money on in the past 12mths? (Base: All Victorian adults). Significant differences interpreted based on non-overlapping confidence intervals. Higher implies the age group is higher than the overall Victorian adult participation rate. Lower implies that the age group is lower than the overall Victorian adult participation rate. Non-significant differences indicated by ns.

## Key channels used to play gambling activities

### Informal private betting

Of the 3.46% of all Victorian adults who participated in informal private betting in the past year, Figure 7 shows the types of games and activities they played. Findings overall suggested that card games were most popular (83.76% of adults participating in informal betting), followed by private betting on sports (6.85%) and betting on mahjong (3.15%).

Figure 7. Types of private betting in past year - MULTIPLE RESPONSES (N=370, July-October 2008)<sup>a</sup>

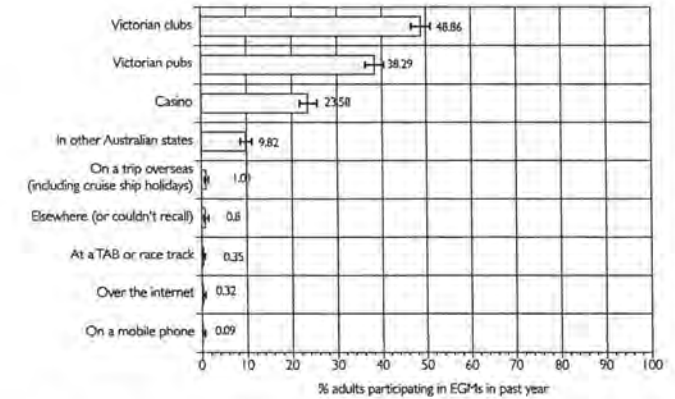


<sup>a</sup> Question - What did you bet for money privately on? (Base: Adults who have engaged in informal private betting for money - like playing cards at home in past 12mths) (Standard errors calculated via single response method)

### Poker or electronic gaming machines

Of the 21.46% of all Victorian adults who participated in poker and electronic gaming machines in the past year, Figure 8 shows the locations where electronic gaming machines were played. Victorian clubs were the main channel for play (48.86% of pokies players), followed by pubs (38.29%) and the casino (23.58%). Also interesting to note is that 9.82% of Victorian poker machine players played pokies in other states and 1.01% on trips overseas.

Figure 8. Where EGMs were played in past year - MULTIPLE RESPONSES (N=3252, July-October 2008)<sup>a</sup>

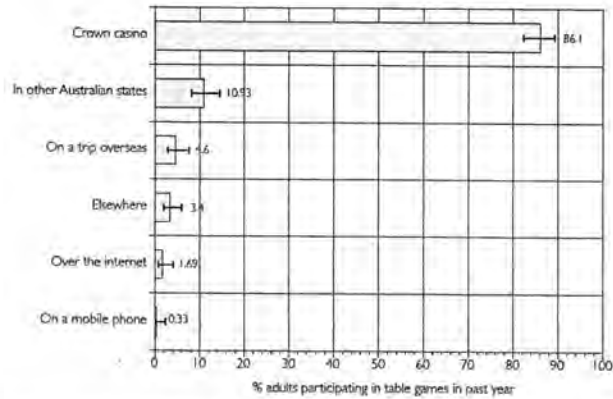


<sup>a</sup> Question - Did you play the pokies at...? (Base: Adults who have engaged in playing poker or electronic gaming machines in the past 12 mths) (Standard errors calculated via single response method)

Table games - like blackjack, roulette or poker

Of the 4.60% of all Victorian adults who participated in table games (like blackjack, roulette and poker), Figure 9 shows the locations where table games were played. Unsurprisingly the casino was the main location of play (86.1% of table game players) and there was also a reasonable trend for Victorians to play in other states (10.93%) and overseas (4.6%). Participation in internet and mobile phone play of table games were both relatively low at respectively 1.69% and 0.33% of table game players.

Figure 9. Where table games were played in past year - MULTIPLE RESPONSES (N=486, July-October 2008)<sup>a</sup>

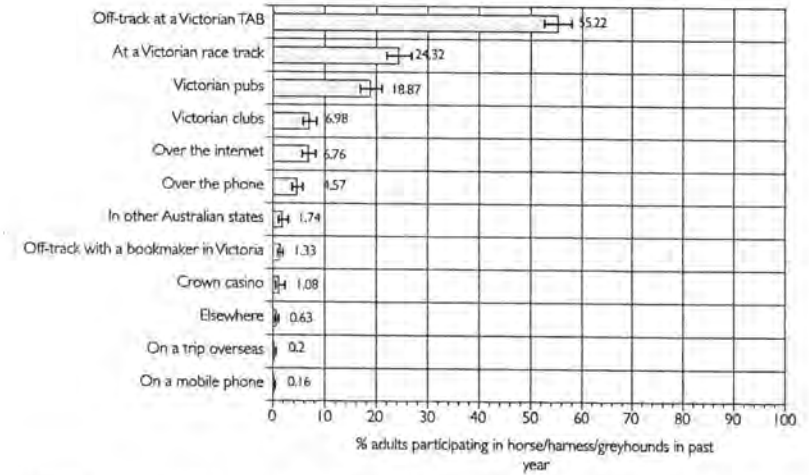


a. Question - Did you play table games at...? (Base: Adults who have engaged in playing table games like blackjack, roulette or poker in the past 12 months) (Standard errors calculated via single response method)

Horse/harness/greyhound betting - excluding sweeps

Of the 16.40% of all Victorian adults who participated in horse/harness/greyhound betting (excluding sweeps), Figure 10 shows the locations where activities were played. Off-track at Victorian TAB outlets was the most popular overall play location (55.22% of horse/harness/greyhound wagers), followed by betting at a Victorian race track (24.32%), betting at pubs (18.87%) and then betting at clubs (6.98%). A total of 6.76% of wagers bet over the internet and 4.57% via telephone betting.

Figure 10. Where horse/harness racing or greyhound betting were undertaken in past year - MULTIPLE RESPONSES (N=2250, July-October 2008)<sup>a</sup>

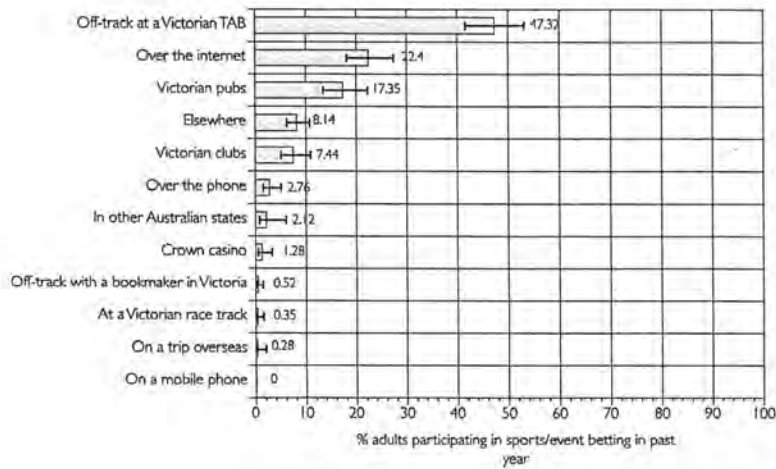


a. Question - Did you place your bets at...? (Base: Adults who have engaged in betting on horse/harness or greyhound racing - excluding sweeps - in the past 12 months) (Standard errors calculated via single response method)

Sports and events betting - like on football results or other events like TV shows

Of the 3.96% of all Victorian adults who participated in sports and event betting (like on football results or events like TV shows), Figure 11 shows the locations where betting was undertaken. Off-track at Victorian TABs was most popular overall (47.32% of sport and event wagers), followed by betting over the internet (22.4%) and pubs (17.35%).

Figure 11. Where sports and event betting were undertaken in past year - MULTIPLE RESPONSES (N=436, July-October, 2008)<sup>a</sup>

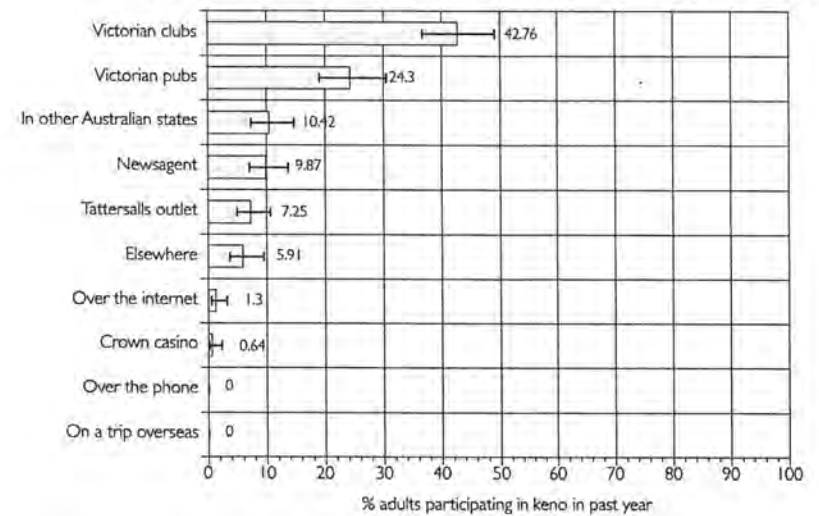


<sup>a</sup> Question - Did you place your bets at...? (Base: Adults who have engaged in betting on sports and event results - like on football or other events like TV show results in the past 12mths) (Standard errors calculated via single response method)

Keno

Of the 2.33% of all Victorian adults who participated in keno, Figure 12 shows the locations where keno was played. This shows that play at clubs was most popular (42.76% of keno players) followed by pubs (24.3% of keno players), in other states (10.42%), in newsagents (9.87%) and in Tattersalls outlets (7.25%). Keno was also played over the internet by 1.3% of keno players.

Figure 12. Where keno was played in past year - MULTIPLE RESPONSES (N=355, July-October 2008)<sup>a</sup>

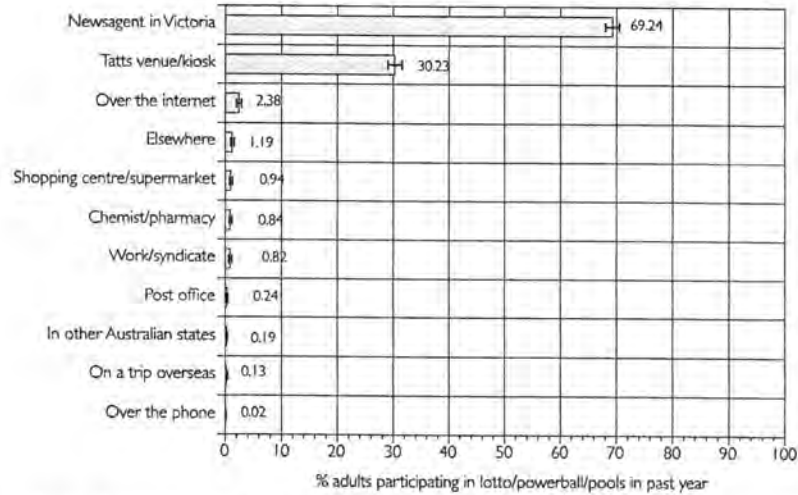


<sup>a</sup> Question - Where did you play Keno? (Base: Adults who have engaged in playing Keno in the past 12mths) (Standard errors calculated via single response method)

**Lotto/Powerball/Pools**

Of the 47.5% of all Victorian adults who participated in lotto/Powerball/Pools, Figure 13 shows the locations where activities were played. Newsagents were the location where most people purchased lotto/Powerball/Pools tickets (69.24% of players), followed by Tatts kiosks (30.23%) and over the internet (2.38%).

**Figure 13. Where lotto, Powerball and Pools tickets were purchased in past year - MULTIPLE RESPONSES (N=7560, July-October 2008)<sup>a</sup>**

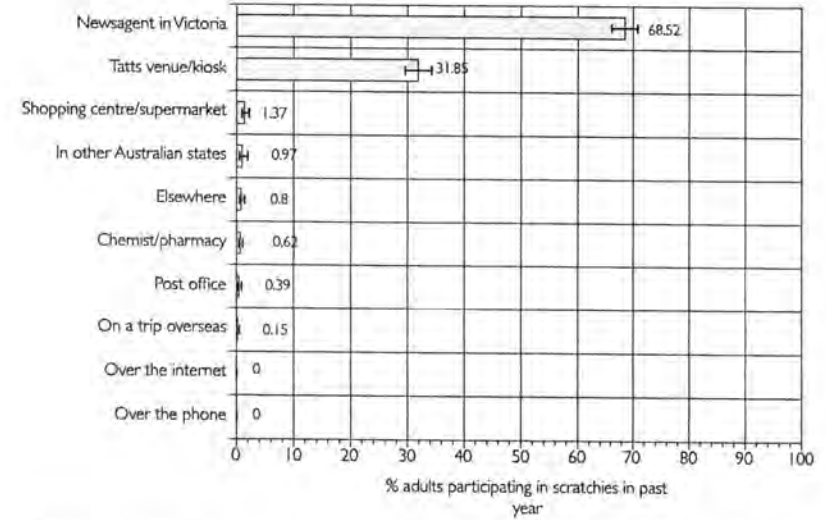


<sup>a</sup> Question - Where did you buy your Lotto/Powerball/Pools tickets? (Base: Adults who have bought Lotto, Powerball or Pools tickets in the past 12 months) (Standard errors calculated via single response method)

**Scratch tickets**

Of the 15.31% of all Victorian adults who purchased scratch tickets, Figure 14 shows the locations where activities were played. Similar to lotto tickets, newsagents were the main channel for purchasing scratch tickets (68.52% of players), followed by Tatts kiosks (31.85%).

**Figure 14. Where scratch tickets were purchased in past year - MULTIPLE RESPONSES (N=2322, July-October 2008)<sup>a</sup>**



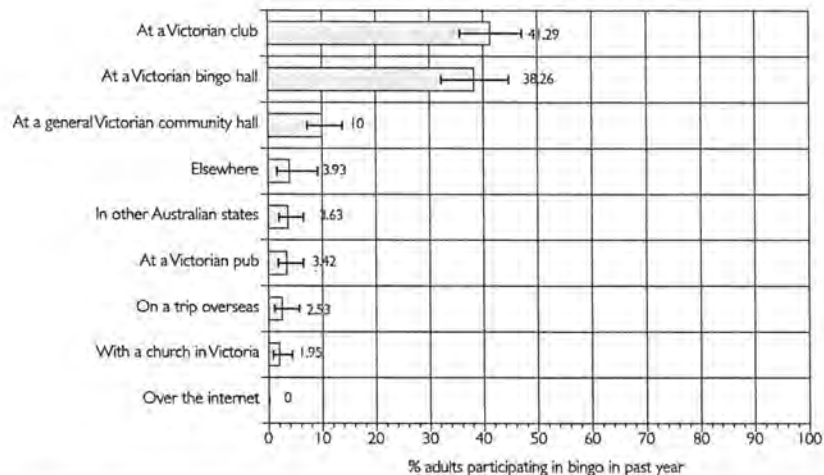
<sup>a</sup> Question - Where did you buy your Scratch tickets? (Base: Adults who have bought Scratch tickets in the past 12 months) (Standard errors calculated via single response method)



**Bingo**

Of the 2.12% of all Victorian adults who played bingo, Figure 15 shows the locations where bingo was played. Clubs (41.29% of bingo players), rather than bingo halls (38.26%) were the main location of bingo play. Approximately 10% of bingo players also played in community groups at general community halls and 1.95% played in a local church.

**Figure 15. Where bingo was played in past year - MULTIPLE RESPONSES (N=372, July-October 2008)<sup>a</sup>**

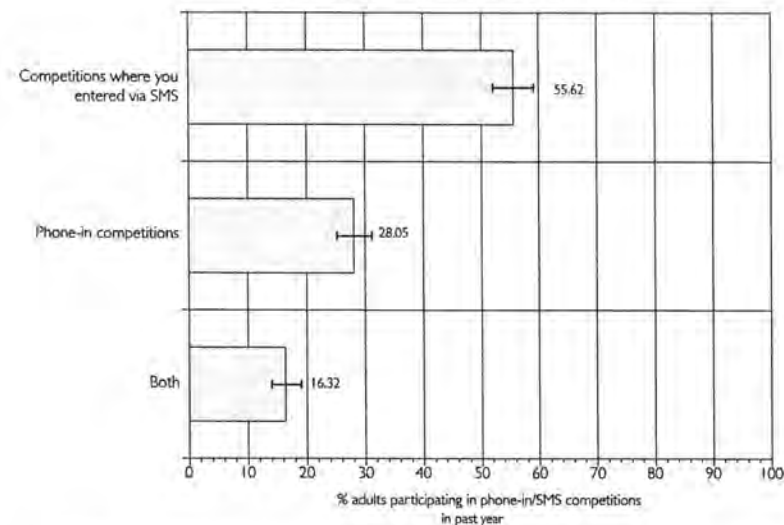


<sup>a</sup> Question - Where did you play Bingo? (Base: Adults who have played Bingo in the past 12mths) (Standard errors calculated via single response method)

**Phone-in and SMS competitions**

Of the 7.35% of Victorian adults taking part in phone-in and SMS competition, Figure 16 shows that SMS competitions (played by 55.62% of competition participants) were considerably more popular than phone-in competitions (28.05%).

**Figure 16. Whether people took part in phone-in or SMS competitions - MULTIPLE RESPONSES (N=1163, July-October 2008)<sup>a</sup>**

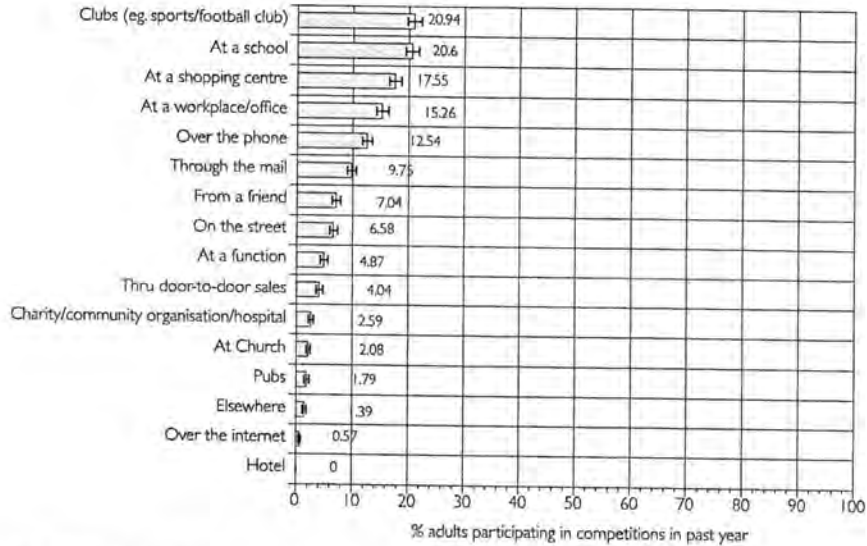


<sup>a</sup> Question - Did you take part in both...? (Base: Adults who engaged in competitions where you pay money to enter by phone or leave an SMS to be in a prize draw in the past 12mths) (Standard errors calculated via single response method)

**Raffles/sweeps and competitions**

Of the 42.88% of Victorian adults taking part in more traditional raffles/sweeps/competitions, Figure 17 shows the locations where tickets were purchased. Clubs emerged as the most popular location of play (20.94% of competition participants), followed by schools (20.60%), shopping centres (17.55%), workplaces (15.26%) and over the telephone (12.54%). Internet purchasing of raffle/sweeps/competition tickets was relatively quite low (only 0.57%).

**Figure 17. Where people took part in raffles/sweeps/competitions - MULTIPLE RESPONSES (N=6891, July-October 2008)<sup>a</sup>**

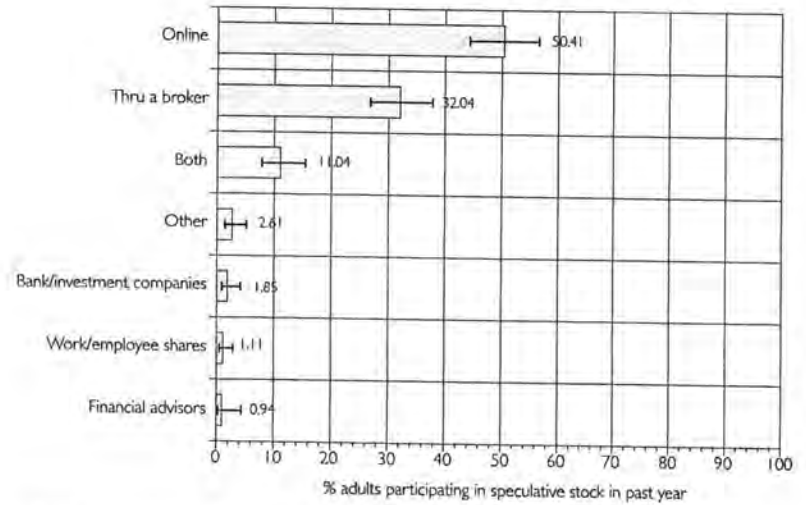


<sup>a</sup> Question - Where the tickets sold at...? (Base: Adults who bought tickets in raffles, sweeps and other competitions in the past 12 months) (Standard errors calculated via single response method)

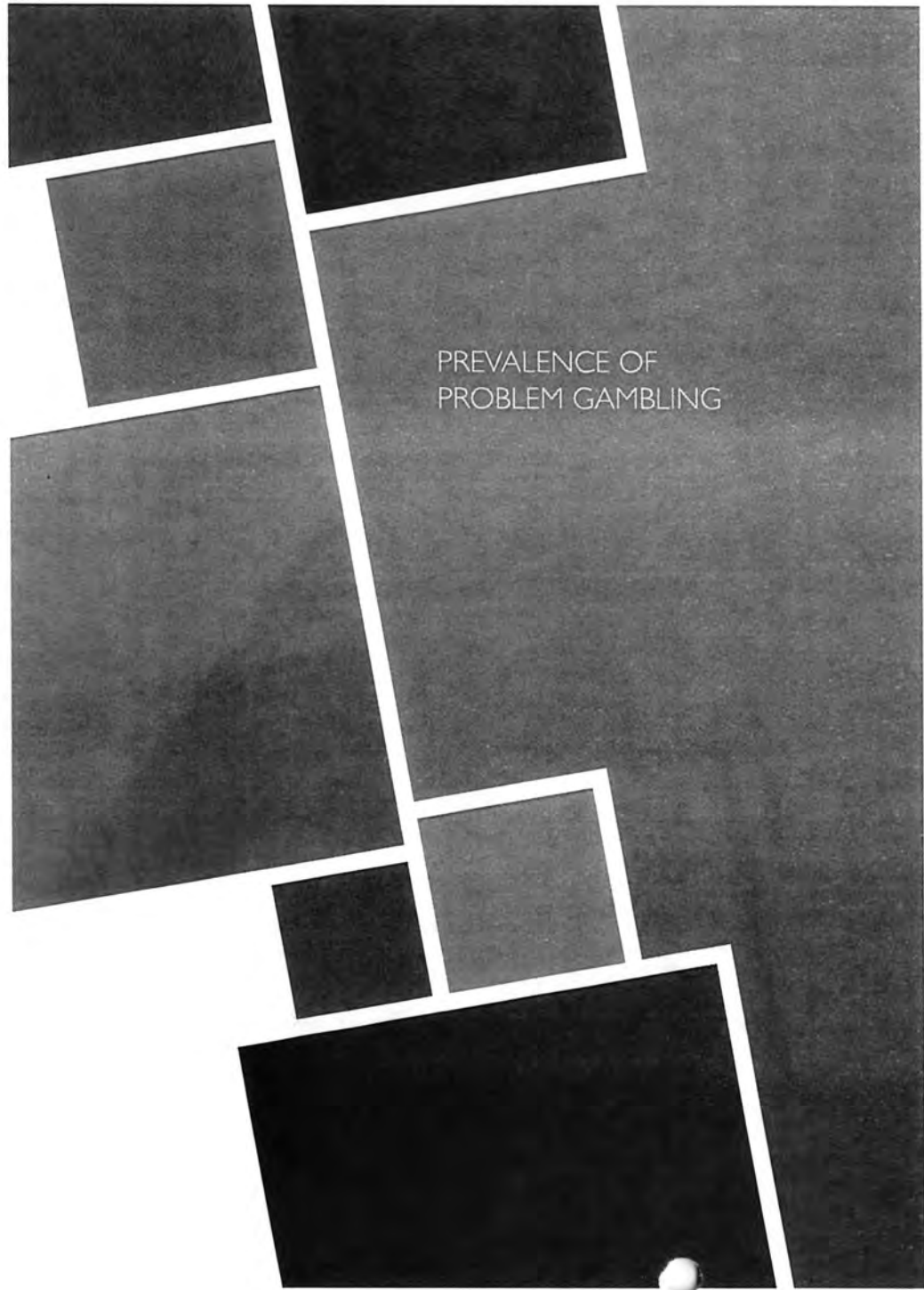
**Speculative stock investments**

Of the 3.17% of Victorian adults taking part in speculative stock investments (like day trading in stocks and shares), Figure 18 shows how speculative investments were made. Online trading was the most popular (50.41% of speculative traders), followed by brokers (32.04%).

**Figure 18. Where speculative stock investments were undertaken - MULTIPLE RESPONSES (N=426, July-October 2008)<sup>a</sup>**



<sup>a</sup> Question - Where the speculative investments mostly...? (Base: Adults who have made any short term speculative investments like day trading in stocks and shares in the past 12 months) (Standard errors calculated via single response method)



PREVALENCE OF PROBLEM GAMBLING

Prevalence of problem gambling in Victoria

Overall results

The prevalence of problem gambling in the Victorian adult population was measured through the nine-item Canadian Problem Gambling Severity Index (PGSI). In the epidemiological study, every adult gambler in the study was screened for risk for problem gambling (with gambling defined as participation in any activity listed).

Segmentation of the Victorian adult population in terms of risk for problem gambling (along with non-gambling) is presented in Table 9 and Figure 19. Based on scores on the PGSI:

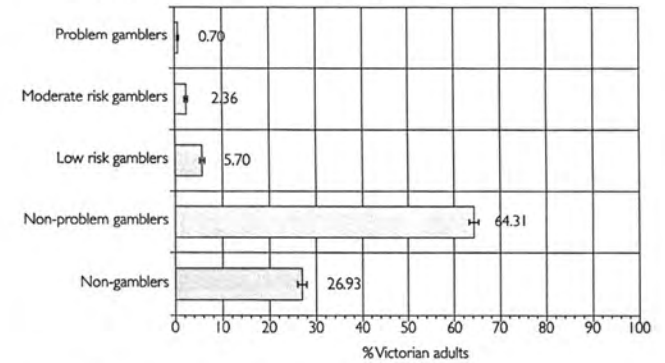
- 0.70% of Victorian adults are problem gamblers (lower CI=0.55, upper CI=0.90)
- 2.36% of Victorian adults are moderate risk gamblers (lower CI=2.06, upper CI=2.70)
- 5.70% of Victorian adults are low risk gamblers (lower CI=5.23, upper CI=6.21)
- 64.31% of Victorian adults are non-problem gamblers (lower CI=63.30, upper CI=65.31)
- 26.93% of Victorian adults are non-gamblers (lower CI=25.99, upper CI=27.88)

Table 9. Prevalence of problem gambling in Victorian adults by Canadian Problem Gambling Severity Index (N=15,000 - July-October 2008)<sup>a</sup>

Risk for problem gambling	% Victorian adults			
	%	SE	Lower	Upper
Non-problem gamblers (score of 0)	64.31	0.51	63.30	65.31
Low risk gamblers (score of 1-2)	5.70	0.25	5.23	6.21
Moderate risk gamblers (score of 3-7)	2.36	0.16	2.06	2.70
Problem gamblers (score of 8-27)	0.70	0.09	0.55	0.90
Non-gamblers	26.93	0.48	25.99	27.88

a. Question - Based on Score on Canadian Problem Gambling Severity Index (Base: All Victorian adults)

Figure 19. Prevalence of problem gambling in Victorian adults by Canadian Problem Gambling Severity Index (N=15,000 - July-October 2008)<sup>a</sup>



a. Question - Based on Score on Canadian Problem Gambling Severity Index (Base: All Victorian adults)

Results by gender/age

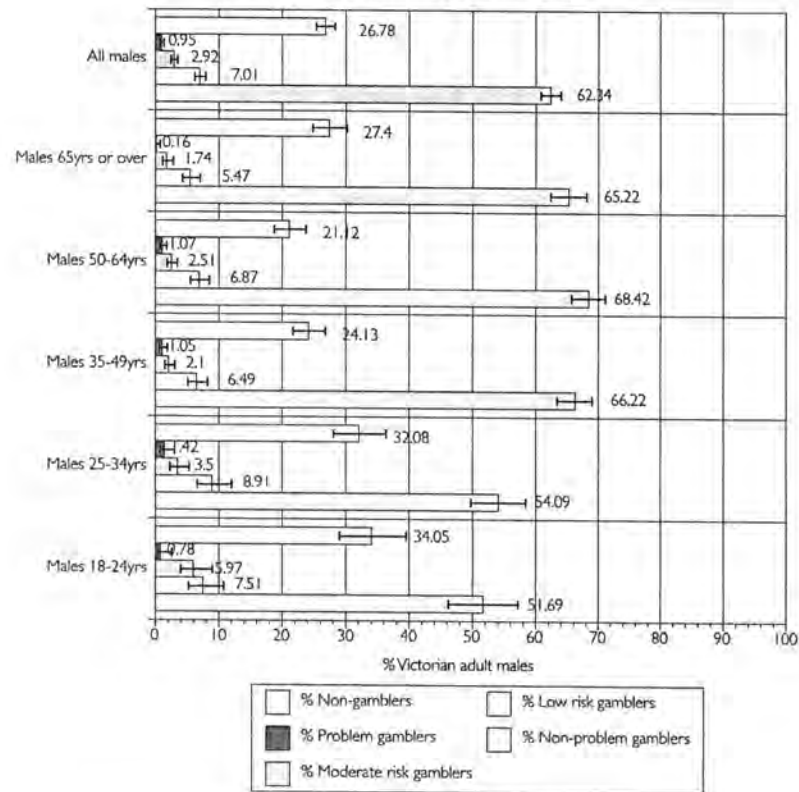
The prevalence of problem gambling by gender for Victorian adults is shown in Table 10 and Figure 20 and Figure 21. Results showed that the rate of problem gambling was markedly lower in females compared to males (OR=0.50, p<.01), with 0.95% of males and 0.47% of females experiencing problem gambling. The rate of moderate risk gambling within males alone was significantly lower in males 65 years compared to males 18-24 years (OR=0.28, p<.001). In addition, within females, the rate of moderate risk gambling was significantly lower in females 25-34 years, compared to females 18-24 years (OR=0.39, p<.03).

Table 10. Prevalence of problem gambling in Victorian adults - by gender and age (N=15,000 - July-October 2008)<sup>a</sup>

Risk for problem gambling	Result	% Males						% Females					
		18-24yrs	25-34yrs	35-49yrs	50-64yrs	65yrs or older	All males	18-24yrs	25-34yrs	35-49yrs	50-64yrs	65yrs or older	All females
Non-Problem Gamblers	%	51.69	54.09	66.22	68.42	65.22	62.34	52.31	63.39	71.25	71.18	64.49	66.19
	SE	2.82	2.21	1.43	1.41	1.16	0.81	2.65	1.67	1.00	1.09	1.29	0.64
	Lower	46.17	49.73	63.37	65.60	62.30	60.74	47.11	60.06	69.25	68.99	61.92	64.93
	Upper	57.17	58.39	68.96	71.11	68.03	63.92	57.45	66.60	73.18	73.27	66.98	67.44
Low Risk Gamblers	%	7.51	8.91	6.49	6.87	5.47	7.01	4.81	4.04	3.82	4.94	4.90	4.44
	SE	1.39	1.37	0.77	0.76	0.70	0.44	0.98	0.60	0.39	0.47	0.55	0.25
	Lower	5.21	6.57	5.13	5.53	4.25	6.20	3.22	3.01	3.13	4.10	3.93	3.99
	Upper	10.73	11.98	8.18	8.52	7.02	7.92	7.14	5.41	4.66	5.95	6.10	4.95
Moderate Risk Gamblers	%	5.97	3.50	2.10	2.51	1.74	2.92	2.71	1.09	1.75	2.38	1.38	1.82
	SE	1.25	0.76	0.39	0.41	0.41	0.27	0.90	0.30	0.29	0.36	0.35	0.18
	Lower	3.94	2.28	1.45	1.82	1.10	2.43	1.41	0.64	1.26	1.77	0.84	1.50
	Upper	8.94	5.34	3.03	3.45	2.76	3.51	5.16	1.85	2.41	3.19	2.25	2.21
Problem Gamblers	%	0.78	1.42	1.05	1.07	0.16	0.95	0.34	0.56	0.55	0.27	0.47	0.47
	SE	0.48	0.54	0.31	0.28	0.12	0.16	0.25	0.21	0.15	0.15	0.13	0.08
	Lower	0.23	0.67	0.58	0.64	0.04	0.67	0.08	0.26	0.33	0.32	0.10	0.34
	Upper	2.56	3.00	1.88	1.77	0.70	1.34	1.41	1.17	0.94	0.95	0.69	0.65
Non-Gamblers	%	34.05	32.08	24.13	21.12	27.40	26.78	39.83	30.92	22.62	20.95	28.97	27.07
	SE	2.68	2.12	1.31	1.27	1.36	0.75	2.64	1.63	0.93	1.00	1.22	0.62
	Lower	29.02	28.07	21.66	18.74	24.81	25.33	34.79	27.82	20.83	19.05	26.63	25.88
	Upper	39.47	36.36	26.79	23.71	30.15	28.28	45.09	34.20	24.52	22.98	31.42	28.29

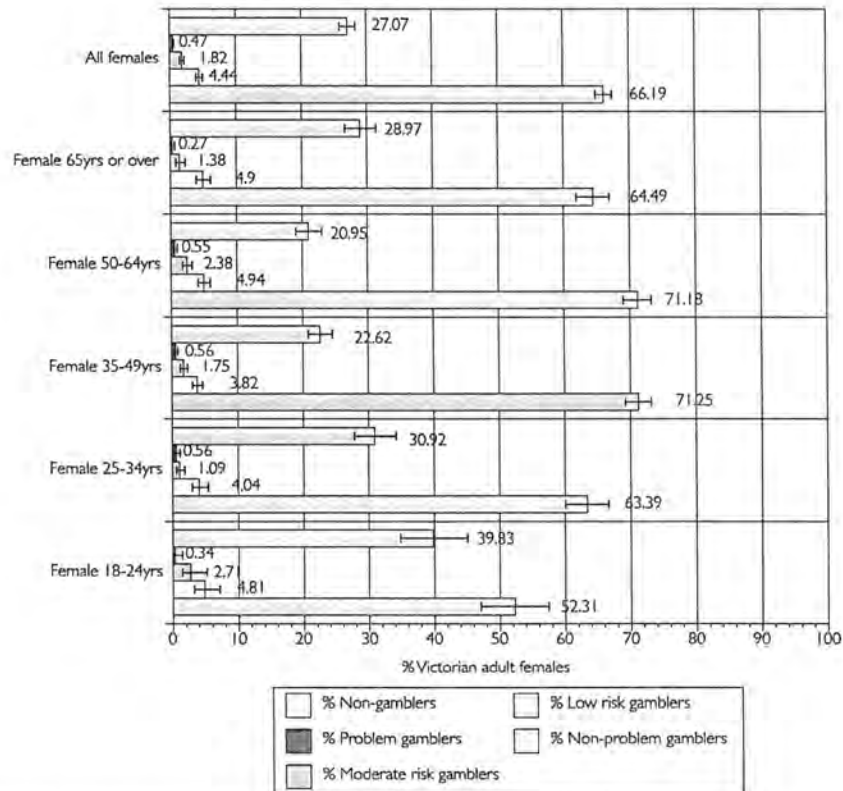
a. Question - Based on Score on Canadian Problem Gambling Severity Index (Base: All Victorian adults)

Figure 20. Prevalence of problem gambling in Victorian adult males - by age (N=15,000 including 5,850 males - July-October 2008)<sup>a</sup>



a. Question - Based on Score on Canadian Problem Gambling Severity Index (Base: Victorian adult males)

Figure 21. Prevalence of problem gambling in Victorian adult females - by age (N=15,000 including 9,150 females - July-October 2008)<sup>a</sup>



a. Question - Based on Score on Canadian Problem Gambling Severity Index (Base: Victorian adult females)

Results by region

Risk for problem gambling across Victorian Government regions is presented in Table 11. In comparison to the adult Victorian population (via reference to confidence intervals), risk for problem gambling was significantly lower in Eastern Metropolitan Region (0.25%) and the Grampians Region (0.05%). While confidence intervals were marginally overlapping, risk for problem gambling was highest in North West Metropolitan Region (1.18%).

Table 11. Victorian Government regions by Canadian Problem Gambling Severity Index (N=15000, July-October 2008)<sup>a</sup>

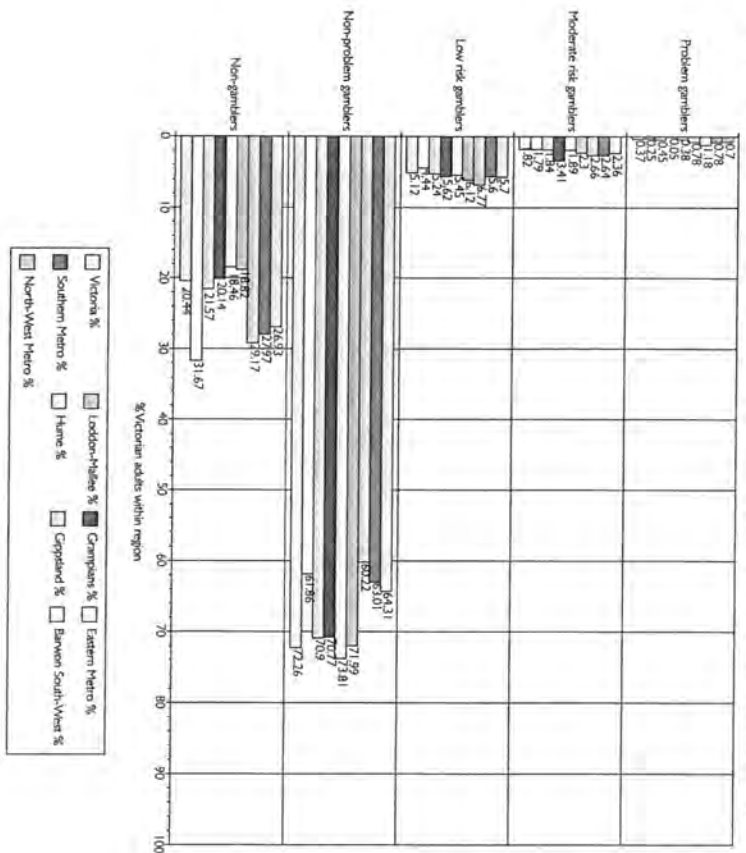
Victorian Government Regions	% adults by type of gambler (including non-gamblers)					
	Result	Non-problem gamblers	Low risk gamblers	Moderate risk gamblers	Problem gamblers	Non-gamblers
Barwon S/W	%	72.26	5.12	1.82	0.37	20.44
	SE	1.70	0.84	0.50	0.19	1.55
	Lower	68.80	3.70	1.06	0.13	17.57
Eastern Metro	%	61.86	4.44	1.79	0.25	31.67
	SE	1.30	0.60	0.34	0.09	1.25
	Lower	59.29	3.40	1.23	0.12	29.26
Gippsland	%	70.90	5.24	1.84	0.45	21.57
	SE	2.31	1.02	0.53	0.26	2.20
	Lower	66.18	3.56	1.05	0.14	17.58
Grampians	%	75.22	7.64	3.20	1.42	26.18
	SE	70.77	5.62	3.41	0.05	20.14
	Lower	66.02	3.82	1.71	0.01	16.45
Hume	%	75.11	8.21	6.68	0.35	24.42
	SE	73.81	5.45	1.89	0.38	18.46
	Lower	68.78	3.50	0.87	0.14	14.57
Loddon-Mallee	%	78.29	8.40	4.08	1.00	23.12
	SE	71.99	6.12	2.30	0.78	18.82
	Lower	67.71	4.25	1.26	0.23	15.43
North-West Metro	%	75.90	8.72	4.13	2.64	22.75
	SE	60.22	6.77	2.66	1.18	29.17
	Lower	58.48	5.94	2.14	0.82	27.58
Southern Metro	%	61.93	7.71	3.30	1.69	30.82
	SE	63.01	5.60	2.64	0.78	27.97
	Lower	60.9	4.67	2.03	0.48	26.04
Upper	SE	1.06	0.51	0.35	0.19	1.011
	Lower	65.08	6.68	3.43	1.26	30.00

Table 11. Victorian Government regions by Canadian Problem Gambling Severity Index (N=15000, July-October 2009)<sup>a</sup>

Victorian Government Regions	Result	% adults by type of gambler (including non-gamblers)					Non-gamblers
		Non-problem gamblers	Low risk gamblers	Moderate risk gamblers	Problem gamblers	%	
Victoria	%	64.31	5.70	2.36	0.70	26.93	
	SE	0.51	0.25	0.16	0.09	0.48	
	Lower	63.30	5.23	2.061	0.55	25.99	
	Upper	65.31	6.21	2.70	0.90	27.88	

a. Based on the nine item Canadian Problem Gambling Severity Index risk category (Base: All Victorian adults)

Figure 22. Victorian Government regions by Canadian Problem Gambling Severity Index (N=15000, July-October 2009)<sup>a</sup>



a. Based on the nine item Canadian Problem Gambling Severity Index risk category (Base: All Victorian adults)

A map of the Victorian Government Regions is presented below.



Table 12 shows the risk for problem gambling across the three Electronic Gaming Machine (EGM) spend bands within each Victorian Government region. Consistent with the sampling frame design intent (ie. to focus sampling in locations where there is likely to be increased risk for problem gambling), findings revealed that the odds of problem gambling was significantly higher in medium EGM spend bands (OR=1.610, p<.001) and high EGM spend bands (OR=1.554, p<.001), compared to lower EGM spend band regions.

The relationship didn't hold quite as well for moderate risk gambling, as compared to low EGM spend bands, the association between moderate risk gambling and high EGM spend bands was only tending towards significance (OR=1.75, p=.07). Similarly worth noting, the chance of being a non-gambler was significantly less in a high EGM spend band, compared to a low spend band (OR=0.79, p<.01)

Table 12. Victorian Government regions split into EGM spend bands by Canadian Problem Gambling Severity Index (N=15000, July-October 2008)

Victorian Government Region Electronic Gaming Machine (EGM) expenditure bands <sup>a</sup>	% adults by type of gambler						Local Government Areas in Victoria
	Result	Non-problem	Low risk	Moderate risk	Problem gamblers	Non-gamblers	
Barwon S/W High	%	70.87	5.62	2.14	0.53	20.85	Queenscliffe Greater Geelong Warrambbool
	SE	2.07	1.05	0.66	0.28	1.89	
	Lower	66.65	3.88	1.16	0.19	17.38	
	Upper	74.77	8.07	3.91	1.49	24.8	
Barwon S/W Low	%	74.24	2.67	1.30	0.00	21.80	Moyme Corangamite Surf Coast
	SE	4.70	1.80	0.93	0.00	4.43	
	Lower	64.04	0.70	0.32	0.00	14.35	
	Upper	82.34	9.67	5.17	0.00	31.68	
Barwon S/W Medium	%	76.73	5.36	0.86	0.00	17.05	Colac-Otway Glenside Southern Grampians
	SE	3.39	2.03	0.67	0.00	2.90	
	Lower	69.45	2.53	0.19	0.00	12.08	
	Upper	82.7	11.03	3.90	0.00	23.51	
Eastern Metro High	%	63.7	4.895	2.328	0.41	28.66	Knox Maroondah Monash
	SE	1.24	0.61	0.42	0.17	1.16	
	Lower	61.23	3.83	1.64	0.18	26.44	
	Upper	66.11	6.24	3.30	0.91	31.00	
Eastern Metro Low	%	56.71	4.65	1.22	0.00	37.42	Boroondara Yarra Ranges
	SE	3.26	1.60	0.72	0.00	3.20	
	Lower	50.25	2.35	0.38	0.00	31.39	
	Upper	62.94	9.01	3.83	0.00	43.87	
Eastern Metro Medium	%	64.75	3.49	1.58	0.28	29.90	Whitehorse Manningham
	SE	2.30	0.86	0.70	0.22	2.19	
	Lower	60.12	2.145	0.65	0.06	25.79	
	Upper	69.12	5.64	3.75	1.33	34.37	
Gippsland High	%	71.62	4.96	2.163	0.54	20.71	East Gippsland Bass Coast Wellington Latrobe
	SE	2.66	1.16	0.63	0.32	2.54	
	Lower	66.13	3.13	1.22	0.17	16.18	
	Upper	76.54	7.79	3.80	1.69	26.13	

Table 12. Victorian Government regions split into EGM spend bands by Canadian Problem Gambling Severity Index (N=15000, July-October 2008)

Victorian Government Region Electronic Gaming Machine (EGM) expenditure bands <sup>a</sup>	% adults by type of gambler						Local Government Areas in Victoria
	Result	Non-problem	Low risk	Moderate risk	Problem gamblers	Non-gamblers	
Cippsland Medium	%	67.20	6.66	0.15	0.00	25.99	South Gippsland Baw Baw
	SE	3.83	2.00	0.15	0.00	3.57	
	Lower	59.31	3.66	0.02	0.00	19.63	
	Upper	74.22	11.83	1.06	0.00	33.55	
Grampians High	%	70.75	6.62	2.54	0.09	20.01	Rural Ararat Northern Grampians Ballarat
	SE	2.87	1.55	1.14	0.09	2.53	
	Lower	64.82	4.15	1.04	0.01	15.5	
	Upper	76.05	10.38	6.04	0.66	25.43	
Grampians Low	%	58.75	8.96	5.95	0.00	26.34	Golden Plains Hindmarsh Pyrenees West Wimmera Yamirambiack
	SE	7.00	3.52	5.03	0.00	6.10	
	Lower	44.71	4.05	1.074	0.00	16.18	
	Upper	71.50	18.65	26.94	0.00	39.85	
Grampians Medium	%	78.37	1.637	3.49	0.00	16.51	Hepburn Moorabool Rural Horsham
	SE	4.02	1.24	1.60	0.00	3.65	
	Lower	69.48	0.37	1.40	0.00	10.52	
	Upper	85.22	7.02	8.39	0.00	24.94	
Hume High	%	70.49	5.50	2.84	0.60	20.57	Rural Benalla Mitchell Greater Shepparton
	SE	2.60	1.11	1.522	0.33	2.22	
	Lower	65.15	3.69	0.98	0.20	16.56	
	Upper	75.33	8.13	7.932	1.749	25.27	
Hume Low	%	72.57	4.12	1.50	0.00	21.82	Indigo Moira Towong Murrindindi Strathbogie Mansfield
	SE	6.24	3.02	1.08	0.00	5.85	
	Lower	58.86	0.95	0.36	0.00	12.47	
	Upper	83.02	16.11	6.007	0.00	35.34	
Hume Medium	%	80.16	6.83	0.90	0.46	11.64	Alpine Rural Wedganga Rural Wangaratta
	SE	3.70	2.37	0.71	0.46	2.935	
	Lower	71.92	3.41	0.19	0.06	7.00	
	Upper	86.45	13.19	4.17	3.25	18.73	
Loddon-Mallee High	%	73.88	6.681	2.013	0.53	16.89	Rural Swan Hill Rural Mildura Greater Bendigo Central Goldfields
	SE	2.26	1.53	0.68	0.27	1.83	
	Lower	69.22	4.24	1.03	0.20	13.60	
	Upper	78.06	10.37	3.88	1.44	20.80	
Loddon-Mallee Low	%	65.12	5.31	2.86	0.00	26.70	Buloke Loddon Gannawarra
	SE	5.34	2.88	1.88	0.00	4.85	
	Lower	54.07	1.80	0.78	0.00	18.31	
	Upper	74.75	14.68	9.99	0.00	37.20	

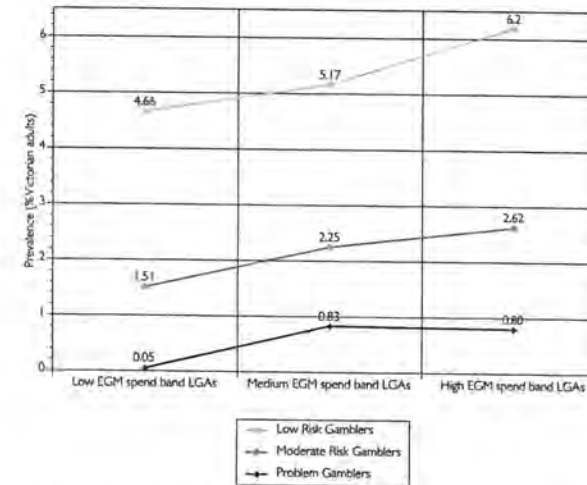
Table 12. Victorian Government regions split into EGM spend bands by Canadian Problem Gambling Severity Index (N=15000, July-October 2008)

Victorian Government Region Electronic Gaming Machine (EGM) expenditure bands <sup>a</sup>	% adults by type of gambler						Local Government Areas in Victoria
	Result	Non-problem	Low risk	Moderate risk	Problem gamblers	Non-gamblers	
Loddon-Mallee Medium	%	70.09	5.26	2.68	1.42	20.54	Mount Alexander Campaspe Macedon Ranges
	SE	4.70	1.87	1.66	1.41	4.44	
	Lower	60.16	2.60	0.79	0.20	13.17	
	Upper	78.44	10.37	8.74	9.39	30.59	
North-West Metro High	%	59.78	7.4	3.11	1.213	28.5	Hobsons Bay Wyndham Darebin Whittlesea Moonee Valley Hume Brimbank Maribymong Melbourne
	SE	1.06	0.57	0.39	0.27	0.99	
	Lower	57.68	6.36	2.43	0.78	26.61	
	Upper	61.84	8.59	3.98	1.86	30.47	
North-West Metro Low	%	73.28	4.37	1.29	0.72	20.34	Nillumbik
	SE	2.28	1.05	0.68	0.45	2.04	
	Lower	68.60	2.72	0.45	0.21	16.63	
	Upper	77.50	6.95	3.61	2.41	24.63	
North-West Metro Medium	%	59.68	5.46	1.68	1.15	32.03	Yarra Melton Moreland Banyule
	SE	1.75	0.79	0.40	0.42	1.69	
	Lower	56.22	4.10	1.052	0.56	28.81	
	Upper	63.05	7.24	2.68	2.36	35.42	
Southern Metro High	%	64.6	5.60	2.476	0.8075	26.52	Glen Eira Manningham Peninsula Frankston Kingston Greater Dandenong
	SE	1.16	0.54	0.40	0.24	1.08	
	Lower	62.3	4.62	1.80	0.45	24.45	
	Upper	66.84	6.767	3.39	1.43	28.69	
Southern Metro Low	%	65.23	4.65	1.09	0.00	29.03	Bayside Stonnington
	SE	3.42	1.51	0.55	0.00	3.30	
	Lower	58.26	2.44	0.41	0.00	23.01	
	Upper	71.6	8.68	2.90	0.00	35.90	
Southern Metro Medium	%	59.35	6.04	3.65	1.12	29.84	Cardinia Port Phillip Casey
	SE	2.16	1.10	0.84	0.45	2.056	
	Lower	55.05	4.21	2.32	0.50	25.97	
	Upper	63.51	8.59	5.71	2.46	34.02	
Victoria	%	64.31	5.70	2.36	0.70	26.93	All LGAs
	SE	0.51	0.25	0.16	0.09	0.48	
	Lower	63.30	5.23	2.06	0.55	25.99	
	Upper	65.31	6.210	2.70	0.90	27.88	

a. These were used for sampling within Victorian Government regions. Note that some areas like Gippsland did not have a low expenditure band.

The prevalence of different at-risk segments for problem gambling is shown in Figure 23. This illustrates the previously stated trend for there to be a greater likelihood of risk for problem gambling in the high and medium EGM expenditure band samples.

Figure 23. Prevalence of at-risk gambling by EGM expenditure bands (N=1249, July-October 2008)<sup>a</sup>



a. Based on the nine item Canadian Problem Gambling Severity Index risk category (Base: All Victorian adults)



## Lifetime risk for problem gambling

### Overall results

As part of the epidemiological study, lifetime risk for problem gambling was measured through use of the NODS-CLIP2 scale. This scale presents an efficient and high validity method for measuring an individual's lifetime risk for problem gambling through a small number of questions. Analysis showed that 1217 respondents maximum out of 12292 respondents went on to complete some questions past the fifth NODS-CLIP2 questions (equivalent to only 9.90% of screened respondents). It should also be considered that only respondents ever reporting having gambled were screened.

The risk for lifetime problem gambling by the Canadian Problem Gambling Severity Index risk segments for the Victorian adult population is presented in Table 13 and Figure 24. Overall results for Victorian adults are also presented.

As measured by the NODS-CLIP2, lifetime problem gambling refers to the occurrence of problem gambling at any point throughout the life span. Different categories of risk are defined by the NODS-CLIP2 including lifetime non-problem gambling, lifetime at-risk gambling, lifetime problem gambling and lifetime pathological gambling.

An estimated 1.13% of Victorian adults were classified as 'lifetime pathological gamblers', 1.18% were classified as 'lifetime problem gamblers' and 4.57% as 'lifetime at-risk problem gamblers'. In contrast, 93.12% were classified as 'lifetime non-problem gamblers' using the NODS-CLIP2 scale.

Combination of the higher risk NODS-CLIP2 point estimates for lifetime problem gambling risk revealed that a total of 6.86% of the Victorian adult population show some indication of lifetime risk for problem gambling. In this context, it is interesting that a combined 8.76% of Victorian adults show some level of 'at-risk' current problem gambling using the Canadian Problem Gambling Severity Index. This is undoubtedly a reflection of different measurement approaches used in the scale, with the NODS-CLIP2 largely reflecting more clinically-oriented definitions of problem gambling (based on the DSM-IV).

It is similarly interesting that a higher percentage of problem gamblers, as defined by the Canadian Problem Gambling Severity Index (57.30%), are classified as 'lifetime pathological gamblers' and still a relatively large percentage (31.56%) as 'lifetime problem gamblers'. This gives some weight to the idea that problem gambling may be a state that is endured across a lifetime and is likely to be quite resistant to change over time. Comparisons with the other risk segments also reveals that segments such as current low risk and moderate risk gamblers (measured by the PGSI) have comparatively very few 'lifetime' problem or pathological gamblers.

Table 13. Lifetime risk for problem gambling (NODS-CLIP2) by Canadian Problem Gambling Severity Index risk status (N=15000 including non-gamblers, July-October 2008)<sup>a</sup>

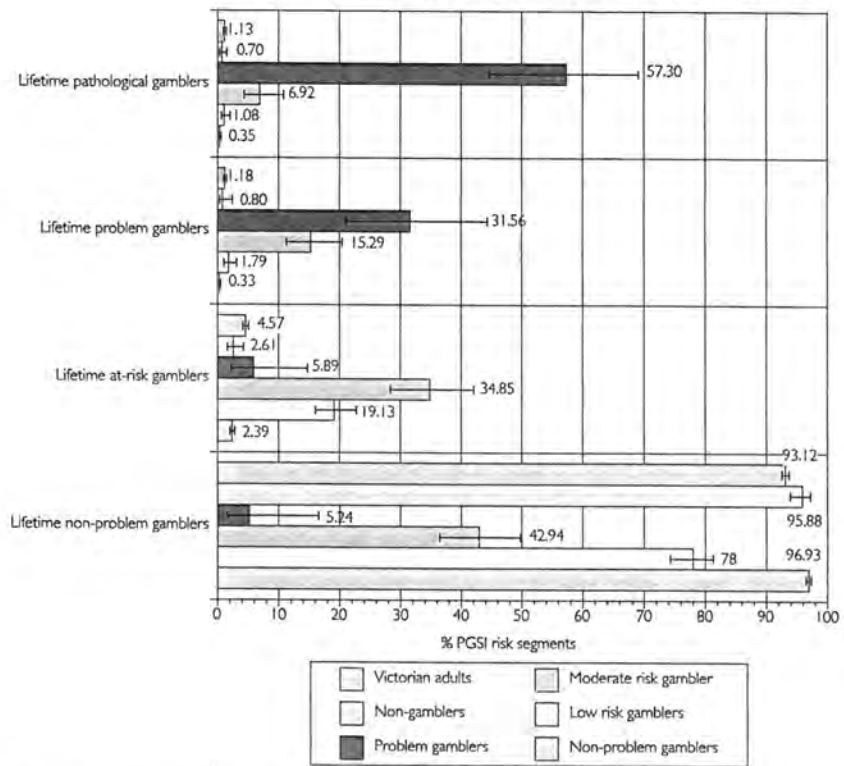
Type of gamblers as defined by the Canadian Problem Gambling Severity Index	Gambler type as defined by NODS-CLIP2 (Measure of Lifetime Problem Gambling) (%)				
	Result	Lifetime non-problem gamblers	Lifetime at-risk gamblers	Lifetime problem gamblers	Lifetime pathological gamblers
Non-problem gamblers	%	96.93	2.39	0.33	0.35
	SE	0.22	0.20	0.07	0.07
	Lower	96.46	2.03	0.21	0.23
	Upper	97.34	2.81	0.50	0.54
Low risk gamblers	%	78.00	19.13	1.79	1.08
	SE	1.79	1.72	0.51	0.34
	Lower	74.29	15.99	1.03	0.58
	Upper	81.30	22.72	3.11	2.01

Table 13. Lifetime risk for problem gambling (NODS-CLIP2) by Canadian Problem Gambling Severity Index risk status (N=15000 including non-gamblers, July-October 2008)<sup>a</sup>

Type of gamblers as defined by the Canadian Problem Gambling Severity Index	Gambler type as defined by NODS-CLIP2 (Measure of Lifetime Problem Gambling) (%)				
	Result	Lifetime non-problem gamblers	Lifetime at-risk gamblers	Lifetime problem gamblers	Lifetime pathological gamblers
Moderate risk gambler	%	42.94	34.85	15.29	6.92
	SE	3.42	3.52	2.32	1.61
	Lower	36.41	28.31	11.28	4.35
	Upper	49.72	42.02	20.40	10.82
Problem gamblers	%	5.24	5.89	31.56	57.30
	SE	3.23	2.87	6.00	6.36
	Lower	1.52	2.22	21.10	44.63
	Upper	16.52	14.72	44.30	69.08
Non-gamblers	%	95.88	2.61	0.80	0.70
	SE	0.83	0.65	0.45	0.27
	Lower	93.91	1.60	0.27	0.33
	Upper	97.23	4.25	2.40	1.50
Victorian adults	%	93.12	4.57	1.18	1.13
	SE	0.30	0.25	0.12	0.12
	Lower	92.52	4.10	0.96	0.92
	Upper	93.68	5.08	1.46	1.38

<sup>a</sup> Question - Based on score on Canadian Problem Gambling Severity Index & lifetime risk for problem gambling measured by NODS-CLIP2 (Base: All Victorian adults)

Figure 24. Lifetime risk for problem gambling (NODS-CLIP2) by Canadian Problem Gambling Severity Index risk status (N=1 5000, July-October 2008)<sup>a</sup>



a. Question - Based on score on Canadian Problem Gambling Severity Index & lifetime risk for problem gambling measured by NODS-CLIP2 (Base: All Victorian adults)

# Problem gambling

## Results from the Queensland household gambling survey 2008–09

Survey respondents who had gambled in the previous 12 months were asked a series of nine questions from the Canadian Problem Gambling Index (CPGI). The questions related to behaviours and issues associated with problem gambling.

Based on their responses to the CPGI questions, it is likely that the problem gambling group includes those who are gambling to an extent that problems have emerged which are affecting themselves or others around them.

Approximately 12 000 Queenslanders or 0.37 per cent of the adult population are problem gamblers.

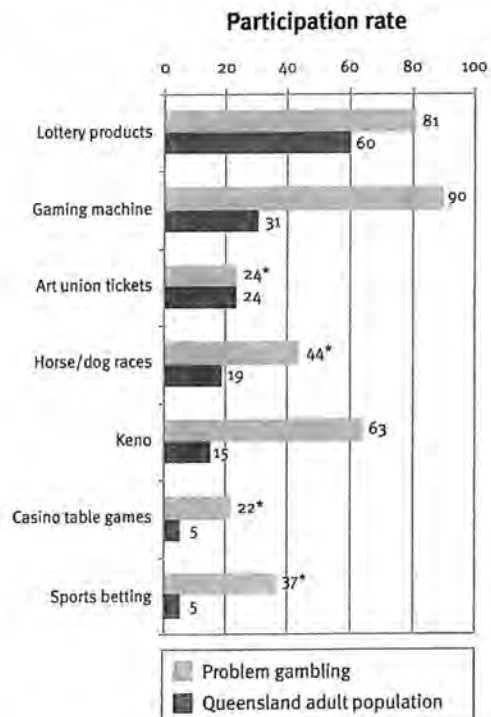
### Gambling participation

As shown in Figure 1, problem gamblers have much higher rates of participation in gambling than the overall Queensland adult population. In particular:

- Some 90 per cent of problem gamblers played gaming machines in the previous 12 months, compared with 31 per cent of the overall population.
- Almost two thirds of problem gamblers had played keno in the previous 12 months, compared with 15 per cent of the overall population.
- Approximately 37 per cent of problem gamblers had bet on sporting events, compared with only 5 per cent of the overall population.

A notable exception is art union tickets, where the participation rate of problem gamblers was the same as for the overall population (24 per cent).

**Figure 1:** Participation in gambling activities in the last 12 months (Queensland adult population and problem gambling group)



Source: Queensland household gambling survey 2008–09  
\* Relative standard error exceeds 25 per cent.

For further information, please contact the Office of Liquor and Gaming Regulation on 13 13 04 or visit [www.olgr.qld.gov.au](http://www.olgr.qld.gov.au)

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# Gambling participation of recreational and at-risk groups

## Results from the Queensland household gambling survey 2008–09

### Methodology

The survey respondents were asked about their participation in gambling over the previous 12 months.

Those who had gambled in the previous 12 months were asked a series of nine questions from the Canadian Problem Gambling Index (CPGI). The questions related to behaviours and issues associated with problem gambling. The results from the questions were scored and aggregated. Depending on the score, individuals were assigned to one of the four gambling groups – recreational gambling, low risk gambling, moderate risk gambling and problem gambling.

### Key findings

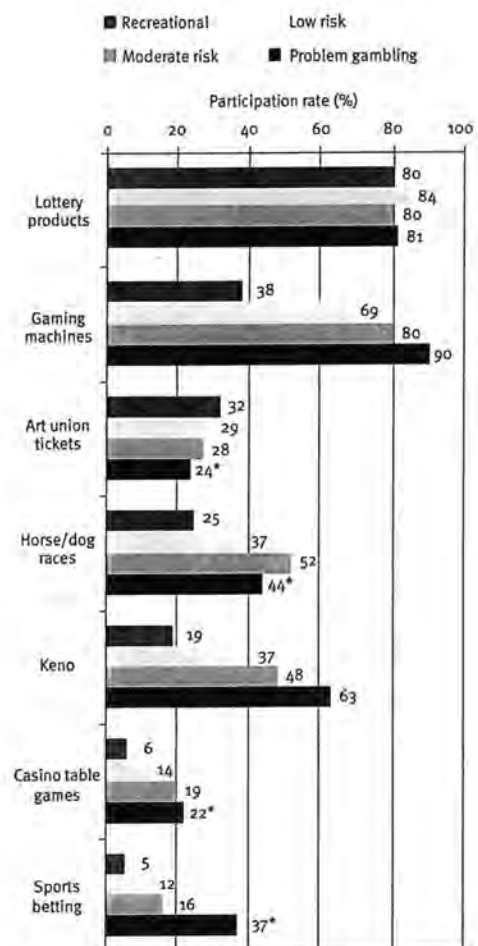
Figure 1 shows that, for most gambling activities, participation rates are higher for low risk, moderate risk and problem gamblers than for recreational gamblers.

Some 38 per cent of recreational gamblers played gaming machines in the previous 12 months. Comparatively high proportions of low risk gamblers (69 per cent), moderate risk gamblers (80 per cent) and problem gamblers (90 per cent) had played gaming machines. Also, participation rates for keno and sports betting were lower for recreational gamblers than for low risk, moderate risk and problem gamblers.

In terms of wagering on horse or dog races and playing casino table games, participation was lower in the recreational gambling group than in the low risk and moderate risk gambling groups. The estimates for the problem gambling group were associated with a high level of sampling error.

The participation rates in lottery products and art union tickets are similar across the recreational, low risk, moderate risk and problem gambling groups.

Figure 1: Participation in gambling activities in the last 12 months, by gambling group (Queensland adult population)



Source: Queensland household gambling survey 2008–09  
\*Relative standard error exceeds 25%.

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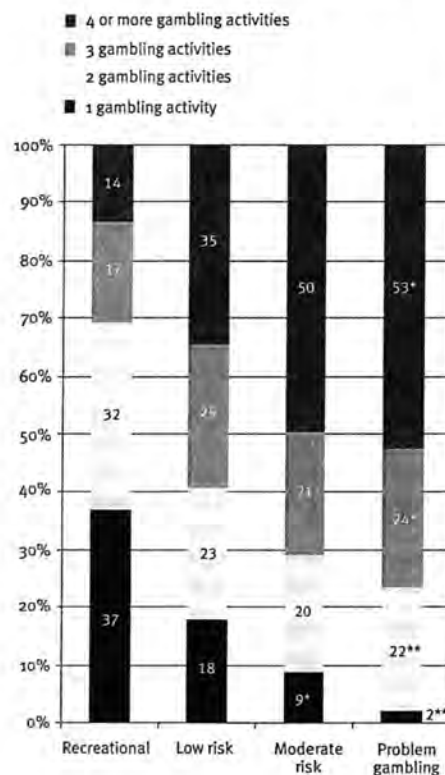
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### Number of gambling activities

The tendency for higher participation rates in different types of gambling by the higher risk gambling groups is also reflected in Figure 2. This graph outlines the number of different types of gambling activities in which gamblers have participated.

Only a small proportion (14 per cent) of the recreational gambling group participated in four or more gambling activities. In contrast, about half of moderate risk and problem gamblers had participated in four or more gambling activities.

Figure 2: Number of gambling activities in the last 12 months, by gambling group (Queensland adult population)



Source: Queensland household gambling survey 2008-09

\*Relative standard error exceeds 25%.

\*\*Relative standard error exceeds 50%.





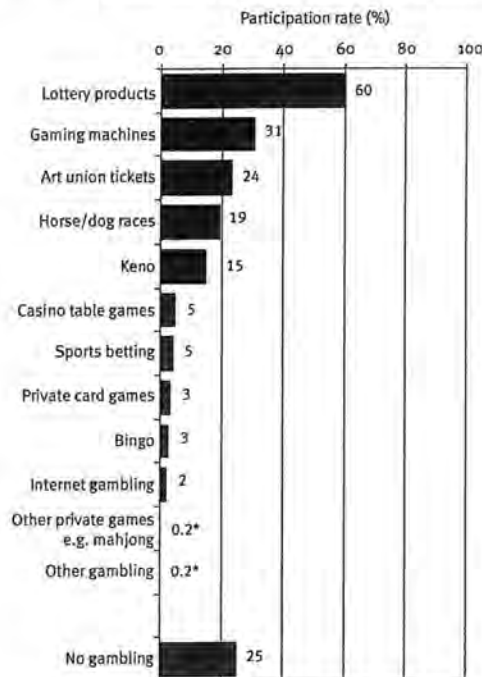
# Gambling participation

## Results from the *Queensland household gambling survey 2008–09*

All respondents to the *Queensland household gambling survey 2008–09* were asked about their participation in 12 gambling activities over the past 12 months. As outlined in Figure 1, some features of gambling participation in Queensland are:

- Lottery products (including instant scratch-its, lotto and other lottery games) are clearly most popular with 60 per cent of the adult population reporting having purchased such products in the previous 12 months.
- Gaming machines rate second in terms of participation (31 per cent).
- One in four Queenslanders (25 per cent) had not gambled in the previous 12 months.

**Figure 1: Participation in gambling activities in the last 12 months (Queensland adult population)**



Source: *Queensland household gambling survey 2008–09*  
\*Relative standard error exceeds 25%.

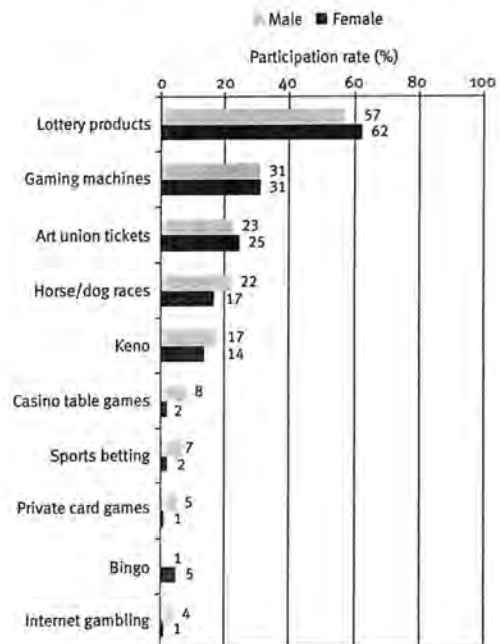
### Gender

Figure 2 shows the participation rates for men and women in the more popular gambling activities. Similar proportions of men and women played gaming machines and purchased art union tickets.

Women had higher participation rates for lottery products and bingo.

Men had higher participation rates for wagering on horse and greyhound races, keno, casino table games, sports betting, private card games and internet gambling.

**Figure 2: Participation in gambling activities in the last 12 months, by sex (Queensland adult population)**



Source: *Queensland household gambling survey 2008–09*

For further information, please contact the Office of Liquor and Gaming Regulation on 13 13 04 or visit [www.olgr.qld.gov.au](http://www.olgr.qld.gov.au)

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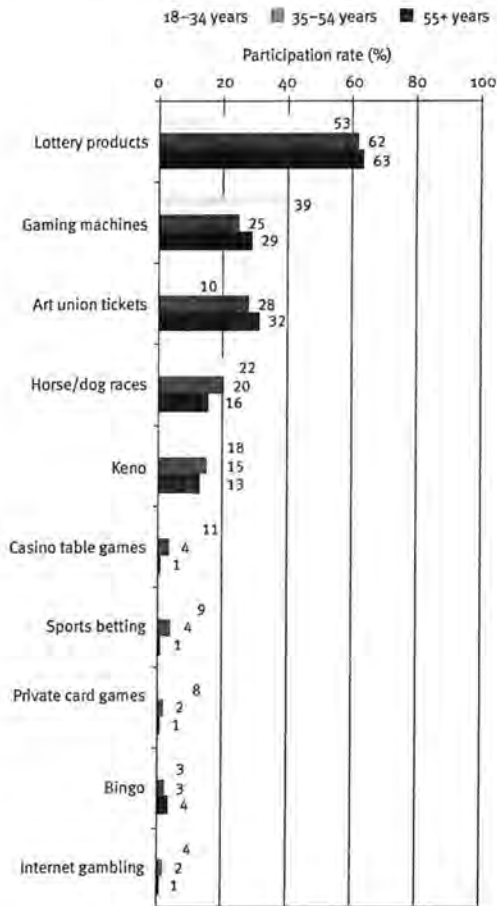


## Age

There are some clear relationships between a person's age and their gambling choices.

- The 18–34 years age bracket has highest participation rates for gaming machines, casino table games, sports betting and private card games.
- Wagering on horse and greyhound races is less popular among those aged 55 years or more.
- Queenslanders aged 35 years or more are more likely to have purchased lottery products or art union tickets than those under 35 years.

Figure 3: Participation in gambling activities in the last 12 months, by age (Queensland adult population)



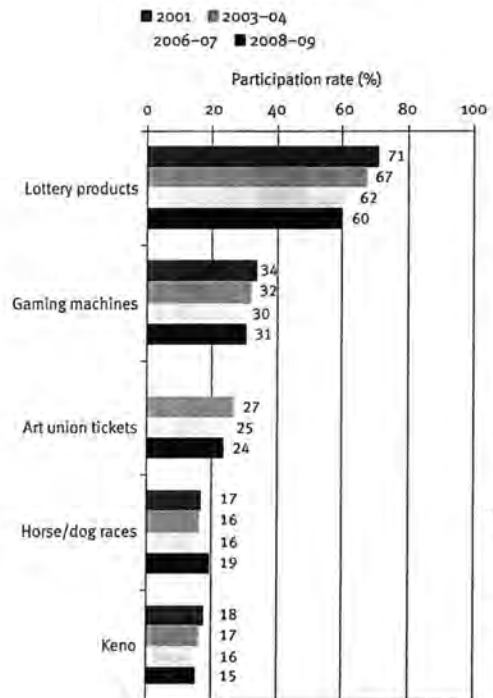
Source: Queensland household gambling survey 2008–09

## Comparing 2008-09 with previous surveys

Figure 4 shows gambling participation rates for the five most popular forms of gambling in 2001, 2003–04, 2006–07 and 2008–09.

- The results indicate that the proportion of Queenslanders who purchased lottery products fell from 71 per cent in 2001 to 60 per cent in 2008–09.
- Across all four surveys, approximately 30 per cent of the population played gaming machines.
- In 2008–09 there appears to have been a small rise in the proportion of the adult population who had wagered on horse or dog races.
- Queenslanders' participation in keno has fallen slightly from 18 per cent of the adult population in 2001 to 15 per cent in 2008–09.

Figure 4: Participation in gambling activities in the last 12 months, time series (Queensland adult population)



*Exp data slow 40% increase 2001-2007 - mails Gmc (+5%) Lotto (+3) TAB (+28)*

Source: Queensland household gambling surveys 2001, 2003–04, 2006–07 and 2008–09

In 2001, art union and raffle tickets were included in a single question.





# Gambling behaviours

## Results from the *Queensland household gambling survey 2008–09*

### Methodology

The survey respondents were asked about their participation in gambling over the previous 12 months.

Those who had gambled in the previous 12 months were asked a series of nine questions from the Canadian Problem Gambling Index (CPGI). The questions related to behaviours and issues associated with problem gambling. The results from the questions were scored and aggregated. Depending on the score, individuals were assigned to one of the four gambling groups – recreational gambling, low risk gambling, moderate risk gambling and problem gambling.

People who had participated in a particular gambling activity were subsequently asked how often they had participated and, where relevant, how many hours and minutes they usually spent on a typical gambling occasion.

### Frequency of gambling

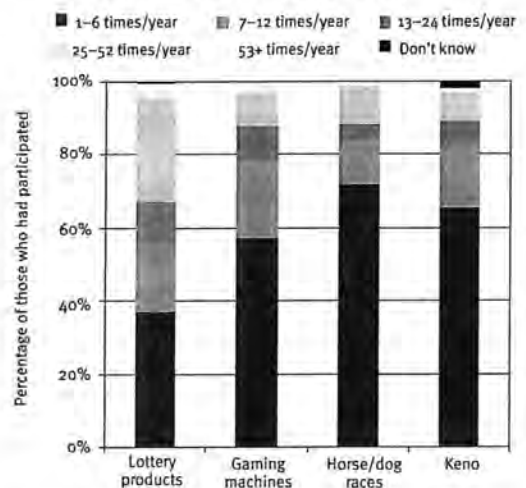
Figure 1 outlines how frequently Queenslanders participated in gambling activities in the previous 12 months.

Most gamblers report that they have infrequently played gaming machines, played keno or wagered on horse/dog races. Over half (57 per cent) of gaming machine users had played less than seven times in the previous 12 months. For keno and wagering on horse/dog races, about two thirds of gamblers had participated less than seven times in the previous year.

People tend to play lottery products on a more frequent basis than other major gambling activities. About 62 per cent of lottery players had participated seven or more times during the year.

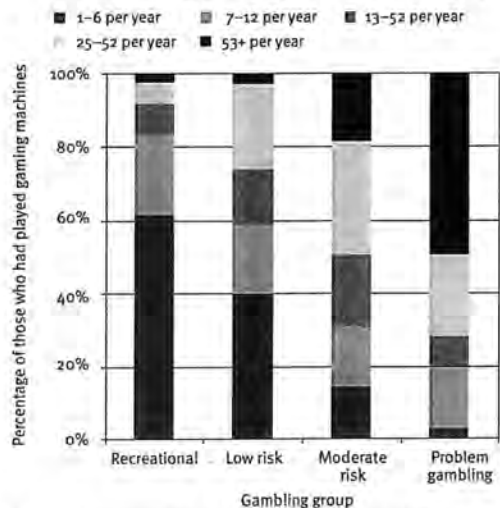
Figure 2 shows that people in the higher risk gambling groups tend to play gaming machines more often. Approximately half of the problem gambling group used gaming machines more than 52 times per year. This compares to just 18 per cent of moderate risk gamblers, 3 per cent of low risk gamblers and 2 per cent of recreational gamblers.

**Figure 1: Frequency of participating in gambling activities in the previous 12 months (Queensland adult population)**



Source: Queensland household gambling survey 2008–09

**Figure 2: Frequency of playing gaming machines, by gambling group (Queensland adult population)**



Source: Queensland household gambling survey 2008–09

**For further information, please contact the Office of Liquor and Gaming Regulation on 13 13 04 or visit [www.olgr.qld.gov.au](http://www.olgr.qld.gov.au)**

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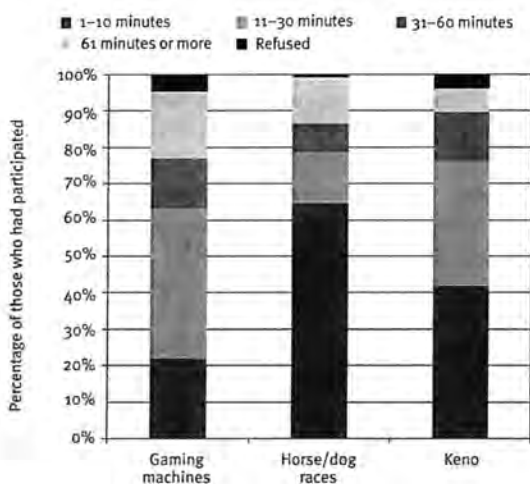
### Duration of gambling sessions

Respondents who played gaming machines were asked how many hours and minutes they normally spent each time they played. As shown in Figure 3, 22 per cent usually played for 10 minutes or less and a further 41 per cent played for between 11 and 30 minutes.

Of those who had wagered on horse or greyhound races, almost two thirds (65 per cent) normally spent 10 minutes or less preparing and placing their bets.

Some 42 per cent of Keno players normally played for 10 minutes or less, and 35 per cent played for between 11 and 30 minutes.

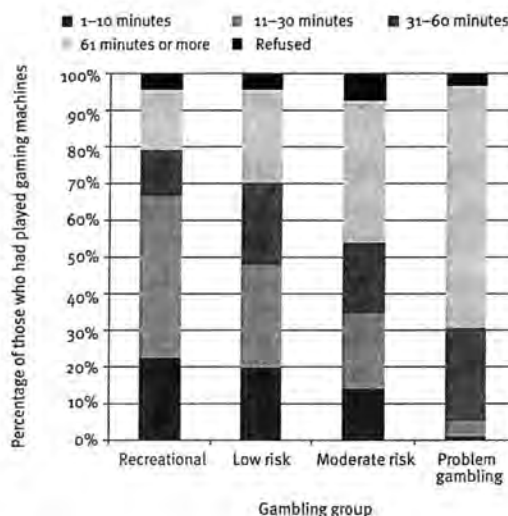
Figure 3: Usual duration of gambling sessions in the previous 12 months (Queensland adult population)



Source: Queensland household gambling survey 2008-09

Figure 4 shows that of those in the problem gambling group who play gaming machines, about two thirds usually play for sessions lasting longer than one hour. In contrast, only 16 per cent of recreational gamblers usually play gaming machines for longer than an hour.

Figure 4: Usual duration of gaming machine sessions in the previous 12 months, by gambling group (Queensland adult population)



Source: Queensland household gambling survey 2008-09



Office of Liquor and Gaming Regulation

## Office of Liquor and Gaming Regulation

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### Community Benefit Funds Unit

The Community Benefit Funds Unit administers the following funding programs.

#### Gambling Community Benefit Fund

The Queensland Government established the Gambling Community Benefit Fund (GCBF) in 1994 to provide funding to community groups in Queensland. The GCBF receives money from taxes on Golden Casket lotteries, wagering, keno and gaming machines. It distributes these funds to not-for-profit community groups on a quarterly basis (closing 28 February, 31 May, 31 August and 30 November).

One-off grants of up to \$35,000 inclusive of GST (and more for applications that have substantial community benefit) are allocated to approved not-for-profit organisations to help them provide community services or activities that benefit the Queensland community.

To view committee members click [here](#).

#### Jupiters Casino Community Benefit Fund

The Queensland Government established the Jupiters Casino Community Benefit Fund (JCCBF) in 1987 to provide funding to community groups in Queensland. The JCCBF receives money from taxes on casinos. It distributes these funds to not-for-profit community groups on a quarterly basis (closing 28 February, 31 May, 31 August and 30 November).

One-off grants of up to \$150,000 inclusive of GST are allocated to approved not-for-profit organisations to help them provide community services or activities that benefit communities within the geographical jurisdiction from the Queensland and New South Wales border, to the northern boundaries of Boulia, Winton, Barcaldine and Isaac.

To view board members click [here](#).

#### Reef Hotel Casino Community Benefit Fund

The Queensland Government established the Reef Hotel Casino Community Benefit Fund (RHCCBF) in 1996 to provide funding to community groups in Far North Queensland. The RHCCBF receives money from taxes on casinos. It distributes these funds to not-for-profit community groups on a bi-annual basis (closing 28 February and 31 August).

One off grants of up to \$15,000 inclusive of GST (up to a maximum of \$25,000 inclusive of GST) are allocated to approved not-for-profit organisations to help provide community services or activities that benefit communities within the geographical jurisdiction North

from Burke, Carpentaria, Croydon, Etheridge, Tablelands and Cassowary Coast, including Torres Strait and Thursday Island.

To view board members click [here](#).

### **Breakwater Island Casino Community Benefit Fund**

The Queensland Government established the Breakwater Island Casino Community Benefit Fund (BICCBF) in 1988 to provide funding to community groups in North Queensland. The BICCBF receives money from taxes on casinos. It distributes these funds to not-for-profit community groups on a bi-annual basis (closing 31 May and 30 November).

One off grants of up to \$5,000 inclusive of GST (and more for applications that have substantial community benefit) are allocated to approved not-for-profit organisations to help provide community services or activities that benefit communities within the areas of Mount Isa, Cloncurry, McKinlay, Richmond, Flinders, Charters Towers, Hinchinbrook, Townsville, Burdekin, Whitsunday and Mackay.

To view board members click [here](#).

Last reviewed 6 December 2012

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## Public registers

- [Our online services](#)
- [Public registers](#)
- Entitlement tender results

## Search results

Entitlement tender results

*— for clubs only ??*

- [PDF](#)
- [EXCEL](#)

Tender	Closing Date of Sale	SOUTH EAST		COASTAL		WESTERN		Contribution to CIF
		Sold	Avg Price	Sold	Avg Price	Sold	Avg Price	
Tender 4	12-09-2012	0	0	52	\$10,118	0	0	\$478,315
Tender 3	21-09-2011	0	0	46	\$11,543	0	0	\$482,727
Tender 2	16-02-2011	19	\$6,069	70	\$14,710	0	0	\$1,040,913
<i>State Total</i>		<i>Contribution to CIF \$2,873,847</i>						
<i>Total tenders:</i>		<i>4</i>						

*→ 2011/12  
State*

Tender	Closing Date of Sale	SOUTH EAST		COASTAL		WESTERN		Contribution to CIF
		Sold	Avg Price	Sold	Avg Price	Sold	Avg Price	
Tender 1	17-02-2010	13	\$6,577	77	\$11,345	0	0	\$871,892
<i>State Total</i>		<i>Contribution to CIF \$2,873,847</i>						
<i>Total tenders:</i>		<i>4</i>						



## Office of Liquor and Gaming Regulation

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### Gaming Machine Operating Authorities Re-allocation Scheme

On 8 May 2001 the Queensland Government introduced a state-wide cap on the total number of gaming machines in hotels. As part of this cap, the Queensland Government also announced the creation of a scheme that would allow the trade of gaming machines (authorities) that become available in the market.

The scheme allows the re-allocation of gaming machine authorities that become available within the cap as a result of a hotel closing, a reduction in the number of approved gaming machines or the surrender or cancellation of the gaming machine licence.

As a result, authorities are sold via public tender sales. Sales are conducted by competitive tender in each of the three authority regions and authorities are only able to be sold in the region from which they originated. The Public Trustee of Queensland, acting on behalf of Queensland Treasury, conducts the tender process.

Licencees should use:

Form 7A - Application to decrease the approved number of gaming machines granted to a licensee

(PDF 230 K) or the:

Form 12 - Notification of surrender of a gaming machine licence to place authorities in the pool for sale. (PDF 290 K)

#### **Sales (tenders) of gaming machine operating authorities (hotels)**

Licensees will be eligible to purchase authorities for two (2) years after the grant of a licence or one (1) year after approval of an increase. In either case, the Commissioner for Liquor and Gaming may extend this period for a further year if the applicant can prove that exceptional circumstances have prevented the installation of gaming machines. The maximum number of authorities you may possess is equal to the approved number of gaming machines fixed for the premises by the Commissioner.

The sale process is essentially a tender auction, with bids made through the lodgement of a *tender bid form* provided to eligible purchasers at the commencement of the sale. Only one tender bid form per eligible premises will be accepted and you may not bid more than one amount per operating authority. If you are licensed to operate gaming machines at more than one premises, a separate tender bid form for each eligible premises will be required.

Tender documents must be lodged in the tender box at the office of the Public Trustee of Queensland. The Office of Liquor and Gaming Regulation (OLGR) cannot accept any tender documents. Documents posted or faxed will not be accepted.

Once the tender has closed the Public Trustee will allocate each operating authority against valid tenders in order of highest to lowest bid. Documents lodged without the lodgement fee (currently \$55) or received after the closing time will be declared invalid. Where you are lodging bids for more than one premises a lodgement fee will be required for each. The Public Trustee will notify successful bidders of their allocation and require payment within five working days. Payment for each operating authority will be the amount bid on your tender form, an administration fee of \$440 per operating authority, and stamp duty.

How much do I bid for an operating authority?

How much you should bid for an operating authority is a matter for you and/or your accountant to determine.

The Public Trustee will set a minimum acceptable price for each region and any bids below the amount set will not be successful. The minimum acceptable price will not be disclosed.

Staff at OLGR and the Public Trustee's office are unable to assist you with how much to bid. However, details of the average price paid in previous tenders is available in the [Table – Operating authority tender sales](#).

### **How do I know when the tender is called?**

The Public Trustee will place an advertisement in The Courier Mail announcing the commencement of a tender.

The advertisement will state the number of operating authorities available for sale in each region, the closing date and lodgement details.

OLGR will provide all eligible buyers with a tender bid form by registered mail once the tender has been advertised. Sellers will also receive forms by registered mail.

Last reviewed 1 February 2013

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[s 313]

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**313 Sport and recreation benefit fund**

- (1) The sport and recreation benefit fund is continued in existence subject to the *Financial Administration and Audit Act 1977*, part 8, division 2.

*Editor's note—*

*Financial Administration and Audit Act 1977—see the Financial Accountability Act 2009, section 93*

- (2) Accounts for the fund must be kept as part of the departmental accounts of the department of government that deals with matters about sport (the *department*).
- (3) Amounts received for the fund must be deposited in a departmental financial-institution account of the department but may be deposited in an account used for depositing other amounts received by the department other than amounts received for the fund.

**314 Community investment fund**

- (1) The community investment fund is established.
- (2) Each month, the Minister must pay into the fund a percentage of all gaming machine tax for the previous month paid to the commissioner by all licensees.
- (3) The amounts paid into the fund under this Act are administered receipts.
- (4) The percentage mentioned in subsection (2) is the percentage prescribed under a regulation.

**315 Gambling community benefit fund**

- (1) The gambling community benefit fund is established.
- (2) The amounts paid into the fund are administered receipts.

**316 Gambling Community Benefit Committee**

The Minister responsible for the administration of the gambling community benefit fund—



- 
- (3A) Despite subsection (3), the following amounts of the payment assessed each month as gaming machine tax are controlled receipts of the department—
- (a) the amount prescribed under a regulation multiplied by the maximum number of operating authorities;
  - (b) the amount prescribed under a regulation multiplied by the maximum number of entitlements.
- (4) The Minister who is charged with the administration of the Sport and Recreation Benefit Fund may cause amounts to be paid out of the fund for the benefit of sport and recreation.
- (5) The Minister may cause amounts to be paid out of the community investment fund for—
- (a) gambling research and dealing with social issues arising from gambling (including research into the effectiveness of responsible gambling initiatives); and
  - (b) the gambling community benefit fund; and
  - (ba) the casino community benefit fund continued in existence under the *Casino Control Act 1982*, section 52(1); and
  - (c) major public sporting facilities of Statewide significance; and
  - (d) major cultural facilities of Statewide significance; and
  - (e) infrastructure for facilities mentioned in paragraph (c) or (d); and
  - (ea) a scheme for providing capital works for the racing industry; and
  - (f) funding that part of the department through which this Act is administered; and
  - (g) programs of Statewide significance, including job creation, community renewal and crime prevention.
- (5A) Amounts paid out under subsection (5)(ea) must not be more than the amounts paid into the community investment fund under the *Wagering Act 1998*, section 169(1)(b).

[s 323]

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- (6) The Minister may, having regard to the recommendation of the Gambling Community Benefit Committee, cause amounts to be paid out of the gambling community benefit fund for the benefit of the community.
- (7) Amounts may be retained under subsection (3A) or paid under subsection (4), (5) or (6) without further appropriation.

### **323 Adjustment of assessment in certain circumstances**

If the commissioner forms the opinion that an assessment of the monthly taxable metered win for licensed premises or a calculation of gaming machine tax, health services levy or penalty under section 319 for a month is in error, the commissioner may—

- (a) cause to be made an amended assessment or an amended calculation and, if an amount previously calculated as being payable—
  - (i) is less than the amount of the commissioner's amended calculation the difference is to be added to; or
  - (ii) is more than the amount of the commissioner's amended calculation the difference is to be deducted from;

the applicable amount of gaming machine tax, health services levy or penalty under section 319, which becomes due and payable by the day prescribed of the month next following the month in which the amended calculation is made; and

- (b) advise the licensee accordingly.

### **324 Recovery of taxes, levies and penalties**

- (1) Any gaming machine tax, health services levy or penalty payable under section 319 that remains unpaid may be recovered by the commissioner as a debt payable to the State—

[s 50]

## Part 8 Taxes, levies and fees

### 50 Prescribed day—Act, ss 312, 316B, 317, 319 and 323

For sections 312(2), 316B(2), 317(1), 319(1) and (2) and 323(a) of the Act, the prescribed day is the tenth day.

### 51 Gaming machine tax—Act, s 312

(1) This section prescribes percentages for section 312(3) and (4) of the Act.

(2) For category 1 licensed premises, the percentage is 35%.

(3) For category 2 licensed premises, the percentages are as follows—

(a) for the first \$9500 of monthly taxable metered win—nil;

(b) for the amount of the monthly taxable metered win that is more than \$9500 but not more than \$75000—17.91%;

(c) for the amount of the monthly taxable metered win that is more than \$75000 but not more than \$150000—20.91%;

(d) for the amount of the monthly taxable metered win that is more than \$150000 but not more than \$300000—23.91%;

(e) for the amount of the monthly taxable metered win that is more than \$300000 but not more than \$850000—25.91%;

(f) for the amount of the monthly taxable metered win that is more than \$850000 but not more than \$1400000—30.91%;

(g) for the amount of the monthly taxable metered win that is more than \$1400000—35%.

*Hotels*  
*Clubs*  
*Annual*  
*114,000*  
*900,000*  
*1,800,000*  
*3,600,000*  
*10,200,000*  
*16,200,000*

### 52 Gaming machine tax payable into community investment fund—Act, s 314

For section 314(4) of the Act, the prescribed percentage is 8.5%.

**53 Percentage of health services levy—Act, s 316B**

- (1) This section prescribes percentages for section 316B(3) of the Act.
- (2) The percentages are as follows—
  - (a) for the first \$100000 of the monthly taxable metered win—nil;
  - (b) for the amount of the monthly taxable metered win that is more than \$100000 but not more than \$140000—3.5%;
  - (c) for the amount of the monthly taxable metered win that is more than \$140000 but not more than \$180000—5.5%;
  - (d) for the amount of the monthly taxable metered win that is more than \$180000 but not more than \$220000—7.5%;
  - (e) for the amount of the monthly taxable metered win that is more than \$220000 but not more than \$260000—13.5%;
  - (f) for the amount of the monthly taxable metered win that is more than \$260000—20%.

*Category 1  
(Hotels)  
only*

**54 Penalty for late payment—Act, s 319**

For section 319(1)(a) of the Act, the prescribed percentage is 5%.

**55 Crediting of payments—Act, s 319**

- (1) For section 319(1)(b) of the Act, the amount is to be credited in the following order—
  - (a) subject to subsection (2), in payment of any outstanding gaming machine taxes and health services levies,



## Office of Liquor and Gaming Regulation

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### Machine gaming - reallocation scheme (club)

On 8 October 2009, Parliament approved legislation providing for the reallocation of gaming machine entitlements within the State-wide cap on club-operated gaming machines. One entitlement represents the club's ability to operate one gaming machine.

On 30 November 2009, all existing clubs in Queensland were provided with a number of entitlements defined by the new legislation. These clubs now have the ability to trade these entitlements with other clubs.

Entitlements can be transferred to other clubs on a permanent or temporary basis, and may also be obtained from a Government sale of club entitlements. For further information, see the attached fact sheets or contact the Office of Liquor and Gaming Regulation via email to [info@olgr.qld.gov.au](mailto:info@olgr.qld.gov.au).

[Results of club entitlement tender sales.](#)

#### Fact Sheets

[Club Reallocation Scheme Overview \(PDF 255 K\)](#)

[Permanent Transfer of Entitlements \(PDF 255 K\)](#)

[Temporary Transfer of Entitlements \(PDF 175 K\)](#)

[Guidelines - Transfer of Entitlements between Clubs \(PDF 1,025 K\)](#)

[Guidelines - Authorised Sale of Gaming Machine Entitlements \(PDF 210 K\)](#)

#### Frequently Asked Questions (FAQ)

[Club Reallocation Scheme FAQ \(PDF 170 K\)](#)

[Authorised Sale of Gaming Machine Entitlements FAQ \(PDF 130 K\)](#)

#### Forms

[Form 7A - Application to decrease the approved number of gaming machines granted to a licensee \(PDF 230 K\)](#)

[Form 12 - Notification of Surrender of Gaming Machine Licence \(PDF 290 K\)](#)

[Form 77 Application for a Permanent Transfer of Gaming Machine Entitlements between Clubs \(PDF 235 K\)](#)

[Form 78 Application for a Temporary Transfer of of Gaming Machine Entitlements between Clubs \(PDF 230 K\)](#)

#### Transfer Eligibility Checklists

[Permanent Transfer Eligibility Checklist \(PDF 110 K\)](#)

[Temporary Transfer Eligibility Checklist \(PDF 105 K\)](#)

> \$260,000                      20.00%

**Commission on Sale of Operating Authorities**

<b>Reason for Sale</b>	<b>Amount to be paid into Community Investment Fund</b>
Application for a decrease proposal	33%
Surrender of a Gaming Machine Licence	33%

**Site Licensing**

<b>Application Type</b>	<b>Application fee</b>	<b>Period of licence</b>
Grant of Gaming Machine Licence (Body Corporate and Individual)		5 years
- In relation to premises that are not licensed premises	\$5,475.00 (incl. licence fee)	
- In relation to premises that are licensed premises	\$2,595.00 (incl. licence fee)	
Grant of additional licensed premises Category 2 - Licensed Premises (club)	\$2,595.00	5 years
Renewal of Gaming Machine Licence (Body Corporate & Individual)		5 years
- Category 1 - Licensed Premises (Hotel)	\$435.00	
- Category 2 - Licensed Premises (Club)		
- for each premises	\$435.00	

- Copy or replacement of a Gaming Machine Licence requires the payment of a \$72.00 fee.

**Gaming Services**

<b>Licence Type</b>	<b>Application Fee</b>	<b>Other Fee</b>
Increase in number of gaming machines by: < 20 for clubs < 10 for hotels	\$145.00	\$14.00 for each machine
Increase in number of gaming machines by: > 20 for clubs > 10 for hotels	\$720.00	\$14.00 for each machine

## Machine Gaming Fees and Charges

### Gaming Machine Monthly Taxes (GST Adjusted)

Premises Type	Monthly Taxable Metered Win (\$)	Gaming Machine Tax (% of Monthly Taxable Metered Win)
Licensed Clubs (Category 2 licensed premises)	\$0 - 9,500	Nil
	\$9501 - 75,000	17.91%
	\$75,001 - 150,000	20.91%
	\$150,001 - 300,000	23.91%
	\$300,001 - 850,000	25.91%
	\$850,001 - 1,400,000	30.91%
	> \$1,400,000	35.00%
Hotels (Category 1 licensed premises)	All amounts	35.00% + levy if applicable

- 8.5% of Gaming Machine Tax to be paid into the Community Investment Fund.
- Tax is payable monthly in arrears.

### Health Service Levy

Premises Type	Monthly Taxable Metered Win (\$)	Health Services Levy (% of Monthly Taxable Metered Win)
Hotels (Category 1 licensed premises)	\$0 - 100,000	Nil
	\$100,001 - 140,000	3.50%
	\$140,001 - 180,000	5.50%
	\$180,001 - 220,000	7.50%
	\$220,001 - 260,000	13.50%

Decrease in number of gaming machines by clubs or hotels	\$72.00	N/A
Relocate a gaming machine	\$32.00 for each machine	N/A
Acquire a gaming machine	\$32.00 for each machine	N/A
Destroy a gaming machine	\$32.00 for each machine	N/A
Change the percentage return to player	\$32.00 for each machine	N/A
Application for repossession of gaming machines	\$32.00	N/A
Application to increase approved hours of gaming	\$32.00	N/A
Application for approval of a transfer of entitlements on a permanent basis	\$330.00	N/A
Application for approval to vary the consideration for a transfer of entitlements on a permanent basis	\$255.00	N/A
Application for approval of a transfer of entitlements for use on a temporary basis	\$330.00	N/A
Application to vary the period of a transfer or the consideration for a transfer of entitlements for use on a temporary basis	\$255.00	N/A
Application for approval to change the percentage return to players less than 1 month before it was last changed	\$32.00 for each machine	N/A

- Evaluation of gaming related system, gaming machine type or game, or linked jackpot arrangement, for each hour, or part of an hour, involved in the following-

1. carrying out:

1. basic evaluation \$180.00
2. intermediate evaluation \$225.00
3. advanced evaluation \$265.00
4. administration for an evaluation \$135.00



2. giving advice for an evaluation \$135.00
3. holding meetings for an evaluation \$135.00

**Employee Licences**

**Gaming Machine**

<b>Licence Type</b>	<b>Application Fee</b>	<b>Period of Licence</b>
Grant of Gaming Nominee Licence	\$435.00	5 years
Grant of Gaming Nominee or Key Monitoring Employee Licence	\$435.00	5 years
Renewal of Gaming Nominee or Key Monitoring Employee Licence	\$215.00	5 years
Grant of a Repairer Licence	\$215.00	5 years
Renewal of Repairer Licence	\$215.00	5 years

- Replacement/copy of Gaming Nominee, Repairer and Key Monitoring Employee Licences require the payment of a \$32.00 fee.

**Licensed Monitoring Operator (LMO), Dealer Licensing and Testing Facility Operator**

<b>Licence Type</b>	<b>Application Fee</b>	<b>Licence Fee</b>	<b>Period of Licence</b>
Grant of LMO Licence	\$14,410.00	\$345,790.00	10 years
Renewal of LMO Licence	\$14,410.00	\$345,790.00	10 years
Grant of Major Dealer Licence	\$14,410.00	\$172,895.00	5 years
Renewal of Major Dealer Licence	\$14,410.00	\$172,895.00	5 years
Grant of Secondary Dealer Licence	\$1,440.00	\$5,765.00	5 years
Renewal of Secondary Dealer Licence	\$1,440.00	\$5,765.00	5 years
Application for testing facility operator's licence	\$1,440.00	\$5,765.00	5 years
Renewal of testing facility operator's licence	\$1,440.00	\$5,765.00	5 years

- The replacement of a Supplier's Licence requires the payment of a \$72.00 fee.

**Service Contractors**

<b>Application Type</b>	<b>Application Fee</b>	<b>Licence Period</b>
-------------------------	------------------------	-----------------------

Grant of Service Contractors  
Licence

- Individual	\$435.00	5 yrs
- Category 1	\$865.00	5 yrs
- Category 2	\$7,200.00	5 yrs

Renewal of Service Contractors  
Licence

- Individual	\$435.00	5 yrs
- Category 1	\$865.00	5 yrs
- Category 2	\$7,200.00	5 yrs

- Replacement/copy of a Service Contractors Licence requires payment of a \$72.00 fee.

Last reviewed 9 October 2012

# FAQ – authorised sale of gaming machine entitlements

The *Gaming Machine Act 1991* requires that some entitlements are entitlements of the State, and therefore the property of the Government. The authorised sale is a means of returning these entitlements to the club industry, which is limited to a maximum of 24,705 entitlements State-wide.

## What is an entitlement of the State?

The Act requires that entitlements cease to be a club's entitlements, and become entitlements of the State, when:

- the club's gaming machine licence or liquor licence is cancelled, or expires
- the club surrenders its licence, or decreases its approved number of gaming machines, but fails to transfer the associated entitlements to another club within 12 months
- the club's approved number of gaming machines is reduced, due to the lapsing of an approval, to a number below the number of entitlements that the licensee has.

Additionally, any entitlement not allocated to a club is an entitlement of the State under the Act.

## How are entitlements of the State sold?

Under the Act, entitlement of the State may only be sold by the entity prescribed in a regulation, and in a way that is prescribed in a regulation. The entity prescribed under the *Gaming Machine Regulation 2002* is the Public Trustee. The way in which the sale must be conducted is prescribed in the same Regulation as a competitive tender process.

A competitive tender process is basically an auction undertaken by tender. When a sale is announced, clubs eligible to obtain entitlements from the Government pool are invited to bid, via a tender bid form, for available entitlements. The form must be lodged with the Public Trustee by a predefined closing date. Once the sale has closed, the Public Trustee will determine the successful bidders on the basis of highest bid.

## Is the authorised sale the only way of obtaining entitlements?

No. Authorised sales will occur infrequently. They apply only to entitlements of the State. In the general workings of the reallocation scheme, clubs obtain entitlements directly from other clubs at prices negotiated between the two parties. Entitlements generally change hands under arrangements called **transfers**. Clubs can engage in transfers on either a permanent (sale) or temporary (lease) basis. For further information on this aspect of the reallocation scheme, refer to OLGR's website at [www.olgr.qld.gov.au](http://www.olgr.qld.gov.au) on the relevant guidelines and fact sheets.

## Can my club negotiate with OLGR directly for an allocation of entitlements of the State?

No. The Act specifically states that entitlements of the State may only be sold in the way prescribed under a Regulation. The way prescribed is a competitive tender process.

## Can my club sell its entitlements at the authorised sale?

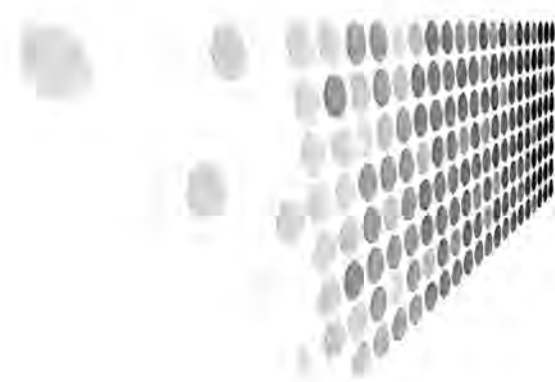
No. However, it may be able to sell its entitlements directly to another club, subject to eligibility under the Act. See the *Guidelines to the Transfer of Gaming Machine Entitlements between Clubs* at OLGR's website [www.olgr.qld.gov.au](http://www.olgr.qld.gov.au), or the relevant fact sheets at the same location.

## Who can purchase entitlements at the authorised sale?

To participate in the sale, clubs must have an approved number of gaming machines that is higher than the number of entitlements that the club owns, or uses under a temporary transfer. This means that participation in the sale is limited to clubs who have been approved a licence or increase, but have not yet obtained a number of entitlements (on either a permanent or temporary basis) equal to the approved number of gaming machines fixed on the licence.

**For further information, please contact the Office of Liquor and Gaming Regulation on 13 13 04 or visit [www.olgr.qld.gov.au](http://www.olgr.qld.gov.au)**

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### **What if we want to participate but are not yet eligible to participate?**

To participate in a future sale, you will first need to obtain the Queensland Gaming Commission's approval to increase the approved number of gaming machines for the premises. Please note that there is legislation and guidelines governing how your application will be dealt with. The timing of an authorised sale will not be a consideration for the commission in deciding the outcome of your application, or OLGR in processing the application to the commission.

### **Can we register our interest in participating in the authorised sale?**

No. The authorised sale is open to all eligible participants. Eligible participants are easily identified by OLGR's database. OLGR assumes that all eligible clubs are interested parties and therefore all eligible clubs are specifically advised of the commencement of the sale. Clubs not eligible at the commencement of a sale are unable to participate and will not be sent a tender bid form.

### **How does my club bid at an authorised sale?**

When a sale is advertised, all clubs that are eligible to bid in the sale will receive a pre-completed tender bid form by mail from OLGR. Your club simply needs to complete the form by entering information as to how many entitlements you wish to obtain, and the bid price per entitlement. If your club does not wish to bid, you may disregard the form.

Clubs wishing to bid must then arrange for the completed bid form to be placed directly into the tender box located on the ground floor of the Public Trustee's offices in Brisbane. This may require that you appoint an agent. Bid forms cannot be faxed or mailed to OLGR or the Public Trustee, and must be physically placed in the tender box by the club or its agent prior to the closing date.

### **How does my club know when an authorised sale is underway?**

The commencement of a sale will be advertised in the Public Notices section of the *Courier Mail*. In addition, all clubs that are eligible to participate in the sale will be advised by mail from OLGR and forwarded a pre-completed tender bid form. Please note that OLGR and the Public Trustee cannot advise an individual club of the commencement of a sale prior to advertisement of the sale.

### **How much should we bid for entitlements at the authorised sale?**

OLGR is unable to advise clubs of how much they should pay for an entitlement under any aspect of the reallocation scheme. It is recommended that clubs contact their accountants, consultants or financial advisors to work out the benefits that may be derived from the acquisition of an entitlement before working out how much the club can afford to bid for one. Clubs should be aware that the prices paid for hotel authorities under the entirely separate hotel reallocation scheme are not indicative of the value of a club gaming machine entitlement.

### **Will a reserve price or minimum eligible bid apply?**

Yes. A reserve price will apply to ensure that Government entitlements are not sold for prices that would disadvantage clubs looking to sell their entitlements under the general workings of the reallocation scheme. OLGR and the Public Trustee cannot disclose the reserve price.

### **Where can I find further information?**

For detailed advice on how the authorised sale will be conducted, visit OLGR's website [www.olgr.qld.gov.au](http://www.olgr.qld.gov.au), *Guidelines to the Authorised Sale of Gaming Machine Entitlements for Clubs*.

## Guidelines

# Authorised Sale of Gaming Machine Entitlements for Clubs

*Gaming Machine Act 1991 Part 3B*

*Club sales*

*(maintaining the industry)*

### Table of Contents

1. Purpose.....	3
2. Background.....	4
3. Aim of authorised sales.....	4
4. Application of guidelines.....	4
5. Legislation.....	4
6. How entitlements become available for sale.....	4
7. Authorised sales.....	5
7.1 Initiating an authorised sale.....	5
8. Role of the selling entity.....	5
8.1 Conduct of authorised sales by selling entity.....	6
8.1.1 Tender sale process.....	6
8.1.2 Clubs with additional premises.....	6
8.1.3 How bids are to be made.....	7
8.1.4 Advertisement of sales.....	7
8.1.5 Closing date for tenders.....	7
8.1.6 Tender box.....	7
8.2 Purchase of entitlements at an authorised Sale.....	8
8.2.1 Who may submit a bid in an authorised sale.....	8
8.2.2 Submitting a bid.....	8
8.2.3 Bid validity.....	8
8.2.4 Nominating a minimum number of entitlements to purchase.....	10
8.3 Determining successful bids and allocation of entitlements by selling entity.....	11
8.3.1 Determining successful bids.....	11
8.3.2 Dealing with bids of identical bid price per entitlement.....	12
8.3.3 Allocation of entitlements by selling entity.....	13
8.4 Dealing with settlement sums received by the selling entity.....	14
8.4.1 Other Fees and duties received by the selling entity in settlement.....	14
9. Dictionary of terms used in these guidelines.....	16

November 2009

## 1. Purpose

These guidelines apply to the conduct of, and participation in, the authorised sale of gaming machine entitlements (entitlements of the State in accordance with Division 4 of Part 3B of the *Gaming Machine Act 1991* (the Act).

These guidelines apply only to the sale of entitlements that become the entitlements of the State by the operation of sections 87(10), 91A, 95(2E) and 109ZA of the Act.

Entitlements of a licensee cannot be sold under these guidelines and clubs seeking information regarding the transfer of entitlements directly between two clubs are referred to the *Guidelines – Transfer of Gaming Machine Entitlements between Clubs*.

These guidelines will be used by as follows:

- The Office of Liquor and Gaming Regulation (OLGR), to regulate the conduct of authorised sales of entitlements of the State;
- The selling entity, to conduct and administer authorised sales of entitlements of the State; and
- Category 2 (club) gaming machine licensees, to participate in the sale and purchase of entitlements of the State via authorised sales.

A reference to an entitlement that is offered for sale by the selling entity is hereafter intended as a reference to an entitlement of the State.

The way in which an authorised sale is undertaken is prescribed in the *Gaming Machine Regulation 2002* as a competitive tender process.

In the competitive tender process described herein, specific entitlements will not be offered for sale by tender. Instead, a pool of entitlements (an authorised sale pool) will be offered. The outcome of the sale will be determined by the highest valid bid lodged by a person authorised by the Act to purchase entitlements at an authorised sale.

Participants will not be able to bid on a specific entitlement. The selling entity may allocate identifiable entitlements against a particular successful bid, however this is purely for the administrative purpose of ensuring that, where possible, all entitlements in the authorised sale pool are sold.

As the sale process relates entirely to entitlements of the State, the sole vendor will be the Queensland Government.

The selling entity is responsible for determining the amount received for the sale of entitlements. The method to be used by the selling entity in making this determination is outlined in section 8.4 of these guidelines.

These guidelines and the *Conditions of Tender* issued by the Public Trustee of Queensland will form the terms of the tender contract between the vendor and the successful bidder in an authorised sale of gaming machine entitlements.

## 2. Background

Section 109ZC of the Act provides that an entitlement of the State may only be sold by an entity (the **selling entity**), and in the way, prescribed under a regulation. The *Gaming Machine Regulation 2002* (the Regulation) provides that the Public Trustee of Queensland under the *Public Trustee Act 1978* is the selling entity for the purpose of conducting authorised sales and states that entitlements will be sold by a competitive tender process.

## 3. Aim of authorised sales

The aim of an authorised sale is to ensure that certain entitlements, which have become entitlements of the State, for example through the cancellation of a gaming machine licence or by other means, are returned to the industry for use within the cap.

A minimum acceptable price for entitlements will be set for each tender as deemed appropriate by the selling entity to ensure the integrity of the tender process.

## 4. Application of guidelines

These guidelines will be applied whenever an authorised sale of entitlements is conducted to:

- ensure that authorised sales are conducted and administered fairly and in a transparent way; and
- enable potential purchasers of entitlements to meet the requirements for lodging a valid bid in the tender sales process.

## 5. Legislation

The Act is the principal legislation for the conduct of authorised sales. Division 4 of Part 3B of the Act provides for the conduct of authorised sales by a selling entity. The Regulation prescribes key elements of the conduct of authorised sales including the entitlement regions (regions) and the appointment of the selling entity.

## 6. How entitlements become available for sale

Entitlements become the entitlements of the State when:

- they are attached to a gaming machine licence that expires or is not renewed;
- they are attached to a gaming machine licence that is cancelled (unless the cancellation occurs due to a transfer of the liquor licence and a new gaming machine licence is issued at the same time that the transfer of the liquor licence occurs);

- the endorsed number of gaming machines for a premises is reduced due the lapsing of licence or increase approval, and as a result of the lapsing the premises has more entitlements than approved gaming machines;
- entitlements that must be permanently transferred because the approved number of gaming machines for the premises has been decreased, or because the licensee has advised the chief executive of the surrender of the licence or the cessation of gaming at an additional premises, are not transferred within 12 months of the date that the reduction takes effect.

A sale will be called when the chief executive considers that the supply of entitlements of the State is sufficient to justify an authorised sale.

## 7. Authorised sales

### 7.1 Initiating an authorised sale

The chief executive may instruct the selling entity to conduct an authorised sale for a nominated region or for the whole of the State. It is anticipated that entitlements that are forfeited to the State after the commencement of the reallocation scheme will be sold at an authorised sale conducted in the region into which the entitlements were originally allocated. The chief executive reserves the right not to call a sale in regions where less than two clubs are eligible to participate in the sale as bidders.

Once instructed to conduct an authorised sale, the selling entity will cease to attribute entitlements of the State to the sale pool. This will normally be 10 (ten) working days prior to the advertising of the authorised sale by the selling entity. Entitlements that become entitlements of the State during this period will be available at the next sale after the one that the chief executive has instructed the selling entity to conduct.

The chief executive, when instructing the selling entity to conduct an authorised sale, must include as part of those instructions the following details:

- When the sales are to be advertised as agreed between the selling entity and the chief executive;
- The region in which the authorised sale is to be conducted; and
- The total number of entitlements for sale in each region.

## 8. Role of the selling entity

The selling entity conducts authorised sales of entitlements of the State as agreed between the selling entity and the chief executive.

## 8.1 Conduct of authorised sales by selling entity

### 8.1.1 Tender sale process

The way in which entitlements may be sold is prescribed in the Regulation and is by a competitive tender process. A tender in an authorised sale is the submission of a tender sale bid (monetary amount) by a category 2 gaming licensee which may enable the category 2 gaming licensee to purchase entitlements at an authorised sale.

Key elements of a tender sale are:

- A person must only submit one (1) tender sale bid form in each authorised sale of entitlements (exceptions apply to clubs with additional premises in different entitlement regions – see section 8.1.2 below);
- A person must only submit one (1) bid price in each tender sale bid form in an authorised sale of entitlements;
- The opportunity to purchase entitlements at an authorised sale will be allocated by the selling entity to the person who submits the highest value of tender bid price by a valid bid<sup>1</sup>.

### 8.1.2 Clubs with additional premises

Clubs with additional premises in the same entitlement region, who are eligible to obtain entitlements for more than one premises<sup>2</sup>, may still submit a maximum of only one tender sale bid form and one bid price in an authorised sale. The club must declare the number of entitlements sought in respect of each eligible premises on the bid form.

If a club has additional premises in *different* entitlement regions, the club may –

- If the sale is conducted for the whole of the State – submit one tender sale bid form for each entitlement region in which the club has an eligible premises. Each form may contain a different bid price.
- If the sale is conducted for a specific region – submit one tender sale bid form for each entitlement region for which the sale is conducted and in which the club has an eligible premises. Each form may contain a different bid price.

The club must also declare the number of entitlements sought in respect of each eligible premises on the bid form. Please note that as of 30 November 2009, no club has additional premises in different entitlement regions.

<sup>1</sup> Providing entitlements sufficient to meet the minimum number of entitlements required by a bid remain in the authorised sale pool for allocation and see also 8.2.4.

<sup>2</sup> An eligible premises is a premises where the approved number of gaming machines exceeds the number of entitlements for the premises, inclusive of any entitlements temporarily transferred to or from the premises.

### 8.1.3 How bids are to be made

Entitlements offered for sale by a selling entity in an authorised sale are offered for sale by a competitive tender process. The entitlements are offered for sale as a pool of entitlements (the government sale pool).

A person seeking to purchase entitlements in an authorised sale will tender to purchase a specified number of entitlements from the government sale pool. Any allocation of a specific entitlement against a bid is for the purposes of administering the sales process by the selling entity only.

### 8.1.4 Advertisement of sales

Upon being instructed by the chief executive to hold an authorised sale in a region the selling entity must:-

- Advertise the authorised sale in a way and on a date as agreed between OLGR and the selling entity;
- Include in any advertisement of an authorised sale, the location of the tender box including details of public access to the tender box in order to lodge a bid;
- Nominate the date and time for the closing of the tender;
- Include details of the region in which the authorised sale is being conducted;
- Advise the number of entitlements being offered for sale by tender; and
- Provide brief terms and conditions of the tender sale or alternatively provide information on where these may be obtained.

### 8.1.5 Closing date for tenders

The chief executive must nominate a closing date for the tender which addresses the business requirements of OLGR and is not less than 10 working days following the advertisement of the sale.

### 8.1.6 Tender box

The selling entity will maintain a tender box for the submission of tender sale bid forms by persons seeking to purchase entitlements at an authorised sale. The tender box will be maintained by the selling entity at the principal place of business of the selling entity as advertised.

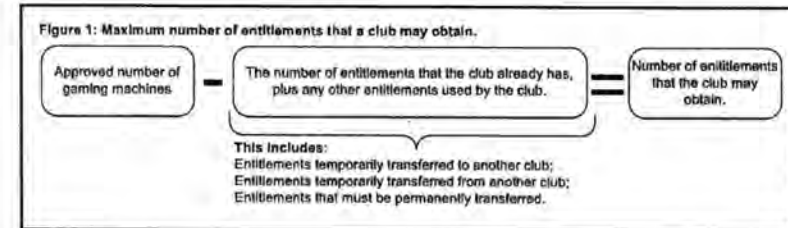
## 8.2 Purchase of entitlements at an authorised Sale

### 8.2.1 Who may submit a bid in an authorised sale

A category 2 (club) licensee may purchase an entitlement at an authorised sale only if the licensee's licensed premises, for which the entitlement is purchased, has an approved number of gaming machines that is more than the sum of:

- the licensee's endorsed number of entitlements (including any entitlements that the licensee has temporarily transferred to another licensee); and
- any entitlements temporarily transferred to the licensee by another licensee.<sup>3</sup>

The maximum number of entitlements that a licensee may purchase is equal to the difference between the approved number of gaming machines for the premises and the sum of the numbers at A and B above. Put simply, the number of entitlements that the club may obtain is illustrated in Figure 1.



### 8.2.2 Submitting a bid

An authorised person may submit a bid in an authorised sale as follows:

- The bid must be submitted in the tender sale bid form;
- The tender sale bid form must be accompanied by the bid lodgement fee; and
- The tender sale bid form must be placed into the tender box by the person or their agent before the close of the tender.

### 8.2.3 Bid validity

After bids have closed for the authorised sale, both the selling entity (administrative compliance) and the chief executive (legislative compliance) will scrutinise Tender Sale Bids to ensure they have been validly made. The selling entity must not allocate entitlements to a

<sup>3</sup>To avoid any confusion, only category 2 gaming licensees who gained approvals referred to in section 8.2.1 at a meeting of the QGC before the date a tender sale is advertised by the selling entity may submit a bid in an authorised sale. Licensees gaining approval from the QGC after an authorised sale is advertised and before the close of that tender will not be eligible to submit a bid in that authorised sale.



person who has submitted an invalid bid in an authorised sale. Elements of a compliant **valid bid** include but are not limited to:

#### Administrative compliance

The selling entity with ensure that:

- The tender sale bid form is complete;
- The tender sale bid form is accompanied by the bid lodgement fee;
- The tender sale bid form is lodged in the tender box after the calling of tender bids and before the close of the tender.

#### Legislative compliance

A bidder in an authorised sale must comply with the provisions of the Act. Some sections which are directly relevant to bidders are reproduced below however bidders should ensure that they have recourse to all sections of the Act when submitting a bid:

#### • **109ZD Purchase of entitlement at authorised entitlements sale**

(1) A person must not purchase an entitlement at an authorised entitlements sale unless—

- (a) the person is a category 2 licensee; and
- (b) the person has, for the category 2 licensed premises for which the entitlement is purchased, an approved number of gaming machines for the licensed premises that is more than the sum of—
  - (i) the endorsed number of entitlements for the licensed premises; and
  - (ii) the number of entitlements for other licensed premises that have been transferred to the licensee on a temporary basis under division 3; and
- (c) the licensed premises for which the entitlement is purchased are located in the entitlement region for which the authorised entitlements sale is conducted.

Maximum penalty—200 penalty units.

(2) Subsection (1)(c) does not apply if the authorised entitlements sale is conducted for the whole of Queensland.

(3) A person must not, for category 2 licensed premises, purchase at an authorised entitlements sale more than the number of entitlements equal to the difference between—

- (a) the approved number of gaming machines for the licensed premises; and
- (b) the sum of—
  - (i) the endorsed number of entitlements for the licensed premises; and
  - (ii) the number of entitlements for other licensed premises that have been transferred to the licensee on a temporary basis under division 3.

Maximum penalty—200 penalty units.

#### • **109ZA When entitlement becomes entitlement of the State**

(1) An entitlement of a licensee becomes an entitlement of the State and stops being an entitlement of the licensee by operation of this subsection if the licensee's gaming machine licence—

- (a) expires under section 72; or
- (b) is not renewed under section 76; or
- (c) lapses under section 80A(1); or
- (d) is cancelled under section 96 because the licensee's liquor licence is cancelled or surrendered; or
- (e) is cancelled under section 97(16)(d) or (17)(a).

(2) Subsection (3) applies if, at any time, the endorsed number of entitlements for licensed premises is more than the approved number of gaming machines for the licensed premises because of—

- (a) the operation of section 80A(2) or 85AA(2) or (3); or
- (b) the approval of a decrease proposal that is a request or report under section 87(1); or
- (c) other circumstances prescribed under a regulation.

(3) The entitlements that are more in number than the approved number of gaming machines for the licensed premises stop being entitlements of a licensee and become entitlements of the State by operation of this subsection.

(4) A temporary transfer ends if the entitlement that is the subject of the temporary transfer becomes an entitlement of the State under subsection (1) or (3).

Additionally, sections 87(10), 91A and 95(2E) of the Act require that an entitlement becomes an entitlement of the State if it is not permanently transferred within twelve months of:

- the approval of a decrease application
- the surrender of the licence
- notification of the cessation of gaming at additional premises.

#### **8.2.4 Nominating a minimum number of entitlements to purchase**

A person lodging a bid in an authorised sale of entitlements may nominate the minimum number of entitlements the person is prepared to purchase in circumstances where the total number of entitlements sought by the bid cannot be met. The option to nominate a minimum number of entitlements recognises that, in some circumstances, club licensees may consider the purchase of fewer entitlements than the nominated minimum number not to be a viable option for the conduct of gaming at that time.

If, at any time during the determination of successful bids and allocation of entitlements by the selling entity in section 8.3, the number of entitlements available for allocation by the selling entity under section 8.3.3 does not meet the total number of entitlements sought in the bid, the selling entity will:

- Where the number of entitlements available for allocation by the selling entity meets or exceeds the minimum number of entitlements nominated by the person in the bid or where no minimum number is nominated by the person, the selling entity will allocate the available entitlements to that bid;
- Where a minimum number of entitlements is nominated by a person in a bid and the number of entitlements available for allocation to that bid does not meet or exceed that minimum number, the selling entity will contact the person submitting the bid to seek further clarification on whether or not the person is prepared to accept an allocation of a number of entitlements less than the nominated minimum number. The person making the bid, when contacted by the selling entity in these circumstances may either:
  - (a) Accept the allocation of a number of entitlements below the nominated minimum number and make payment of the settlement sum in section 8.3.3; or
  - (b) Decline to accept the allocation of a number of entitlements below the nominated minimum number.

Where a person declines an allocation of entitlements in (b) above the selling entity must endorse the list of tender bids received form to that effect.

Where a bid dealt with in the circumstances described above relates to a club that has sought entitlements for more than one eligible premises, and the determination of successful bids allows an allocation of less entitlements than the club sought in total across all its premises, the selling entity will additionally ask the person making the bid to specify the number of entitlements to be allocated to each premises for which a bid was made on the tender bid form (unless the person declines to accept the allocation).

### **8.3 Determining successful bids and allocation of entitlements by selling entity**

#### **8.3.1 Determining successful bids**

Following the close of the tender for an authorised sale the selling entity will open the tenders received and compile a list of tender bids received form. All tender sale bid forms received in a tender sale by the selling entity must be included on the list of tender bids received form.

The selling entity must receipt the payment of the bid lodgement fee for all tender bids received.

The selling entity will then collate the bids received in order of priority from the highest monetary bid per entitlement sought down to the lowest monetary bid per entitlement.

Where bids identical in monetary quantum<sup>4</sup> are received, the selling entity must indicate the identical bids by endorsing the list of tender bids received form to that effect.

Where the selling entity declares a tender bid to be an invalid bid due to administrative non-compliance then the selling entity must endorse the list of tender bids received form to the effect that the bid is invalid. The decision of the selling entity in this regard will be final.

The selling entity must then submit the list of tender bids received form to the chief executive for verification of the validity of the purchasers. The chief executive will assess each tender bid received to determine legislative compliance. The chief executive must endorse the list of tender bids received form to indicate if the bid is valid or invalid eg the person does or does not meet the requirements of section 109ZD of the Act. The decision of the chief executive in this regard will be final.

The chief executive will then return the list of tender bids received form to the selling entity for allocation of entitlements to the highest bidder.

#### **8.3.2 Dealing with bids of identical bid price per entitlement**

The selling entity will deal with bids of identical bid price per entitlement in the following way.

Where sufficient entitlements remain in the authorised sale pool to meet the demand for entitlements of all bids of identical bid price per entitlement the selling entity will allocate entitlements to those bids in the normal way and then move on in the allocation process to the next highest bid.

Where identical bids are received and some entitlements are available for allocation against the identical bids, but not sufficient to satisfy the demand for entitlements of all bids of identical bid price per entitlement, the selling entity will allocate the available entitlements proportionate to the number of entitlements sought by the bidders of identical bids using the following formulae:-

*The number of entitlements available for allocation against the identical bids to be divided by the total number of entitlements sought by the identical bids multiplied by the number of entitlements sought in each identical bid<sup>5</sup>.*

Where a club has tendered bids in respect of additional premises on a single tender bid form (as required under 8.1.2), the total number of entitlements sought on the form will be the only consideration under this section.

The selling entity will then deal with the allocation of entitlements to all persons who submitted identical bids in accordance with section 8.2.4.

<sup>4</sup> Bids are identical in monetary quantum when the amount bid per entitlement sought by the bidder is identical eg where bidders have each nominated a bid price per entitlement of \$20,000 per entitlement irrespective of the number of entitlements sought to be purchased.

<sup>5</sup> Rounded to the nearest whole number as determined by the selling entity. Where the outcome is unable to be rounded eg results in one-half (.5) of an entitlement then only the whole numbers will be allocated and the remaining entitlement returned to the respective sale pool as unsold.

### 8.3.3 Allocation of entitlements by selling entity

#### Initial provisional allocation of entitlements to highest bidders<sup>6</sup>

The selling entity will provisionally allocate the entitlements from the authorised sale pool in order of priority to the highest monetary valid bid and subsequent next highest monetary valid bids until there are insufficient entitlements remaining in the authorised sale pool to fill the total number of entitlements sought by the bid of the next highest monetary valid bid or the next highest monetary valid bid is below the minimum acceptable price.

When no further complete bids can be allocated entitlements during the provisional allocation the selling entity ceases to further allocate entitlements from the authorised sale pool and arranges payment of the bid price, stamp duty<sup>7</sup> and administration fees (the settlement sum) by the bidders who have been allocated entitlements in the provisional allocation.

A bidder must pay the settlement sum<sup>8</sup> as required by the selling entity and within 5 (five) working days of being required by the selling entity to make the payment.

Once the selling entity has received the settlement sum as an unconditional payment, the selling entity will endorse the list of tender bids received form to show that the respective bid is now finalised.

#### Failure to settle secondary or further allocation of entitlements to subsequent highest bidders

If a successful bidder fails to pay the settlement sum as required:

- (i) The bid is invalidated; but
- (ii) Without prejudice to any other consequence of the bidder's failure in this regard as a breach of the terms of tender (these may include a show cause procedure under the Act.); and
- (iii) The selling entity must conduct a secondary or further allocation of the resultant unallocated entitlements from the authorized sale pool.

Once all matters associated with the initial provisional allocation have been determined (eg payment of the settlement sum has or has not been received) then the selling entity must conduct a secondary allocation of any unallocated entitlements<sup>9</sup> remaining in the authorised sale pool.

This cycle of allocation of entitlements and payment in settlement continues until all entitlements have been allocated and settlement sums are unconditionally paid or until there remains a balance of entitlements in the authorised sale pool insufficient to meet the total

<sup>6</sup> During the initial provisional allocation and secondary allocation of entitlements only the total number of entitlements sought in the bid is considered.

<sup>7</sup> The rate of duty payable is set out in Schedule 3 of the *Duties Act 2001*.

<sup>8</sup> Settlement sum includes the total amount bid for the number of entitlements allocated to the bidder by the selling entity; GST; Stamp Duty; authorised sale administration fee and other fees as provided in the Guideline.

<sup>9</sup> Unallocated entitlements here include the remaining balance of the original sale pool plus any entitlements for which settlement has not been made from the provisional allocation.

number of entitlements required by the next highest bidder<sup>10</sup> with a valid bid equal to or above the minimum acceptable price.

#### Partial allocation of entitlements to subsequent highest bidders

If following the provisional allocation and any secondary or further allocations the remaining number of entitlements is insufficient to meet the demand of the next highest bidder with a valid bid equal to or above the minimum acceptable price then a partial bid allocation must be conducted.

During a partial bid allocation, the selling entity must have regard to the minimum number of entitlements the bidder is prepared to purchase.

The selling entity will consider the next highest monetary bid with a valid bid equal to or above the minimum acceptable price and allocate entitlements in accordance with the process outlined in section 8.2.4<sup>11</sup>.

#### Finalisation of allocation of entitlements by selling entity

Where any remaining entitlements are unable to be allocated under this section, the remaining entitlements should be deemed to be unsold by the selling entity.

The chief executive will retain unsold entitlements until the next authorised sale is held in the region.

The total amount received by the selling entity in settlement of the bid price per entitlement of all entitlements sold will be the **total amount received**.

## 8.4 Dealing with settlement sums received by the selling entity

The selling entity must pay the amounts received (inclusive of GST) on the sale of State entitlements to the State. The amount received (exclusive of GST) is paid into the community investment fund in accordance with section 109D of the Act.

### 8.4.1 Other Fees and duties received by the selling entity in settlement

Stamp duty received from purchasers of entitlements in the authorised sale is to be dealt with by the selling entity as agreed between the selling entity and the Office of State Revenue.

A bid lodgement fee of \$55.00 per bid lodged must accompany each bid submitted in an authorised sale and are to be retained by the selling entity to cover their administrative costs in processing the tender sale bid form.

<sup>10</sup> For example the balance of entitlements remaining in the authorised sale pool is 8 entitlements and the next highest bidder requires an allocation of 20 entitlements.

<sup>11</sup> It is important to acknowledge that following a partial bid allocation the allocation process could revert to the secondary allocation stage depending on the number of entitlements remaining in the authorised sale pool and the number of entitlements sought by the next highest monetary bidder.)

An authorised sale administration fee for each entitlement allocated to a person in an authorised sale is to be paid by the purchaser of entitlements as part of the settlement sum. Authorised sale administration fees are to be retained by the selling entity to cover the costs associated with administering the authorised sale process.

The authorised sale administration fee is as follows:

- If fifty entitlements or less are purchased in a single sale - \$440 for each authority.
- If more than fifty entitlements are purchased in a single sale - \$440 for the first fifty entitlements, and \$220 for each additional entitlement.

## 9. Dictionary of terms used in these guidelines

<b>Act</b>	The <i>Gaming Machine Act 1991</i> .
<b>Additional Premises</b>	Any of the premises named on a category 2 (club) gaming machine licence that applies to more than one premises.
<b>Administrative compliance</b>	The essence of a valid bid by a category 2 (club) gaming licensee. All administrative acts must be completed by the person eg completion and lodgement of the tender sale bid form and payment of correct fees (section 8.2.3)
<b>Authorised sale</b>	The sale by tender of entitlements of the State by the selling entity under section 109ZC of the Act and as prescribed under the Regulation.
<b>Authorised sale pool</b>	The pool of entitlements of the State that are available for sale in an authorised sale.
<b>Authorised sale administration fee</b>	The fee payable by successful bidders to be included in the invoice for payment following a successful allocation of entitlements in an authorised sale. The selling entity shall retain this fee to cover the costs associated with administering the authorised sale process.
<b>Entitlements</b>	See Gaming machine entitlements.
<b>Entitlement region</b>	Means a region of the State prescribed under the Regulation.
<b>Bidder</b>	A person who submits a valid tender sale bid form in an authorised sale.
<b>Bid lodgement fee</b>	The fee for the lodgement of a tender sale bid form payable to the selling entity and to be retained by the selling entity to cover their administrative costs in processing the tender sale bid form.
<b>Bid price per entitlement</b>	The bid price per entitlement is the price per entitlement that the purchaser will pay should the bid be successful and is inclusive of the GST component.
<b>Chief executive</b>	Is the chief executive under the Act.
<b>Community investment fund</b>	The fund established by section 314 of the Act and into which the proceeds of the sale must be paid by the selling entity.
<b>Entitlement of the State</b>	See gaming machine entitlement
<b>Gaming machine entitlement</b>	- of a licensee, means an authorisation for a category 2 licensee to install and operate a gaming machine on category 2 licensed premises.

	- of the State, means an entitlement available for sale in an authorised sale to be conducted by the selling entity.
<b>GST component</b>	That part of the bid price per entitlement a bidder must include for payment of Goods and Services Tax.
<b>Highest monetary value bid</b>	The bid with the highest monetary value for each entitlement of the State sought to be purchased in the authorised sale by the bidder.
<b>Identical bids</b>	Where the quantum of the bids received is identical for the bid price per entitlement for two or more bids.
<b>Initial allocation</b>	The first round of allocation of entitlements of the State to valid bids. An initial allocation does not include a partial bid allocation.
<b>Invalid bid</b>	A bid that does not meet the administrative or legislative standard for a valid bid (see section 8.2.3) or a bid for which a purchaser does not make payment of the settlement sum.
<b>Legislative compliance</b>	The essence of a valid bid by a category 2 gaming licensee. All legislative requirements must be complied with by the person submitting a valid bid in an authorised sale.
<b>List of tender bids received</b>	The list of all bids received by the selling entity in an authorised sale.
<b>Minimum acceptable price</b>	A minimum monetary amount that the Public Trustee deems appropriate for the purchase of an entitlement of the State.
<b>Minimum number</b>	The minimum number of entitlements that a bidder is prepared to accept in circumstances where the total number of entitlements sought in a bid is not available for allocation (See section 8.2.4).
<b>Notifying letter</b>	A letter from OLGR to the selling entity instructing the selling entity to hold a sale in a region.
<b>Partial bid allocation</b>	A partial bid allocation is undertaken when there are insufficient numbers of entitlements of the State remaining for allocation of entitlements for sale by an initial or subsequent allocation. A partial bid allocation <b>must not</b> happen until all payments or not, of the settlement sums from initial or subsequent allocations has occurred.
<b>OLGR</b>	The Office of Liquor & Gaming Regulation is responsible for regulating the gaming machine industry in Queensland on behalf of the chief executive.
<b>Public Trustee of Queensland</b>	The Public Trustee of Queensland is the selling entity under section 109ZC of the Act.
<b>Region</b>	See entitlement region.

<b>Regulation</b>	The <i>Gaming Machine Regulation 2002</i> .
<b>Secondary allocation</b>	Subsequent allocations of entitlements of the State for the full number of entitlements sought by a bid and following the payment or not of the settlement sum from the initial allocation. A secondary allocation does not include a partial bid allocation.
<b>Selling entity</b>	The selling entity (The Public Trustee of Queensland) is the entity which may sell entitlements of the State under section 109ZC of the Act.
<b>Settlement sum</b>	The settlement sum is the amount (including GST; Stamp Duty and authorised sale administration fees) which must be paid unconditionally as required by the selling entity within the time advised.
<b>Supply</b>	The number of entitlements of the State for sale in an authorised sale.
<b>Tender box</b>	A secure container into which prospective purchasers of entitlements of the State in an authorised sale must lodge their tender sale bid form before the closing date and time for receipt of bids.
<b>Unconditional payment</b>	The selling entity will advise bidders to make an unconditional payment of the settlement sum. The selling entity will determine how an unconditional payment is to be made.
<b>Valid bid</b>	A bid which is complete and includes the number of entitlements sought to be purchased and the amount bid for each entitlement. A valid bid is a single bid lodged by a licensee where a single bid price per entitlement is bid for all entitlements sought in the authorised sale.
<b>Valid bidder</b>	A valid bidder is a category 2 gaming machine licensee whose approved number of gaming machines exceeds the number of entitlements endorsed on the licence (including entitlements temporarily transferred to other premises) and the number of entitlements temporarily transferred to the premises from other premises.
<b>Working days</b>	Working days are normal working days and do not include Saturdays, Sundays and Public Holidays.

44



## Office of Liquor and Gaming Regulation

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### Gaming Machine Operating Authorities Re-allocation Scheme

On 8 May 2001 the Queensland Government introduced a state-wide cap on the total number of gaming machines in hotels. As part of this cap, the Queensland Government also announced the creation of a scheme that would allow the trade of gaming machines (authorities) that become available in the market.

The scheme allows the re-allocation of gaming machine authorities that become available within the cap as a result of a hotel closing, a reduction in the number of approved gaming machines or the surrender or cancellation of the gaming machine licence.

As a result, authorities are sold via public tender sales. Sales are conducted by competitive tender in each of the three authority regions and authorities are only able to be sold in the region from which they originated. The Public Trustee of Queensland, acting on behalf of Queensland Treasury, conducts the tender process.

Licencees should use:

Form 7A - Application to decrease the approved number of gaming machines granted to a licensee

(PDF 230 K) or the:

Form 12 - Notification of surrender of a gaming machine licence to place authorities in the pool for sale. (PDF 290 K)

#### **Sales (tenders) of gaming machine operating authorities (hotels)**

Licensees will be eligible to purchase authorities for two (2) years after the grant of a licence or one (1) year after approval of an increase. In either case, the Commissioner for Liquor and Gaming may extend this period for a further year if the applicant can prove that exceptional circumstances have prevented the installation of gaming machines. The maximum number of authorities you may possess is equal to the approved number of gaming machines fixed for the premises by the Commissioner.

The sale process is essentially a tender auction, with bids made through the lodgement of a *tender bid form* provided to eligible purchasers at the commencement of the sale. Only one tender bid form per eligible premises will be accepted and you may not bid more than one amount per operating authority. If you are licensed to operate gaming machines at more than one premises, a separate tender bid form for each eligible premises will be required.

Authority Tender Results

Department of Justice and Attorney-General  
Office of Liquor and Gaming Regulation  
General enquiries 1800 064 848  
Visit us at <http://www.olgr.qld.gov.au>

COMPARISON TABLE OF TENDER RESULTS

TENDER		Tender 1	Tender 2	Tender 3	Tender 4	Tender 5	Tender 6	Tender 7	Tender 8	Tender 9	Tender 10	Tender 11	Tender 12	Tender 13	Tender 14	Tender 15	Tender 16	Tender 17	Tender 18	Tender 19	Tender 20	Tender 21	Tender 22	Total
DATE	Closing Date of Sale	12/07/2004	1/11/2004	18/05/2005	26/10/2005	10/05/2006	22/11/2006	2/05/2007	14/11/2007	12/03/2008	18/07/2008	3/12/2008	18/03/2009	15/07/2009	18/11/2009	10/03/2010	14/07/2010	16/02/2011	13/07/2011	09/11/2011	14/03/2012	08/06/2012	14/11/2012	
<b>SOUTH EAST</b>	<b>SOUTH EAST</b>																							
SOUTH EAST	Industry	120	26	39	70	24	32	74	84	15	34	78	12	23	48	57	7	5	28	0	0	47	204	1027
SOUTH EAST	Government	57	57	75	22	0	88	82	20	60	1	18	3	0	0	0	0	0	89	31	0	0	30	633
SOUTH EAST	Total Number Sold	177	83	114	92	24	120	156	104	75	35	96	15	23	48	57	7	5	117	31	0	47	234	1660
SOUTH EAST	Average Price	99,453	116,238	123,955	146,800	226,783	283,293	216,948	169,221	142,995	149,802	138,781	124,667	123,497	112,708	112,491	90,714	80,000	81,378	99,432	0	86,767	67,152	
<b>COASTAL</b>	<b>COASTAL</b>																							
COASTAL	Industry	22	16	48	28	34	29	29	73	16	28	30	7	18	15	9	12	8	3	40	53	26	58	600
COASTAL	Government	54	54	0	0	0	24	21	28	6	15	37	0	0	0	1	0	0	0	0	0	2	0	244
COASTAL	Total Number Sold	76	70	48	28	34	53	50	101	24	43	67	7	18	15	10	12	8	3	40	53	28	58	844
COASTAL	Average Price	70,755	71,900	77,659	88,543	120,382	164,929	113,122	92,971	87,733	83,375	80,457	90,214	111,850	97,130	72,600	74,275	72,500	75,100	84,780	65,600	84,465	56,548	
<b>WESTERN</b>	<b>WESTERN</b>																							
WESTERN	Industry	32	2	4	3	8	6	15	4	7	3	0	0	0	3	0	0	27	5	10	0	0	5	134
WESTERN	Government	4	13	0	0	0	7	7	0	0	0	0	0	0	0	0	0	0	0	14	4	11	8	88
WESTERN	Total Number Sold	36	15	4	3	8	13	22	4	7	3	0	0	0	3	0	0	27	5	24	4	11	13	202
WESTERN	Average Price	15,260	13,054	30,002	48,355	88,500	74,996	72,909	65,499	50,139	52,076				22,000			18,704	19,000	18,184	25,000	33,700	34,412	
<b>TOTAL CONTRIBUTION</b>	Total No Authorities Contribution to CIF	14,388,662	11,449,210	11,830,144	11,362,295	3,530,940	31,812,129	24,924,588	11,822,307	9,607,105	3,548,319	9,375,193	978,280	1,387,983	2,079,885	2,188,330	457,890	445,500	8,256,966	3,865,524	1,133,951	2,180,443	7,226,928	173,830,531

~~2700~~ = 312 / 1950

2700 / 1.5 = 312 / 1950 = 1.63

# Review of Trading Round 1/2012

A review by the Liquor and  
Gambling Commissioner of the  
conduct of Trading Round 1/2012

October 2012

## Review of Trading Round 1/2012

### Background

Trading Round 1/2012 was the first conducted under amended Gaming Machines Regulations 2005 (the Regulations) which removed the previous fixed price of \$50,000 per gaming machine entitlement and established a market price model.

The Government's aim is to reduce the number of gaming machines that may be lawfully operated in South Australia to 12 086. Prior to the conduct of Trading Round 1/2012 that number was 12 900.

### GST Issues

Due to uncertainty about the treatment of GST for the sale and purchase of gaming machine entitlements, the announcement of the trading round was delayed until a private ruling could be sought from the Australian Taxation Office (ATO). The ATO has confirmed that purchasers, vendors and the South Australian Government would be subject to complying with GST requirements in relation to transactions under the Approved Trading System.

The ATO published an edited version of the ruling on the ATO website at [www.ato.gov.au/rba](http://www.ato.gov.au/rba) in the register of private binding rulings. This ruling can be accessed by quoting authorisation number 1011998370778.

### Establishment of Trading Round 1/2012

In March 2012 the Liquor and Gambling Commissioner (the Commissioner) formally established Trading Round 1/2012 by:

- determining the date for the closing of offers to purchase or sell entitlements and the date for Trading Day;
- establishing a team of Consumer and Business Services' staff (CBS Trade Team), under the supervision of a delegate of the Commissioner, to assume responsibility for the administration and conduct of the trading round;
- approving a Communications Plan;
- approving application forms for the submission of offers;
- approving and releasing the publication "The Approved Trading System Explained - Trading Round 1/2012"; and
- inserting the formal notice of the announcement of the trading round in the Government Gazette.



## Significant Dates and Events for Trading Round 1/2012

### Timetable

The timetable for Trading Round 1/2012 was designed to allow time for interested and eligible parties to make enquiries and submit offers to purchase or sell gaming machine entitlements. The timetable also allowed time for the CBS Trade Team to evaluate and assess the eligibility of each offer in accordance with the Regulations.

Event	Date
Announcement of Trading Round 1/2012	29 March 2012
Closing day for submission of offers to purchase or sell	4 May 2012
Drawing of lots for identical offers	12 June 2012
Trading Day	14 June 2012
Due date for payment by successful purchasers	28 June 2012
All successful sellers paid by CBS	18 July 2012
Formal closure of Trading Round 1/2012 notified on CBS website	30 August 2012

*this approach of rationing the sell offers will tend to inflate the true market price*

### Announcement

A copy of the announcement notice was sent to each gaming machine licensee, the holder of the special club licence (Club One), various industry and community representative bodies, legal practitioners and to persons who had subscribed to the CBS email subscription service ('Heads Up'). The Department of Treasury and Finance (DTF) also released a Market Statement (which was available from both the CBS and DTF websites) at the same time to inform potential purchasers and sellers about policy developments that could affect a decision to buy or sell gaming machine entitlements.

### Administration Fee

For Trading Round 1/2012, an administration fee of \$100 was fixed by the Commissioner. The fee was payable in respect of each entitlement that an applicant offered to purchase and was required to be enclosed with each offer submitted to CBS. All applicants who submitted offers to purchase entitlements paid the correct administration fee.

### Submission of Offers

49 applications consisting of offers to sell 472 entitlements were accepted for inclusion in the trading round including:

- 32 applications from profit venues to sell 318 entitlements; and
- 17 applications from non-profit associations to sell 154 entitlements.

29 applications consisting of offers to purchase 96 entitlements were accepted for inclusion in the trading round including:

- 28 applications from profit venues to purchase 95 entitlements; and
- 1 application from a non-profit association to purchase 1 entitlement.

### Drawing of Lots

As there were multiple offers to purchase or sell gaming machine entitlements at the same amount, the order in which offers were accepted to be traded was determined by the drawing of lots. The drawing of lots was conducted by the CBS Trade Team in the presence of a representative of the Attorney-General's Department Internal Audit and Risk Services Unit who certified the results.

### Trading Day

Based on the offers to purchase and sell entitlements, the Commissioner determined the trade prices as:

- **Purchaser Price** (the amount that purchasers would pay) **\$72 630.30**
- **Vendor Price** (the amount that sellers would receive) **\$54 472.73**

*75% (3 in 4)  
(would need 62 traders @ this rate)*

The Regulations provide that every fourth gaming machine entitlement sold in the trading round by—

- profit organisations (e.g. Hotels) will be cancelled; and
- non-profit associations (e.g. Clubs and Community Hotels) will be transferred to Club One.

As a result of Trading Round 1/2012:

- 81 entitlements were sold;
- 13 entitlements were cancelled (53 entitlements were sold by profit organisations);
- 7 entitlements were transferred to Club One (28 were sold by a non-profit association);
- 61 entitlements were allocated to new venues; and
- the maximum number of gaming machines that may be operated in South Australia has reduced from 12 900 to 12 887.

All applicants were advised in writing of the amount of the Purchaser Price, Vendor Price and whether their respective offers had been accepted. The results of the trade were also published on the CBS website.

The allocation of 61 entitlements to new venues is detailed below:

No. Of Venues	No. Of Entitlements	Total Entitlements Allocated
2	5	12
6	4	24
3	3	9
6	2	12
4	1	4
<b>21</b>		<b>61</b>

The results for sellers of entitlements are detailed below:

No. Of Venues	No. Of Entitlements Sold	Total Entitlements Remaining
1	26	0
1	20	0
1	18	15
1	8	0
1	6	0
1	1	11
<b>6</b>	<b>81</b>	

Licensees are not required to surrender gaming licences when they have disposed of all of their gaming machine entitlements. No gaming licences were surrendered as a result of this trading round.

#### Payments

Those who successfully purchased gaming machine entitlements were required to pay the Purchaser Price of \$72 630.30 (plus GST) for each entitlement allocated to them in the trading round by 28 June 2012.

All payments were received in full by the due date, being \$4 873 493.13 (including GST) as payment from 21 purchasers for 61 gaming machine entitlements.

By 18 July 2012 each licensee who successfully sold gaming machine entitlements had been paid the Vendor Price of \$54 472.73 (plus GST) for each entitlement sold in the trading round.

A total amount of \$4 853 520.24 (including GST) was distributed to 6 sellers as payment for 61 gaming machine entitlements.

#### Gamblers Rehabilitation Fund

The Regulations require that any difference between the aggregate of the amounts paid by purchasers and the aggregate of the amounts paid to vendors for gaming machine entitlements sold in the trading round is payable as commission into the Gamblers Rehabilitation Fund (GRF).

As a result \$19 972.89 has been paid to the GRF.

#### Closure of Trading Round

Notice of closure of Trading Round 1/2012 was published on the CBS website on 30 August 2012.

#### Conduct of Trading Round 1/2012

##### CBS Trade Team

The CBS Trade Team managed all aspects of Trading Round 1/2012 and a similar team will be formed for the next trading round.

##### Communications Strategy

The communications strategy proved effective, particularly having a dedicated enquiries line for licensees and other interested parties.

Information was disseminated via direct mail and email to licensees, the CBS website and to subscribers of the CBS email information bulletin 'Heads Up'.

The information guide titled 'The Approved Trading System Explained - Trading Round 1/2012' was developed by the CBS Trade Team and was designed to assist those who wished to participate in the trading round.

CBS received positive feedback on the guide and it will be reviewed and re-issued for the next trading round.

##### Application Process

CBS received a number of enquiries and comments from applicants about the following:

- the amount of supporting documentation required;
- business assets and/or entitlements that were subject to a charge or mortgage;
- the need for applicants representing non-profit associations (i.e. Clubs or Community Hotels) to provide copies of committee minutes to confirm the number and price of entitlements to be offered for sale; and
- in the absence of an irrevocable letter of credit, other security that could be put forward to substantiate capacity to pay for entitlements.

All application forms have been reviewed with a view to further clarifying these issues, reducing red tape for applicants and streamlining the application process.

CBS also received advice that the time between the date of the announcement of the trading round and the date that submission of offers closed may not have been sufficient to enable potential applicants to prepare and submit offers. In the next trading round, applicants will be given at least six weeks to prepare their applications to purchase or sell entitlements.

#### **General Comments**

CBS received positive feedback from various interested parties on the management and conduct of the trading round.

#### **Trading Round 2/2012**

It is anticipated that Trading Round 2/2012 will be announced before the end of 2012.

Gaming Machines  
Entitlements Register  
GMA 1992 Sec 27A(3) & (4)



Government of South Australia  
Consumer and Business Services

Licence Status: G = Granted SP = Suspended

(1) *Machines Approved* - The maximum number of gaming machines that a licensee could operate under their licence. Note that the licensee is required to have gaming machine entitlements to cover the number of gaming machines actually operating on the premises.

(2) *Entitlements Owned* - Number of entitlements owned by the licensee. Each entitlement allows the licensee to operate one gaming machine on the licensed premises.

(3) *Entitlements Held* - Number of entitlements held at the premises, usually equivalent to the number of gaming machines which are being operated by the licensee on the premises. This number must not exceed the maximum number of approved machines. 'Entitlements held' could be entitlements owned or a combination of owned entitlements and any additional entitlements held at the venue under an agreement with Club One.

Premises Name	Status	Machines Entitlements Entitlements		
		Approved (1)	Owned (2)	Held (3)
"BH" Community Club Inc	G	20	20	20
AAMI Stadium	G	40	40	40
Aberfoyle Tavern	G	40	33	33
Aces Bar & Bistro	G	36	30	30
Alberton Hotel	G	40	32	32
Albion Hotel	G	40	33	33
Aldgate Pump Hotel	G	40	32	32
Aldinga Hotel	G	40	32	36
Alford Hotel	G	4	4	4
Alma Hotel	G	12	12	12
Alma Tavern	G	40	32	32
Ambassadors	G	40	32	32
Angas Park Hotel	G	40	25	25
Angaston Hotel	G	40	16	16
Angler's Inn Hotel Motel	G	25	20	20
Arab Steed Hotel	G	25	20	20
Ardrossan Motel Hotel	G	12	12	12
Arkaba Hotel Motel	G	40	35	35
Athelstone Football Club	G	25	20	20
Aurora Ozone Hotel	G	40	20	20
Aussie Inn	G	40	33	33
Austral Motel-Hotel	G	15	3	3
Avenues Hotel	G	40	33	38
Avoca Hotel	G	40	33	33
Barmera Hotel Motel	G	40	32	32
Barmera-Monash Football Club	G	14	14	14
Barossa Brauhaus	G	40	33	34
Bartley Tavern	G	40	33	33
Barzaar	G	31	31	31
Bath Hotel	G	40	34	34
Bay Hotel Motel	G	40	33	33
Beachport Hotel	G	12	12	12
Bedford Hotel	G	12	12	12
Belair Hotel	G	40	33	37
Benjamin On Franklin Hotel	G	22	20	20
Bentley's Hotel	G	13	13	13
Berri Club	G	12	10	10
Berri Hotel	G	40	40	40

Premises Name	Status	Machines Entitlements Entitlements		
		Approved (1)	Owned (2)	Held (3)
Big River Tavern	G	40	40	40
Birkenhead Tavern	G	40	34	34
Blacksmiths Inn	G	10	10	10
Blanchetown Hotel	G	40	10	10
Blue Gums Hotel	G	40	33	33
Blumberg Hotel	G	18	18	18
Blyth Hotel	G	4	4	4
Bon Accord Hotel	SP	6	0	0
Bordertown Hotel	G	30	22	22
Brahma Lodge Hotel	G	40	33	33
Bridge Hotel Langhorne Creek	G	8	8	8
Bridgeport Hotel	G	40	33	33
Bridgewater Inn	G	32	32	32
Bridgeway Hotel	G	40	33	33
Brighton Metro Hotel	G	40	33	38
Britannia Hotel	G	40	33	33
British Working Men's Club	G	36	36	36
Broadway Hotel	G	40	32	32
Brompton Hotel	G	30	25	25
Buckingham Arms Hotel	G	40	32	32
Bushman's Arms Hotel	G	40	32	32
Bute Hotel	G	6	6	6
Cadeil Club	G	8	7	7
Cadney Homestead	G	6	6	6
Caledonian Hotel	G	20	20	20
Callington Hotel	G	6	6	6
Campania Sports And Social Club	G	20	10	10
Cape Jervis Tavern	G	10	10	10
Carlisle Tavern	G	40	33	33
Castle Tavern	G	40	33	33
Cathedral Hotel	G	12	12	12
Cavan Hotel	G	40	32	32
Ceduna Foreshore Hotel Motel	G	40	40	40
Central Augusta Football and Community Sporting Club	G	20	20	20
Central District Footballers' Club	G	40	40	40
Central Hotel - Port Pirie	G	32	32	32
Challa Gardens Hotel	G	40	33	33
Charleston Hotel	G	5	5	5
Cheltenham Park	G	40	40	40
Christies Beach Hotel	G	40	33	33
Citi Zen Restaurant	SP	7	7	7
Clare Hotel	G	25	20	20
Cleve Hotel	G	8	8	8
Clovercrest Hotel Motel	G	40	34	34
Club One	G		268	62
Clyde Hotel	G	40	33	33
CMS Crows & Miniaton Sporting Club	G	8	8	8
Cobdogla & District Club	G	20	20	20
Coffin Bay Hotel	G	13	13	13
Colac Hotel	SP	10	0	0
Colonel Light Hotel	G	20	20	20
Colonist Tavern	G	40	33	33
Colonnades Tavern	G	40	34	38
Commercial Hotel - Burra	G	6	6	6

Premises Name	Status	Machines		Entitlements	
		Approved (1)	Owned (2)	Owned (2)	Held (3)
Commercial Hotel - Cowell	G	13	13	13	13
Commercial Hotel - Jamestown	G	14	14	14	14
Commercial Hotel - Morgan	G	14	14	14	14
Commercial Hotel - Mount Gambier	G	40	33	33	33
Commercial Hotel - Strathalbyn	G	25	21	21	21
Commercial Hotel - Two Wells	G	10	10	10	10
Coobowie Hotel	G	6	6	6	6
Cooinda Club	G	28	25	25	25
Coonalpyn Hotel	G	7	7	7	7
Corio Hotel	G	31	25	25	25
Cornucopia Hotel	G	12	11	11	11
Cornwall Hotel - Moonta	G	17	17	17	17
Coromandel Valley Duck Inn	G	40	33	33	33
Cove Tavern	G	40	32	32	32
Crafers Inn	G	10	10	10	10
Cremorne Hotel	G	40	33	33	33
Criterion Hotel	SP	28	24	24	24
Criterion Tavern	G	40	32	32	32
Cross Keys Hotel	G	40	34	34	34
Crown Inn	G	40	33	33	33
Crown Inn Hotel	G	15	15	15	15
Crystal Brook Hotel	G	7	7	7	7
Cudlee Creek Restaurant & Tavern	G	10	10	10	10
Cue Sports SA Inc	G	20	19	19	19
Cumberland Arms Hotel	G	15	15	15	15
Cumberland Hotel	G	6	6	6	6
Cummins Hotel	G	8	8	8	8
Dalrymple Hotel	G	10	10	10	10
Desert Cave Hotel Motel	G	16	16	16	16
District Hotel - Nairne	G	12	12	12	12
District Hotel - Tungkillo	SP	5	5	5	5
Dockside Tavern	G	20	20	20	20
Dog & Duck	G	20	20	20	20
Duke Of Brunswick Hotel	G	6	6	6	6
Duke Of York Hotel	G	10	10	10	10
Dundee's Hotel	G	40	32	32	32
Earl Of Aberdeen Hotel	G	10	10	10	10
Earl Of Leicester Hotel	G	40	32	32	32
Eden Valley Hotel	G	6	6	6	6
Edinburgh Castle Hotel	G	7	7	7	7
Edinburgh Hotel	G	36	30	30	30
Edinburgh Hotel	G	9	9	9	9
Elephant & Castle Hotel	G	7	7	7	7
Elizabeth Bowling Club	SP	10	0	0	0
Elizabeth Tavern	G	40	33	33	33
Elliston Hotel	G	6	6	6	6
Empire Hotel	G	40	33	33	33
Emu Hotel - Morphet Vale	G	40	33	33	33
Esplanade Hotel	G	40	34	34	34
Eureka Tavern	G	40	33	33	33
Exchange Tavern	G	8	8	8	8
Exeter Hotel	G	40	33	33	33
Feathers Hotel	G	40	33	33	33
Federal Hotel - Peterborough	G	5	5	5	5
Federal Hotel - Semaphore	G	40	32	32	32

Premises Name	Status	Machines		Entitlements	
		Approved (1)	Owned (2)	Owned (2)	Held (3)
Federal Hotel Motel - Mount Gambier	G	14	14	14	14
Findon Hotel	G	40	33	33	33
First Commercial Inn	G	10	10	10	10
Flagstaff Hotel	G	40	33	33	33
Flanagans Irish Pub	G	40	32	32	32
Forresters & Squatters Arms Hotel	G	6	6	6	6
Fountain Inn Hotel	G	35	27	27	27
Frances Hotel	G	11	11	11	11
Franklin Harbour Hotel	G	10	10	10	10
Freeling Hotel	G	5	5	5	5
Gaslight Tavern	G	15	12	12	12
Gawler Arms Hotel	G	40	33	33	33
Gaza Sports & Community Club Inc	G	10	6	6	6
General Havelock Hotel	G	8	8	8	8
Gepps Cross Hotel	G	40	33	33	33
German Arms	G	40	32	32	32
Gilbert Street Hotel	G	11	11	11	11
Gladstone Hotel	G	5	5	5	5
Glendambo Hotel Motel	G	8	8	8	8
Glenelg Footballers' Club	G	40	40	40	40
Glenelg Jetty Hotel	G	40	33	33	33
Glenelg Pier Hotel	G	40	32	32	32
Glynde Hotel	G	40	33	33	33
Golden Grain Hotel	G	6	6	6	6
Golden Grove Tavern	G	40	36	36	36
Golden Port Tavern	SP	12	0	0	0
Goodwood Park Hotel	G	40	32	32	32
Goolwa Hotel	G	40	32	32	32
Grand Hotel	G	25	20	20	20
Grand Junction Tavern	G	40	33	33	33
Grand Tasman Hotel	G	40	33	33	33
Grange Hotel	G	40	34	34	34
Gray's Inn	G	40	34	34	34
Great Eastern Hotel	G	9	9	9	9
Great Northern Hotel	G	40	33	33	33
Greenock Creek Tavern	G	8	6	6	6
Grenfell 110	G	35	27	27	27
Greyhound Racing SA	G	40	40	40	40
Griffins Head	G	28	20	20	20
Grosvenor Hotel	G	28	21	21	21
Gumeracha Hotel	G	6	6	6	6
Hackham Community Sports & Social Club	G	15	0	0	0
Hackney Hotel	G	40	33	33	33
Hagen Arms Hotel	G	4	4	4	4
Hahndorf Old Mill	G	40	33	33	33
Halfway Hotel Beverley	G	40	32	32	32
Halfway House Hotel	G	10	10	10	10
Hamley Bridge Hotel	G	8	8	8	8
Hampstead Hotel	G	39	33	33	33
Hannahville Hotel	G	12	12	12	12
Hawker Hotel Motel	G	9	9	9	9
Heaven	SP	16	0	0	0
Hendon Hotel	G	40	33	33	33
Henley Hotel	G	40	33	33	33
Heyward's Royal Oak Hotel	G	16	16	16	16

Premises Name	Status	Machines	Entitlements	Entitlements
		Approved (1)	Owned (2)	Held (3)
Highbury Hotel	G	40	33	33
Highercombe Golf And Country Club	G	4	4	4
Highlander Hotel	G	40	37	37
Highway Inn	G	40	37	40
Hilton Hotel	G	40	36	36
Holdfast Hotel	G	40	33	33
Hope Inn Hotel	G	40	32	36
Hotel Arno	G	8	8	8
Hotel Augusta	G	17	17	17
Hotel Balhannah	G	19	19	19
Hotel Barker	G	40	32	32
Hotel Bay View	G	40	34	34
Hotel Boston	G	40	33	33
Hotel Central	G	10	10	10
Hotel Commonwealth	G	29	21	21
Hotel Crown	G	40	33	33
Hotel Elliot	G	7	7	7
Hotel Enfield	G	40	33	33
Hotel Excelsior Brompton	G	40	33	33
Hotel Eyre	G	40	33	33
Hotel Finsbury	G	40	33	33
Hotel Flinders	G	12	12	12
Hotel Loxton	G	40	40	40
Hotel Maitland	G	10	10	10
Hotel McLaren	G	30	22	22
Hotel Peterborough	G	16	16	16
Hotel Richmond	G	40	32	32
Hotel Risdon	G	40	32	32
Hotel Royal	G	40	33	33
Hotel Seaton	G	40	33	33
Hotel Spencer	G	20	20	20
Hotel Sussex	G	38	30	30
Hotel Tivoli	G	10	10	10
Hotel Victory	G	30	25	25
Hotel Wright Street	G	28	20	20
Hyde Park Tavern	G	40	33	33
International Hotel Port Pirie	G	32	24	24
Jackpots on Flinders	G	16	16	16
Jackpots On Gouger	G	31	23	23
Jackpots on Hindley	G	30	23	23
Jackpots On Pulteney	G	40	33	33
Jamestown Hotel	G	9	9	9
Jens Town Hall Hotel	G	40	32	32
Joiners Arms	G	26	20	20
Junction Hotel	G	10	10	10
Kadina Football Club	SP	6	0	0
Kadina Hotel	G	31	23	23
Kangaroo Island Lodge	SP	10	0	0
Karoonda Hotel	G	5	5	5
Keith Hotel	G	27	20	20
Kensington Hotel	G	40	33	33
Kent Town Hotel	G	30	25	25
Kentish Arms Hotel	G	8	4	4
Kersbrook Tavern	G	10	8	8
Kimba Hotel	G	12	12	12

Premises Name	Status	Machines	Entitlements	Entitlements
		Approved (1)	Owned (2)	Held (3)
Kincraig Hotel	G	40	32	32
Kingsford Hotel	G	40	33	33
Lady Daly Hotel	G	5	5	5
Lakes Resort	G	40	33	40
Lameroo Hotel Motel	G	6	6	6
Land Of Promise Hotel	G	6	6	6
Largs Pier	G	40	32	32
Leigh Creek Hotel	G	15	15	15
Leonards Mill	SP	11	0	0
Lincoln South Club	G	20	15	15
Links Hotel Motel	G	40	33	33
Lochiel Hotel	G	6	6	6
Lockleys Hotel	G	40	35	35
Lonsdale Hotel	G	40	40	40
Lord Melbourne Hotel	G	20	20	20
Lower Light Hotel	G	4	4	4
Loxton Club	G	27	21	21
Loxton North Sports Club	SP	8	0	0
Lucindale Hotel	G	6	6	6
Lyndoch Hotel	G	15	15	15
Lyrup Community Club	G	8	6	6
Macclesfield Hotel	G	7	7	7
Mac's Hotel	G	32	32	32
Maid & Maggie Hotel	G	40	33	33
Maid Of Auckland Hotel	G	40	33	33
Mallala Hotel	G	6	6	6
Mannum Club	G	22	20	20
Mannum Hotel	G	7	7	7
Mansfield Park Hotel	G	40	34	34
Mansions Tavern	G	40	32	32
Marble Hotel	G	18	18	18
Marina Hotel	G	40	32	32
Marion Hotel	G	40	35	35
Marion Sports & Community Club	G	40	40	40
Marrakesh Hotel	G	33	28	28
Marree Hotel	G	8	8	8
Marryatville Hotel	G	40	32	32
Mawson Lakes Hotel	G	40	33	40
Maylands Hotel	G	40	32	32
Mccracken Country Club	G	20	20	20
Meadows Hotel	G	15	15	15
Melville @ Yorketown	G	24	20	20
Meningie Hotel	G	12	12	12
Metropolitan Hotel	G	30	25	25
Mick O'Shea Irish Pub	G	40	33	40
Middleton Tavern	G	38	32	32
Midway Tavern	G	40	35	40
Mile End Hotel	G	40	33	40
Millicent & District Community Club	G	11	0	0
Minlaton Hotel/Motel	G	14	14	14
Minnipa Hotel	G	9	9	9
Modbury Plaza Hotel	G	40	37	37
Monash Club	G	18	18	18
Moonta Hotel	G	22	20	20
Moorook & District Club	G	9	0	0

Premises Name	Status	Machines	Entitlements	Entitlements
		Approved (1)	Owned (2)	Held (3)
Morphett Arms Hotel	G	40	36	40
Morphettville Racecourse	G	40	40	40
Mount Compass Tavern	G	20	20	20
Mount Gambier Hotel	G	40	33	33
Mount Pleasant Hotel Motel	G	6	6	6
Mount Remarkable Hotel	G	6	6	6
Mount Torrens Hotel	G	5	5	5
Munno Para Bowling & Community Club	G	10	10	10
Murray Bridge & District Community Club	G	20	19	19
Murray Bridge Golf Club	G	12	12	12
Murray Bridge Hotel	G	40	34	34
Naracoorte Hotel	G	32	32	32
New Dublin Hotel	G	8	8	8
New York Bar & Grill - Marion	G	40	33	33
Newmarket Hotel	G	40	32	32
Normanville Hotel	G	31	25	25
North Kapunda Hotel	G	10	10	10
North Laura Hotel	G	10	8	8
North Mount Gambier Football Club	G	20	0	0
Northern Tavern	G	40	40	40
Northgate Community & Sports Club	G	8	8	8
Norwood Community Club	SP	26	26	26
Norwood Hotel	G	40	34	34
O Hotel	G	40	32	32
O.G. Hotel	G	40	33	33
Oakbank Hotel	G	15	15	15
Old Bakehouse	G	15	15	15
Old Bush Inn	G	10	10	10
Old Bushman Hotel	G	16	16	16
Old Noarlunga Hotel	G	40	33	33
Old Spot Hotel - Gawler	G	20	20	20
Old Spot Hotel - Salisbury Heights	G	40	33	38
Opal Inn	G	40	32	32
Oriental Hotel Norwood	G	40	32	32
Owen Arms Hotel	G	5	5	5
Para Hills Community Club	G	40	34	34
Paradise Hotel	G	40	33	33
Parafield Gardens Community Club	G	40	35	35
Paringa Hotel	G	30	22	22
Park Hotel	G	40	33	33
Pastoral Hotel Motel	G	32	32	32
Payneham Tavern	G	40	33	35
Penneshaw Hotel	G	8	8	8
Pier Hotel - Port Lincoln	G	40	32	32
Pier Hotel - Milang	G	12	12	12
Pinnaroo Hotel	G	4	4	4
Planet Hotel	SP	40	32	32
Playford Tavern	G	40	33	36
Pooraka Football Club	G	10	4	4
Port Admiral Hotel	SP	11	11	11
Port Anchor	G	40	33	33
Port Augusta West Football Club	G	20	20	20
Port Broughton Hotel	G	9	9	9
Port Broughton Sunnyside Motel Hotel	G	12	12	12
Port Clinton Community & Sports Club	G	6	6	6

Premises Name	Status	Machines	Entitlements	Entitlements
		Approved (1)	Owned (2)	Held (3)
Port Dock Brewery Hotel	G	40	15	15
Port Football & Community Sporting Club	G	35	35	35
Port Germein Hotel	SP	9	0	0
Port Kenny Hotel	G	5	5	5
Port Lincoln Hotel	G	40	34	34
Port Noarlunga Hotel	G	40	33	33
Port Victoria Hotel Motel	G	9	9	9
Port Wakefield Hotel	G	6	6	6
Portland Hotel	G	40	33	33
Portside Tavern	G	40	32	32
Pretoria Hotel	G	40	32	32
Prince Edward Hotel	G	10	10	10
Prince of Wales - Queenstown	G	40	33	33
Prince Of Wales Hotel Motel	G	6	6	6
Princes Berkeley	G	40	32	32
Queens Head Hotel	G	10	10	10
Queenscliffe Family Hotel	G	7	7	7
Quorn Hotel	G	8	8	8
Racquets SA	G	40	40	40
Railway Hotel - Freeling	G	6	6	6
Railway Hotel - Jamestown	G	4	4	4
Railway Hotel - Peterborough	G	27	20	20
Railway Hotel - Port Adelaide	G	5	5	5
Ramsgate Hotel	G	40	33	33
Red Lion Hotel	G	40	33	33
Redlegs Club	G	40	40	40
Reepham Hotel	G	40	33	36
Regency Tavern	G	40	38	38
Renmark Club	G	40	38	38
Renmark Golf Club	G	16	16	16
Renmark Hotel Motel	G	40	40	40
Renmark Rovers Football Club	SP	8	0	0
Rex Hotel	G	40	33	33
Rezz	G	40	33	33
Richies Tavern	G	40	37	37
Ridley Arms Hotel	G	6	6	6
Rising Sun Hotel - Auburn	G	6	6	6
Rising Sun Hotel - Lobethal	G	6	6	6
Rising Sun Hotel Port Wakefield	G	40	10	10
Riverside Hotel	G	20	20	20
Riverton Hotel	G	9	9	9
Rob Roy Hotel	G	20	20	20
Robe Hotel	G	21	20	20
Robin Hood Hotel	G	32	27	27
Rocks Tavern	G	6	6	6
Roopena Football Club	G	24	24	24
Roosters' Club	G	40	40	40
Rose & Crown Hotel	G	40	33	33
Rosemont Hotel And Pokies	G	40	32	32
Rosewater Hotel	G	40	33	33
Rosewater Social Sports Club	G	8	8	8
Roseworthy Hotel	G	8	8	8
Roxby Downs Club	G	40	20	30
Roxby Downs Tavern	G	40	33	33
Royal Arms Hotel	G	14	14	14

Premises Name	Status	Machines	Entitlements	Entitlements
		Approved (1)	Owned (2)	Held (3)
Royal Exchange Hotel - Burra North	G	8	8	8
Royal Exchange Hotel - Kadina	G	40	33	33
Royal Family Hotel	G	12	12	12
Royal Hotel - Balaklava	G	6	6	6
Royal Hotel - Crystal Brook	G	6	6	6
Royal Hotel - Kent Town	G	40	32	32
Royal Hotel - Moonta	G	20	20	20
Royal House Hotel	G	29	21	21
Royal Oak Hotel	G	40	33	33
RSL Colonel Light Gardens Sub-Branch	G	10	8	8
RSL Largs Bay Sub-Branch	G	6	6	6
RSL Marion Sub Branch	G	10	8	8
RSL Mount Gambier Sub Branch	G	40	40	40
RSL Payneham Sub Branch	SP	12	0	0
Sailmaster Tavern	G	40	33	33
Salisbury Hotel	G	40	33	33
Salisbury North Football Club	G	40	40	40
Salisbury Sub-Branch RSL	G	10	10	10
Salisbury West Sports Club	G	12	12	12
Saracen's Head	G	25	20	20
Sea Breeze Hotel	G	15	15	15
Seaford Rise Tavern	G	40	32	32
Semaphore Hotel	G	40	33	36
Semaphore Palais	G	40	32	32
Settlers Tavern	G	40	34	38
Seven Stars Hotel	G	12	12	12
Sevenhill Hotel	G	40	5	5
Silks On Grenfell Hotel	G	20	20	20
Sir John Franklin Hotel	G	26	20	20
Sky Tavern	G	40	34	34
Slug'N'Lettuce Tavern	G	40	33	36
Smithfield Hotel Motel	G	40	33	40
Snowtown Hotel	G	12	8	8
Somerset Hotel - Millicent	G	30	22	22
Somerset Hotel - Para Hills	G	40	33	33
South Adelaide Footballers' Club	G	40	40	40
South Australian Harness Racing Club	G	40	40	40
South Australian Hotel	G	30	22	22
South Eastern Hotel	G	40	33	33
South Lakes Golf Club	G	25	25	25
Southern Districts Workingmen's Club	G	20	20	20
Southwark Hotel	G	6	6	6
Sportsman Hotel	G	40	32	32
Sportsman Tavern	G	40	32	32
Spud's Hotel Motel	G	13	13	13
St Francis Winery Resort Hotel	G	40	32	32
St Kilda Hotel	G	20	20	20
Stamford Grand	G	40	32	32
Stamford Plaza	G	30	22	22
Stirling Hotel	G	32	27	30
Stockade Tavern	G	40	34	37
Stockwell Hotel	G	10	8	8
Strathmore Hotel	G	37	31	31
Streaky Bay Hotel Motel	G	30	22	22
Sundowner Motel Hotel	G	40	33	33

Premises Name	Status	Machines	Entitlements	Entitlements
		Approved (1)	Owned (2)	Held (3)
Sunset Cove Resort Golf Course Marina	G	24	20	20
Swan Reach Hotel	G	20	20	20
Tallem Bend Hotel	G	25	20	20
Talbot Hotel	G	40	32	32
Taminga Hotel	G	30	25	25
Tantanoola Tiger Hotel	G	5	5	5
Tanunda Club	G	31	23	23
Tanunda Hotel	G	40	20	20
Tassie Tavern	G	40	33	33
Tavern 540	G	39	38	38
Tea Tree Gully Hotel	G	40	33	33
Terminus Hotel - Balaklava	G	7	7	7
Terminus Hotel - Morgan	G	10	10	10
Terminus Hotel - Strathalbyn	G	12	12	12
The Boathouse Tavern Osborne	G	40	33	33
The British Hotel Port Adelaide	SP	9	0	0
The Eagles Club	G	40	40	40
The Electric Light Hotel	SP	3	3	3
The Famous Royal Mail Hotel	G	20	20	20
The Glanville Hotel	G	9	9	9
The Island Landing	G	17	17	17
The Lighthouse Hotel	G	15	15	15
The Lion Hotel	G	40	32	32
The Lobethal Hotel	G	10	10	10
The London Tavern	G	40	32	32
The New Whyalla Hotel	G	40	32	32
The Oakden Central	G	40	0	40
The Office on Pirie	G	20	20	20
The Ovingham Hotel	G	40	32	32
The Oxford Hotel	G	35	20	33
The Palace	G	24	20	20
The Port Club	G	40	40	40
The Seacliff Beach Hotel	G	40	32	32
The Southern	G	40	33	33
The Valley Inn	G	40	33	33
Thevenard Hotel	G	20	20	20
Tintinara Hotel	G	4	4	4
Tonsley Hotel	G	40	33	33
Torrens Arms Hotel	G	40	33	33
Totness Inn	G	10	10	10
Tower Hotel	G	40	33	33
Tower Tavern	G	36	0	0
Transcontinental Hotel	G	10	10	10
Travellers Rest Hotel - Stirling North	G	12	12	12
Troubridge Hotel	G	15	15	15
Truro Hotel	G	4	4	4
Tumby Bay Hotel	G	11	11	11
Two Wells Hotel	G	20	20	20
Union Hotel	G	15	15	15
Uraidla Hotel	SP	40	32	32
Valley Hotel	G	8	8	8
Ventnor Hotel	G	17	17	17
Victor Resort Hotel	G	40	34	34
Victoria Hotel - Port Macdonnell	G	15	15	15
Victoria Hotel - O'Halloran Hill	G	40	33	33



Premises Name	Status	Machines	Entitlements	Entitlements
		Approved (1)	Owned (2)	Held (3)
Victoria Hotel Strathalbyn	G	40	33	33
Village Tavern	G	40	33	36
Vine Inn	G	40	34	34
WA/SA Border Village Hotel-Motel	G	10	10	10
Waikerie Club	G	20	20	20
Waikerie Hotel	G	40	40	40
Wakefield Hotel	G	21	20	20
Walkers Arms Hotel	G	40	33	33
Wallaroo Hotel	G	9	9	9
Wallaroo Marina Hotel	G	40	32	32
Wallis Tavern / Auchendarroch House	G	40	32	32
Warooka Hotel	G	15	15	15
Warradale Hotel	G	40	34	40
Waterloo Station Hotel	SP	40	34	34
Watermark Glenelg	G	40	40	40
Wee Willie's Tavern	G	40	34	34
Weeroona Hotel	G	16	16	16
Weintal Motel-Hotel	G	9	9	9
Wellington Hotel - North Adelaide	G	10	10	10
Wellington Hotel	G	8	8	8
West Adelaide Footballers' Club	G	40	40	40
West End Tavern	G	40	34	34
West Thebarton Hotel	G	40	33	33
West Whyalla Football Club	G	12	12	12
Western Hotel	G	40	37	37
Western Tavern	G	40	33	33
Westland Hotel/Motel	G	40	34	34
Wheatsheaf Hotel - Price	G	6	6	6
Wheatsheaf Hotel - Virginia	G	33	28	28
Wheatsheaf Hotel - North Shields	G	10	10	10
Whitehorse Inn Hotel	G	40	32	32
Whitmore Hotel	G	10	8	8
Wildongoleechee Hotel	SP	4	4	4
Willaston Hotel	G	40	33	33
Williamstown Hotel	G	6	6	6
Willunga Hotel	G	10	10	10
Wilmington Hotel	G	10	10	10
Windmill Hotel	G	40	32	32
Windsor Hotel	G	40	33	33
Wirrabara Hotel	G	6	6	6
Wolseley Hotel	G	8	8	8
Wombat Hotel	G	20	20	20
Woodcroft Tavern	G	40	34	38
Woodside Hotel	G	10	10	10
Woodville Hotel	G	40	33	33
Woolshed Inn Hotel Motel	G	20	20	20
Woolshed On Hindley	G	40	32	32
Wudinna Hotel	G	10	10	10
Yankalilla Hotel	G	40	32	32
Yorke Hotel	G	40	15	15
Yorke Valley Hotel	G	12	12	12
Yunta Hotel	SP	6	0	0
		<b>15049</b>	<b>12887</b>	<b>12887</b>

32



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General  
Liquor  
Gaming  
Casino  
Racing  
Lottery  
Charities  
Home

## Approved Trading System - Gaming Machine Trading Round Information

On 14 July 2011, the South Australian Government introduced a new approved trading system to allow eligible persons to purchase and sell gaming machine entitlements. Full details are prescribed in the [Gaming Machines Regulations 2005](#).

Under the new approved trading system the purchase price of a gaming machine entitlement is no longer fixed at \$50,000. This means that when a trading round is announced an eligible person can submit a written offer to-

- purchase a gaming machine entitlement and specify the highest price that they would be willing to pay for the entitlement if their offer was accepted; and
- sell a gaming machine entitlement and specify the lowest price that they would be willing to accept as payment for the entitlement if their offer was accepted.

Trading round announcements are shown below.

### Trading Round 2/2012

Offers for **Trading Round 2/2012** closed on **Friday 21 December 2012 at 5.00pm**.

Results of this trading round will be announced by the Commissioner following the Trading Day on **Thursday 31 January 2013**.

All persons who have submitted offers in this trading round will be notified in writing of whether their offer has been accepted or not after this date.

Following the Trading Day, the details of the Purchaser Price and Vendor Price will also be published here.

### Trading Round 1/2012

[Click here for a copy of the review of Trading Round 1/2012 Report](#)

[Click here for the results of Trading Round 1/2012](#)

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S



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General  
Liquor  
Gaming  
Casino  
Racing  
Lottery  
Charities  
Home

## Gaming Machine Entitlements

[Gaming machine entitlement trade system](#)

### List of Gaming Machine Entitlements held in SA

A list of all gaming machine entitlements held in SA and the venues at which those entitlements are held is now available for viewing on the OLGC website.

Contact  
Links  
Search  
Site Map

## Gaming Machine Entitlements

On 8 December 2004 the *Gaming Machines (Miscellaneous) Amendment Act 2004* was passed by Parliament.

The effect of this Act was to reduce the number of gaming machines operating in South Australia by 3000 and to introduce a scheme which enables gaming machine licensees to trade entitlements.

A new concept was introduced called a gaming machine entitlement.

Previously, the ability to operate gaming machines was conferred by the approved number of gaming machines authorised under the gaming machine licence.

The ability to operate machines now vests in a gaming machine entitlement. The approved number of gaming machines now reflects the maximum number of entitlements that a licensee can hold (the maximum is 40). A licensee can not operate machines without a gaming machine entitlement.

On 1 February 2005, all existing gaming machine licensees were issued with a number of entitlements in accordance with the following formula:

### Profit Associations (Hotels)

Where the approved number of gaming machines was

- 29 and above - reduced by 8
- 21 to 28 - reduced to 20
- 20 or less - no reduction

For example:

- a venue with approval for 40 machines was issued 32 entitlements (reduced by 8)
- a venue with approval for 25 machines was issued 20 entitlements (reduced by 5)

### Non-Profit Associations (Clubs and Community Hotels)

A non-profit association means an incorporated association or some other body corporate where the Commissioner is satisfied that profits cannot be returned to members.

Generally this means all clubs, community hotels where the licensee is a limited company, and also includes a hotel where the licensee or ultimate shareholder is a club or community hotel.

Venues where the licence was held by a non-profit association were exempt from the reduction formula and were issued the same number of entitlements as the approved number of machines.

The result of the reduction in numbers was to reduce the total number of machines able to be operated in the State by 2168.

In order to remove a further 832 (to take the total to 3000), entitlements will be relinquished when sold through the [trade system](#).

### New Licences

Any applications granted for a new licence will have a maximum number of approved machines authorised. No entitlements will be issued.

1 Feb 2005  
→

Entitlements may only be acquired by:

- buying them in the trade
- transferring from a non-profit association
- Club One

### **Further information on gaming machine entitlements**

[Gaming machine entitlement trade system](#)

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Page Last Updated: 18-7-2011

[| Email Us |](#)

[| Return to top of this page |](#)



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- General
- Liquor
- Gaming ▶
- Casino
- Racing
- Lottery
- Charities
- Home

## Gaming Tax

[Email us with your questions](#)

### Information Booklet

This booklet outlines a licensee's obligations in relation to the payment of gaming tax and includes the applicable gaming tax rates for the current financial year.

[View/Download Gaming Tax Booklet 2005/2006 \(PDF - 574kb\)](#)

### Direct Debit Request Form

Download a Direct Debit request form to advise of a change in bank account number for the payment of gaming tax by Electronic Funds Transfer (see Section 5. of the booklet)

[View/Download Direct Debit Request.pdf](#)

- Contact
- Links
- Search
- Site Map



### Gaming Machine Surcharge

From 28 November 2002 a stamp duty surcharge on transfers of businesses that own gaming machines applies.

The surcharge applies to transfers of an interest in the business which applies to:

- sole owners
- partners
- companies
- unit trusts
- discretionary trusts companies

The surcharge will not apply where the transaction does not attract duty ordinarily under the Stamp Duties Act for e.g. where the transfer occurs between members of the same family.

Surcharge is calculated at 5% of Net Gambling Revenue (NGR) derived by the business in the preceding 12 months prior to the transfer. This amount is further proportioned based on the percentage of the interest in the business being transferred.

Under the Gaming Machines Act, it is a condition of the transfer of a gaming machine licence that, where the surcharge has not already been paid, it is to be paid within the period specified in section 20 of the Stamp Duties Act.

Calculation and collection of the Gaming Machine Surcharge is the responsibility of RevenueSA.

For further details on the Gaming Machine Surcharge, contact Revenue SA on (08) 8226 3750

*non-product only??*

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[| Return to top of this page |](#)



## Gaming and Wagering Industry Data

[Home](#) > [Liquor and Gaming - Home](#) > [Industry Data](#) > [Gaming and Wagering Industry Data](#)

### Options

This table shows the total number of gaming machines in casinos, hotels and clubs in Tasmania.

[Liquor and Gaming - Home](#)

#### General

[Industry Data](#)  
[Publications](#)  
[Liquor and Gaming Forums](#)  
[Complaints](#)  
[Contact Us](#)  
[Links](#)

#### Gaming

[Applying for a Gaming Licence or Permit](#)  
[FAQs - Gaming](#)  
[Fees & Payment](#)  
[Signs, stickers and posters for licence holders](#)  
[Information for players](#)  
[Responsible Conduct of Gambling](#)  
[Reducing Harm - Gambling Social and Economic Impact Studies](#)  
[Tasmanian Gambling Exclusion Scheme](#)  
[Community Support Levy Rules and Standards for Gambling](#)  
[Minor Gaming](#)  
[Legislation - Gaming](#)  
[Player protection for gamblers](#)  
[Mandatory Code of Practice](#)

Gaming Machine Numbers		Cap
Number of casino gaming machines	1 250	
Number of hotel and club gaming machines	2 383	2 500
Total number of gaming machines	3 633	3 680
Gaming machine cap – each hotel		30
Gaming machine cap – each club		40
Number of gaming machines – Spirits of Tasmania	46	

This table shows gaming machine expenditure for the previous financial year compared to the financial year to date.

Gaming Machine Expenditure (\$M)			
	Financial Year 11/12	FYTD 30 November 2011	FYTD 30 November 2012
Hotel and club	115.1	50.87	49.79
Casino and Spirits	93.2	39.78	34.08
Total	208.3	90.65	83.87

Note: Expenditure is the total amount wagered less the total amount won by people who gamble.

This table shows the number of gaming licence and permit holders in Tasmania.

[Home](#) » [Our Responsibilities](#) » [Communities and Vulnerable People](#) » [Publications & Articles](#) » Strategies

# A National Snapshot of Harm Minimisation Strategies

## A National Snapshot of Harm Minimisation Strategies

### Introduction

State and Territory Governments have the primary responsibility for the regulation of gambling in Australia.

In the past decade State and Territory Governments have introduced a wide range of measures to reduce gambling harm through various mechanisms including:

- Legislative and Regulatory changes; and
- Voluntary or Mandatory Codes of Practice implemented and administered by government regulators.

In general over the past five years, States and Territories have spent more than \$200 million on responsible gambling measures. This includes telephone and face-to-face counselling services, public awareness and education, campaigning, community groups and support for individuals and families.

### The regulatory environment

Providing a snapshot of harm minimisation measures in Australia is not an easy task. Regulatory and legislative environments in States and Territories differ considerably and are continually evolving. For example, New South Wales has made significant changes to the use and operation of gaming machines. In November 2009, the Tasmanian Parliament passed a number of measures to reduce gambling harm and economic impact study into gambling.

This is largely a reflection of the history of the legalisation of gambling in each state and territory and the different regulatory environments. For example New South Wales has had electronic gaming machines in clubs since the 1950s, whereas in Victoria electronic gaming machines are confined to the Burswood Casino.

### Money Management

All states and territories have a range of mechanisms in place to support players to gamble within their

## Access to credit

All States and Territories prohibit gambling operators from offering credit to a patron for the purpose of a ban on cash advances from credit cards through ATM facilities in their venues.

## Cashing of cheques

Jurisdictions have a number of restrictions on the cashing of cheques in gambling venues. For example, a cheque for cash unless the cheque is made payable to the venue. A restriction of one transaction per card provisions also stop a third party cheque being endorsed by payee to gaming venue.

## Restricted access to ATMs and EFTPOS

ATMs and EFTPOS facilities are not permitted in gaming areas of pubs, clubs and casinos across Australia. Tasmania is the only state that currently prohibits ATMs in hotels and club gambling venues, however from 1 July 2012 that will also remove ATMs from gambling venues.

## Limits on withdrawals from ATMs

The Northern Territory, Victoria and South Australia have limited the amount of cash that can be withdrawn per transaction per card.

In addition to Tasmanian hotels and clubs, Tasmania is exploring potential options for a new mandate for the Gaming Commission to limit EFTPOS transactions to one transaction for gaming per day in the two states in 2009, expanding the Gaming Commission's power to extend the current restriction.

In Victoria, ATMs are prohibited in gaming venues, or within 50 metres of an entrance to the gaming venue. Withdrawals are limited to \$400 per card per 24 hour period. The same restriction applies to ATMs within 40 metres of a gaming venue.

## Certain winnings to be paid by cheque

In all states and territories there is some provision for paying certain gaming winnings by cheque. In New South Wales it is mandatory that electronic gaming machine winnings over \$1,200 and \$2,000 respectively be made by means of electronic transfer of funds to an account nominated by the prize winner. In the Northern Territory a certain amount must be paid by cheque; the amounts vary from \$250 to \$2,000.

In Tasmania, the prohibition of cashing of winning cheques on the day they are won is now in place. The prohibition (established by the Gaming Commission in relation to limiting the cash payout from gaming machines; the prohibition on cheques paid by cheque) are also being explored.

In Victoria, accumulated credits from gaming machines of \$1,000 or more must be paid by cheque. A withdrawal of \$1,000 or more must be paid by cheque if requested by the patron.

## Cashless / card-based gaming

Clubs, hotels and the casino in New South Wales have approved ticket-in, ticket-out technology whilst the Northern Territory have been approved for ticket-out only.



Queensland has conducted three trials of pre-commitment card-based gaming systems with approval for pre-commitment card-based gaming is operational across 47 gambling venues in Queensland with two of them using cashless gaming. The other venues are using a combination of cash and card play.

Queensland's card-based gaming trials also feature pre-commitment tools that allow users to set loss, e

## Pre-commitment Tools

South Australia is implementing trials of systems that allow patrons to set monetary and time limits on their gambling behaviour to notify the patron, and potentially the venue, if limits are exceeded. They can also provide and, with consent, to gambling help services. This work is in its early development stages, but it offers patrons to manage their gambling expenditure.

New South Wales has provision for pre-commitment on loss limits on cashless / card-based gambling

In Victoria all next generation gaming machines will have to have a pre-commitment mechanism that is operational from 2010. Victoria will mandate pre-commitment mechanisms on all gaming machines from 2013 and a mandate for cashless gaming machines from 2015-2016.

Tasmania provides for pre-commitment for internet-based gambling operators, such as Betfair.

## Structural Characteristics and Machine Design

### Caps on number of electronic gaming machines

	Restrictions	
	Clubs / hotels	Casinos
ACT	5,200	N/A <sup>^</sup>
NSW	99,000	1,500
NT	1,190	Nil*
QLD	44,015	Limited by ratio of tables to gam
SA	12,900***	995****
TAS	2,500	Nil
VIC	27,500 and regional caps in 20 regions^^	2,500
WA	N/A	1,750

\* Machine numbers in NT casinos limited by regulatory approval process.

\*\* This total does not include approved machines in casinos, currently sitting at 3,796. There is no f

\*\*\* Declining to 12,118 through forfeiture requirements in the approved trading system.

\*\*\*\* Determined by formula relating to the number of club and hotel gaming machines.

\*\*\*\*\* State-wide cap on total gaming machines. The cap excludes gaming machines operated on vessel

<sup>^</sup> The casino in the ACT is prohibited from operating electronic gaming machines.

^^ A maximum density of ten gaming machines per 1,000 adults for all municipalities, not covered by Docklands and Southbank) also applies.

Maximum density of gaming machines in all municipal areas to be capped at 10 per 1,000 adults by 20

### Rate of loss – bet and win limits

Bet limits are in place in hotels and clubs across all jurisdictions, these range from \$5.00 to \$10.00. The approved amendments to the Tasmanian Appendix to the Australian and New Zealand Gaming Machine National Standard reduce the maximum machine cash input limit for new games from \$10 to \$5 per spin in all gaming venues effective for new games from 1 April 2010. Existing games in New South Wales has a bet limit of \$100 for multi-terminal gaming machines in clubs. Most casinos do not have the same as for hotels and clubs unless the gaming machine is in a private gaming area, in which case the machine bet limit of \$5 (\$10 at the Melbourne casino, except on machines in a specified area). Western Australia has no bet limits on the game.

Win limits are in place in hotels and clubs in New South Wales (\$10,000 for a stand alone gaming machine, and \$100,000 for multi-terminal gaming machines). Queensland (\$10,000, for stand alone machine) has no win limits in casinos for non-jackpot prizes.

### Note acceptors

In South Australia note acceptors are prohibited in gaming machines. Tasmania and the Northern Territory have no note acceptors in hotels and clubs, but not in casinos. The Tasmanian Gaming Commission has approved amendments to the Australian and New Zealand Gaming Machine National Standard to reduce the maximum machine cash input limit for new games from 1 April 2010 for new games, and by 30 June 2013 for existing games. Other states and territories, aside from Queensland, have a maximum denomination of notes accepted.

These range from \$20 in Queensland and the Australian Capital Territory and \$50 in Victoria to \$100 in Western Australia.

### Display of odds and return to player

Odds are displayed for gaming machines in clubs, hotels and casinos across all jurisdictions. The minimum return to player is 85% in clubs, hotels and casinos.

## The Gambling Environment

### Provisions for exclusion / self exclusion

All jurisdictions have provisions for self exclusion. In New South Wales, Queensland, the Australian Capital Territory and Western Australia it is mandatory for a venue to have self-exclusion schemes in place. The Australian Capital Territory also requires licensees to exclude a person where the licensee has reasonable grounds for believing that the person's welfare is seriously at risk because of the person's gambling problem.

It is an offence in Queensland for gambling providers to distribute promotional material to known excluded persons.

In Tasmania, people can be excluded from gaming in a number of different ways – self-exclusion, third party exclusion by the Commissioner of Police. Self-exclusion is available from TOTE and Betfair activities.

In Victoria, from December 2008 it has been a condition of a venue operator's licence to have a self-exclusion program approved by the Victorian Commission for Gambling Regulation (VCGR).

In South Australia, the Independent Gambling Authority has conducted an inquiry into exclusion provisions.

In Western Australia, self-exclusion is available at the Burswood Casino and all TAB agencies.

## Clocks to be displayed

All jurisdictions other than Western Australia require clocks to be displayed either on the gaming machines installed on a voluntary basis in the casino in Western Australia.

## Limitations on 24 hour gaming in pubs and clubs

All jurisdictions have some enforced break in gaming operations in pubs and clubs (Western Australia casino). The period of the enforced break in operation over a 24 hour period ranges from three to six hours in different territories.

In Tasmania the limitation on 24 hour gambling for hotels and clubs is specified in the Tasmanian Gaming Act. Action can be taken against a venue which does not comply with Commission Rules. South Australia is planning to introduce trading venues. NSW research has found that the shutdown period was effective.

## Requirement for proper lighting

The Australian Capital Territory and Victoria have requirements for proper lighting in gambling venues. In the ACT, natural light in gambling venues is inhibited in some cases by licensing conditions which state that gambling venues must be on thoroughfares.

In Western Australia, developments to the Burswood Entertainment Complex now provide for natural lighting.

In Tasmania, the introduction of minimum lighting standards is currently being explored as part of a review of the Gaming Commission under its recently expanded rule-making powers.

Options for a new mandatory code of practice are also being explored by the Gaming Commission in

- advertising gambling products;
- player loyalty programs;
- inducements that may lead to problem gambling behaviour;
- clocks in gaming areas;
- further restrictions on access to cash; and
- improved signage.

## Advertising restrictions

All states and territories have restrictions on advertising related to gaming machines. The nature of these restrictions varies. For example, in some states and territories advertising restrictions apply to all gambling products; while in

## Restrictions on player loyalty systems / programs

The Australian Capital Territory, New South Wales, Northern Territory, South Australia and Victoria have restrictions on player loyalty systems/programs. For example, in some states cash cannot be offered as a prize, participants are able to win prizes and persons are prohibited from participating.

## Promotions and inducement restrictions

Gambling related inducements are banned in New South Wales, the Northern Territory and South Australia.

In NSW gaming machine venues are prohibited from offering free or discounted liquor, or free credits on gaming machines. Action may also be taken against individual promotions or inducements offered by a club or venue.

## Prize restrictions

In NSW there are restrictions on the value and nature of prizes and bonuses that can be offered to members of a club or venue. These include promotional, reward, loyalty or bonus schemes. There is a prohibition on any promotional or loyalty prizes exceeding \$1,000. Bonus points cannot be converted to cash.

## Minors banned from gaming machine areas

Minors are not permitted in gaming areas across Australia. Penalties are in place for the individual, venue or employee. Amendments which took effect in 2009 have created a new offence to apply to special employees (For *Gaming Control Act 1993, Section 49*) for allowing minors to enter or remain in a restricted gaming area.

## Ban on smoking in gaming areas

Smoking is not permitted in gaming areas in all states and territories except Western Australia and Queensland. In Queensland smoking is permitted only in the high roller rooms of the casino. In Western Australia smoking is banned in a gaming area. Queensland and Victoria currently allow smoking in the premium gaming environment. In Victoria, the new gaming environment laws apply to all enclosed venues, including all areas of a club or hotel since July 2007. In Queensland, the new gaming environment laws apply to all enclosed venues, including all areas of a club or hotel since July 2007. In Western Australia, the new gaming environment laws apply to all enclosed venues, including all areas of a club or hotel since July 2007.

## Staff training in responsible gambling

All states and territories except Western Australia have mandated for staff training in responsible gambling.

Queensland has mandated staff training on the responsible service of gambling for hotel and club staff. Practical implementation of mandatory training will commence in October 2010.

In Western Australia the Casino Licensee has voluntarily introduced responsible service of gambling training for staff.

In Tasmania, options are being explored by the Gaming Commission to enhance the existing Responsible Service of Gambling training. This includes problem gambler identification and appropriate intervention. Consultation on the content of the enhanced training is expected to be operating by 1 July 2011.

## Ban on gambling products that undermine a responsible gambling objective

In Victoria from 1 March 2009, the Minister for Gaming is able to ban a gambling product or practice that undermines a responsible gambling objective of the *Gambling Regulation Act 2003*.

## Educational, Public Awareness Programs and Treatment Services

In addition to harm minimisation strategies, State and Territory Governments also fund a range of gambling education programs.

### Public awareness

All states and territories provide information on problem gambling, through:

- gambling awareness weeks
- gambling websites
- media campaigns
- problem gambling information materials (provided in various languages), and
- school education materials on problem gambling.

### Treatment Services

All states and territories provide treatment services for problem gamblers. These include the national gambling helpline, links to state gambling hotlines and face to face counselling (including the option of financial counselling).

All jurisdictions have also collaborated on a national website for the online treatment of problem gambling. The website provides online 24-hour, seven day a week counselling for problem gamblers. In Tasmania, a review is also available through the gambling support helpline.

### Interstate Comparison Table - Harm Minimisation Strategies - as at 30 April 2013

#### Ban on credit gambling

<b>ACT</b>	Yes.
<b>NSW</b>	Yes.
<b>NT</b>	Yes, credit gambling is prohibited.
<b>QLD</b>	Yes, <i>Gaming Machine Act 1991 (GMA)</i> states that a licensee or employee must not make a loan to a person for the purpose of gambling.  The <i>Casino Control Act 1982 (CCA)</i> provides that a casino operator must not extend credit to a person for the purpose of any gaming.  Equivalent provisions banning credit gambling under the <i>Keno Act 1996</i> , <i>Wagering Act 1999</i> & <i>Charitable &amp; Non-profit Gaming Act 1999</i> .
<b>SA</b>	Yes.
<b>TAS</b>	Yes, prohibited in clubs, hotels and casinos under <i>Gaming Control Act 1993</i> , <i>Tasmanian Gaming Group Code of Practice</i> .
<b>VIC</b>	Yes.

**WA**

Yes, for casino.

No EGMs in hotels and clubs

**Limitations on 24 hour gambling (not for casinos)**

**ACT** Yes, enforced break of 5 hours.

**NSW** Yes, enforced daily break in gaming machine operations in clubs/hotels of a specified 6 hours. Legislative approval to close for only 3 hours on Saturdays, Sundays and public holidays. Legislative approval to close for only 3 hours on other days, on grounds of hardship, subject to guidelines.

**NT** Yes, for hotels and clubs - limited to trading hours. Gaming is banned under legislation but permitted Christmas Day and Good Friday.

**QLD**

Yes, there are no 24 hour hotel and club operators.

No gaming Christmas Day, Good Friday or before 1pm on Anzac Day.

Machine gaming has not been permitted to commence before 10am since 1 January 2009. Clubs can operate gaming machines after midnight without first seeking a special licence to do so. The

**SA**

Yes, for hotels and clubs - compulsory break in trading times for 6 hours a day.

Additional responsibilities for late trading venues planned.

**TAS** The Tasmanian Gaming Commission Rules, July 2008, stipulate that gaming facilities can operate a maximum of 20 hours within any 24 hour period. There must be at least four continuous hours where keno are not in use.

**VIC** Yes, for hotels and clubs - 20 hours max unless approved for 24 hour trading but there are no 24 hour venues in Melbourne Casino.

**WA** No – with the exception of Good Friday, Christmas Day and the morning of Anzac Day.

**Restricted access to ATMs and EFTPOS**

**ACT**

Yes, ATMs and EFTPOS facilities are prohibited in gambling areas.

EFTPOS facilities are permitted in the restaurant and bar area of the casino. However patrons cannot purchase beverages using an EFTPOS debit facility. Cash advances or access to credit from any EFTPOS facility are not permitted.

**NSW** Yes, not permitted in gaming machine areas of clubs/hotels. No access to cash from a credit facility.

**NT** Yes, for hotels, clubs and casinos. Cannot be sited within gaming area. Limit of amount of facilities.

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**QLD** Yes, GMA provides that ATMs and EFTPOS are not permitted in, or close to, gaming areas. ATMs must only be available for the use of debit cards.

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**SA** Yes, not in gaming areas.  
Withdrawals from ATM or EFTPOS limited to \$200 per transaction per card.

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**TAS** Yes, ATMs are banned from gaming venues, EFTPOS limited to one transaction for gaming.  
Legislative amendments passed in November 2009 have expanded the Tasmanian Gaming Commission's current restriction on EFTPOS transactions from hotels and clubs to the two casinos.  
New mandatory codes are being developed in relation to this matter.  
No access to credit accounts or credit cards.

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**VIC** Yes, casino:  
Legislation places a \$200 limit per transaction per card and no cash advances from a credit card to the casino. From 1 Jan 2010 ATMs in casino or within 50m of entrance to casino must not dispense cash or credit card within a 24hr period. From 2012, ATMs will be prohibited within 50m of an approved venue.  
Yes, hotels and clubs:  
VCGR Rules state that ATM and EFTPOS facilities must not be accessible by any person at an approved venue for the purposes of withdrawing cash. Legislation places a \$200 limit per transaction per card on credit accounts. From 1 Jan 2012 ATMs in any part of an approved venue must not dispense more than \$200 within a 24hr period.

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**WA** N/A for hotels and clubs.  
Yes, for casino.  
ATM's are not permitted to be located on the gaming floor areas. The Gaming and Wagering Act prohibits ATMs in the area covered by the casino gaming licence, and within 40 metres of any entrance to the casino. EFTPOS withdrawals within the licensed gaming area is only \$400 daily withdrawal limit of \$400. EFTPOS withdrawals within the licensed gaming area is only \$400 daily withdrawal limit. Access to credit accounts is disabled so patrons cannot access funds through any credit account.

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**Provisions for exclusion / self exclusion**

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**ACT** Yes, mandatory Code of Practice requires all gambling venue licensees to offer self-exclusion gambling venue licensees to exclude a person where the licensee has reasonable grounds for of the person's dependants, is seriously at risk because of the person's gambling problem.

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**NSW** Yes, legal waiver provided for clubs/hotels since 2000.

From 2 Oct 2002, compulsory for clubs/hotels to have a self-exclusion arrangement in plac  
Casino has exclusion and self-exclusion schemes.

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**NT** Yes, application forms are to be available at reception, within gambling area, adjacent to ga

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**QLD** Yes. The Gaming Machine Act 1991 provides for self-exclusion provisions and provides ga  
any person that a licensee believes on reasonable grounds is a problem gambler.

Legislative requirement under Part 10 of the Casino Control Act 1982 for self-exclusion pro  
managers with a power to exclude any person that an operator or manager believes on rea

It is an offence under the Gaming Machine Act, Casino Control Act, Interactive Gambling  
Wagering Act for promotional material to be distributed to excluded persons. A maximum

Venues with gaming machines need to correlate their exclusions database with their promot

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**SA** Yes, both in-venue and voluntarily through the Independent Gambling Authority.

The Independent Gambling Authority has conducted an inquiry into exclusion provisions. C

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**TAS** Yes, self-exclusion possible, as well as exclusion by venue operator, Gaming Commission (t  
Commissioner of Police.

Changes to the gambling exclusions scheme for self-excluded gamblers are expected to be i

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**VIC** Yes, for casino.

From 1 June 2009, clubs and hotels must have a self-exclusion program that has been appr

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**WA** N/A for hotels and clubs.

Yes, for casino. The *Casino Control Act* provides that the Casino Licensee or Commissioner  
entry to the casino. The Casino Licensee also maintains a voluntary self exclusion program  
potentially at risk of harm.

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**Clocks to be displayed**


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<b>ACT</b>	Yes, required under the mandatory Code of Practice.
<b>NSW</b>	Yes, compulsory for clubs, hotels and casino.
<b>NT</b>	Yes, contained in mandatory Northern Territory Code of Practice for Responsible Gambling.
<b>QLD</b>	<p>Section 4.7 of the voluntary QLD Responsible Gambling Code of Practice states that gamb ensure that customers are made aware of the passage of time.</p> <p>Queensland Communication (QCOM) protocol 1.6 requirement that all QCOM 1.6 complia clock to be located either in the top right hand side of the EGM's primary display or in the display.</p>
<b>SA</b>	Yes.
<b>TAS</b>	Yes, a new mandatory code of practice requiring the display of clocks on walls is being de
<b>VIC</b>	Yes, regulations provide for a clock on each EGM in hotels, clubs and casinos.
<b>WA</b>	<p>N/A for hotels and clubs.</p> <p>No requirement for casino although clocks have been installed around the gaming floor are</p>

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**Staff training in responsible gambling**


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<b>ACT</b>	Yes, required under the mandatory Code of Practice.
<b>NSW</b>	Yes, compulsory for clubs, hotels and casino.
<b>NT</b>	Yes, contained in mandatory Northern Territory Code of Practice for Responsible Gambling.
<b>QLD</b>	<p>Yes, training on the Responsible Service of Gambling (RSG) is mandatory for club and hot gaming tasks.</p> <p>This requirement will become mandatory in October 2010.</p>
<b>SA</b>	Yes, Mandatory Code of Practice
<b>TAS</b>	<p>Yes, compulsory Responsible Conduct of Gaming training.</p> <p>Gaming venue staff are given a refresher of some aspects of Responsible Conduct of Gami Awareness Week.</p> <p>Enhancements to the Responsible Conduct of Gaming (RCG) course with a specific focus appropriate intervention are being developed.</p>

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**VIC** Yes, gaming industry employees who are working in the gaming machine area of an approved training course within six months after starting employment and a refresher course

**WA** N/A for hotels and clubs.

Yes, for casino. Burswood Entertainment Complex has a compulsory staff training requirement training so that they can respond appropriately to patrons with specific gaming related issues

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**Certain winnings to be paid by cheque**

**ACT** Yes, under the mandatory Code of Practice. Maximum cash payout for winnings for gaming to other forms of gambling.

**NSW** Yes, for clubs and hotels.

Compulsory for amounts over \$2,000 (changed from \$1,000 on 19 May 2006). Also applies requested by club/hotel patron. Winnings can also be made by means of electronic transfer winner.

For casino, operator must notify winner of a prize above \$2,000 of capacity for prize to be prize by cheque.

A prize winning cheque must be clearly marked with the words 'Prize winning cheque – ca

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**NT** Yes, over \$500.00 in hotels and clubs or if requested by player.

**QLD** Yes, over \$250.00 in hotels and clubs unless a higher cash payment limit is approved. Such Available in casinos where requested by the patron.

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**SA** Yes, under the Mandatory Code of Practice cheques can be requested for payouts over \$1,000

**TAS** Yes, recent legislative amendments have expanded the Tasmanian Gaming Commission's rule. The prohibition on cashing of winning cheques on the day they are won is now in place. A relation to setting a maximum cash payout of \$1,000 for winnings from gaming machines a cheque.)

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**VIC** Yes, accumulated credits on a gaming machine of \$1,000 or more must be paid out in full operator must not pay out accumulated winnings in excess of \$2,000 in cash (this does not areas of the casino). Credits must be paid by cheque if requested by a patron; a cheque can

**WA**

N/A for hotels and clubs.

In the casino, patrons may request winnings in the form of a cheque for any amount. Approval of a winner's cheque.

AUSTRAC reporting requirements apply.

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**Ban on smoking, eating and drinking in gaming areas**

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**ACT**

There are no restrictions on food or drinks in gambling areas of licensed venues. Smoking in gaming machine areas of clubs and hotels.

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**NSW**

No ban for eating and drinking.

Smoke-free Environment law applies (Health initiative).

Smoking is prohibited in all enclosed areas of clubs, hotels and the casino except in a private

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**NT**

Ban on smoking in all indoor areas except high roller rooms.

Ban for outdoor eating and drinking areas to take effect from 2 Jan 2011 – some capacity for outdoor smoking with strict conditions from 2 Jan 2011.

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**QLD**

Smoking ban in eating areas of hotels and clubs and main casino floor (table games but permitted smoking inside venues under Health Act from 1 July 2006. Casino premium gaming rooms Products Act 1998.

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**SA**

No, for eating and drinking.

From 1 Nov 2007, complete ban on smoking.

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**TAS**

No, for eating and drinking.

Legislated ban on smoking in gaming areas from 1 Jan 2005.

Recent legislative amendments have expanded the Tasmanian Gaming Commission's power. A new mandatory code is being developed in relation to attendant service of alcohol and food from 9pm and close of gaming operations each day.

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**VIC**

No, for eating and drinking.

Yes, for smoking. Banned in all gaming areas of the casino (except in a declared smoking approved venues (clubs and hotels).

**WA**

Casino is now smoke free, with the exception of the international gaming facilities and associated permitted.

**Requirement for proper lighting**

**ACT**

Yes, the mandatory Code of Practice requires there to be adequate lighting so that clocks are visible.

**NSW**

No.

**NT**

Mandatory Northern Territory Code of Practice for Responsible Gambling requires it where appropriate.

**QLD**

No - natural light could conflict with licence conditions whereby EGMs must not be visible.

**SA**

No gaming specific requirements.

**TAS**

Yes, a new mandatory code relating to minimum lighting standards is being developed.

**VIC**

Yes, regulations in place to provide for proper lighting.

**WA**

N/A for hotels and clubs.

The casino provides for natural lighting in areas of the approved gaming floor.

Adequate lighting required in Casino to enable clear camera coverage in all areas, gaming table camera coverage is required.

**On-site problem gambling assistance or referral**

**ACT**

Yes, referral.

**NSW**

Yes, referral.

**NT**

Yes, referral.

**QLD**

Yes, *Gaming Machine Act and Casino Control Act* require venues to provide contact details of staff who can initiate self exclusion. Queensland casino operators have appropriately trained and qualified staff to provide information regarding risks of gambling displayed at gaming venues as per voluntary requirements. A dedicated officer to provide assistance.

**SA**

Yes, referral.

Incentives for licensees to have a management relationship with a gambling help service.

**TAS**

Yes, posters and brochures.

**VIC** Yes, referral.

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**WA**

N/A for hotels and clubs.

Yes, for casino. The Casino Licensee has appropriately trained and qualified RSG officers or counsellor. Brochures, posters and gaming information terminals in the casino also provide

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**Service of alcohol in gaming areas**

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**ACT** Permitted.

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**NSW** Yes.

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**NT** Permitted.

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**QLD**

Under Voluntary Code of Practice licensees must take all practicable steps to:

- prevent a person who appears to be intoxicated from being allowed to gamble.
- prevent an intoxicated person from entering a gambling area or remaining there.
- ensure that alcohol is not supplied to reward, promote or encourage continued gamb

A person is not to be served alcohol while seated or standing at a gaming machine.

Casinos:

Section 65C of the Casino Control Act restricts a casino operator from providing liquor in Gold Coast and Brisbane Casino: Alcohol served to gaming tables in private high roller gan

Cairns Casino:

Alcohol served on all gaming floors.

Townsville Casino: No alcohol served to gaming areas.

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**SA**

Yes, Mandatory Code of Practice.

Licensees must take all practicable steps to:

- prevent a person who appears to be intoxicated from being allowed to gamble.
- prevent an intoxicated person from entering a gambling area or remaining there.
- ensure that alcohol is not supplied to reward, promote or encourage continued gamb

A person is not to be served alcohol while seated or standing at a gaming machine.

---

**TAS** Yes, limitations on serving gaming to people appearing to be intoxicated through the GIG

---

**VIC** Yes, it is an offence for a venue operator to knowingly allow a person who is in a state of includes a definition of intoxication.

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**WA** Permitted in accordance with *Liquor Control Act*.

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**Restrictions on entry**

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**ACT** Yes – minors and excluded persons are not permitted in gambling areas and intoxicated persons are not permitted in gaming areas. Clubs are only permitted to allow members and invited guests to play gaming machines.

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**NSW** Yes - based on age, dress, intoxication, excluded persons.

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**NT** Minors not permitted in gaming area. No direct street access to gaming area. Patrons must be 18 years of age to enter gaming area.

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**QLD** Yes – minors and excluded persons are not permitted in gambling areas (legislated). Persons may be restricted entry at the discretion of the licensee.

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**SA** Based on age, dress, intoxication, excluded persons.

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**TAS** Yes. Special employees are prohibited from allowing minors to enter or remain in a restricted gaming area.

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**VIC** Based on age, dress, intoxication, excluded persons.

---

**WA** Yes, *Casino Control Act* and *Liquor Control Act*. Restrictions based on age, intoxication and excluded persons.

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**Restrictions on minors and penalties: • Venue operator • Staff • Adult supervisor**

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**ACT** Minors are not permitted to gamble or enter gambling areas. There are penalties on licensees for allowing minors to enter gaming areas.

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**NSW** Yes, for all three.

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**NT** Minors not permitted in gaming areas.  
Penalties apply to venue operator and minor.

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## QLD

In casinos, minors are not permitted within the licensed gaming area of the casino during c  
A maximum of 100 penalty units (\$100,000) for a casino operator who allows a minor with  
Casino employees and casino agent who allows or does not remove a minor from the prem  
Keno operators are liable for 40 penalty units (\$4000) if they allow a minor to participate in  
In clubs and hotels, minors are not permitted to operate a gaming machine on licensed pre  
units (\$2,500), maximum penalty for licensee or licensee's nominee 250 penalty units (\$25,000)  
Penalties have increased from maximum 10 penalty units (\$1,000) to 25 penalty units for a  
New penalties (25 penalty units) were introduced in October 2009 for minors who participa

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## SA

Minors must not be employed in gaming operations, maximum penalty \$10,000 or imprison  
Minors are not permitted in designated gaming areas or operate a gaming machine on licen:  
\$2,500, maximum penalty for licensee and manager on duty \$10,000.  
A licensee or an approved gaming machine manager who permits a minor to enter or rema:  
to operate a gaming machine on the premises faces a maximum penalty of \$20,000.

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## TAS

Minors must not enter or remain in a restricted area (10 penalty units). Minors must not pa  
Venue operator is guilty of an offence if minor enters restricted gaming area (20 penalty un  
gaming (20 penalty units).  
Person must not place a wager on behalf of a minor (20 penalty units).  
Note: penalty units are reviewed annually in line with CPI, as from July 2008. Current valu  
Penalties for gaming to be aligned with those for liquor licensing following legislative amen  
November 2009.

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## VIC

In 2008, the Gambling Legislation Amendment (Responsible Gambling and Other Measures  
gambling by minors and provided a new objective in the Gambling Regulation Act to "ensu  
nor allowed to do so". All the new provisions, including the new objective, come into force

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**WA**

Yes, Casino Control Act.

Minor (under the age of 18 years) must not enter or remain in casino.

Penalty:

Licensee - \$5,000

Offender - \$500

Minor participating in gaming in casino

Penalty:

Licensee - \$5,000

Offender - \$1,000

**Staff licensed**

**ACT** Yes, all gambling staff must be licensed.

**NSW** Yes, for casino special employees – e.g. those involved in gaming, movement or change of gaming equipment, casino security, supervision of gaming, or in managerial capacity at the c in May 2010, special employees are licensed against a certificate of competency issued by th Casino, Liquor and Gaming Control Authority.

**NT** Yes.

**QLD**

Yes.

The Casino Control Act requires a person working in a casino to be licensed as either a ke on the nature of their duties and responsibilities.

The *Gaming Machine Act 1991* requires persons performing certain gaming duties or function responsibilities, to be licensed.

**SA** Licensees of venues are required to seek the approval of a person who performs certain du manager or gaming machine employee (depending on the duties performed by the person).

**TAS** Yes, all staff licensed.

**VIC** Yes, those that perform duties of a gaming industry employee as defined in the *Gambling R Gambling Regulation Regulations 2005*.



**WA**

Yes, for casino gaming.

Casino staff employed or working in a licensed casino whose duties or responsibilities relate does not include casino key employee must be licensed as Casino Employees.

Casino employees employed or working in a licensed casino in a managerial capacity or emj exercise of his discretion, that regulate the operation of a licensed casino, or who the GWC his influence.

**Ban on note acceptors**

**ACT** \$100 and \$50 notes banned.

**NSW** No.

**NT**

Yes, for hotels and clubs.

No, for casinos.

**QLD** Limited to \$20 notes, however legislative amendments were passed in October 2009 to prov machine note acceptors in casinos, clubs and hotels to be prescribed in a regulation. (Regul

**SA** Yes.

**TAS**

Yes, for hotels and clubs.

No, for casinos. However, the maximum cash input limit for note acceptors has been redu Existing machines must be adapted by 30 June 2013.

**VIC** \$100 note acceptors banned except for gaming machines located in areas specified by the V

**WA**

N/A for hotels and clubs.

Casino – Note acceptors limited to \$100.

**Cashless / card-based gaming**

**ACT**

Ticket-out approved.

N/A for casino.

**NSW** Yes, from 2 April 2002, card-based gaming machines allowed in clubs and hotels, subject to for Ticket In Ticket Out (TITO) technology to operate on standalone gaming machines in casino.

**NT** No, for hotels, clubs and casino.

**QLD** A number of card-based gaming (CBG) trials have been conducted and approval has been commitment operational in 47 sites to date. Two sites are approved for full cashless CBG. cash and card play.

QLD has developed detailed guidelines for the approval of CBG systems.

Pre-commitment to both money and time was a major feature of both trials.

**SA** No.

Report of inquiry conducted by IGA (<http://www.iga.sa.gov.au/pubcons.html>) (June 2005, ([www.iga.sa.gov.au](http://www.iga.sa.gov.au) (<http://www.iga.sa.gov.au>))

**TAS** No.

**VIC** Not available in hotels and clubs.

**WA** N/A for hotels and clubs.

No, for casino.

**Pre-commitment - loss limits**

**ACT** No.

N/A for casino.

**NSW** Is possible in regard to card-based gaming, but not otherwise.

No, for casino.

**NT** No.

**QLD** The CBG systems operational in QLD allow players to set the following limits – 1) maximum and 3) a maximum net loss expenditure per day/session limit.

It is likely pre-commitment features would be a part of any approved card-based gaming sy

**SA** Trials of pre-commitment and player tracking have been conducted, with some trials still in expenditure and time.

Being evaluated by the Responsible Gambling Working Party.

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**TAS** Pre-commitment limits are provided for internet-based gambling operators, such as Betfair.

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**VIC** No, for pubs and clubs.

In Victoria all next generation gaming machines will have to have a pre-commitment mechanism loss limits from 2010. Victoria will mandate pre-commitment mechanisms on all gaming machine commitment regime will be rolled out in 2015-2016.

Available for casino loyalty club members only.

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**WA** No.

N/A for hotels and clubs.

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**Enforced player breaks**

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**ACT** No, for hotels, taverns and clubs.

N/A for casino.

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**NSW** No, IPART recommended that pop-up messages appear every 60 minutes. Research into the consideration of the way forward is occurring.

No, for casino.

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**NT** No.

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**QLD** No, Sections 4.3 and 4.8 of voluntary QLD Responsible Gambling Code of Practice provide that premises is managed in such a way as to encourage customers to take breaks in play and ensure that customers are discouraged from participating in extended, intensive and repetitive play.

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**SA** No.

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**TAS** No.

---

**VIC** No.

---

**WA**  
 N/A for hotels and clubs.  
 No, for casino.

**Limitations on frequency of games**

**ACT** No.

**NSW** No.

**NT** No, specific NT requirements conform to national standards version 9.

**QLD**  
 Yes, Section 3.34 of QLD Appendix to Australian/New Zealand Gaming Machine National Standards. At the beginning and the end of a play must be at least 3 seconds.

**SA**  
 New games must not have a spin rate less than 3.5 seconds, or for games without reels, a 1 minute.

**TAS** Yes, minimum spin rate of games 3 seconds on all games.

**VIC** Games must not have a spin rate of less than 2.14 seconds, except for certain machines located in hotels and clubs.

**WA**  
 N/A for hotels and clubs.  
 Yes, for casino. Max game speed provided in WA Appendix to EGM National Standards. No other restrictions prohibited.

**Rate of loss - bet and win limits**

**ACT**  
 Hotels and clubs:  
 • bet limit \$10.00  
 • no win limit.  
 N/A for casino.

**NSW**  
 Bet limit of \$10.00. Win limit of \$10,000 on stand-alone machines. Win limits of \$100,000 on inter-venue linked machines.  
 Casino not linked to other venues.

- NT** Hotels and clubs:
- bet limit \$5.00
  - no win limit.

- Casino:
- no limits.
- 

**QLD** Hotels and clubs: bet limit \$5.00, win limit \$10,000 for machines with no jackpot, \$25,000 linked jackpot arrangements. However, the highest approved jackpot is currently \$110,000.

- Casino:
- no legislative limits for either stand alone jackpot or linked jackpot. However, the highest a
- Inspectors attend gaming machine venue for jackpots over \$5,000 to verify the win.
- 

- SA** Hotels and clubs:
- bet limit \$10.00
  - win limit \$10,000 per spin.

- Casino:
- bet limit \$10
  - no win limit.
- 

**TAS** From 1 April 2010 bet limits on all gaming machines have been reduced from \$10 to \$5 for existing games, bet limits are to be reduced to \$5 by 30 June 2013.

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**VIC** Pubs and clubs:

Maximum bet limit of \$5 for all machines.

- Casino:
- gaming machine bet limit of \$10 (unless located in a specified area)
  - no win limits.
-

**WA** Hotels and clubs:

- N/A

Casino – Bet and Win limits dependent on game and machine.

Bets can range from 2c to \$255.00

No limit on winning

Jackpots capped at \$1,000,000.00.

**Requirements for dealing with jackpots.**

**ACT** Linked jackpot arrangements for gaming machines must be approved by the Commission.

**NSW** No.

**NT**

Approval must be obtained to commission a jackpot system, vary system parameters, connect system or decommission a system.

An EGM can only be connected to one jackpot system at any time and machines linked to obvious to patrons.

**QLD** Yes, jackpot arrangements are subject to the following documents which incorporate harm :  
 • Jackpot System Technical Requirements  
 • Jackpot Display System Requirements.

Additional conditions may apply to specific jackpot approvals.

**SA** N/A for clubs and hotels.

**TAS** Yes, jackpot rules approved.  
 Additional conditions may also apply to specific game approvals.

**VIC** Yes, linked jackpot arrangements must be approved.

**WA**

Yes, for casino. Rules are approved by the Gaming and Wagering Commission additional co

Signage must be posted in areas adjacent to the EGMs indicating where a Jackpot Prize is :

Jackpot payouts must be verified and approved by a manager or supervisor.

**Limits on lines/ways**

**ACT** No.

**NSW** No.

NT	No.
QLD	Games that offer more than 25 possible lines may be accepted as long as there is sufficient wins. To date maximum number of lines approved is 50.
SA	No.
TAS	Yes, from 1 April 2010 the maximum possible lines on gaming machines have been reduced to be reduced to 30 lines by 30 June 2013.
VIC	No limits.
WA	Whilst spinning reel machines are not permitted the WA Appendix to the EGM National S

**Statutory obligation on the regulator to foster responsible gambling and minimize problem ga**

ACT	Yes.
NSW	Yes, <i>Gaming Machines Act 2001</i> (for hotels and clubs) and <i>Casino Control Act 1992</i> (for casino
NT	An object of the Gaming Machine Act is to "reduce any adverse social impact of gaming".
QLD	Yes, overarching objective in all gambling legislation which requires, on balance, State and through, amongst other things, minimising potential harm. Funding provided through the C will be approx. \$4.9 million per year.
SA	Yes, <i>Independent Gambling Authority Act 1995</i> .
TAS	Yes, there is a statutory obligation that the Tasmanian Gaming Commission foster responsi
VIC	Yes, Section 10.1.3 of the <i>Gambling Regulation Act 2003</i> specifies that the objectives of the V gambling and accommodate those who gamble without harming themselves or others.
WA	N/A for clubs and hotels.  Yes, for casino. Object of Gaming and Wagering Commission to minimize harm to the cor

**Return to player**

ACT	Minimum of 87%.
NSW	Minimum 85%.
NT	Minimum 85% for clubs 88% for casinos.
QLD	Clubs and hotels, 85%-92%.  Minimum 90% for casinos.  Maximum additional amount a non-EGM triggered jackpot system can contribute to return return to player not to exceed 92%) and 10% for casinos (desirable for total return to playe

<b>SA</b>	Games installed before 1 Oct 2001, minimum 85%.  After 1 Oct 2001, minimum 87.5%.
<b>TAS</b>	Minimum of 85%.
<b>VIC</b>	Minimum of 87% per venue, per annum. In practice, the VCGR will only approve games tl
<b>WA</b>	N/A for clubs and hotels.  Minimum of 90% for casino.

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**Display of odds**

<b>ACT</b>	Chances of winning major prizes must be available to customers under the mandatory Code
<b>NSW</b>	Yes, compulsory for clubs, hotels and casino.
<b>NT</b>	Yes, contained in mandatory Northern Territory Code of Practice for Responsible Gamblin
<b>QLD</b>	Yes –s.3.73 of Queensland Appendix to Australian/New Zealand Gaming Machine Nationa be accessible on screen. Information includes chance of winning maximum prize and possit machines)  Section 1.4 of voluntary QLD Responsible Gambling Code of Practice states that each gam accurate information on the odds of winning major prizes and that this information is pron proximity to relevant games.

<b>SA</b>	Yes, for hotels, clubs and casino. Only in relation to an advertisement or promotion that re
<b>TAS</b>	Provided through player information displays in casinos (based on Crown) and in clubs and  A mandatory code of practice is being established by the Tasmanian Gaming Commission,
<b>VIC</b>	Regulations require EGMs to display, at the election of a player, certain information about achieving the top 5 and bottom 5 (in value) individual winning combinations and the max :
<b>WA</b>	N/A for clubs and hotels.  RTP% only for casino. Odds available at Gaming Information Terminals in Casino  Available in brochures.

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**Warnings on gaming machines**



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**ACT** Yes, mandatory for clubs, hotels and taverns. A variety of warnings can be chosen. The cas

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**NSW** Yes, compulsory for clubs, hotels and casino.

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**NT**

No specific requirements for warnings on machines.

Information about the potential risks and where to get help is to be prominently displayed

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**QLD** Yes, Section 3.73 of QLD Appendix to Australian/New Zealand Gaming Machine National to be accessible on screen. Information includes each spin is random and your chances of v (implemented in new QCOM 1.6 machines).

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**SA** Yes, under mandatory code of practice. Helpline sticker to be displayed on the cabinet of n screen if the machine is capable of displaying a message on a second screen in a manner af

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**TAS**

Yes, warnings regarding minors must be placed on all machines.

Information and help line signage only in clubs and hotels.

Warnings regarding minors displayed at entry.

The feasibility of amending gaming machines in hotels and clubs to provide improved playe

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**VIC** Yes, regulations require a "Player Information Talker" as per the Ministers specification to is clearly visible from the front of the machine.

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**WA**

N/A for clubs and hotels.

Casino has recently displayed help-line information on voluntary basis.

Available in brochures.

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**Advertising restrictions**

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**ACT**

Yes, the mandatory Code of Practice restricts advertising by all gambling licensees. Licensees

- is false or misleading;
- encourages anyone to contravene a gaming law;
- encourages under 18s to gamble or targets them;
- shows under 25s gambling;
- suggests that gambling is a form of financial investment;
- suggests that skill can influence a game of chance; and
- promotes the consumption of alcohol while gambling.

The licensee of a gambling facility must also not:

- publish advertising that does not include the details of an approved gambling course
- give any information or promotional material about gambling at the facility directly to

There are additional requirements on gaming machine licensees including prohibiting the display of gaming machines.

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**NSW**

Yes, total ban on all off-premises gaming machine advertising, and gaming machine advertising. Exemptions for:

- trade publications and conventions
- Government responsible gambling campaigns
- accidental or incidental accompaniment to news broadcasts etc.
- if part of other promotional material sent to member by the club or casino and the member

Restrictions apply to casino advertising (ie, advertising other than gaming machine advertising).

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**NT**

Advertising is to be delivered in an honest and responsible manner. No false impressions or

Advertising must comply with the Advertising Code of Ethics as adopted by the Australian Advertising Federation of Australia.

TV adverts to comply with the Federation of Commercial Television Stations (FACTS) Code of

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**QLD**

Yes. Advertising related to gaming machines must not be indecent or offensive and must be clear and not misleading.

Machine gaming must not dominate external signage or promotions.

The voluntary Responsible Gambling Advertising and Promotions Guideline helps the gambling advertisements are delivered in a responsible manner with consideration given to the potential impact on people.

It is an offence for promotional material to be distributed to excluded persons.

**SA** Yes, mandatory code of practice from 30 April 2004.

**TAS** Yes, Gambling Industry Group Voluntary Code of Practice.

A new mandatory code is being established by the Gaming Commission in relation to adver

**VIC** Yes, ban from 1 Jan 2005 on the publishing of any gaming machine advertising outside the the boundaries of a casino. The *Gambling Regulation Amendment (Licensing) Act 2009* made an

**WA** N/A for clubs and hotels.

Regulation 43 of the Gaming and Wagering Commission Regulations 1988 states that bettin from publishing advertisements which:

- procures, incites or encourages a person to commit an offence;
- shows a child gambling or at a place where gambling is, or is depicted as, occurring;
- is false, misleading or deceptive;
- suggests that every bet placed with or accepted through the operator will be successf
- offers a benefit, consideration or return for the person participating in gambling, con with the operator;

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**Restrictions on player loyalty systems / programs**

**ACT** Yes, the mandatory Code of Practice has restrictions on inducements and promotions that : of gambling. For gaming machines specifically, player reward schemes may require or encou qualify for rewards generally only where the scheme is advertised within the venue or to m

**NSW** Yes, cash cannot be offered as a prize and maximum value of prizes limited to \$1,000. Play available to participants.

**NT** No, but since cashless gaming is not allowed, any loyalty programs based on cashless gamir

**QLD** Voluntary Player Loyalty Guidelines have been developed and support the Code of Practice  
The Voluntary code, which covers all gambling operators, has Guidelines for PLP's, which

- Relevant information is provided at registration to enable players to make informed c

Positive responsible gambling messages are incorporated into PLP features.

**SA** Yes, outlined in Mandatory Code of Practice.

**TAS** A new mandatory code of practice is being developed in relation to player loyalty programs

**VIC** Yes, restrictions effective from 1 July 2003 include:

- prescribed information to be provided to new participants and in compulsory annual
- distribution of statements and continued participation
- ability for participants to limit time play and net loss
- excluded persons prohibited from participating.

**WA** N/A for clubs and hotels.

No for casino.

**Ban on inducements**

**ACT** No, however the mandatory Code of Practice places restrictions on inducements including : alcohol.

**NSW** Yes, legislation bans gambling-related inducements offered by clubs, hotels and casino.

Inducements cannot include free or discounted liquor or offer free credits to players.

**NT** Yes, bans on gambling related inducements.

**QLD** It is an offence for promotional material to be distributed to excluded persons.

No other legislated bans on gambling inducements (there is a ban on inducing a third party services).

However, certain controls may be exercised as a condition of licence, e.g. external signage a

Section 6.10 of the voluntary QLD Responsible Gambling Code of Practice provides that g strategies to ensure advertising and promotions do not involve any irresponsible trading pra

**SA** Yes, outlined in Mandatory Code of Practice.

**TAS** A new mandatory code is being established by the TGC relating to inducements that may l

**VIC** No.

**WA** N/A for clubs and hotels.

- Regulation 43 of the Gaming and Wagering Commission Regulations 1988 states that prohibited from publishing advertisements which offer a benefit, consideration or ret continuing to gamble or opening a betting account with the operator; and contains a: to contact the gambling operator.

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**Player information displayed**

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**ACT** Signage in gaming areas must inform players about gambling restrictions applying to minors

Signage in the gambling venue must inform patrons of the availability of rules, exclusion pro counselling services, maximum cash payouts, and return to player information. In addition, gambling are to be displayed for the information of players.

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**NSW** Only provided on request.

Signage required regarding the odds of winning a major prize on a gaming machine; gambli details on every gaming machine; counselling services signage to be displayed at the venue; clubs and within the casino environs. (ATMs banned within the casino)

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**NT** Yes, on machines in clubs and hotels.

Considering requirement of return to player information on casino gaming machines.

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**QLD** Under the *Gaming Machine Act* venues are required to display Rules Ancillary to Gaming, de

Under the *Casino Control Act* the operator is required to display certain player information a

Under voluntary Code of Practice venues are required to display odds of winning and alert player information guide, financial transactions policy and responsible gambling house polic

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**SA** Warning to minors sign at each entrance and sticker on each machine.

Rules Ancillary to Gaming Sign.

Governed by Code of Practice Sign.

Code of Practice available.

Playing of more than one machine sign and sticker on each machine.

Responsible Gambling Poster.

Gambling Helpline Sticker (on each machine and ATM/EFTPOS).

Gambling Helpline Cards.

Responsible Gambling Pamphlets displayed.

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**TAS** Yes.

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**VIC** Yes.

**WA**

Yes, casino on-screen rules and help. Additional information is provided at Gaming Inform and in the international gaming facility.

Rules of games displayed on gaming machine.

Stickers with Gambling Helpline and Gambling Help WA contact details on machines.

Posters and brochures displayed in vicinity of gaming machines.

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**Pre-commitment**

**ACT** No.

**NSW** Yes, if card based gaming system in place. Must be available so patrons can set weekly limit.

**NT** No.

**QLD** Reports on the evaluation of card-based gaming trials and pre-commitment are available on (<http://www.olgr.qld.gov.au/>) : [www.olgr.qld.gov.au](http://www.olgr.qld.gov.au) (<http://www.olgr.qld.gov.au>) .

47 sites currently operating pre-commitment card-based gaming systems.

**SA**

Trials of pre-commitment and player tracking in progress, with some trials completed. Can

Being evaluated by the Responsible Gambling Working Party.

**TAS** Under development.

**VIC** In Victoria all next generation gaming machines will have to have a pre-commitment mechanism from 2010. Victoria will mandate pre-commitment mechanisms on all gaming machines. A pre-commitment regime will be rolled out in 2015-2016.

**WA** No.

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**Loyalty program**

**ACT** Yes, restrictions on promotions and inducements apply

**NSW** Yes, restrictions on promotional prizes.

**NT** Permitted.

**QLD** Voluntary Player Loyalty Program Guidelines developed to ensure responsible conduct of 1

**SA** Yes, permitted but subject to Mandatory Code of Practice.

**TAS** Yes, but not a reward program.

VIC Yes, at casino.

WA Yes, at casino.

#### Interstate Comparison Table - Harm Minimisation Strategies

ISSUE	ACT	NSW	NT	QLD	SA
Last updated	30 November 2009	30 November 2009	30 November 2009	30 November 2009	30 November 2009
Gambling hotline	Yes.	Yes.	Yes.	Yes.	Yes.
Gambling awareness week	Yes.	Yes.	Yes.	Yes.	Yes.
Gambling website	Yes.	Yes.	Yes.	Yes.	Yes.
Face to face counselling	Yes.	Yes.	Yes.	Yes.	Yes.
Financial counselling	Yes.	Yes.	Yes.	Yes.	Yes.
Online counselling	Yes, as part of national initiative.	Yes, as part of national initiative.	Yes, as part of national initiative.	Yes, as part of national initiative.	Yes, as part of national initiative.
Media campaign	Yes.	Yes.	Yes.	Yes.	Yes.
Problem gambling information materials	Yes.	Yes.	Yes.	Yes.	Yes.
Information materials provided in various languages	Yes.	Yes.	Yes.	Yes.	Yes.
School education materials on problem gambling	Yes.	Yes.	Yes.	Yes.	Yes.
Record of problem gambling incidences	Yes.	Yes, not mandatory.	Yes.	Yes, not mandatory.	Yes.
Gambling contact officer in venue	Yes.	Yes.	Yes.	Yes, not mandatory.	Yes.

#### Responsible agency

ACT ACT Gambling and Racing Commission.

<b>NSW</b>	NSW Office of Liquor, Gaming and Racing, within Communities NSW.
<b>NT</b>	Licensing, Regulation and Alcohol Strategy Division of the Department of Justice and Nor
<b>QLD</b>	Dept of Employment, Economic Development and Innovation.  Office of Regulatory Policy (policy matters).  Office of Liquor and Gaming Regulation (operational matters).  Office of Racing.
<b>SA</b>	Office of the Liquor and Gambling Commissioner.  Independent Gambling Authority.
<b>TAS</b>	Tasmanian Gaming Commission and Liquor and Gaming Branch, Department of Treasury
<b>VIC</b>	Victorian Commission for Gambling Regulation (operational matters).  Office of Gaming and Racing, Department of Justice (policy matters)
<b>WA</b>	Gaming and Wagering Commission of Western Australia.

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**Legislation Administered**

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<b>ACT</b>	<i>Casino Control Act 2006</i>  <i>Gambling and Racing Control Act 1999</i>  <i>Gaming Machine Act 2004</i>  <i>Interactive Gambling Act 1998</i>  <i>Lotteries Act 1964</i>  <i>Pool Betting Act 1964</i>  <i>Race and Sports Bookmaking Act 2001</i>  <i>Racing Act 1999</i>  <i>Unlawful Gambling Act 2009</i>
<b>NSW</b>	<i>Gaming Machines Act 2001</i> <i>Casino Control Act 1992</i>



NT  
*Gaming Control Act*  
*Gaming Machine Act*

---

QLD

*Casino Control Act 1982*  
*Casino Control Regulation 1999*  
*Casino Gaming Rule 1999*  
*Gaming Machine Act 1991*  
*Gaming Machine Regulation 2002*  
*Charitable and Non-Profit Gaming Act 1999*  
*Charitable and Non-Profit Gaming Regulation 1999*  
*Charitable and Non-Profit Gaming Rule 1999*  
*Interactive Gambling (Player Protection) Act 1998*  
*Interactive Gambling (Player Protection – Disqualified persons) Regulation 1999*  
*Interactive Gambling (Player Protection) Regulation 1998*  
*Keno Act 1996*  
*Keno Regulation 2007*  
*Keno Rule 2007*  
*Lotteries Act 1997*  
*Lotteries Regulation 2007*  
*Lotteries Rule 1998*  
*Wagering Act 1998*  
*Wagering Regulation 1999*  
*Wagering Rule 1999*  
*Racing Act 2002*  
*Racing Regulation 2003*

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SA

*Gaming Machines Act 1992**Casino Act 1997**Independent Gambling Authority Act 1995**Lottery and Gaming Act 1936**Problem Gambling Family Protection Orders Act 2004**Authorised Betting Operations Act 2000**State Lotteries Act 1966*

TAS

*Gaming Control Act 1993**TT-Line Gaming Act 1993*

VIC

*Gambling Regulation Act 2003**Gambling Regulation Regulations 2005**Casino Control Act 1991**Casino Management Agreement Act*

WA

*Gaming and Wagering Commission Act 1987**Casino Control Act 1984**Casino (Burswood Island) Agreement Act 1985***Consultative committees**

ACT

Gambling Advisory Reference Group

NSW

First, of likely ongoing, NSW Problem Gambling Roundtable held in July 2008.

NT

In the process of re-establishing a gambling prevention consultative group.

QLD

Responsible Gambling Advisory Committee.

SA

Minister for Gambling has convened a Responsible Gambling Working Party.

TAS

Tasmanian Gambling Industry Group.

Tasmanian Gambling Consultative Group.

VIC

Responsible Gambling Ministerial Advisory Council.

WA

None.

**Statistical data by municipality**

---

**ACT** Limited data on a Territory-wide basis.

---

**NSW** Yes, grouped for clubs and hotels.  
N/A for casino.

---

**NT** Yes, by ABS regional classification.

---

**QLD** Yes, grouped for clubs and hotels.  
No for casinos.

---

**SA** Yes, grouped for clubs and hotels.  
No for casinos.

---

**TAS** Venues and number of machines by local government area available on website.

---

**VIC** Yes, for clubs and hotels.  
N/A for casino.

---

**WA** N/A for clubs and hotels.  
No for casino (one location).

---

**Most recent prevalence rate for problem gambling**

---

**ACT** 1.9%  
Survey of the nature and extent of gambling and problem gambling in the ACT, 2001

---

**NSW** 0.4%  
NSW Population Health Survey 2008-2009 February 2010

---

**NT** 0.64%  
NT Gaming Prevalence Study, 2005

---

**QLD**

0.37%

Queensland Household Gambling Survey conducted in 2008/09. Sample size of 15,000 a

**SA**

1.6% problem gamblers (1.4% moderate risk + 0.2% high risk)

2005 prevalence survey (approx 18,000 surveyed-17,000 adults): CPGI used

**TAS**

0.54% problem gamblers, 0.86% "moderate at risk".

Social and Economic Impact Study Volume 2 (undertaken by the South Australian Centre

**VIC**

0.7%

2009 A Study of Gambling in Victoria: Problem gambling from a public health perspectiv

**WA**

0.17%

1999 Productivity Commission

**Social impact assessment**

**ACT**

Yes, for all gaming machine licence applications, ie clubs and hotels.

N/A for casino.

**NSW**

Yes, for clubs and hotels - for new premises approval and increase in gaming machine num

No for casino.

**NT**

Yes, required for new application and when a venue applies for an increase of five or more

**QLD**

Yes, legislative requirement under the *Gaming Machine Act 1991* for clubs and hotels to subr  
gaming machine licence applications or significant increases (10 or more for hotels, 20 or n

CIS usual for significant casino changes (eg extended opening hours, increase in gaming ma

**SA**

Yes, social effects test.

**TAS**

Legislated requirement for independent review into social and economic impact of gambling was completed and released in 2008.

Government response to address issues raised in the report have, or will be implemented, in 2011.

The tender process for the next Social and Economic Impact Study of Gambling in Tasmania was completed in late 2011.

---

**VIC**

Yes, for clubs and hotels - for new premises approval, any increase in EGM numbers and :  
No for casino.

---

**WA**

N/A for clubs and hotels.

Yes for casino (under Casino Control Act).

---

**Quantity restrictions (Venue specific)**

---

**ACT**

Clubs, no restriction.

Hotels, 10 machines.

Taverns, 2 machines.

Casino, nil (within overall cap).

---

**NSW**

Clubs, no restrictions.

Hotels, maximum 30 machines.

Casino, maximum is 1,500 machines.

---

**NT**

Clubs, 45 machines.

Hotels, 10 machines.

Casinos, limited by regulatory approval processes.

---

**QLD**

Clubs, 280 machines.

Hotels, 40 machines.

Section 62(3D) of the Casino Control Act 1982 provides that the Minister may, by written the number of gaming machines to be permitted in the casino or a particular part of the ca currently applied.

---

**SA**

Clubs, 40 machines.

Hotels, 40 machines.

Casino, 995.

---

**TAS**

Individual clubs, 40 machines.

Individual hotels, 30 machines.

Statewide cap of 2,500 for hotels and clubs in total and a cap on total machines in the stat

---

**VIC**

Clubs, 105 machines.

Hotels, 105 machines.

Casino, 2,500 machines.

---

**WA**

N/A clubs and hotels.

Casino, 1,750 on gaming floor. 150 EGMs not available to the general public as a result of facility.

---

**Quantity restrictions (State specific)**

---

**ACT**

Clubs and hotels, 5,200 machines.

Casino, nil.

---

**NSW**

State-wide cap of 99,000 machines.

(Note: this State-wide cap will be reduced further)

Casino, 1,500 machines (since 1993).

**NT**

NT-wide cap of 1,190 community gaming machines (i.e. excludes casinos).

Currently 1,190 community gaming machines approved for operation therefore cap reached.

Casinos are limited by regulatory approval processes. Currently total of 1,005 gaming machi

**QLD**

Yes, state-wide cap for hotels set at 20,000 machines. Moratorium on release of further op for hotels is 19,310 machines.

A re-allocation scheme exists for hotel gaming machine operating authorities by tender poo South East, Coastal and Western. The moratorium on the release of government hotel ope April 2012.

A state-wide permanent cap on the number of gaming machines in clubs has also been set operates within the cap.

**SA**

Restricted to one casino only.

Currently 12,900 gaming machine entitlements declining to 12,118 gaming machine entitlem

**TAS**

Yes, a statewide cap of 2,500 for hotels and clubs in total and a cap on total machines in t the TT-Line ferries.

**VIC**

Yes, 30,000 machines in total:

- 2,500 for the casino
- 13,750 each for club venues and hotel venues.

Regional caps in place to restrict the number of gaming machines in 19 regions. Cap set at density, whichever is lower.

Maximum density of gaming machines in all municipal areas to be capped at 10 per 1,000 a

**WA**

N/A for clubs and hotels.

Single venue restriction for casino.

**Number of EGMs at time of last update: • State-wide • Venue**

<b>ACT</b>	Clubs -5,014; Hotels - 60; Taverns -10; Casino -nil
<b>NSW</b>	Clubs - 71,534; Hotels - 23,679; Casino - 1,500
<b>NT</b>	Clubs and hotels -1,190; Darwin Casino -753; Alice Springs Casino - 252
<b>QLD</b>	Clubs – 23,473; Hotels - 18,811; Casinos - 3,475 operational EGMs as at end April 2010
<b>SA</b>	Clubs - 1,558; Hotels - 11,179; Casino - 983
<b>TAS</b>	Clubs and hotels - 2,377; Casinos - 1,280; Wrest Pt - 745; Country Club - 535; 46 (23 and
<b>VIC</b>	Clubs and hotels - 26,772 at 30 June 2009; Casino - 2,500
<b>WA</b>	Clubs and hotels - N/A; Casino -1,750

**Number of Casinos**

<b>ACT</b>	One.
<b>NSW</b>	One.
<b>NT</b>	Two.
<b>QLD</b>	Four – Brisbane, Gold Coast, Townsville and Cairns.
<b>SA</b>	One.
<b>TAS</b>	Two terrestrial casinos.
<b>VIC</b>	One.
<b>WA</b>	One.

**Requirement for public hearings (Clubs and Hotels only)**

<b>ACT</b>	New gaming machine licence or additional machines applications require a social impact ass public consultation.
<b>NSW</b>	Requirement for advertising of new licence and other applications, but no requirement for j contested.
<b>NT</b>	No.
<b>QLD</b>	No, all new applicants for a gaming machine licence and certain increases require a Commu public consultation and advertising of the application.
<b>SA</b>	Requirement for advertising of new licence and other applications, but no requirement for j conducting inquiries.
<b>TAS</b>	No.
<b>VIC</b>	Yes.
<b>WA</b>	N/A



---

**Major licensee owner/operators**

---

**ACT** Casino Canberra.

---

**NSW** Casino:  
TABCORP / Star City Pty Ltd.

---

**NT** Lasseters and Sky City – Casinos.  
  
Various for clubs and hotels.

---

**QLD** Each venue is licensed separately to an individual / partnership / trust or corporate ent

**Gold Coast Casino:**

Licensee: Jupiters Custodian.  
Operator: Jupiters Limited

**Brisbane Casino:**

Licensee: Jupiters Limited  
Operator: Jupiters Limited

**Cairns Casino:**

Licensee: Reef Corporate Services Ltd  
Operator: Casinos Austria International (Cairns) Pty Ltd

**Townsville Casino:**

Licensee: Breakwater Island Limited  
Operator: Jupiters Limited.

---

**SA** Each venue is licensed separately to an individual / partnership / trust or corporate ent

---

**TAS** Australian National Hotels Pty Ltd.  
  
Tasman Country Club Casinos Pty Ltd.  
  
Both are wholly owned subsidiaries of the Federal Hotels Pty Ltd.

---

**VIC** Currently two gaming operators Tattersall's and Tabcorp (post 2012 to move to a venue  
  
Casino Operator Crown Melbourne Limited.

---

**WA**

Casino Licensee:  
Burswood Nominees Limited subsidiary of Crown Limited.

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**Fund allocation (General community services)**

---

**ACT** A minimum legislatively prescribed level of community contributions must be made by licensees (as defined in the Gaming Machine Act 2004).

---

**NSW**

Optional for clubs (allocations may qualify for a Government tax rebate).

No for hotels.

Unclaimed jackpot prizes and unclaimed gaming machine tickets not claimed within 12 months go to the Community Benefit Fund.

---

**NT**

Hotels contribute 10% of EGM player loss to a Community Benefit Fund.

Clubs are expected to contribute to the community through financial and in kind contributions.

N/A for casinos.

---

**QLD**

Yes, the Gambling Community Benefit Fund – funded via Community Investment Fund – wagers, keno and gaming machines.

The 1% community benefit fund levy that was payable by the four respective casinos was a community benefit fund. The community benefit funds are preserved within the Community Investment Fund.

---

**SA**

Yes, for clubs and hotels

No for casino.

---

**TAS**

Yes, for clubs and hotels.

- 4% of gross profits from gaming machines must be allocated to the Community Support Fund
- 25% of the levy is distributed to sport and recreation clubs
- 25% is distributed to charitable organisations.

No for casinos.

Note: 50% component of the Levy (see below) also allows for provision of "other health services".

---

**VIC**

Yes.

8.33% from hotels is paid to the Community Support Fund for community and problem ga

Community benefit levy of 1% (gaming machines and table games) from casino.

**WA**

N/A for clubs and hotels.

Gaming machine levy increased from 1% to 2% from 1 January 2008. The increased levy is of ecological and community benefits and amenity of the Swan and Canning Rivers and ass

**Fund allocation (Problem gambling assistance)**

**ACT**

A minimum legislatively prescribed level of community contributions must be made by licen (as defined in the *Gaming Machine Act 2004*). As part of an incentive scheme, licensees may allocated to problem gambling.

**NSW**

Responsible gambling levy calculated by reference to 2% of casino gaming revenue and paid

**NT**

Yes, for hotels.

Clubs must make contribution to satisfy community obligation.

N/A for casinos.

**QLD**

Yes.

\$4.9 million for 2009/10 to fund 14 face-to-face Gambling Help Services, a residential treat

**SA**

Yes for clubs and hotels (voluntary). Yes for casino (voluntary).

**TAS**

Yes for clubs and hotels.

50% of the Community Support Levy is provided for :research into gambling, services for t gambling, community education concerning gambling, and other health services.

No for casinos.

**VIC**

Yes, 8.33% from hotels is paid to the Community Support Fund for community and proble

No for casino.

WA

N/A for clubs and hotels.

Yes, casino contributes a voluntary amount to the Problem Gambling Support Services Cor



<http://www.ndis.gov.au>



<http://www.idpwd.com.au> <http://www.problemgambling.gov.au>

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Home

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Portfolio Bodies

2011-14 FaHCSIA Strategic Framework (<http://resources.fahcsia.gov.au/strategicframework/ind>)

Media Releases

News & Events

Programs & Services

Benefits & Payments

International

Policies & Legislation

Publications & Articles

Doing Business with FaHCSIA

Related Agencies & Sites

Freedom of Information

Departmental File List

Cybersafety – Publicly funded computers

Our Responsibilities

Families and Children

Housing Support

Seniors

Communities and Vulnerable People

Overview

Programs & Services

Grants & Funding

**Benefits & Payments**

**Publications & Articles**

**Related Agencies & Sites**

**Disability and Carers**

**Women**

**Indigenous Australians**

**Grants & Funding**

**Overview**

**Current Funding**

**FaHCSIA Grants**

**General Information on Funding**

**Grant Funding Attributed to Locations Reports**

**Careers**

**Overview**

**Current Vacancies**

**What we Offer**

**Tips for Applicants**

**Aboriginal & Torres Strait Islander Recruitment**

**Working at FaHCSIA with Disability**

**FaHCSIA Graduate Program**

**FaHCSIA Enterprise Agreement 2012-2014**

**Ministers**

**Overview**

**Contact**

**Contact the Department**

**Feedback – Compliments, Complaints and Enquiries**

**Reporting Suspected Fraud**

**National Relay Service**

**Freedom of Information**

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**FINAL REPORT**  
**26 November 2010**

**2009 Survey of  
 The Nature and Extent of Gambling, and Problem  
 Gambling, in the Australian Capital Territory**

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**Table of contents**

Table of contents.....	2
1. Executive summary.....	4
2. Introduction.....	7
3. Methods.....	10
3.0 Procedure.....	10
3.1 Sample selection.....	10
3.2 Survey design.....	11
3.3 The sample.....	12
3.4 The questionnaire.....	13
3.5 Ethics approval.....	16
3.6 Weighting.....	16
3.7 Statistical analyses.....	17
4. Gambling participation and intensity.....	18
4.0 Gambling participation.....	18
4.1 Total gambling frequency.....	19
4.2 Frequency of gambling for individual activities.....	20
4.3 Number of gambling activities.....	25
4.4 Time spent gambling.....	29
4.5 Net expenditure.....	32
4.6 Internet gambling.....	35
4.7 Gambling participation and frequency from 2001 to 2009.....	37
4.8 Per capita net expenditure from 2001 to 2008.....	40
4.9 Summary.....	42
5. Problem gambling.....	44
5.0 Prevalence of problem gambling in the adult population.....	44
5.1 Problem gambling by type of activity.....	45
5.2 Type of activities undertaken by people with gambling problems.....	47
5.3 Frequency of gambling and problem gambling.....	49
5.4 Number of gambling activities and problem gambling.....	51
5.5 Time spent on EGMs and problem gambling.....	53
5.6 Net expenditure and problem gambling.....	54
5.7 Using the internet to gamble and problem gambling.....	55
5.8 Self-identified problem gambling and duration of problems.....	56
5.9 Gambling problems and symptoms, 2001 to 2009.....	57
5.10 Problem gambling across jurisdictions.....	60

5.11 Summary.....	62
6. Socioeconomic and demographic characteristics associated with gambling .....	64
6.0 Socioeconomic and demographic characteristics across levels of gambling frequency.....	64
6.1 A socioeconomic and demographic profile of high frequency gamblers.....	72
6.2 Socioeconomic characteristics across levels of gambling problems.....	73
6.3 A socioeconomic and demographic profile of people with gambling problems .....	79
6.4 Summary.....	80
7. Social and economic harms associated with gambling .....	81
7.0 Harms people attribute to gambling .....	81
7.1 Financial difficulties and gambling.....	84
7.2 Health behaviour and gambling .....	86
7.3 Physical health and gambling .....	90
7.4 Mental health and gambling.....	92
7.5 Social and economic harms, 2001 to 2009 .....	94
7.6 Summary.....	94
8. Help seeking and service use .....	96
8.0 Wanting, trying to get and accessing help .....	96
8.1 Characteristics related to receiving services amongst lifetime problem gamblers .....	98
8.3 Reasons for seeking help .....	101
8.4 Reasons for not seeking help .....	101
8.5 Summary.....	102
9. Community attitudes to gambling.....	103
10. Discussion.....	104
10.0 Gambling participation and problems in the ACT .....	104
10.1 Electronic gaming machines (EGMs) and gambling using the internet.....	105
10.2 Changes in participation and problems over time .....	106
10.3 Socioeconomic and demographic characteristics associated with gambling and problem gambling .....	107
10.4 Gambling, wellbeing and harms.....	108
10.5 Help seeking for gambling problems .....	108
10.6 Future research.....	109
11. References.....	111

## 1. Executive summary

In 2009, The Australian National University (ANU) was commissioned by the Australian Capital Territory (ACT) Gambling and Racing Commission to conduct a prevalence survey on gambling participation and problems in the ACT. The study was conducted by the Centre for Gambling Research, part of the Research School of Social Sciences (ANU). The interviewing was carried out by an accredited market and social research company using Computer Assisted Telephone Interviewing (CATI). Random digit dialling was used to contact 5,500 ACT residents. They provided detailed information on their gambling participation in the past year. Over 2,000 interviewees were selected to represent the full spectrum of participation and they were interviewed in more detail on gambling activities, expenditure, harms, physical and mental wellbeing, socioeconomic and demographic characteristics, and whether they had ever sought help for gambling problems.

The main objectives of the 2009 Survey were to:

- (i) investigate community gambling participation by product;
- (ii) estimate the prevalence of problem gambling using the Canadian Problem Gambling Index (CPGI);
- (iii) pay particular attention to playing electronic gaming machines and gambling using the internet (where feasible);
- (iv) examine shifts in trends in participation and problems over time (where feasible);
- (v) determine socio-demographic features associated with gambling participation and problems;
- (vi) investigate health and wellbeing across all levels of gambling participation and problems, including non-gamblers;
- (vii) describe help seeking for gambling problems in the general population, both in the last year, and across the lifetime; and
- (viii) identify areas requiring further research, with particular reference to the ACT context.

Most people had gambled in the past 12 months (70%) and about half reported gambling activities other than buying lottery and scratch tickets. A quarter had gambled on three or more activities in the past year. Frequency of gambling, number of activities reported,

amount of money lost, and the duration of gambling sessions were strongly interrelated. Aside from those who only bought lottery or scratch tickets, only a small percentage of gamblers reported a single gambling activity.

Problem gambling was assessed using the Canadian Problem Gambling Index (CPGI). Amongst the adult population, 5.4% reported at least some symptoms on the CPGI. The prevalence of moderate risk (CPGI score of 3+) and problem (CPGI score of 8+) gambling was 1.5% and 0.5% respectively. Amongst all gamblers, 7.9% had at least some symptoms, with 2.9% being classified as moderate risk or problem gamblers.

PG = 0.5%  
(of adult pop)

Nearly a third (30%) of the adult population reported having played EGMs in the past year and 3% played had played 48 times or more often. About 5% of EGM players reported losses of \$5,000 or more in the last 12 months and 7% were identified as moderate risk or problem gamblers. Playing EGMs was the most common activity reported by moderate risk/problem gamblers – over 90% reported playing EGMs in the past 12 months.

About 5% of the adult population used the internet to gamble but only around 1% played casino type games on the internet for money. About 9% of those using the internet to gamble reported losses of \$5,000 or more in the last 12 months and about one in ten were identified as moderate risk or problem gamblers.

Overall participation in gambling, frequent gambling (48 times a year or more) and problem gambling varied across socioeconomic and demographic groups. The characteristics most consistently associated with gambling were sex, age and education, with low qualified young males having the highest rates across gambling measures. Low levels of education stood out as consistently having the strongest association with different gambling measures.

Change over time in gambling participation and problems were investigated by comparing findings from the current survey with a previous ACT prevalence study, completed in 2001. Gambling participation appears to have fallen between 2001 and 2009 with clearer downward trends for playing EGMs and buying scratch tickets. There were more evident declines in the proportion of participants reporting frequent gambling and this was seen across most activities. Different problem gambling measures were used in the 2001 and 2009 Surveys, and so change over time in the prevalence of problem gambling could not be assessed.

Only a small proportion of the adult population reported experiencing harms that they attributed to gambling (1.5% over their lifetime and 0.6% in the past 12 months). Financial difficulties show little association with gambling frequency but were three times more common in moderate risk or problem gamblers than the general population. Smoking and hazardous/harmful alcohol consumption were strongly associated with higher frequency gambling and degree of problem gambling. Self-reported physical and mental health showed little association with gambling but the very small group of problem gamblers (CPGI score of 8+) had very poor mental health.

smoking  
alcohol

Very few ACT adults had ever received formal help for gambling problems (0.7%). Some had spoken to friends or family about problems but made no attempt to get help and indicated that they did not want help (0.8%). When asked why they had not looked for help for gambling problems, most people said they did not need help or could beat their problems on their own. However, suicidal thoughts because of gambling were far more frequent amongst those who had sought help for gambling problems compared with those who had not, giving the impression that people only seek help when gambling problems lead to extreme distress.

In 2009, 76% of ACT adult residents disagreed with the statement that gambling does more good than harm and this attitude toward gambling has not shifted significantly since 2001 (78%). The current survey also found that 70% of ACT adults thought that ATMs should not be available in venues with EGMs.

These are initial findings from a large and detailed data set. Subsequent reports will explore these findings in greater depth. Areas identified for future research include:

- (i) more detailed statistical modelling to show how measures of participation, when used in combination, best identify problem gambling;
- (ii) more detailed modelling to characterise sections of the community at greatest risk of high levels of gambling participation and problem gambling;
- (iii) investigating associations of gambling participation and intensity with measures of harm, to establish which aspects of gambling behaviour are most strongly related to health and wellbeing; and
- (iv) better understanding of factors that encourage help-seeking for gambling problems and barriers to receiving help.



## 2. Introduction

In 1999, the Australian Productivity Commission undertook the first national prevalence study on gambling participation and problems in Australia (Productivity Commission, 1999). Australian States and Territories have since generated a rapid succession of prevalence studies (summarised in Table 2.1). This period has also seen significant developments in survey methodology and the measurement of problem gambling. Table 2.1 shows that most jurisdictions have shifted from using the South Oaks Gambling Screen (SOGS: Lesieur & Blume, 1987) to the Canadian Problem Gambling Index (CPGI: Ferris & Wynne, 2001a) as the latter has been shown to be a more valid and reliable measure in population health surveys.

Table 2.1: Prevalence of problem gambling in the Australian adult population by jurisdiction, year and problem gambling measure.

Jurisdiction	Year	South Oaks Gambling Screen (SOGS)	Canadian Problem Gambling Index (CPGI)	Jurisdiction	Year	South Oaks Gambling Screen (SOGS)	Canadian Problem Gambling Index (CPGI)
		5+	8+			5+	8+
Australia	1999	2.07	..	NT	1999	1.89	..
NSW	1995	2.58	..	NT	2005	1.07	0.64
NSW	1997	3.10	..	SA	1996	1.24	..
NSW	1999	2.56	..	SA	1999	2.45	..
NSW	2006	..	0.95	SA	2001	1.89	..
NSW	2009	..	0.4	SA	2005	..	0.43
VIC	1996	0.75	..	Tas	1994	0.90	..
VIC	1998	1.50	..	Tas	1996	2.97	..
VIC	1999	2.14	..	Tas	1999	0.44	..
VIC	1999	0.80	..	Tas	2000	0.90	..
VIC	1999	2.00	..	Tas	2005	1.41	0.73
VIC	2003	1.13	0.96	Tas	2007	..	0.52
VIC	2007	..	1.40	QLD	1999	1.88	..
VIC	2008	..	0.70	QLD	2001	..	0.83
ACT	1999	2.06	..	QLD	2003	..	0.55
ACT	2001	1.91	..	QLD	2006	..	0.48
WA	1994	0.56	..	QLD	2009	..	0.37
WA	1999	0.70	..				

Source: (Productivity Commission, 2010: Table 5.2, p 5.18).

Using Australian nomenclature, a person scoring 5 or more on the SOGS is termed a problem gambler. For the CPGI, a person scoring 8 or more is termed a problem gambler.

In 2001, the Australian Institute for Gambling Research undertook the Australian Capital Territory's (ACT) first prevalence survey using the SOGS (McMillen, Tremayne, & Masterman-Smith, 2001), commissioned by the ACT Gambling and Racing Commission (GRC). In 2009, the GRC commissioned the Australian National University (ANU) to conduct the second prevalence survey on gambling participation and problems in the ACT, using the CPGI. This report presents findings from the 2009 Survey.

The terms of reference for the 2009 Survey specified that comparisons would be made over time and across jurisdictions where feasible and meaningful. However, the findings were also intended to provide the GRC with valid baseline measures for comparison with future surveys.

The main objectives of the 2009 Survey were to:

- (i) investigate community gambling participation by product;
- (ii) estimate the prevalence of problem gambling using the CPGI;
- (iii) pay particular attention to playing electronic gaming machines and gambling using the internet (where feasible);
- (iv) examine shifts in trends in participation and problems over time (where feasible);
- (v) determine socio-demographic features associated with gambling participation and problems;
- (vi) investigate health and wellbeing across all levels of gambling participation and problems, including non-gamblers;
- (vii) describe help seeking for gambling problems in the general population, both in the last year, and across the lifetime; and
- (viii) identify areas requiring further research, with particular reference to the ACT context.

The 2009 Survey provided a valuable opportunity to address important emerging research questions. The first important question is how the wellbeing of gamblers varies across the full continuum of gambling participation, from occasional gambling through to frequent regular gambling. Most Australian surveys have focussed on levels of problem gambling but have not reported on the wellbeing of other gamblers or compared their wellbeing with that of non-gamblers. With the 2009 ACT Survey, we are able to report on the possible benefits and/or harms associated with non-problem gambling, which represents the large majority of gambling activity. The second important research question is the extent to which people have

sought help for their gambling, not just those who are classified as having a current gambling problem but for the entire population, covering current, past and episodic problems. Previous Australian prevalence studies have not asked current gamblers and non-gamblers whether they have ever (i) wanted, (ii) tried to get, or (iii) accessed help for gambling problems.

This initial report presents basic tables and figures addressing the main objectives of the survey. Subsequent reports will explore these findings in greater detail.

### 3. Methods

#### 3.0 Procedure

The procedures for the 2009 Survey were broadly based on gambling prevalence surveys undertaken by the Productivity Commission in 1999 (Productivity Commission, 1999) and in the ACT in 2001 (McMillen, et al., 2001). All data were collected using Computer Assisted Telephone Interviewing (CATI) by an accredited market and social research company. Data collection commenced on the 8<sup>th</sup> October and was completed on 28<sup>th</sup> November, and interviews were conducted on weekdays (excluding Mondays and public holidays) and weekends.

#### 3.1 Sample selection

Random digit dialling was used to contact 5,500 ACT residents. Random digit dialling involves the ongoing generation of telephone numbers, and attempts to call randomly selected numbers. The range of numbers dialled incorporated all landline numbers in the ACT, including listed and unlisted numbers.

The sampling method was designed to compensate for non-response amongst young adults, particularly males. Upon establishing contact with a household, the interviewers asked to speak to 'the youngest adult male, aged 18 or over, who lives there'. In contrast, in the 2001 ACT Survey, interviewers asked to speak to the adult resident with the last birthday. In the current survey, it was evident in the first week of data collection that males were being oversampled and so the introductory script was amended. The age distribution did not show a bias towards the younger age groups, so the decision was made to ask to speak to the youngest adult in the household.

If the appropriate person was not available, the interviewer determined an appropriate time to call back. Interviewers also made appointments to call back if it was not a convenient time to undertake the interview. However, 47% of interviews were completed upon first establishing contact with a household.

### 3.2 Survey design

All 5,500 people initially identified to do the interview were asked whether they had participated in a range of gambling activities in the last 12 months. They were then asked how often they had participated in each undertaken activity (if any), and could answer per week, month or year. This information was used to determine total gambling frequency across all activities, and across all activities except lottery and scratch tickets. A global net expenditure question was also asked of everyone.

Table 3.1: Criteria used to select the subsample undertaking the detailed interview.

SELECTION CRITERIA			SUBSAMPLE
Total gambling frequency, last 12 months	Activities included in total frequency†	Total out of pocket expenditure (all activities)	Proportion selected for detailed interview
52 or more	All except lottery and scratch tickets	Any	100%
1-51	All except lottery and scratch tickets	Less than \$2,000	25%
1 or more	People who only buy scratch tickets or play lottery	Less than \$2,000	25%
1 or more	All activities	\$2,000 or more	100%
0	All activities	n/a	50%

†At least some lottery or scratch tickets were purchased for themselves.

A subsample was then selected to proceed to a more detailed interview. Probability of selection was determined by people's frequency of gambling and net expenditure as shown in Table 3.1. Table 3.1 shows that everyone who either (i) gambled 52 times a year across all activities except lottery or scratch tickets or (ii) had spent \$2,000 or more in the last 12 months was selected to undertake the detailed interview. One in four people who reported gambling 1-51 times in the last 12 months (and who had spent less than \$2,000 on all

activities) and 50% of non-gamblers were randomly selected to proceed to the more detailed interview. The method of selecting the subsample was designed to oversample people who had lost large amounts on gambling, high frequency gamblers and non-gamblers. Oversampling ensured that these groups would be large enough to undertake analyses and maximised the probability that people with current gambling problems would complete the detailed interview.

### 3.3 The sample

Table 3.2 shows the number of people interviewed for each of the criteria used to identify the subsample who proceeded to complete the detailed interview. For instance, this table shows that 55 of the people initially interviewed had a total gambling frequency less than 52, but had spent \$2,000 or more in the last 12 months. The proportion and number of people selected to undertake the detailed interview is also described in Table 3.2. Everyone in the above example was selected for the detailed interview.

Table 3.2: Sample size for each of the criteria used to select the subsample undertaking the detailed interview.

SELECTION CRITERIA			ACHIEVED SAMPLE		
Total gambling frequency, last 12 months	Activities included in total frequency†	Total out of pocket expenditure (all activities)	Initial sample (n)	Subsample completing detailed interview (n)	Proportion selected for detailed interview
52 or more	All except lottery and scratch tickets	Any	338	337	100%
1-51	All except lottery and scratch tickets	Less than \$2,000	2098	470	25%
1 or more	People who only do scratch tickets or lottery	Less than \$2,000	1263	354	25%
1 or more	All activities	\$2,000 or more	55	55	100%
0	All activities	-	1746	873	50%
<i>Total</i>			<i>5500</i>	<i>2089</i>	<i>-</i>

†At least some lottery or scratch tickets were purchased for themselves.

The final age and gender distribution of the achieved sample is shown in Table 3.3. There was a good spread of ages amongst the achieved sample, but when compared with the adult population of the ACT, those under 35 years of age were underrepresented, with a corresponding over representation of older people. The respondent numbers in each of the age and gender cells provided the basis for weighting the sample in order to provide estimates that reflect the age and sex distribution of the ACT population (see section 3.6).

Table 3.3: Proportion of adult men and women in the ACT population and the achieved sample.

Age group	ACT population		Achieved sample†	
	Male n=112,434	Female n=117,960	Male n=2,663	Female n=2,827
18-24	16.3%	16.3%	11.1%	6.5%
25-29	10.5%	10.2%	3.8%	4.5%
30-34	10.2%	10.1%	5.9%	6.4%
35-39	10.0%	9.9%	7.9%	10.7%
40-44	9.7%	9.8%	8.7%	11.3%
45-49	9.5%	9.8%	10.2%	11.0%
50-54	8.8%	9.0%	11.1%	10.5%
55-59	8.0%	7.8%	11.7%	10.9%
60-64	5.5%	5.3%	11.2%	10.5%
65-69	3.7%	3.9%	7.1%	7.0%
70+	7.6%	9.5%	11.3%	10.6%

†Ten respondents (3 males and 7 females) refused to provide their age.

### 3.4 The questionnaire

The questionnaire used for the 2009 Study was based on the 2001 Survey, to maximise comparability of findings over time. However, there were several notable exceptions. First, everyone who had gambled at least 12 or more times in the last 12 months (on activities other than lottery or scratch tickets), or who reported spending \$2,000 or more (on any activity) was asked about harms they might have experienced from gambling, and given the CPGI. Second, broad screening questions were used to identify people who had ever gambled 12 times or more, or lost \$2,000 or more on gambling in a 12 month period. These individuals were also asked about harms they might have experienced from gambling in their lifetime. Third, everyone was asked if they felt they had ever had a problem with their gambling. Anyone who had ever gambled 12 or more times or lost \$2,000 or more on gambling in a 12 month period, or who was identified as having ever had a problem with their gambling, was asked whether they had ever wanted help, tried to get help or accessed help from a range of services. Help seeking and service use over the last 12 months was also assessed. Fourth,

everyone selected to do the detailed interview was asked socioeconomic questions, and given validated health and wellbeing questions, covering mental health and physical health, alcohol consumption, smoking and social connectedness. The full questionnaire is provided as a separate appendix to this report. However a summary of the measures, and the people who received them, is given in Table 3.3.

Two pilot tests were conducted, covering a total of 130 interviews. These interviews tested the CATI technical procedure and questionnaire. The research team were interviewed during the pilot to ensure that the majority of pathways were tested.

Table 3.3: Summary of questionnaire items.

Measures	Time period		Sample†	People assessed
	Lifetime	Last 12 months		
Gambling frequency, for each activity		X	Full	All
Global net expenditure screen, across all activities		X	Full	All
Questions about specific activities (eg net expenditure and duration of gambling sessions)		X	Subsample	If undertook activity in last 12 months
Self-identification of gambling problems	X	X	Subsample	All
CPGI		X	Subsample	If gambled 12 or more times in the last 12 months across all activities other than lottery or scratch tickets If reported losing \$2,000 or more in the last 12 months on the global net expenditure item or net expenditure summed across all activities
Global net expenditure and gambling frequency, screen across all activities	X		Subsample	All other than above
Harms from gambling	X	X	Subsample	If ever gambled 12 or more times in a 12 month period If ever lost \$2,000 or more in a 12 month period If self-identified as ever having a problem with gambling
Help-seeking and service use	X	X	Subsample	As above
Attitudes to gambling	n/a	n/a	Subsample	All
Health and wellbeing	n/a	n/a	Subsample	All
Socioeconomic and demographic	n/a	n/a	Subsample	All

† Full sample=All 5,500 people initially contacted by interviewers; Subsample=those selected to proceed to the detailed interview.

15

### 3.5 Ethics approval

The Australian National University ethics committee (HREC) approved this study (protocol 2009/410).

### 3.6 Weighting

In order to generalise findings from the sample to the ACT adult population it was important to ensure that the survey sample represented the ACT population as much as possible.

Therefore potential sources of sample bias needed to be identified and addressed. First, only one adult was selected from each household, so the number of adults in the household *not interviewed* needed to be taken into account. Second, the oversampling of non-gamblers, high frequency gamblers and people losing large amounts on gambling needed to be taken into account in all analyses using the subsample who completed the detailed interview.

Third, people who answer the phone and agree to do a survey might differ from those who do not. Simple statistical weights can be used to compensate for the under or over representation of particular people (or characteristics) in a sample. Two weights were estimated and used in this study. The first weight was used on all analyses using the full sample and the second was used on all analyses using the subsample.

#### *Weight 1: the full sample*

All 5,500 people who initially agreed to complete the interview were asked the number of adults aged 18 or over who normally live in their household. This information was used to compensate for the probability of an individual being selected in the household. Age and sex were also recorded for everyone. This allowed the analyses to be weighted so that the sample proportionately reflected the age and sex of the adult ACT population (as determined by the 2006 census).

#### *Weight 2: the subsample undertaking the detailed interview*

Analyses using data obtained from the subsample were similarly weighted to compensate for the probability of an individual being selected in the household. The weight also addressed the oversampling described above, so that levels of gambling were proportionately represented. Finally, the detailed interview provided information about the characteristics of the subsample, which was not available for the full sample. The subsample weight ensured

16

that the sample proportionately reflected the marital status, as well as the age and sex, of the ACT adult population. Throughout the report, findings are presented that variously represent (1) the adult population of the ACT (i.e. gamblers and non-gamblers combined), (2) the gambling population (i.e. ever gambled in the past 12 months), and (3) frequent gamblers (i.e. those who said they had gambled on 48 or more occasions, 4 or more times per month, or weekly or more often in the past 12 months). The figures and tables give the **actual** number of participants who were interviewed within any particular group whereas percentages and mean values are the **estimated** values using the weights described above.

### 3.7 Statistical analyses

Of the 5,500 individuals initially interviewed, 28 had missing data about the frequency of their gambling, on at least one activity. These people were excluded from the analysis because we do not know how often they actually gambled. An additional 10 people from the full sample had missing data for age. These people were also excluded from the analysis. In total we had complete data on gambling frequency across all activities, as well as age and sex, for 5,462 individuals.

Amongst the subsample undertaking the detailed interview, data on gambling frequency were missing for 15 of the 2,089 people interviewed, a further 13 had missing data on age, marital status or education. The former two variables were used in the weight and the last considered pivotal in relation to gambling. The subsample analysis was undertaken using data from the 2,061 individuals with complete information on gambling frequency age, sex, marital status and education.

P-values were used to indicate the statistical significance of findings. P-values less than .05 were considered statistically significant, indicating that there was no more than a 5% probability that any particular finding was due to chance. Expressed another way, there was at least a 95% probability that the findings was *not* due to chance. P-values less than .01 and less than .001 indicate that differences between groups were not due to chance with a greater degree of certainty (99% and 99.9% probability respectively).

## 4. Gambling participation and intensity

### 4.0 Gambling participation

There are a number of ways of quantifying gambling participation and intensity. No single approach provides an accurate or comprehensive picture and so the strategy adopted for the 2009 ACT Survey was to collect multiple measures of gambling participation and intensity for each individual who took part in the survey. These measures included: (1) any participation in gambling in the past 12 months; (2) participation in particular types and groups of gambling activity in the past 12 months; (3) how often people gambled (gambling frequency) over the past 12 months; (4) how often people gambled on each reported activity and some groups of activity; (5) the number of types of gambling activity in the past 12 months; (6) the length of typical gambling sessions for each activity reported; and (7) overall expenditure across gambling activities in the past 12 months. This chapter provides an overview of these measures for the ACT adult population.

Table 4.1 shows the proportion of the population who reported gambling in the past year on each type of activity, and also shows the proportion who reported gambling on any activity in the past year. The activities are listed in order from the most common to the least common. Across all activities, 69.8% of the adult population reported gambling in the last year. The most common activity reported was buying lotto or lottery tickets (47.7%) and the large majority of these people had bought tickets for themselves. Nearly a third of people had played Electronic Gaming Machines (EGMs) in the past year (30.2%). A similar number reported buying scratch tickets; these included people who only bought the tickets for others (8.5%), while around a quarter of the population bought tickets for themselves (22.8%). Nearly a quarter of the population reported betting on horse or greyhound races in the past year (24.5%).

Table 4.1: Gambling participation (%) in the adult population in the last 12 months by type of activity, n=5,462.

	% Yes	% No
Played lotto or any other lottery game	47.7	52.3
Themselves	46.1	53.9
Only bought tickets for others	1.6	
Played EGMs	30.2	69.8
Bet on horse or greyhound races	24.5	75.6
Bought instant scratch tickets		
Themselves	22.8	77.2
Only for others	8.5	
Played table games at a casino	8.3	91.7
Played games like cards privately for money at home or any other place	8.1	91.9
Bet on a sporting or special event like football, cricket, tennis, a TV show, or election	7.9	92.1
Played Keno at a club, hotel, casino or other place	5.8	94.2
Played casino type games on the internet		
Played at all	2.6	97.4
Played for money*	1.0	99.0
Played bingo or housie at a club or hall	2.1	97.9
Played any other gambling activity, excluding raffles or sweeps	0.7	99.3
<i>Any activity</i>	<i>69.8</i>	<i>30.2</i>

\*Based on subsample data, n=2,059.

Other types of gambling activity were less common and, individually, were reported by fewer than 10% of people. Playing casino table games, playing private games like cards for money, betting on sports and other events, and Keno were each reported by between 5% and 10% of the adult population. The least common activities reported were playing casino type games on the internet, bingo, and 'other' activities (mostly 'two-up' and very likely played on ANZAC day).

#### 4.1 Total gambling frequency

Figure 4.1 shows the proportions of the population gambling at different frequency levels grouped as (i) non-gambler, (ii) low frequency gambling, (iii) medium frequency gambling, and (iv) high frequency gambling. Frequency has been summed across all the activities listed in Table 4.1. Here, and elsewhere in the report, a non-gambler is defined as someone who reported no gambling activity in the last 12 months. Low frequency gambling is defined as gambling fewer than 12 times in the last 12 months or less than monthly. Medium frequency gambling is defined as 12 to 47 times in the past year, or 1 to 3 times per month. High

frequency gambling includes those who reported gambling on 48 or more occasions, or 4 or more times per month, or weekly or more often. Although high frequency gambling was defined in terms of gambling across all activities in the past year, over 90% of people in this group gambled weekly or more often on an individual activity.

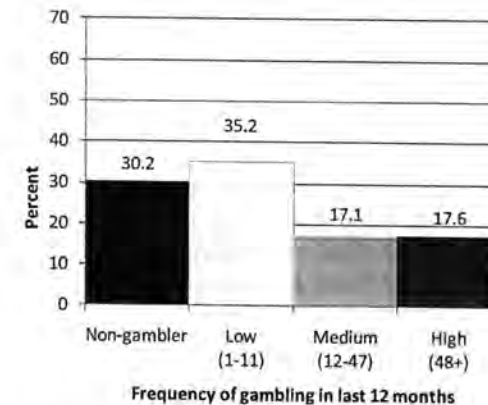


Figure 4.1: Frequency of gambling in the last 12 months on all activities in the last 12 months, n=5,462.

About 1 in 6 of the adult population (17.6%) reported high frequency gambling and a similar proportion (17.1%) reported medium frequency gambling so, together, around one-third of people gambled 12 or more times in the last 12 months. Just over one-third (35.2%) of the population gambled but did so less than 12 times in the last 12 months.

#### 4.2 Frequency of gambling for individual activities

Figure 4.2 shows levels of gambling frequency for individual activities. It breaks down those who reported participating in each activity (as shown in Table 4.1) into low, medium and high frequency groups. Playing Lotto or other lottery games was clearly more frequent than playing other activities, with more than 1 in 10 of the adult population (11.2%) saying they had bought tickets at least 48 times in the last 12 months. Playing EGMs was the only other

activity where more than 2% of the adult population reported high frequency gambling (3.0%). Between 1% and 2% of the adult population reported high frequency gambling for betting on horse or greyhound races (1.8%) and buying instant scratch tickets (1.2%). High frequency gambling on other individual activities was reported by 1% or less of the adult population and most of these other activities were relatively uncommon.

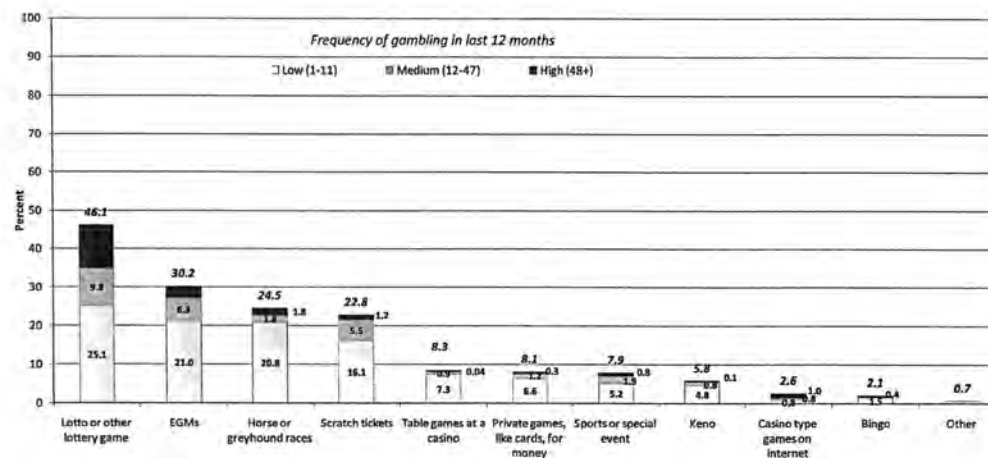


Figure 4.2: Gambling frequency (% of adult population) in last 12 months by type of activity, n=5,462. Note: Italics denote total participation.

*30% of adult pop play pokies  
3% " " " " are HF*



Figure 4.3 is based only on people who were high frequency gamblers across all activities. It shows how often they gambled on particular activities, using the same categories as Figure 4.2. It is important to note that many people in this high frequency group reported gambling on more than one, and sometimes several activities (see Figure 4.5). The vast majority (85.8% of this group) had bought Lotto or other lottery tickets and, indeed, 63.7% of this group would be classified as high frequency gamblers based solely on this activity. The order of reporting other activities broadly follows how common these activities are in the adult population (see Figure 4.2) although, as expected for a group defined as high frequency, the level of activity is generally greater in Figure 4.3.

Apart from Lotto and other lottery tickets, the other activities where high frequency gambling was reported (based solely on that one activity) were EGMs, betting on horse or greyhound races, scratch tickets, betting on other sports or events, and casino type games on the internet. Less than 5% of high frequency gamblers reported high frequency gambling on any of the other five listed activities.

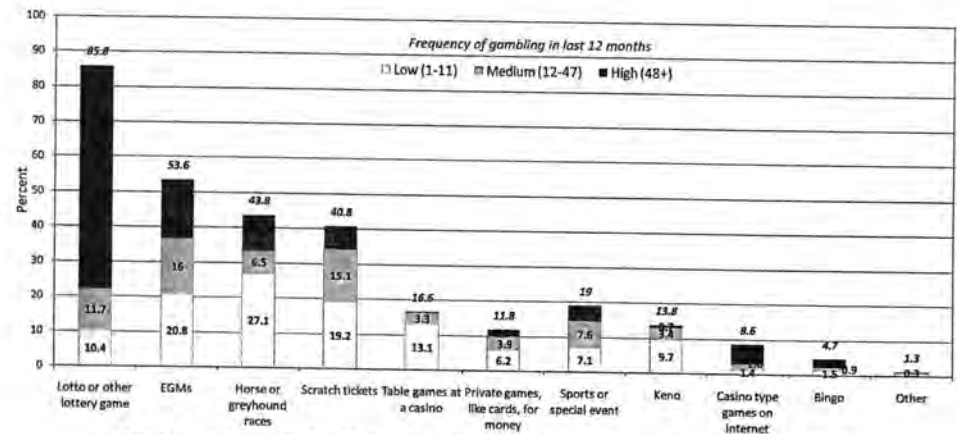


Figure 4.3: Type and frequency of gambling activities undertaken by high frequency gamblers in the last 12 months, n=1,039. Note: Italics are used to denote total participation amongst high frequency gamblers.

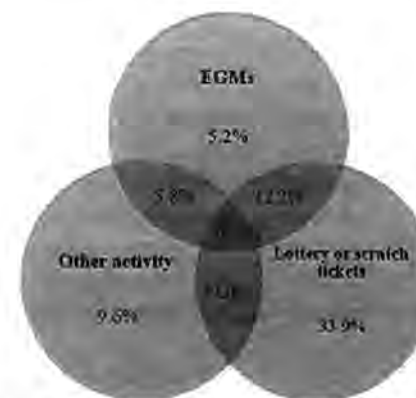
### 4.3 Number of gambling activities

This section explores the number of activities that gamblers undertake, and the overlap between gambling activities. First, Table 4.3 shows that the majority of people who gambled, did so on more than one activity, and that this varied considerably by type of activity. For instance 57% of people who played lottery or bought scratch tickets gambled on another activity. In contrast, the vast majority of people who gambled on anything other than lottery or scratch tickets, also gambled on other activities. For instance, 87% of people who play EGMs and 91% of people who bet on sports or other special events gambled on at least one other activity. Table 4.3 also shows that the majority of EGM players gambled on activities other than lottery or scratch tickets (56%). Nearly 90% of people who played Keno, casino type games on the internet or table games at a casino, gambled on another activity even when lottery or scratch tickets were excluded.

Table 4.3: Proportion of gamblers playing another activity, by gambling type.

Activity	Another activity	Another activity (not including lottery or scratch tickets)
Lottery or scratch tickets	57%	57%
EGMs	87%	56%
Other activities (total across below)	85%	65%
Horse or greyhound races	86%	58%
Keno	97%	88%
Table games at casino	95%	89%
Bingo	92%	77%
Sports/special events	91%	82%
Casino games on internet	95%	89%
Private games, like cards, for money	90%	79%

In order to further explore the overlap between different types of gambling activities, activities were collapsed into three groups, (i) EGMs, (ii) Lottery or scratch tickets and (iii) Other activities. Figure 4.4 shows the proportion of gamblers reporting these activities and the overlap in participation. Perhaps the most striking feature of this figure is that only a small proportion of gamblers (5.2%) reported gambling on EGMs alone. A much larger proportion of gamblers (33.9%) confined themselves to lottery and/or scratch tickets but this group was still smaller than those who combined these activities with other types of gambling.



Totals: EGMs =40%, Lottery or Scratch tickets=79%, Other activity=49%.

Figure 4.4: Venn diagram showing the prevalence of gambling on pokies, Lottery or scratch tickets, and other activities amongst gamblers.

Figure 4.5 shows the number of gambling activities reported by ACT adults. As reported previously, about 30% of ACT adults were non-gamblers. Almost half of the population reported gambling on just one or two activities (46.0%), 12.5% reported three activities, and 11.5% said they had gambled on four or more activities in the past year. Expressed in another way, the average number of activities undertaken by the adult population in the last 12 months was 1.6.

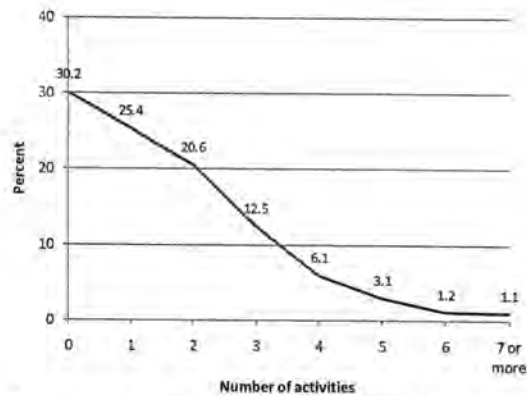


Figure 4.5: Number of gambling activities undertaken in the last 12 months as a proportion of the adult population, n=5,462.

Figure 4.6 shows the number of activities reported by high frequency gamblers (across all activities): almost a quarter (24.3%) said they gambled on three activities and nearly one in three (31.6%) reported four or more activities.

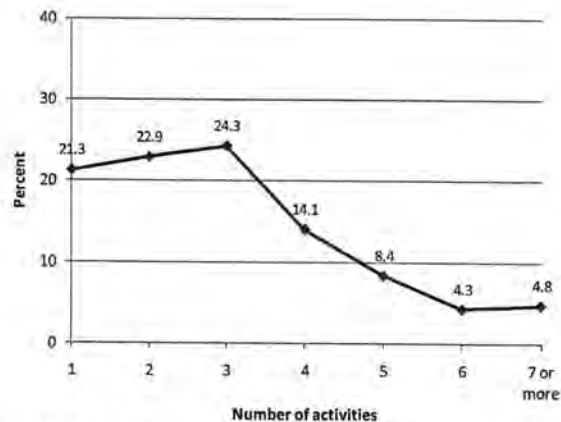


Figure 4.6: Number of gambling activities reported by high frequency gamblers† in the last 12 months, n=1,039.

†High frequency=gambling 48 or more times in the last 12 months, across all activities.

The average number of activities undertaken by high frequency gamblers was 3.0. Low and medium frequency gamblers had intermediate averages (1.7 and 2.8 activities respectively). Overall, these findings indicate the extent to which people who gamble more frequently also gamble on multiple activities.

The considerable overlap between gambling activities means that it is not possible to separate the significance of any single activity from other activities without undertaking complex statistical analyses, and even these would be of questionable interpretation. The only group large enough to examine separately and in detail were people who gambled on lottery or scratch tickets, but who reported no other gambling activity. For some activities, the people who reported participating in that activity and no other were very small in number. For instance, of the full sample (comprising 5462 people), just 8 individuals reported playing Keno and no other form of gambling, and only 10 people who played bingo reported no other form of gambling in the past 12 months.

Figure 4.7 shows frequency of gambling summed across particular combinations of activities. These combinations of activities will be referred to throughout this report, along with total frequency across all activities. Nearly half the population reported gambling on activities other than scratch tickets or lottery, and 6.5% did so at least 48 times in the last year. As already indicated, 30% of the adult population had gambled on EGMs including 3% who were high frequency gamblers. Figure 4.7 also shows that 37% of the adult population gambled on activities other than EGMs, scratch tickets and lottery, including 4% who were high frequency gamblers. These activities included, horse or greyhound racing, table games at a casino, private games (like cards) for money, sports or other special event, Keno, casino type games on the internet, and bingo.

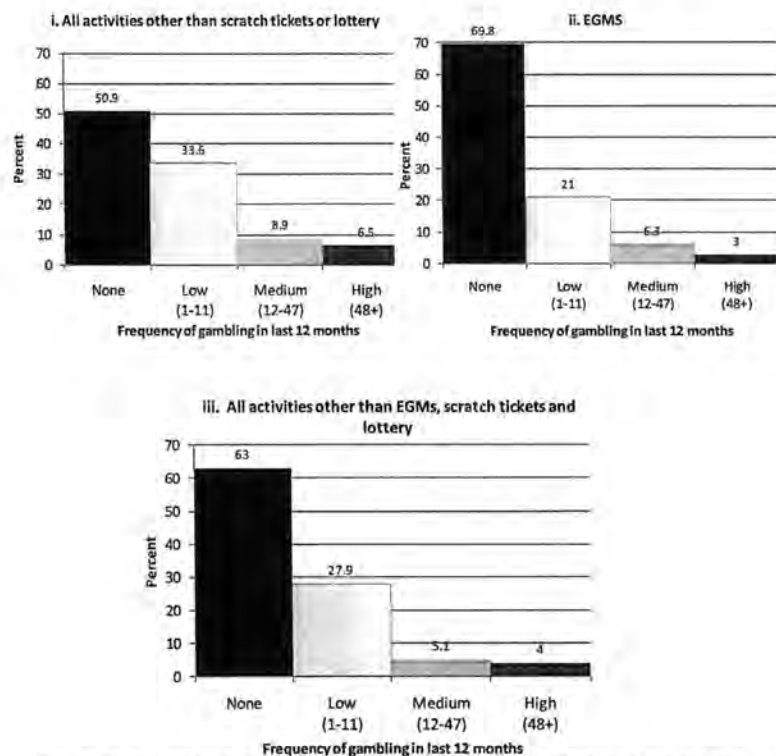


Figure 4.7: Frequency of gambling in the last 12 months on (i) all activities other than scratch tickets or lottery, (ii) EGMS, and (iii) all activities other than EGMS, scratch tickets and lottery, in the adult population, n=5,462.

#### 4.4 Time spent gambling

Another way to consider intensity of gambling participation is in terms of time spent on activities. Table 4.4 shows the duration of gambling sessions for a number of specific activities reported in the past 12 months. For each of these activities, people also reported the typical time they spent gambling per session. The average of these estimates across individuals is shown in the table (in minutes). The longest average session times were seen

for playing private games like cards for money (close to three hours), playing casino type games on the internet (almost two and a half hours), playing bingo (about one and a half hours), and playing table games at a casino (one and a quarter hours). Playing EGMS and Keno had average session times around 45 minutes. Of course, not all individuals have the same typical session time and there is considerable variation around the average across participants.

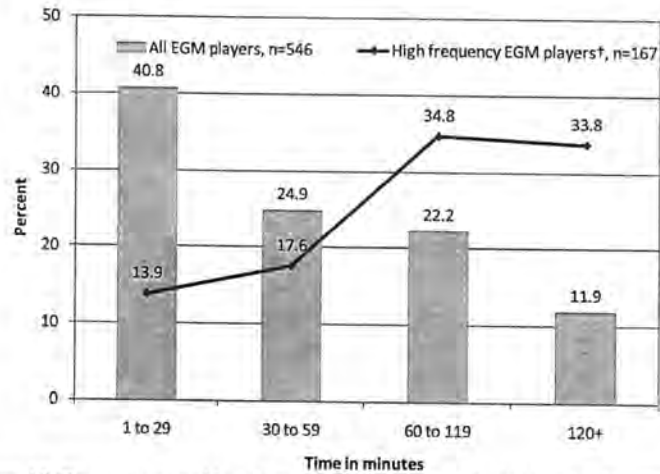
Table 4.4: Length of gambling sessions amongst people who participate in specific activities.

	n	Mean minutes (95%CI)	% 2 hours or more (95%CI)
EGMs	546	46.8 (41.7-51.9)	11.9 (9.3-15.1)
Keno at a club, hotel, casino or other place	116	45.0 (35.8-54.2)	11.1 (5.8-20.3)
Table games at a casino	123	76.3 (61.4-91.2)	33.4 (24.1-44.2)
Bingo or housie at a club or hall	56	91.8 (66.7-116.9)	48.6 (31.2-66.3)
Casino type games on the internet for money	29	147.9 (80.8-215.0)	65.2 (41.6-83.1)
Private games, like cards, for money	123	182.8 (160.1-205.5)	82.2 (72.2-89.2)

The right-hand column of Table 4.4 shows the proportion of participants for each activity that reported typical session times of two hours or longer. As expected, the majority of those playing private games like cards, or casino type games on the internet, reported long session times (typically more than two hours), as did around a half of the bingo players and a third of the table game players. Over one in ten of the EGM (11.9%) and Keno (11.1%) players also reported typical session times of greater than two hours.

It is possible that some individuals prefer to engage in gambling activities on a more frequent basis and therefore adopt a strategy of limiting the length of sessions (a little and often approach) whereas other individuals participate less often but have longer session times ('binge' gambling). There was a sufficiently large number of EGM players in the study to investigate the length of typical session times for those defined as low, medium and high frequency EGM players. Average reported session times actually increased across these three groups and were about 34 minutes, 63 minutes and 89 minutes respectively. Figure 4.8 compares the high frequency EGM players with the entire group of EGM players, showing the proportions of each across four bands of session time (up to 30 minutes, 31 minutes to 59

minutes, 60 to 119 minutes and 2 hours or more). The high frequency players were twice as likely to have typical session times of at least an hour (68.6% compared with 34.1%) and nearly three times as likely to report session times of at least two hours (33.8% compared with 11.9%). In summary, individuals who play EGMs more often also play them for longer sessions.



*Nearly 70% of high frequency EGM players play for 60 or more minutes each session (more than 45/yr)*

Figure 4.8: Time spent on machines when at a venue amongst all EGM players, and amongst high frequency EGM players.  
 †High frequency=gambling 48 or more times on EGMs in the last 12 months.

#### 4.5 Net expenditure

Research has found that people tend to under-report how much they have 'spent' on gambling for some activities and over-report money spent for others. People need specific instructions about what 'spending' means. For each activity listed in the current study, participants were asked, 'subtracting any winnings, how much money did you spend' in the last 12 months. They could answer in terms of average amount per week, month, or year and net profits were also recorded. This measure was designed to assess net expenditure. So, if needed, interviewers prompted answers by further asking, 'How out of pocket were you?' and 'Can you give me an approximate amount?'

Figures 4.9 and 4.10 show net expenditure amongst the adult population and amongst high frequency gamblers, across all activities. In the general adult population, 17.3% reported losses of \$520 or more, including 2.6% who lost between \$2,000 and \$4,999 and 3.4% who lost \$5,000 or more. Not surprisingly, net expenditure was greater amongst high frequency gamblers than the adult population. A large majority (74.8%) reported losses of \$520 or more, including 11.7% who lost between \$2,000 and \$4,999 and 17.2% who reported losing \$5,000 or more. Lastly, only small proportions of the adult population and the high frequency gamblers reported that they made a profit from gambling.

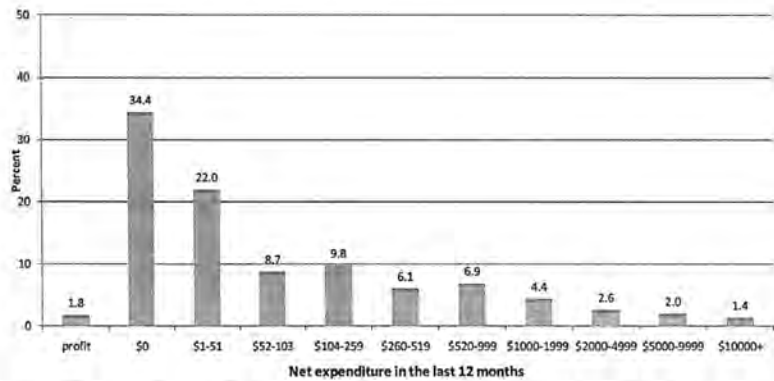


Figure 4.9: Net expenditure on all gambling activities amongst the adult population in the last 12 months, n=2,017.

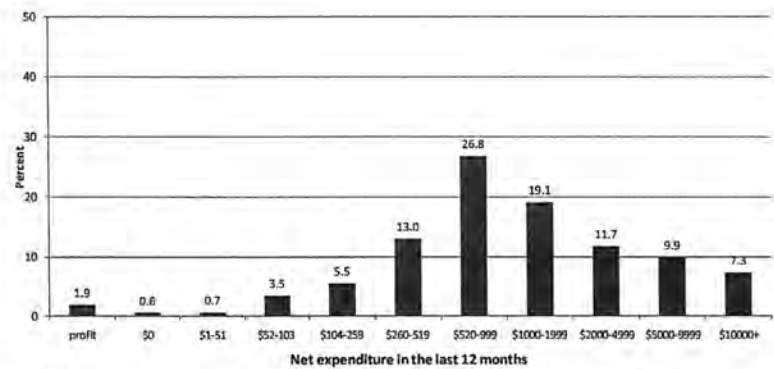


Figure 4.10: Net expenditure on all gambling activities amongst high frequency gamblers† in the last 12 months, n=501.  
 †High frequency=gambling 48 or more times in the last 12 months, across all activities.

Net expenditure on EGMs is also shown in a separate figure (Figure 4.11). While nearly half of the EGM players reporting losing \$1-51 in the last year, 4.8% reported losing \$5,000 or more. Figure 4.11 also shows net expenditure amongst high frequency EGM players. Nearly a third (31.7%) of the high frequency EGM players reported losing \$5,000 or more in the last year.

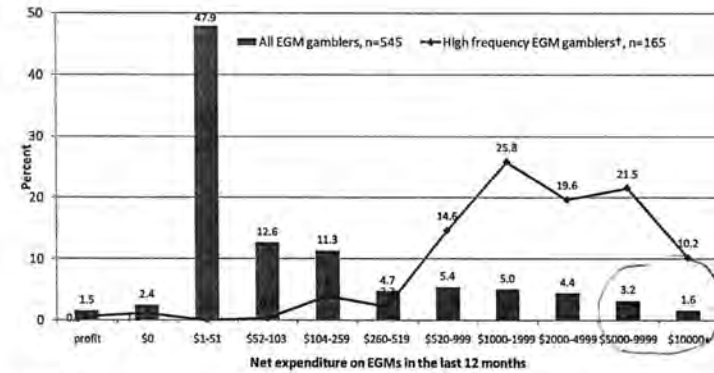


Figure 4.11: Net expenditure on EGMs for all EGM gamblers and for high frequency EGM gamblers† in the last 12 months.  
 †High frequency=gambling 48 or more times in the last 12 months on EGMs.

*Handwritten notes:*  
 32.7% HF EGM players  
 -26  
 spend more than \$5000  
 p.2

#### 4.6 Internet gambling

A particular focus was given to internet gambling in this report because it has not previously been assessed in the ACT population, and it is not readily measurable using other sources, such as industry data. Gambling using the internet was measured in two ways in this survey. First, everyone who reported gambling in the last 12 months was asked a general question about how often they used the internet to gamble, with no reference to particular activities. Across the adult population, 5.2% said they used the internet to gamble. This was made up of 1.3% who said they often used the internet to gamble, 1.8% who used it sometimes and 2.1% who used it rarely.

The second way of assessing gambling using the internet, was by asking participants who reported particular activities whether they used the internet to place their bets. These activities included (i) horse and greyhound racing, (ii) sporting or other special events and (iii) casino type games (for money). People placing bets using the internet were asked how often they did this, and their net expenditure, for each of the internet activities they reported. Table 4.5 shows the proportion of ACT residents who used the internet to gamble on these three types of activity in the last 12 months. Amongst the adult population, 4.2% reported using the internet to gamble in the last year on these activities. The percentages in the table add up to more than 4.2% (the total is 6.1%) because some individuals said they used the internet for more than one type of betting. The group who used the internet to place bets was fairly evenly spread across those who said they did this weekly or more, those who did it at least monthly (but not weekly), and those that did it less than monthly.

Table 4.5: Proportion of the population reporting gambling on the internet in the last 12 months, on races, sports or other special events or on casino type games for money, n=2,058.

Internet gambling in the last 12 months	Participation	
	% Yes	% No
Casino type games for money	1.0 (0.7-1.6)	99.0 (98.4-99.4)
Bet on horse or greyhound races	2.6 (1.9-3.5)	97.4 (96.5-98.1)
A sporting or special event like football, cricket, tennis, a TV show, or election	2.5 (1.8-3.4)	97.5 (96.6-98.2)
Any of the above	4.2 (3.3-5.3)	95.9 (94.7-97.7)

Net expenditure was summed across the activities listed in Table 4.5. Figure 4.12 shows total net expenditure on internet gambling in the last 12 months, that is how much people who gambled on the internet reported losing when gambling on these activities using the internet.

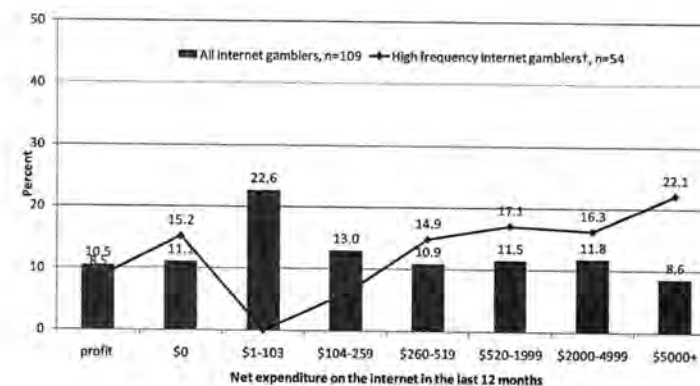


Figure 4.12: Net expenditure across internet activities in the last 12 months. †High frequency=gambling 48 or more times in the last 12 months, using the internet.

About 20% of internet gamblers reported losing \$2,000 or more in the last 12 months, specifically when gambling using the internet, including 8.6% who lost \$5,000 or more. Figure 4.12 also shows net expenditure when gambling using the internet amongst high frequency internet gamblers. A large proportion (38.4%) of high frequency internet gamblers lost \$2,000 or more in the last 12 months when gambling using the internet, including 22.1% who lost \$5,000 or more.

As mentioned previously, research has found that participants tend to over-report expenditure on some activities and under-report expenditure on others. Therefore, caution should be taken comparing gambling expenditure across activities in the current study. However, it is more reliable to contrast expenditure on an activity amongst different subgroups of people who reported that activity.

#### 4.7 Gambling participation and frequency from 2001 to 2009

Participation in gambling, as reported in the 2009 Survey, was compared with findings from the previous ACT gambling survey, conducted in 2001 (Table 4.6). The first two columns contrast the findings for any reported participation in the past year and the third and fourth columns contrast the figures for those who said they gambled weekly or more often on particular activities and across all activities.

The proportion of the adult population who reported gambling on at least one activity was slightly lower in 2009 (69.8%) than in 2001 (72.9%). Some notable differences for particular activities underlie this decline in overall gambling activity over time. Playing EGMs was reported by a smaller proportion (30.2%) of the ACT population in 2009 than in 2001 (38.1%). Buying scratch tickets was also less prevalent in the 2009 Survey (31.3%) than the 2001 Survey (43.4%). Interestingly, the proportion of the adult population buying scratch tickets, but only for other people, did not seem to differ over time, so the change for overall purchases reflected a difference in buying tickets for oneself.

Participation in Keno, casino table games, and bingo also declined across the two Surveys, but less markedly than EGMs and scratch tickets.

In contrast, playing private games like cards for money was reported *more often* in 2009 (8.1%) than in the earlier survey (5.1%). Although betting on sports and special events appeared more common in 2009 (7.9%), the question used in the recent survey was more comprehensive than the question used in 2001, which only covered sports betting.

The activity showing the largest proportional difference between the two surveys was playing casino type games on the internet. In 2009, this was reported by a reasonably small proportion (2.6%) of the ACT adult population. However, in 2001 only 0.2% of the population reported this gambling activity.

There were more notable changes in high frequency gambling over time, than participation. The right-hand columns of Table 4.6 show the proportion of participants who reported gambling at least 52 times in the last year on specific gambling activities. There was a

decline, often substantial, in the prevalence of high frequency gambling for all activities apart from playing casino type games on the internet (which was very uncommon in 2001) and betting on horse or greyhound races.



Table 4.6: Participation and comparable high frequency gambling (52 times or more during the last year), in the 2001 and 2009 surveys, by gambling type, n=5,462†.

	Participation		52 times or more in the last year	
	2001 %	2009 % (95%CI)	2001 %	2009 % (95%CI)
Played EGMs	38.1	30.2 (28.8-31.7)	14.8	9.8 (8.3-11.5)
Bet on horse or greyhound races	23.3	24.2 (23.2-25.8)	8.4	8.3 (5.9-9.1)
Bought instant scratch tickets	43.4	31.3 (30.0-32.7)		
For themselves	35.9	22.8 (21.6-24.1)	11.2	5.1 (3.9-6.5)
Only for others	7.5	8.5 (7.8-9.4)		
Played lotto or any other lottery game	48.4	47.7 (46.2-49.2)		
For themselves	46.5	46.1 (44.6-47.6)	36.3	24.3 (22.6-26.1)
Only bought tickets for others	1.9	1.6 (1.3-2.0)		
Played Keno at a club, hotel, casino or other place	6.9*	5.8 (5.1-6.6)	6.4*	2.2 (0.9-5.1)
Played table games at a casino	10.0	8.3 (7.4-9.3)	2.8	0.44 (0.1-1.8)
Played bingo or honsie at a club or hall	3.2	2.1 (1.7-2.6)	27.1	18.9 (12.7-27.3)
Bet on a sporting or special event like football, cricket, tennis, a TV show, or election	5.9**	7.9 (7.0-8.8)	18.6**	9.7 (6.7-13.8)
Played casino type games on the internet	0.2	2.6 (2.1-3.2)	0	38.2 (28.4-49.2)
Played games like cards privately for money at home or any other place	5.1	8.1 (7.2-9.1)	9.2	3.7 (1.9-7.1)
Played any other gambling activity, excluding raffles or sweeps	0.7	0.7 (0.5-1.0)	28.4	***
<b>All activities</b>	<b>72.9</b>	<b>69.8 (68.5-71.2)</b>	<b>35.8</b>	<b>25.2 (23.7-26.7)</b>

†2009 estimates are weighted for age, sex, marital status and household size; 2001 estimates are weighted for household size.

\*In 2001 the Keno question was restricted to ACT club, hotels, or casinos.

\*\*In 2001 only sports betting was assessed.

\*\*\*Small cell sizes mean estimates either cannot be calculated or should be interpreted with caution.

39

#### 4.8 Per capita net expenditure from 2001 to 2008

Industry information on gambling expenditure is presented in Figures 4.13 and 4.14 to provide a context for the 2009 Survey findings. The data for these figures was provided by the Office of Economic and Statistical Research (2010). Expenditure is the net amount lost or, in other words, the amount wagered less the amount won. These figures consequently represent the gross winnings for the industry for each form of gambling.

Figure 4.13 shows per capita expenditure on all gambling activities amongst adults (aged 18 or over), in the Australian population and in the ACT. This graph shows a well documented increase in per capita gambling expenditure across the 1980's and 1990's in Australia and the ACT. This period coincided with the expansion of EGMs in Victoria, Queensland and South Australia and the introduction of casinos in most States.

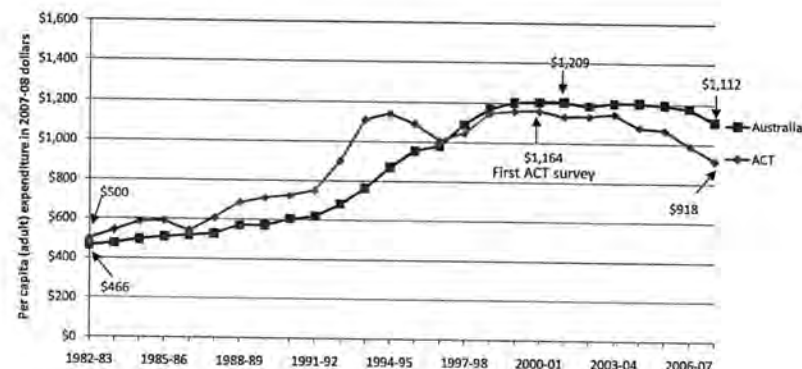


Figure 4.13: Real per capita expenditure on gambling in the ACT and Australian adult populations.

Source: Office of Economic and Statistical Research (2010).

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Figure 4.13 also shows that per capita expenditure peaked at turn of the century in both the ACT and the Australian population. This graph clearly shows a decrease in per capita expenditure in the ACT since the time of the first survey undertaken in 2001. Between 2000-01 and 2007-08, per capita gambling expenditure fell by 21%. These figures, representing the average net expenditure on gambling amongst the ACT adult population, corroborate the 2009 Survey's findings of an overall decrease in gambling participation in the ACT from 2001 to 2009.

Figure 4.14 breaks down the total per capita expenditure into different types of gambling activity. Whilst expenditure on some activities has changed relatively little, it is more evident for EGMs (22% reduction), casino gambling (16% reduction), and lotteries (14% reduction).

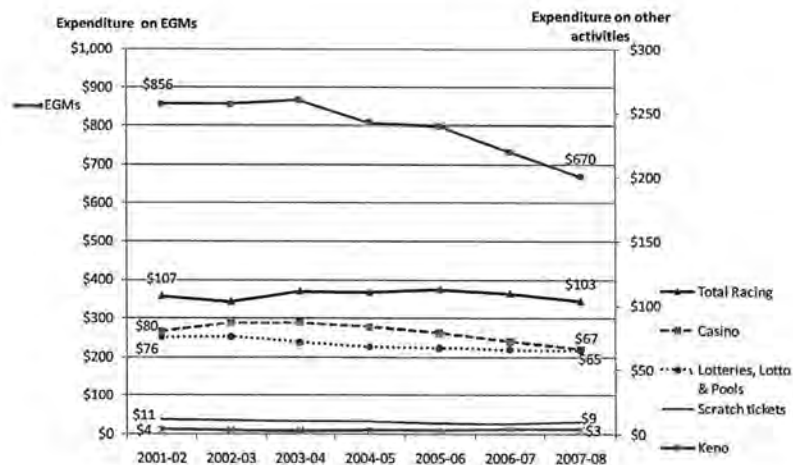


Figure 4.14: Real per capita expenditure by product from 2001-02 to 2007-08 in the ACT (in 2007/08 dollars). Source: Office of Economic and Statistical Research (2010).

#### 4.9 Summary

There are a number of ways of quantifying gambling participation and intensity, and the strategy adopted for the 2009 ACT survey was to collect information that gave several different measures. Gambling is a very common activity for ACT adults with about 70% reporting that they had gambled at some time in the past year. The most common activities were playing lotto, playing EGMs, buying instant scratch tickets and betting on horse or greyhound races.

Amongst the adult population, about a third were non-gamblers, about a third reported gambling less than monthly and the remainder gambled monthly or more often. High frequency gambling (48 times a year or more often) was reported by 17.6% of the ACT adult population and was associated with playing lottery games, playing EGMs, betting on horse or greyhound races and buying instant scratch tickets.

There was considerable overlap in the reporting of gambling activities. Most gamblers reported more than one activity and some activities were rarely reported in isolation. About a quarter of the adult population reported just a single type of gambling activity in the past year and a third reported two or three activities. Over one in ten (11.5%) reported four or more activities. The number of activities people reported was related to the frequency of their gambling; nearly a third of high frequency gamblers (31.6%) reported four or more types of activity in the past year.

The typical duration of gambling sessions varies considerably by type of gambling. The average duration of sessions for people playing private games like cards and casino type games on the internet was 2-3 hours, while casino table games and bingo involved sessions of 1-2 hours. Playing EGMs and Keno had typical session times of around 45 minutes. Duration of sessions varies with the frequency of participation. High frequency EGM players (weekly or more) were three times more likely to report long typical session times (two hours plus).

Industry figures on per capita gambling expenditure in the ACT corroborate the current survey findings, showing an overall decrease in expenditure of 21% between 2000-1 and 2007-8 and a 22% decrease in expenditure on EGMs.

Overall gambling participation in 2009 was similar to an earlier survey in 2001, although the percentages of people playing EGMs and buying instant scratch tickets have fallen. For the large majority of activities (excluding betting on horse or greyhound races and playing casino type games on the internet) the proportion of gamblers who gambled at least 52 times a year on a particular activity was lower, and sometimes substantially lower, in 2009 compared with 2001. Playing casino type games on the internet was more prevalent amongst the adult population in 2009 (2.6%) than 2001 (0.2%), but it is still a comparatively uncommon activity.

## 5. Problem gambling

### 5.0 Prevalence of problem gambling in the adult population

Problem gambling has been defined and measured in different ways in different surveys, which can make it difficult to compare across studies carried out in different places or at different times. The main measure used in the 2009 ACT survey was the Canadian Problem Gambling Index (CPGI). Everyone who reported gambling at least once a month across activities other than scratch tickets or lottery tickets, or who had spent \$2,000 or more across all activities in the last 12 months was asked all of the questions in the CPGI (n=494). Complete data were obtained from 493 of these people. Each individual was given a score based on the number of positive responses to the items. These scores are grouped into bands that define 'non-problem gamblers' (0 score), low risk gamblers (1-2), moderate risk gamblers (3-7), and problem gamblers (8+). The ACT Survey also asked individuals whether they had ever felt they had a problem with their gambling and, if so, whether this was currently so, or in the past.

Figure 5.1 shows that 5.3% of the ACT population reported some problem gambling symptoms based on the CPGI, including 1.5% who were moderate risk gamblers and 0.5% who were classified as problem gamblers.

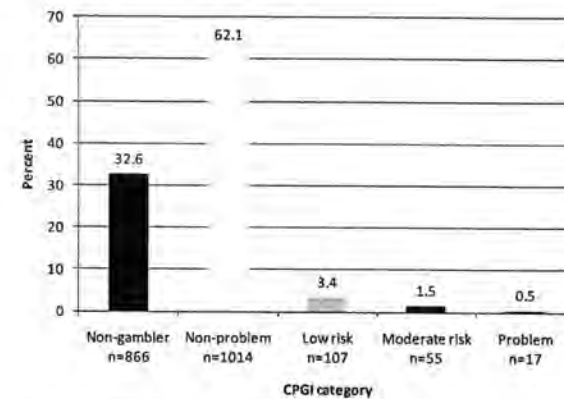


Figure 5.1: Distribution (%) of CPGI categories in the adult population.

### 5.1 Problem gambling by type of activity

Figure 5.2 shows the proportion of ACT adults classified as low risk, moderate risk and problem gamblers amongst participants undertaking each type of gambling activity. The column totals represent the proportion of participants reporting any symptoms (i.e. a CPGI score of 1 or more). For example, the figure of 15.2% for EGM players is the combination of low risk, moderate risk and problem gamblers. The right hand columns in Figure 5.2 show CPGI categories amongst all gamblers and amongst people who gambled on any activity other than lottery or scratch tickets. Across all activities, 7.9% of gamblers had some symptoms, with 2.2% and 0.7% classified as moderate risk and problem gamblers respectively. Amongst people who gambled on any activity other than lottery or scratch tickets, the proportion of people with problem gambling symptoms was higher (11.9%), with 3.3% and 1.0% classified as moderate risk and problem gamblers respectively.

It is important to keep in mind that many individuals reported more than one activity in the past year and their CPGI score is included for all the activities they reported. It is not possible to attach the problems reported by an individual to just one particular activity.

Looking across activities, playing casino type games on the internet (35.4%) was associated with the highest proportion of participants reporting some level of problem. Four other activities were associated with proportions of problems in the 20%-30% range, specifically playing casino table games, playing private card games for money, betting on sports or other events, and playing Keno. Playing EGMs and betting on horse or greyhound races were associated with proportions of problems in the range of 10-20%.

Moving the focus to moderate risk or problem gambling, these were found in over 10% of participants of bingo (14.1%), playing casino type games on the internet (11.9%), and Keno (11.5%). Four other activities were associated with proportions between 5% and 10%: playing private card games for money, table games at a casino, betting on sports or special events, and playing EGMs.

Estimates for problem gambling alone are based on relatively small numbers and are therefore less reliable. Problem gambling was, in the main, most prevalent amongst people undertaking five activities: bingo, casino type games on the internet, Keno, EGMs and betting on sports and other events.

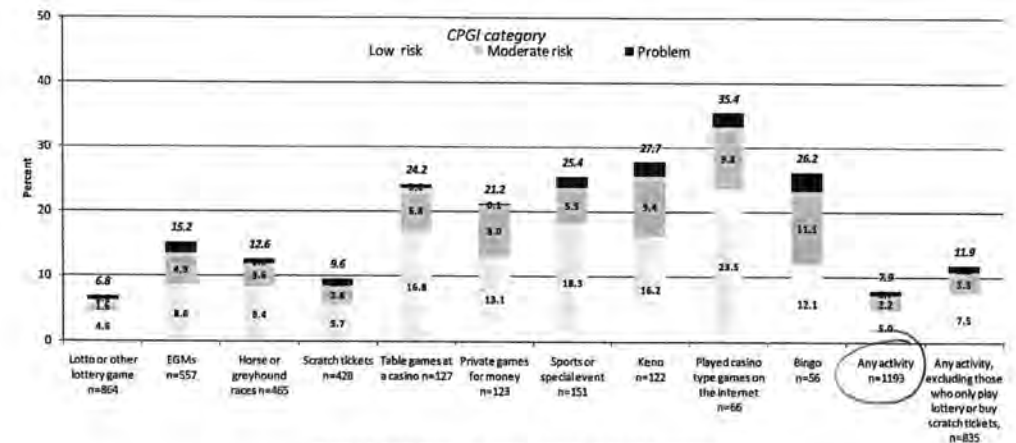


Figure 5.2: CPGI by type of gambling activity in the adult population.  
Note: Italics denote the total reporting any risk on the CPGI.

## 5.2 Type of activities undertaken by people with gambling problems

The importance of the type of activity for problem gambling is not just a feature of the **proportion** of people reporting problems. The total number of people engaging in the activity also contributes to the extent of problem gambling in the community. This can be illustrated by looking at all the activities reported by moderate risk/problem gambling individuals (Figure 5.3). The difference between the information in this figure and the information presented in Figure 5.2 can be illustrated by focussing on a particular type of gambling activity, such as playing EGMs. In the previous figure (Figure 5.2), 6.6% of EGM players were shown to be either moderate risk or problem gamblers (4.9% plus 1.7%), whereas Figure 5.3 shows that 92.2% of the moderate risk/problem gambling individuals played EGMs in the past year. Playing EGMs is clearly the most common activity reported by this group, although it is striking that eight out of the ten types of activity were reported by at least 25% of moderate risk/problem gamblers, and three of these were around 50% (lottery games, betting on horse or greyhound races and scratch tickets).

Figure 5.3 also shows the type of activities undertaken by people who gamble but not at moderate risk/problem levels. Amongst this group, the most common gambling activities were lottery games. This figure demonstrates that particular activities are much more frequent amongst moderate risk/problem gamblers than other gamblers. For instance, gambling on EGMs, table games at a casino, Keno, private games like cards for money, casino type games on the internet, and bingo were three or more times prevalent amongst moderate risk/problem gamblers than other gamblers.

Finally, it is also clear from Figure 5.3 that the sum of the column percentages for moderate risk/problem gamblers is well over 100% (it is around 400%). This indicates that moderate risk/problem gambling individuals report an average of about four different types of activity. In contrast, the total across columns for other gamblers is around 200% (on average two types of activity). Further information on this is presented later.

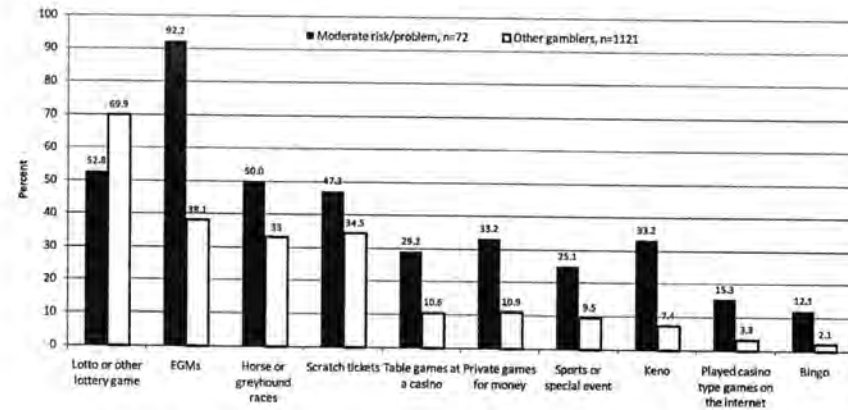


Figure 5.3: Gambling activities undertaken by moderate risk/problem gambling individuals and other gamblers.

### 5.3 Frequency of gambling and problem gambling

Only the individuals who gambled 12 times a year or more often across all activities (excluding lottery or scratch tickets), or who had a net expenditure on gambling of \$2,000 or more, were asked the CPGI questions and so Figure 5.4 compares CPGI categories only between medium and high frequency gamblers. Based on frequency of participation in all gambling activities (two columns on the left of the figure), over 90% of the medium frequency gamblers reported no problems on the CPGI compared with under 80% of the high frequency gamblers. When the level of problem scores is examined in more detail, the differences between these two groups are found to be more evident moving up the categories of CPGI score. Low risk gambling is about twice as common in the high frequency group, moderate risk gambling is three times as common and problem gambling is ten times more prevalent. The two columns on the right of Figure 5.4 show the same pattern when frequency of gambling is based on activities other than scratch tickets and lottery. The proportions of all levels of problem gambling are higher in the right-hand columns (at least doubled) but the pattern of findings is essentially the same.

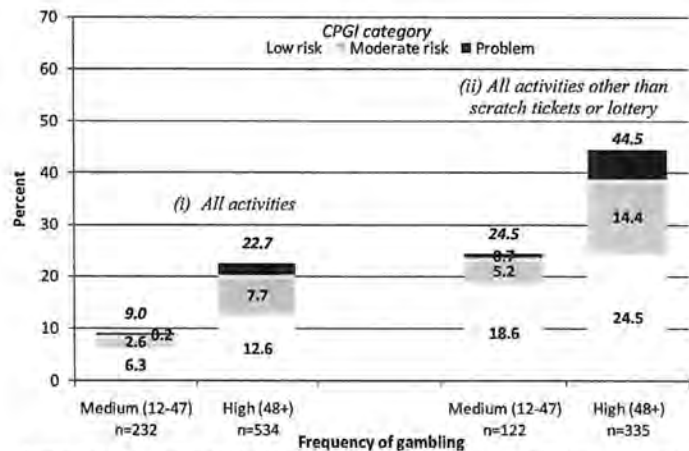


Figure 5.4: CPGI categories amongst medium and high frequency gamblers, across (i) all activities, and (ii) all activities other than scratch tickets or lottery, in the last 12 months.

There was a sufficient number of EGM players in the study to look at the association between frequency of playing EGMs and the prevalence of problem gambling. This is shown in the two columns on the left of Figure 5.5 for the same categories of CPGI score as used previously. Around 70% of medium frequency players were non-problem gamblers compared with just 45% of high frequency players. Low risk problem gambling is about one and a half times more common in the high frequency players (28.3% compared with 19.9%), moderate risk gambling is over twice as common (17.8% compared with 7.6%) and problem gambling is about four times as prevalent (8.9% compared with 2.2%).

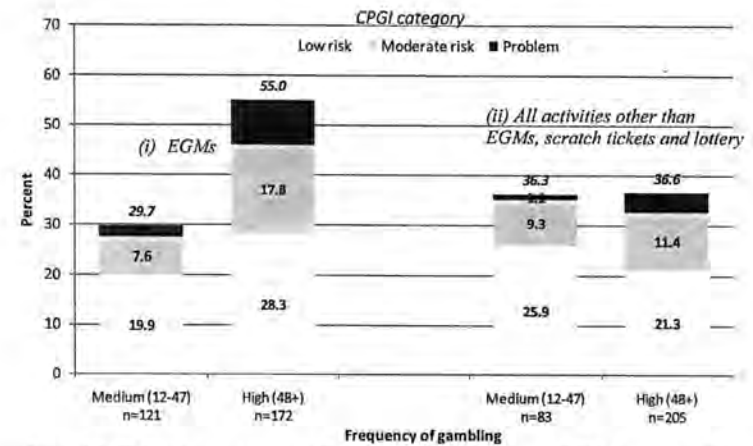


Figure 5.5: CPGI categories amongst (i) medium and high frequency EGM players and (ii) medium and high frequency gamblers on other activities (excluding scratch tickets and lottery) in the last 12 months.

The two columns on the right of Figure 5.5 show comparable findings based on frequency of gambling participation on activities other than EGMs, scratch tickets or lottery. It should be noted (in keeping with findings in Chapter 4) that many individuals will feature in both parts of Figure 5.5 because over half of the people who played EGMs (56%) also reported other gambling activities not counting scratch tickets and lotteries (see Table 4.3). The total proportion across all levels of problem gambling is very similar in the medium and high

89% of high freq are EGM

frequency gamblers. It is only at the extreme (CPGI = 8+) that a greater proportion of problem gambling is seen amongst the high frequency gamblers.

#### 5.4 Number of gambling activities and problem gambling

The prevalence of problem gambling was associated with the number of types of gambling activity reported in the past year. Again, combining moderate risk and problem gamblers into a single group, Figure 5.6 shows that the prevalence of moderate risk/problem gambling was 8.9% amongst gamblers who reported four or more types of activity in the past year, compared with 2.8% of those reporting two or three activities and just 0.2% of those reporting a single activity.

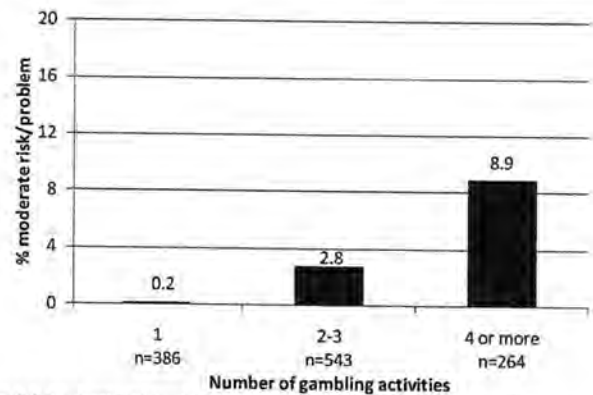


Figure 5.6: Moderate risk/problem gambling by number of gambling activities, amongst the adult population, n=1,193.

From another perspective, on average, moderate risk/problem gamblers reported 3.9 activities, low risk gamblers reported 3.8 activities, and non-problem gamblers reported 2.1 types of activities in the past year.

Number of gambling activities was also related to gambling frequency (see Figure 4.6) and so the association seen in Figure 5.6 could be more to do with gambling frequency than the number of activities. To look at this association more closely, the prevalence of problem gambling was plotted against number of activities reported just for the group identified as

frequent gamblers (Figure 5.7). This shows that the likelihood of being classified as a higher-risk gambler is related to both gambling frequency and number of activities in a cumulative way. The prevalence of moderate risk/problem gambling was 13.6% in those who were high frequency gamblers and reported four or more activities.

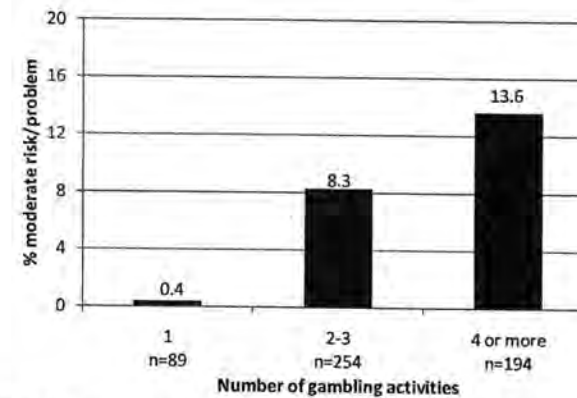


Figure 5.7: Moderate risk/ problem gambling by number of gambling activities, amongst high frequency gamblers, n=534.

### 5.5 Time spent on EGMs and problem gambling

There was a sufficient number of EGM players in the survey for the relationship between typical EGM session time and problem gambling to be explored (Figure 5.8). Only a small proportion of those who typically played EGMs for less than hour were classified as moderate risk or problem gamblers. Amongst those who typically reported EGM sessions between one and two hours, 11.1% were classified as moderate risk/problem gamblers. For the group reporting typical sessions of two hours or more, the prevalence of moderate risk/problem gamblers was appreciably higher at 26.3%. It should be noted that this was not just a small 'extreme' group of players. About a third of EGM players reported session lengths of one hour or more.

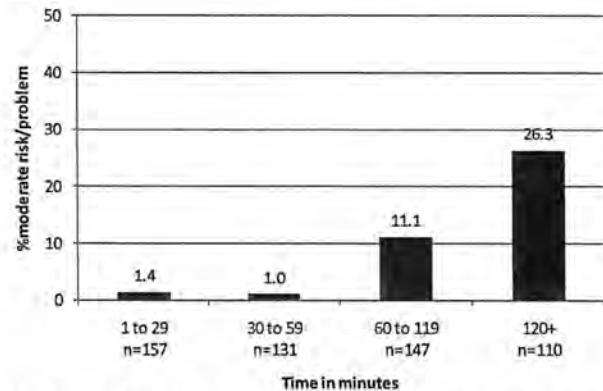


Figure 5.8: Moderate risk/problem gambling by time spent on machines when at a venue amongst all EGM players.

Amongst the 92.2% (n=66) of moderate risk/problem gamblers who played EGMs (see Figure 5.3), 38.8% played for 1 to 2 hours and 48.9% spent 2 hours or more on machines when at a venue. In contrast, a smaller proportion of EGM players who were low or non-risk on the CPGI (n=479) played the machines for 1 to 2 hours (21.3%) and 2 hours or more (9.4%) when at a venue.

### 5.6 Net expenditure and problem gambling

The prevalence of problem gambling was strongly associated with net annual expenditure (Figure 5.9). Over 30% of those whose expenditure was reported to be \$5,000 or more in the past year were moderate risk/problem gamblers.

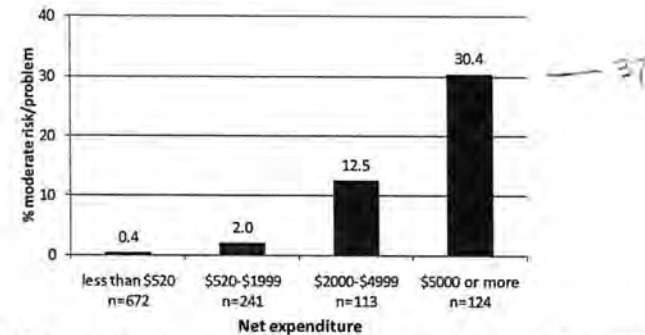


Figure 5.9: Moderate risk/problem gamblers by net gambling expenditure in the last 12 months.

Figure 5.10 shows net annual expenditure amongst non-problem, low risk and moderate risk/problem gamblers. Three quarters of non-problem gamblers lost less than \$520 whereas 58.6% of moderate risk/problem gamblers lost \$5,000 or more in the last 12 months.

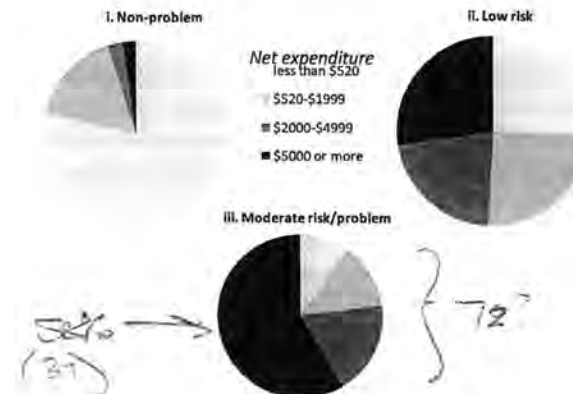


Figure 5.10: Net gambling expenditure in the last 12 months amongst (i) non-problem, (ii) low risk and (iii) moderate risk/problem gamblers.



### 5.7 Using the internet to gamble and problem gambling

Figure 5.11 shows that a larger proportion of people using the internet to gamble on (i) horse or greyhound races, (ii) casino type games for money, or (iii) sports/special events reported some problem gambling symptoms compared to other gamblers. About a third of people who used the internet to gamble had some symptoms compared to 6.1% of other gamblers. One in ten people who used the internet to gamble were moderate risk/problem gamblers.

Looking at this association from a different perspective, about a quarter of the moderate risk/problem gamblers (23.3%) had used the internet to gamble on horse/greyhound races, casino type games or sports/special events.

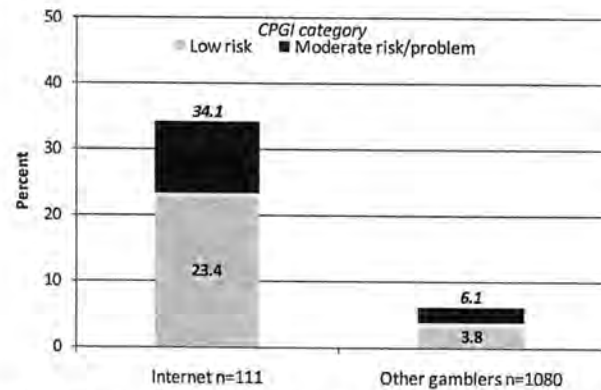


Figure 5.11: Proportion of low and moderate risk/problem gambling amongst people who use the internet to gamble and other gamblers.  
Note: Italics denote any risk.

### 5.8 Self-identified problem gambling and duration of problems

Everyone was asked if they felt they had ever a problem with their gambling and 3.8% (n=123) said they felt this way. This included 1.7% who reported current problems and 2.1% who reported these problems were in the past. Of those who were classified as moderate risk or problem gamblers based on their CPGI scores, a large proportion self-identified as having a current (65.9%) or past (8.7%) problem with gambling.

Figure 5.12 shows the duration of problems reported by individuals who self-identified as having a current or past problem with gambling. Nearly half (47.6%) of those who reported having current problems said they had had problems for five or more years. Nearly a third of people with current problems said they had had problems for less than one year.

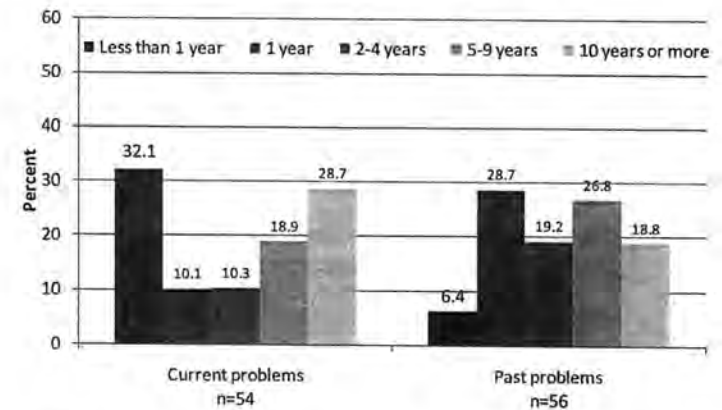


Figure 5.12: Duration of problems amongst people reporting current and past gambling problems.

### 5.9 Gambling problems and symptoms, 2001 to 2009

Table 5.1 shows the prevalence in 2001 using the SOGS and that found in 2009 using the CPGI. These measures are not comparable and so no inference can be made about change over time in the prevalence of problem gambling. Table 5.1 simply shows that a larger proportion of ACT adults were identified as problem gamblers using the SOGS in 2001 (1.91%), than were identified using the CPGI in 2009 (0.5%). Indeed research has argued that the SOGS over estimates problem gambling, with the SOGS (5+) screen consistently identifying a greater proportion of people than does the CPGI (8+), sometimes to a large degree (Ferris & Wynne, 2001b; Productivity Commission, 2010; Young & Stevens, 2008).

Table 5.1: SOGS scores and CPGI scores in 2001 and 2009 respectively.

Year	Problem gambling measure	Prevalence in the adult population
2001	SOGS score	%
	3+	3.13
	5+ (problem)	1.91
	10+ (extreme)	0.45
2009	CPGI score	%
	1+ (low risk)	5.4
	5+ (moderate risk)	2.0
	8+ (problem)	0.5

However, several of the CPGI items were based on SOGS questions and are therefore broadly comparable. Table 5.2 shows responses to these items in 2001 and 2009. These comparisons could only be made for the groups of regular gamblers (i.e. gambling at least weekly) across the two studies as the SOGS questions were only asked of these people in the 2001 Survey. It is essential to note that any observed differences might be due to the different response options, and sampling and weighting methods used across studies. However, overall, it seems unlikely that there has been an increase in these specific problems between 2001 and 2009.

The SOGS includes an item asking, 'Do you feel you've ever had a problem with your gambling?' and in 2001 16.5% of regular gamblers self-identified as having a gambling problem when asked this question. In 2009 everyone was also asked this SOGS item unless they had already said that they sometimes, most of the time, or almost always had a problem with gambling in the past 12 months, when completing the CPGI. Combining responses to

the SOGS and CPGI questions, 22.1% of regular gamblers self-identified as having had a problem with their gambling in their lifetime. The proportion of regular gamblers who self-identified as having a gambling problem was somewhat higher in 2009 than in 2001. As for the results reported in Table 5.2, it is essential to note that differences in estimates over time might be due to the different response options, and sampling and weighting methods used across studies.

Table 5.2: Responses (% amongst regular gamblers†) to comparable SOGS and CPGI items amongst regular gamblers in 2001 and 2009 respectively.

SOGS Items	2001	CPGI Items	2009
In the last 12 months have people criticized your gambling or told you that you had a gambling problem regardless of whether or not you thought it was true?	19.9% <i>yes/no</i>	In the past 12 months have people criticized your betting or told you that you had a gambling problem regardless of whether or not you thought it was true?	12.4% <i>sometimes, most of the time, almost always</i>
In the last 12 months have you felt guilty about the way you gamble or what happens when you gamble?	32.5% <i>yes/no</i>	In the past 12 months have you felt guilty about the way you gamble or what happens when you gamble?	24.6% <i>sometimes, most of the time, almost always</i>
In the last 12 months when you gambled how often have you gone back another day to try to win back the money you lost?	7.9% <i>often or always</i>	In the past 12 months when you gambled have you gone back another day to try to win back the money you lost?	3.9% <i>most of the time, almost always</i>

†Regular gamblers were defined as gambling 52 times a year or more often across all activities other than lottery or scratch tickets.

### 5.10 Problem gambling across jurisdictions

Table 5.3 shows the prevalence of gambling problems by jurisdiction, where surveys have used the CPGI. It remains difficult to compare these rates for numerous reasons (see Productivity Commission report (2010) for a full discussion). In brief, states have used different sampling methods, response options have varied and methods used to weight data have not been consistent. The impact of sampling differences is demonstrated in Table 5.3. The 2009 ACT Survey gave the CPGI to everyone who gambled at least 12 times in the last year, across activities other than lottery or scratch tickets. Other states have used a higher threshold (52 times in the last year) and one state gave the CPGI to all gamblers. The bracketed estimates for the ACT in Table 5.3 show the prevalence rates, had we used the 52+ frequency threshold. The estimates for problem gambling, and especially moderate risk gambling, would have been lower.

Lower is if participants on EGMs reporting on some level of problem than for other types of gambling but given high exp on EGMs likely to be a major contributor to problem.

Table 5.3: Prevalence of gambling problems amongst the adult population, gamblers and regular gamblers†, by jurisdiction.

Jurisdiction	Share of adults	Year	CPGI 3-7	CPGI 8+	CPGI 3+
<b>General population</b>					
NT	-	2005	1.38	0.64	2.02
SA	-	2005	1.21	0.43	1.65
TAS	-	2007	0.84	0.52	1.35
VIC	-	2008	2.36	0.70	3.06
NSW	-	2009	1.3	0.4	1.7
QLD	-	2009	1.58	0.37	1.96
ACT††	-	2009	1.45 (0.98)	0.45 (0.39)	1.90 (1.37)
<b>Gamblers</b>					
NT	73.0	2005	1.89	0.87	2.77
SA	69.6	2005	1.74	0.62	2.36
TAS	71.6	2007	1.17	0.72	1.89
VIC	73.1	2008	3.23	0.96	4.19
NSW	69.6	2009	1.87	0.57	2.44
QLD	74.7	2009	2.12	0.50	2.62
ACT††	69.8	2009	2.16 (1.45)	0.67 (0.57)	2.83 (2.02)
<b>Regular gamblers†</b>					
NT	-	2005	18.4	8.5	26.9
SA	9.4	2005	10.0	3.8	13.8
TAS	7.5	2007	11.1	6.9	18.0
VIC	4.1	2008	16.8	9.0	25.8
NSW	9.3	2006	19.0	10.2	29.2
QLD	5.6	2009	13.7	5.7	19.4
ACT	6.5	2009	14.4	5.6	20.0
<b>Regular EGM players</b>					
NT	9.1	2005	-	-	-
SA	-	2007	16.2	9.3	25.5
TAS	1.6	2007	7.6	19.3	26.9
VIC	1.6	2008	19.0	16.4	35.4
NSW	5.0	2006	20.9	15.9	36.8
QLD	3.5	2009	16.2	6.8	23.0
ACT	3.0	2009	17.8	8.9	26.7

Jurisdictions other than the ACT: Source Productivity Commission (2010: pp 5.18-5.24), Tables 5.2, 5.4 and 5.5.

For each section of the table, the most recent CPGI prevalence rates are shown for each jurisdiction.

†Regular gamblers were defined as gambling 52 times a year or more often across all activities other than lottery or scratch tickets.

††In the ACT the CPGI was given to people gambling 12 or more times in the last 12 months across all activities except scratch tickets and lottery games. Bracketed text denotes prevalence estimates if only 'regular gamblers' had received the CPGI.

### 5.11 Summary

Problem gambling can be defined and measured in different ways. Using the CPGI, the 2009 survey found that 0.5% of adults were problem gamblers, 1.5% were moderate risk gamblers, 3.4% were low risk and 62.2% were non-problem gamblers. The vast majority of people who gambled (92.1%) reported no symptoms, but 5.0% of gamblers were classified as low risk, 2.2% as moderate risk and 0.7% as problem gamblers. When people who only gambled on scratch tickets or lottery were removed from the analysis the proportion of people with some gambling symptoms increased from 7.9% to 11.9%.

The proportion of problem gambling varies by type of activity. Playing casino type games on the internet (35.4%) was associated with the highest proportion of participants reporting some level of problem. Four other activities were associated with proportions of problems in the 20%-30% range, specifically playing casino table games, playing private card games for money, betting on sports or other events, and playing Keno. Playing EGMs and betting on horse or greyhound races were associated with proportions of problems in the range of 10-20%.

Looking at the association of type of activity and problem gambling from a different perspective, 92.2% of moderate risk/problem gamblers had played EGMs in the past year compared to 38.1% of other gamblers. Playing table games at a casino, Keno, private games like cards for money, casino type games on the internet, and bingo were also considerably more common amongst moderate risk/problem gamblers than other gamblers. At least a quarter of the moderate risk/problem gamblers reported eight out of ten types of activity; about half gambled on lottery games, horse or greyhound races and scratch tickets. These findings reflect the high number of activities (on average about four) reported by the moderate risk problem gambling group. In contrast, six out of ten types of activity were undertaken by 11% or less of gamblers who were not moderate risk/problem gamblers.

Problem gambling was also related to more frequent gambling. Moderate risk gambling was three times as common and problem gambling was ten times more common in high frequency gamblers (weekly or more often) compared with medium frequency gamblers. This association between problem gambling and frequency of gambling was seen for EGM players

specifically but was less evident for frequency based on other gambling activities (even when scratch tickets and lotteries were not counted in the frequency). Overall, these findings support the argument that problem gambling is characterised by more frequent gambling.

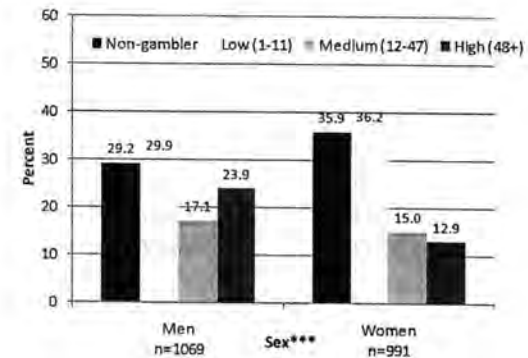
The prevalence of problem gambling was also strongly associated with net annual expenditure. Over 30% of those whose expenditure was \$5,000 or more in the past year fell into the moderate risk/problem gambling group.

## 6. Socioeconomic and demographic characteristics associated with gambling

This chapter explores associations of socioeconomic status and demographic characteristics with gambling. The first two sections focus on gambling frequency, and the latter two sections describe problem gambling. Chi-square tests were used to assess the significance of the associations of socioeconomic status and demographic characteristics with gambling measures. Asterisks denote significant associations for each graph.

### 6.0 Socioeconomic and demographic characteristics across levels of gambling frequency

Figures 6.1 to 6.9 show how levels of gambling frequency (across all activities) vary across demographic and socioeconomic characteristics. Overall, men gambled more often than did women (Figure 6.1) and this was most clearly shown in the proportions of high frequency gamblers: 23.9% of men compared with 12.9% of women. This is a familiar pattern in gambling surveys.



HF = 2x likely to be male

Figure 6.1: Frequency of gambling across all activities by sex in the adult population.  
\*p<.05; \*\*p<.01; \*\*\*p<.001.

Frequency of gambling differs across age groups (Figure 6.2). The pattern is interesting because both non-gambling and high frequency gambling are more common in progressively older groups. Medium frequency gambling is much the same across age groups and, consequently, low frequency gambling shows a marked decline with age, from 43.8% in the group aged 18-29 years to 24.5% in those aged 60 years and older. It is important to recognise that this pattern could either represent differences between different generations or it could indicate that individuals change their gambling behaviour as they get older. In the latter instance, the oldest age group (60 years or more) would have been more like the youngest group when they were younger themselves. In the former instance, the youngest age group (18 to 29 years) would retain their profile of gambling frequency as they grow older.

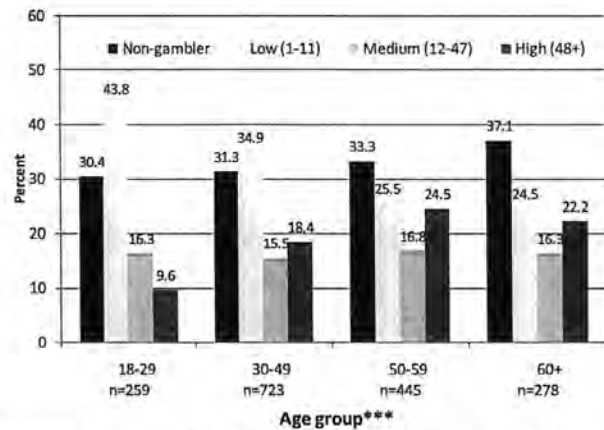


Figure 6.2: Frequency of gambling across all activities by age in the adult population. \*p<.05; \*\*p<.01; \*\*\*p<.001.

*more HF likely to be 50+*

People born in Australia reported more frequent gambling than those born elsewhere (Figure 4.6). However, this was mainly seen as a difference in the proportion of non-gamblers (30.6% of Australian-born compared to 41.0% of other individuals) rather than higher frequency levels.

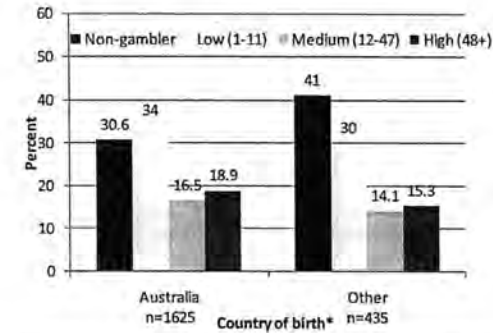


Figure 6.3: Frequency of gambling across all activities by country of birth in the adult population. \*p<.05; \*\*p<.01; \*\*\*p<.001.

Gambling frequency showed little variation across marital status, with the notable exception of the widowed group (Figure 6.4) who had a high proportion of non-gamblers (44.8%). However, this group consists of more women than men and contains more older than younger individuals, so this high percentage may simply reflect those other characteristics. Similarly, gambling frequency showed remarkably little variation across household type (Figure 6.5).

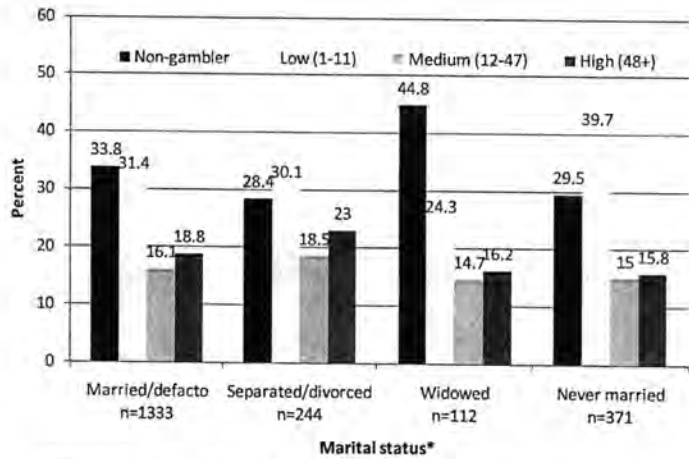


Figure 6.4: Frequency of gambling across all activities by marital status in the adult population. \*p<.05; \*\*p<.01; \*\*\*p<.001.

*HF slightly higher interest in being a gambler. Higher % sep/div widows to be HF*

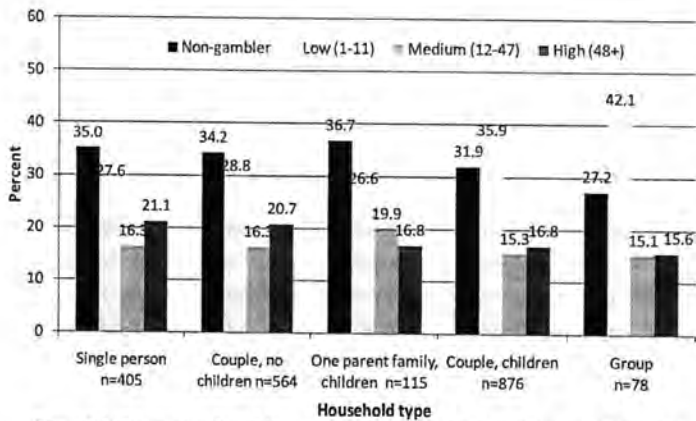


Figure 6.5: Frequency of gambling across all activities by household type in the adult population. \*p<.05; \*\*p<.01; \*\*\*p<.001.

Given that gambling involves financial expenditure, it is appropriate to consider whether the extent of gambling is related to employment and income. For employment status (Figure 6.6), people in full-time employment were more likely to report gambling in the past year (only 26.2% were non-gamblers) and the proportion of high frequency gambling (20.5%) was somewhat above that for the general population (17.6%). About two-thirds of students who were not in the paid labour force were non-gamblers; a very high proportion compared to other employment status groups.

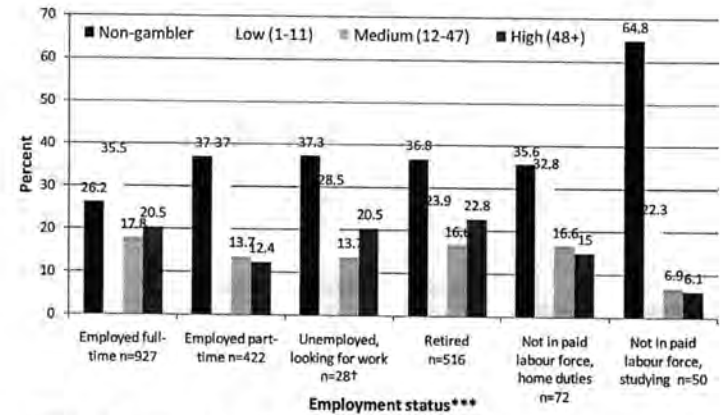


Figure 6.6: Frequency of gambling across all activities by employment status in the adult population. \*p<.05; \*\*p<.01; \*\*\*p<.001.

Figure 6.7 shows that those whose main source of personal income was a wage or salary were less likely to be high frequency gamblers and more likely to be low frequency gamblers than either people on government pensions, allowances or benefits, or those whose main source of income was superannuation or annuity. A small group in the population who had no personal income reported comparatively low gambling frequencies.

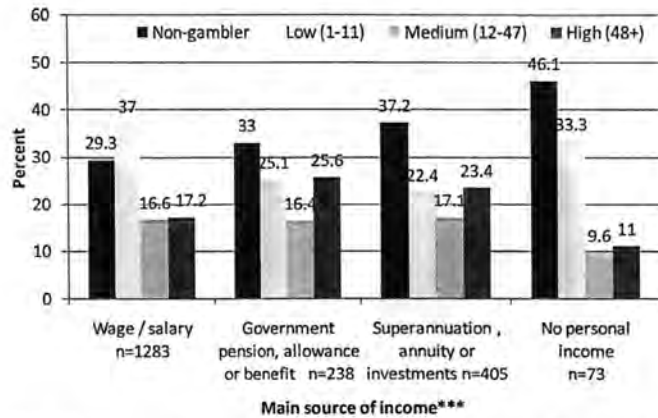


Figure 6.7: Frequency of gambling across all activities by main source of income in the adult population. \*p<.05; \*\*p<.01; \*\*\*p<.001.

Personal income showed some relationship with gambling frequency but the pattern was not clear cut (Figure 6.8). The proportion of non-gamblers was higher at both ends of the income distribution and, correspondingly, medium and high frequency gambling was more common in the middle of the income distribution. Again, the variation was not striking.

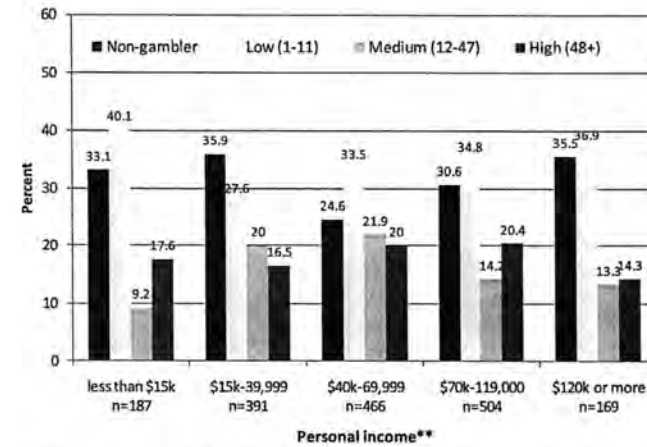


Figure 6.8: Frequency of gambling across all activities by household type in the adult population. \*p<.05; \*\*p<.01; \*\*\*p<.001.



The most striking of all the associations with gambling frequency is that seen for level of education (Figure 6.9). The most educated group (higher degree level) showed both the highest proportion of non-gamblers (48.0%) and the lowest proportion of high frequency gambling (8.6%). In contrast, the least educated group (Year 10 equivalent or less) showed the lowest proportion of non-gamblers (19.8%) and the highest proportion of high frequency gambling (32.0%). Other groups were intermediate between the two extremes. More complex data analyses will be needed to determine how gambling frequency relates to education independently of other characteristics (such as age, sex and country of birth) but it is clear that the magnitude of the differences shown here cannot be explained by those other factors.

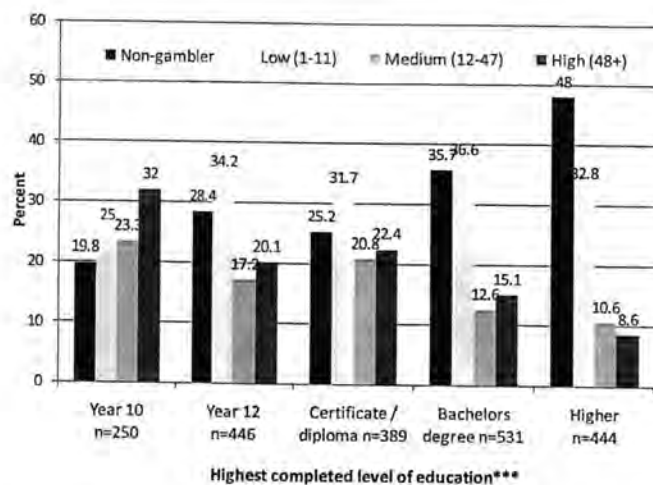


Figure 6.9: Frequency of gambling across all activities by education in the adult population. \*p<.05; \*\*p<.01; \*\*\*p<.001.

### 6.1 A socioeconomic and demographic profile of high frequency gamblers

Table 6.1 provides an alternative way of looking at characteristics associated with frequency of gambling. This table gives a socioeconomic description of high frequency gamblers, and then compares them with the rest of the adult population. For instance, 63.9% of high frequency gamblers were men, and high frequency gamblers were more likely to be male than the rest of the adult population (45.6%). Similarly, compared to the rest of the adult population, high frequency gamblers were more likely to be in older age groups, less educated, to have their main income derived from pensions, benefits or superannuation, or to be employed full time rather than part time.

Table 6.1: Socioeconomic characteristics of high frequency gamblers compared to the rest of the adult population.

	% High frequency gamblers	% Rest of adult population
Sex***		
Male	63.9	45.6
Female	36.1	54.4
Age***		
18-29	11.8	24.8
30-49	40.1	39.6
50-59	23.0	15.9
60+	25.2	19.8
Country of birth		
Australia	83.6	79.6
Other	16.4	20.4
Highest completed qualification***		
Year 10	18.2	8.7
Year 12	29.0	25.5
Certificate/diploma	22.6	17.4
Bachelors degree	21.1	26.6
Higher	9.2	21.9
Marital status		
Married/defacto	62.9	61.0
Separated/divorced	11.7	8.7
Widowed	3.4	4.0
Never married	22.0	26.3
Household structure		
Single person	16.7	13.9
One parent family, children	5.3	5.9
Couple, children	47.3	52.1
Couple, no children	25.2	21.5
Group	5.5	6.6

Mod/Prob = 21. adult pop.

Table 6.1 continued

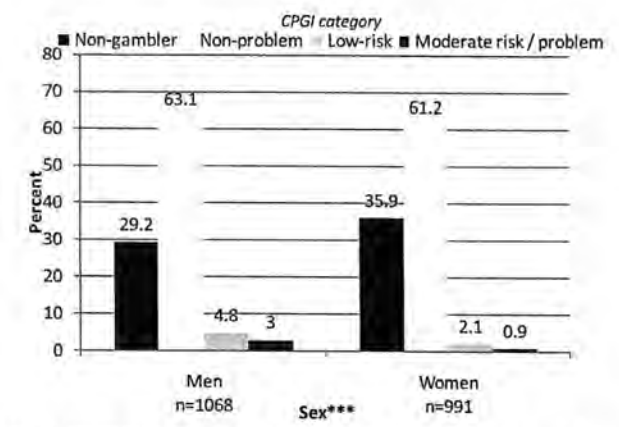
	% High frequency gamblers	% Rest of adult population
Main source of income**		
Wage/salary/business	66.1	72.6
Government pension, allowance or benefit	13.7	9.1
Superannuation/annuity/investments	17.5	13.2
No personal income	2.8	5.1
Personal income		
Less than 15k	13.0	13.9
\$15k-39,999	20.4	23.0
\$40k-69,999	29.1	26.5
\$70k-119,000	30.3	26.9
\$120k or more	7.2	9.8
Employment status**		
Employed full time	55.6	48.3
Employed part time	15.3	24.2
Unemployed, looking for work	2.2	1.9
Not in paid workforce, retired	22.4	17.0
Not in paid workforce, home duties	3.3	4.2
Not in paid workforce, studying	1.3	4.4

\*p<.05; \*\*p<.01; \*\*\*p<.001.

6.2 Socioeconomic characteristics across levels of gambling problems

Figures 6.10 to 6.18 show levels of problem gambling in different demographic and socioeconomic groups in the adult population. Moderate risk and problem gambling groups have been combined because of the relatively small number in the latter category. Note that the tests of statistical significance (P values) on the figures were obtained from complementary analyses where the non-gamblers and the non-problem gamblers were combined into a single group. These tests therefore reflect differences in the proportions of moderate risk and higher-risk problem gamblers.

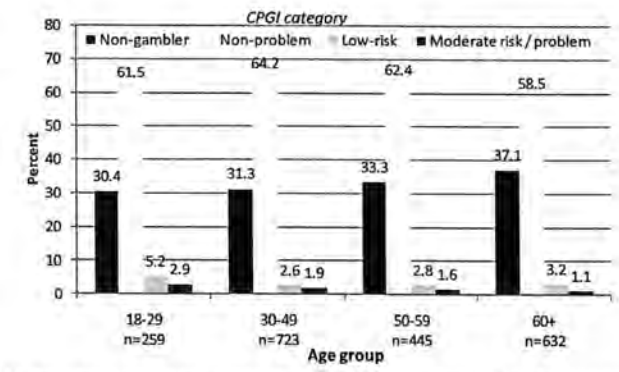
Both low risk and moderate risk/problem gambling were more than twice as common in men compared with women; together they represent 7.8% of men and 3.0% of women (Figure 6.10).



Mod/Prob  
3 times more likely to be male.

Figure 6.10: Prevalence of problem gambling categories by sex in the adult population. \*p<.05; \*\*p<.01; \*\*\*p<.001.

Problem gambling appeared to be more common in young adults than at older ages, but any differences were not statistically significant (Figure 6.11). Low risk and moderate risk/problem gambling was seen in 5.2% and 2.9% respectively of 18-29 year olds. Low risk gambling was not associated with country of birth but moderate risk/problem gambling was seen in 2.2% of those Australian born compared with 0.8% of those born outside Australia (Figure 6.12).



18-29  
50% more likely to be PG.

Figure 6.11: Prevalence of problem gambling categories by age group in the adult population. \*p<.05; \*\*p<.01; \*\*\*p<.001.

73045  
99971  
+ 9964  
-----  
109935

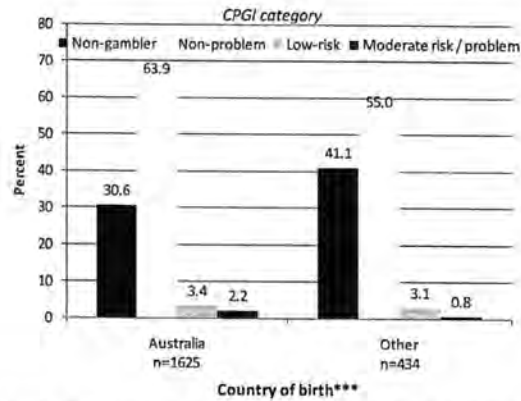


Figure 6.12: Prevalence of problem gambling categories by country of birth in the adult population. \*p<.05; \*\*p<.01; \*\*\*p<.001.

For marital status (Figure 6.13) the never married group stood out, showing greater prevalence of both low risk (6.3%) and higher risk gambling (3.6%) than other groups. Further investigation is needed to determine whether this is a reflection of the younger age of the never married.

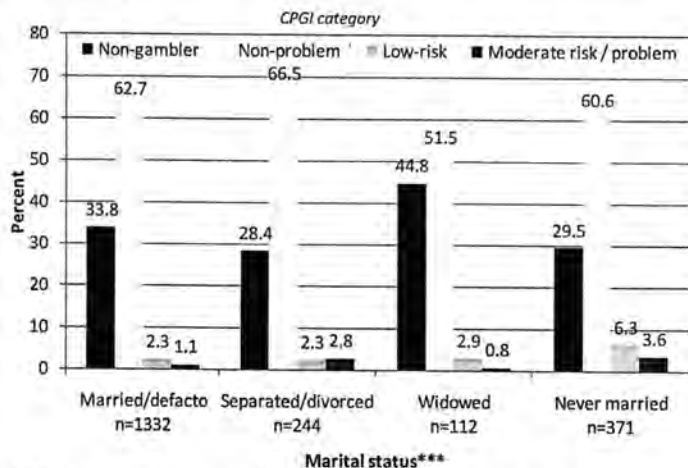


Figure 6.13: Prevalence of problem gambling categories by marital status in the adult population. \*p<.05; \*\*p<.01; \*\*\*p<.001.

*Those sep/div or never married were likely to be mod/prob*

*40% more common sep/div*

Figure 6.14 shows problem gambling amongst different types of household structure. This figure shows that group households had a larger proportion of low risk gamblers than other household structures. However, the number of people interviewed from group households was comparatively small, and the overall association between household structure and CPGI categories was not statistically significant.

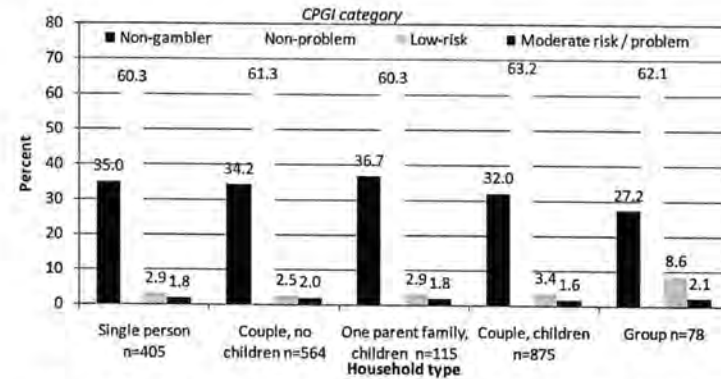


Figure 6.14: Prevalence of problem gambling categories by household type in the adult population. \*p<.05; \*\*p<.01; \*\*\*p<.001.

There was little association of employment status, main source of income, or income level with problem gambling (Figure 6.15 to 6.17 respectively). Being unemployed was marginally associated with problem gambling but the numbers in this group were very small.

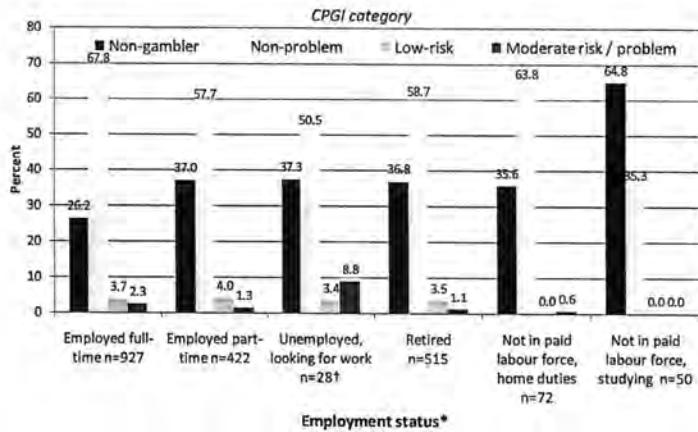


Figure 6.15: Prevalence of problem gambling categories by employment status in the adult population. \*p<.05; \*\*p<.01; \*\*\*p<.001.

*Group more likely to be PG*

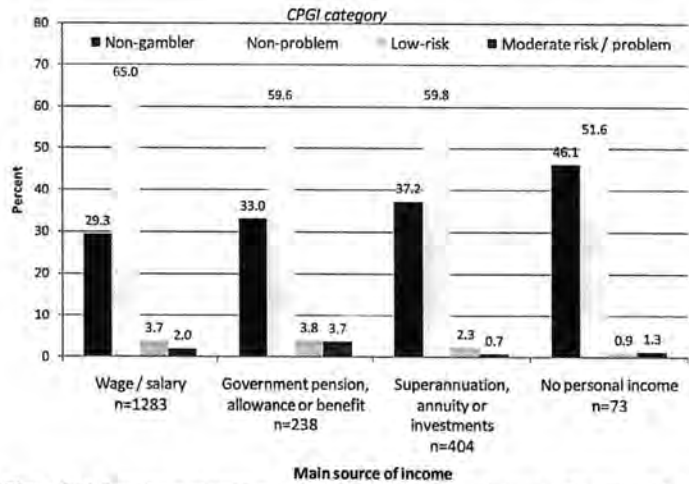


Figure 6.16: Prevalence of problem gambling categories by main source of income status in the adult population. \*p<.05; \*\*p<.01; \*\*\*p<.001.

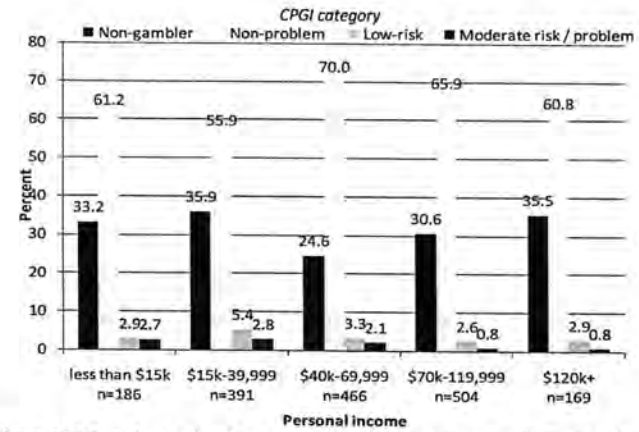


Figure 6.17: Prevalence of problem gambling categories by personal income in the adult population. \*p<.05; \*\*p<.01; \*\*\*p<.001

Figure 6.18 shows that low risk and moderate risk/problem gambling were more prevalent in those with lower education than in those with higher-level qualifications. Lower levels of education had a stronger association with problem gambling than any of the other demographic and socio-economic characteristics included in the study.

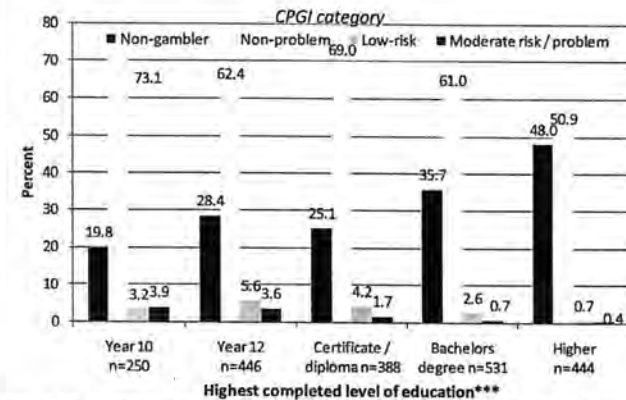


Figure 6.18: Prevalence of problem gambling categories by highest completed level of education in the adult population. \*p<.05; \*\*p<.01; \*\*\*p<.001.

### 6.3 A socioeconomic and demographic profile of people with gambling problems

Table 6.2 shows an alternative way of looking at characteristics associated with problem gambling. It directly compares the characteristics of the higher-risk group (i.e. moderate risk and problem gamblers combined) with the characteristics of the rest of the adult population. It highlights the factors mentioned above. The moderate risk/problem gambling group were more likely to be male, young, Australian born, less-well educated, never married, and either unemployed or employed full-time.

Table 6.2: Socioeconomic characteristics of moderate risk and problem gamblers.

	% Moderate risk /problem gamblers	% Rest of adult population
<b>Sex***</b>		
Male	76.5	48.4
Female	23.5	51.6
<b>Age***</b>		
18-29	34.3	22.2
30-49	39.5	39.7
50-59	14.1	17.2
60+	12.1	21.0
<b>Country of birth**</b>		
Australia	91.4	80.1
Other	8.7	19.9
<b>Highest completed qualification***</b>		
Year 10	21.4	10.2
Year 12	48.8	25.7
Certificate/diploma	16.0	18.4
Bachelors degree	9.3	25.9
Higher	4.5	19.9
<b>Marital status***</b>		
Married/default	36.8	61.8
Separated/divorced	13.6	9.2
Widowed	1.6	3.9
Never married	47.9	25.1
<b>Household Structure</b>		
Single person	14.1	14.4
One parent family, children	11.5	5.7
Couple, children	43.4	51.4
Couple, no children	23.8	22.1
Group	7.2	10.9

<i>Table 6.2 continued</i>	% Moderate risk /problem gamblers	% Rest of adult population
<b>Main source of income</b>		
Wage/salary/business	72.7	71.4
Government pension, allowance or benefit	18.9	9.8
Superannuation, annuity or investments	5.3	14.1
No personal income	3.2	4.7
<b>Personal income</b>		
\$less than 15k	19.7	13.6
\$15k-39,999	33.8	22.3
\$40k-69,999	29.7	26.9
\$70k-119,999	12.8	27.8
\$120k or more	4.0	9.4
<b>Employment status**</b>		
Employed full time	62.8	49.4
Employed part time	16.0	22.8
Unemployed, looking for work	9.2	1.8
Not in paid workforce, retired	10.7	18.1
Not in paid workforce, home duties	1.4	4.1
Not in paid workforce, studying	0	3.9

### 6.4 Summary

In terms of demographic and socioeconomic factors, high frequency gamblers were more likely to be men, older, less educated, to have their main income derived from pensions, benefits or superannuation, or to be employed full time rather than part time, in comparison with the rest of the adult population.

The moderate risk/problem gambling group were more likely to be male, young, Australian born, less-well educated, never married, and either unemployed or employed full time compared with the rest of the adult population.

## 7. Social and economic harms associated with gambling

### 7.0 Harms people attribute to gambling

As in many other state surveys, people were asked to report whether they had experienced a range of harms as a result of their gambling. Seven questionnaire items were used in the 2009 ACT Survey and these referred to both lifetime and past-year experiences. These were, (1) 'has your gambling ever left you with not enough time to look after your family's interests?', (2) 'has your gambling ever led to the break-up of an important relationship in your life', (3) 'has your gambling ever adversely affected how well you perform in your job?', (4) 'have you ever changed or been dismissed from your job as a result of problems related to your gambling', (5) 'have you ever seriously thought about suicide because of your gambling', (6) 'have you ever been in trouble with the police because of activities related to your gambling', and (7) 'have your gambling debts ever caused you to be declared bankrupt'.

These questions were suitable only for people who had gambled more than occasionally, either recently or in the past, and would seem irrelevant to non-gamblers, therefore specific criteria were applied to determine who would be asked these questions. They were asked of everyone who satisfied at least one of the following three criteria: (1) individuals who had ever gambled 12 times in any 12-month period (excluding raffles, lottery and scratch tickets); (2) those who had ever lost \$2,000 or more across all gambling activities in any 12-month period; and (3) those who identified as having a gambling problem in their lifetime. These criteria were met by 614 individuals, representing 23.1% of the ACT adult population.

As in previous studies, endorsement of the harm items was low with 1.5% of the ACT population saying they had experienced one or more of these harms in their lifetime. The low endorsement meant that responses to some items needed to be combined into four gambling-related harm areas, family relationships (questions 1 and 2 listed above), work (questions 3 and 4 above), suicidal ideation (question 5) and employment (questions 6 and 7 above). Table 7.1 shows those who reported these gambling-related harm areas, expressed as a proportion of (i) the total adult population, and (ii) self-identified life-time problem gamblers. While the proportion of the total adult population ever experiencing these harms was very low, the proportion of self-identified life-time problem gamblers was substantial, with 31.7% reporting at least one of the harms. Of the four harm areas, relationship break-up or

neglecting time with family was the most commonly reported (about a quarter of problem gamblers) and adversely affecting employment was the next most common (about one in six problem gamblers). Around 10% of self-identified problem gamblers also reported that they had seriously thought about suicide because of their gambling.

Table 7.1: Harms attributed to gambling in the general population and amongst self-identified lifetime problem gamblers.

Lifetime gambling related harm	% Adult population n=2,060	% Self-identified lifetime problem gamblers n=123
Relationship break up or neglected time with family	1.1	25.4
Adversely affected job	0.7	16.3
Seriously thought about suicide	0.4	10.6
Problems with police or bankruptcy	0.1	2.6
Any of the above	1.5	31.7

Table 7.2 shows the proportion of the sample who reported experiencing these harms in the past year. These are expressed as a percentage of (i) the total adult population, (ii) high frequency gamblers (across different combinations of activities), (iii) moderate risk/problem gamblers based on CPGI score, and (iv) self-identified current problem gamblers. The prevalence of harms amongst the general population was low during the last year. Only a small proportion of high frequency gamblers reported these harms when total frequency across all activities was investigated. The proportion of high frequency EGM players, moderate risk/problem gamblers and self-identified current problem gamblers reporting one or more of these harms in the past year were 6.7%, 28.8% and 26.5%, respectively. For the two problem gambling categories, the most commonly reported harm was relationship break-up or neglecting time with family and the proportion reporting having seriously thought about suicide was around one in ten. For the high frequency EGM players, the most frequently reported harm experienced in the last year was having seriously thought about suicide (4.7%).

A difficulty in using questions where harm is attributed to gambling is that individuals may be unsure as to how much a particular problem arises from gambling itself and how much other factors may contribute to that problem. Further, the individual concerned may not be best placed to judge the extent of a problem; other family members, for example, may be more appropriate sources when seeking reports of family neglect. For some areas of potential harm (e.g. financial strain and health) questions were asked of all those included in the detailed interview, so that comparisons could be made across the continuum of gambling activity from non-gamblers through to high frequency gamblers and problem gamblers.

Table 7.2: Prevalence of gambling related harms in the last 12 months.

Past year gambling related harm	ADULT POPULATION n=2,060	HIGH FREQUENCY GAMBLERS			PROBLEM GAMBLERS	
		On all activities n=535	On EGMs n=173	On all activities excluding scratch tickets, lottery and EGMs n=205	Moderate risk/problem gamblers n=72	Current self-identified problem gamblers n=65
Relationship break up or neglected family	0.4%	0.9%	1.9%	1.3%	18.4%	15.9%
Adversely affected job	0.2%	0.9%	3.7%	0.8%	7.3%	8.2%
Seriously thought about suicide	0.2%	0.9%	4.7%	0.2%	8.9%	10.1%
Problems with police or bankruptcy	<.1%	0.2%	0.4%	0.5%	1.8%	0.8%
Any of the above	0.6%	2.1%	6.7%	2.6%	28.8%	26.5%

### 7.1 Financial difficulties and gambling

Everyone selected to complete the detailed interview was asked whether they had experienced a range of difficulties because of a shortage of money in the last 12 months. These difficulties included (i) paying bills on time, (ii) paying mortgage or rent on time, (iii) pawning or selling something, (iv) going without meals, (v) being unable to heat or cool your home, (vi) asking for financial help from friends or family, and (vii) asking for help from welfare/community organisations. Amongst the total adult population 10.7% reported at least one of these financial difficulties, and 3.9% reported two or more.

Figure 7.1 shows financial difficulties by gambling frequency on all activities, and on all activities other than lottery and scratch tickets. Frequency of gambling was not significantly associated with financial problems in either of these groups, ie low, medium and high frequency gamblers were no more or less likely to report financial problems than non-gamblers.

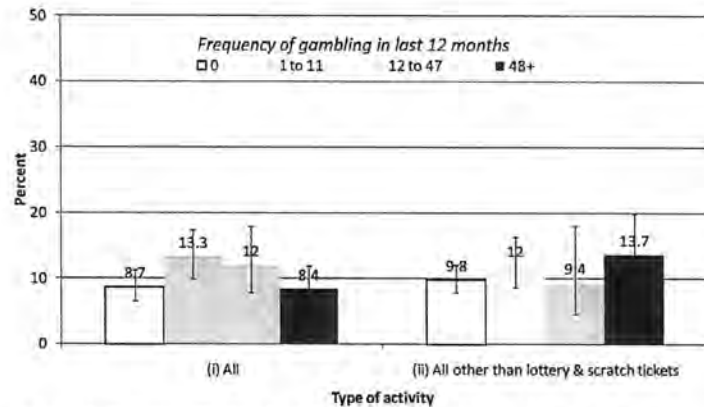


Figure 7.1: Financial difficulties [% (95%CI)] by frequency of gambling on (i) all activities and (ii) all activities other than lottery and scratch tickets in the last 12 months, n=2,060.

Figure 7.2 shows financial difficulties amongst non-gamblers and by CPGI categories. Logistic regression indicated that low risk and non-problem were not significantly different to non-gamblers, but moderate risk/problem gamblers were nearly three times more likely to report financial difficulties than non-gamblers (OR 2.9 [95%CI 1.3-6.6]).

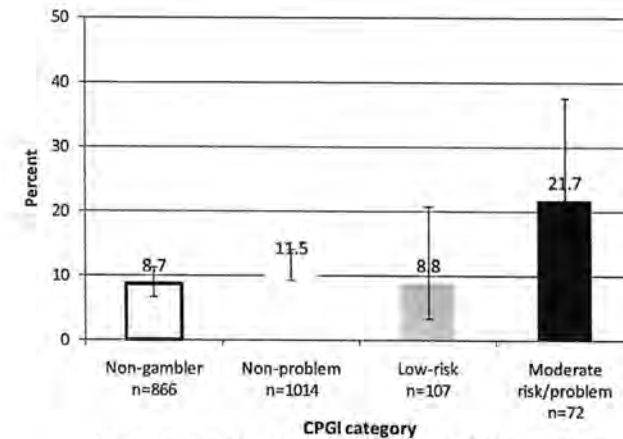


Figure 7.2: Financial difficulties [% (95%CI)] by CPGI categories.

## 7.2 Health behaviour and gambling

Alcohol and tobacco use were investigated in relation to gambling frequency and problem gambling. As it is known that patterns of drinking and smoking differ substantially between sex and age groups (and this was confirmed in the present survey), these differences have to be taken into account when reporting how health behaviours are associated with gambling. The following findings are therefore adjusted for age and sex differences.

Everyone selected to complete the detailed interview was asked how often they had a drink containing alcohol and how many standard drinks they had on a typical day when drinking. Responses to these questions were combined to estimate typical weekly alcohol consumption and we identified those whose drinking level was considered hazardous or harmful according to the 2001 National Health and Medical Research Council criteria (National Health and Medical Research Council, 2001). For women, hazardous/harmful drinking is defined as 14 or more standard drinks per week. For men, hazardous/harmful drinking is defined as consuming 28 or more standard drinks per week.



In the current study 4.8% of the sample were hazardous/harmful drinkers. Figure 7.3 shows that medium frequency gamblers were nearly twice as likely to drink at hazardous or harmful levels compared to non-gamblers after adjusting for age and sex ( $p<.05$ ). High frequency gamblers (across all activities) were nearly three times more likely to drink at hazardous/harmful levels than non-gamblers after adjusting for age and sex ( $p<.001$ ). High frequency gamblers (on activities other than lottery or scratch tickets) had more than three times the likelihood of hazardous/harmful drinking compared to non-gamblers.

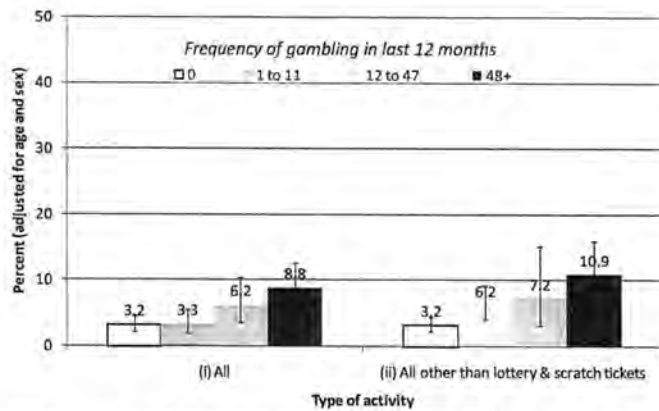


Figure 7.3: Hazardous/harmful alcohol consumption [% (95%CI)] by frequency of gambling on (i) all activities and (ii) all activities other than lottery and scratch tickets, adjusted for age and sex,  $n=2,058$ .

Hazardous or harmful drinking also differs across problem gambling categories based on CPGI scores. Figure 7.4 shows that low risk gamblers were over three times more likely to report hazardous/harmful drinking compared to non-gamblers and more than twice as likely seen in the non-problem gamblers after adjusting for age and sex. Moderate risk/problem gamblers were over seven times more likely to report hazardous/harmful drinking than non-gamblers and nearly six times more likely to report hazardous/harmful drinking than the non-problem gamblers ( $p<.001$ ).

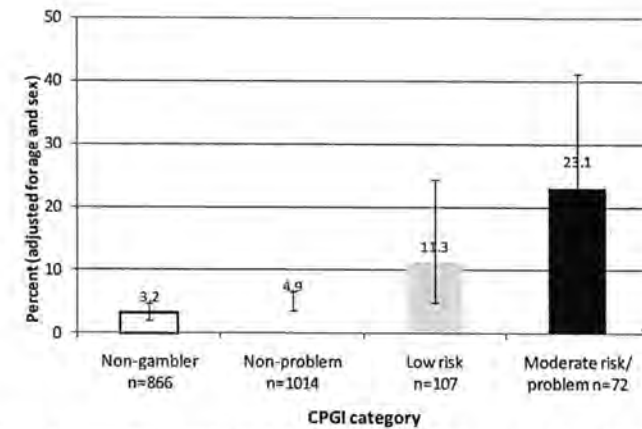


Figure 7.4: Hazardous/harmful alcohol consumption by CPGI category, adjusted for age and sex.

Everyone was asked whether they currently smoked cigarettes and 12.4% of the sample said they did. Figure 7.5 shows that frequency of gambling was strongly associated with smoking. All levels of gambling across all activities had significantly higher rates of smoking compared to the non-gamblers. Nearly one in five (18.4%) high frequency gamblers were current smokers as compared to just 4.6% of non-gamblers after adjusting for age and sex. Figure 7.5 shows a stronger association between frequency of gambling on activities other than lottery or scratch tickets and smoking.

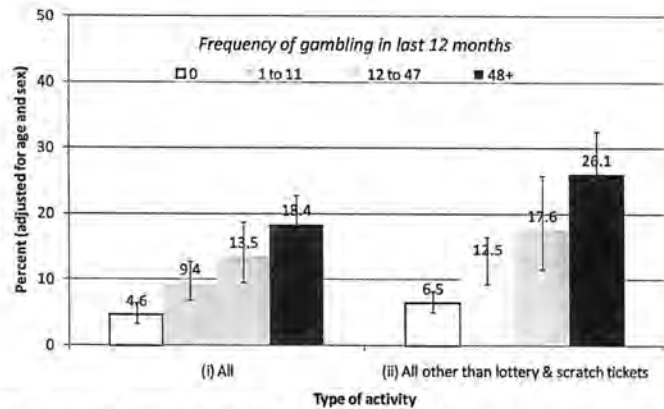


Figure 7.5: Smoking [% (95%CI)] by frequency of gambling on (i) all activities and (ii) all activities other than lottery and scratch tickets on all activities in the last 12 months, adjusted by age and sex, n=2,060.

Figure 7.6 shows that the proportion of smokers also differed substantially across problem gambling categories as defined by CPGI scores. Again, the proportions in the figure are adjusted for age and sex. Low risk problem gamblers were four times as likely to be smokers as non-gamblers. Moderate risk/problem gamblers were about nine times as likely to be smokers compared with non-gamblers and over three times as likely to be smokers compared with non-problem gamblers.

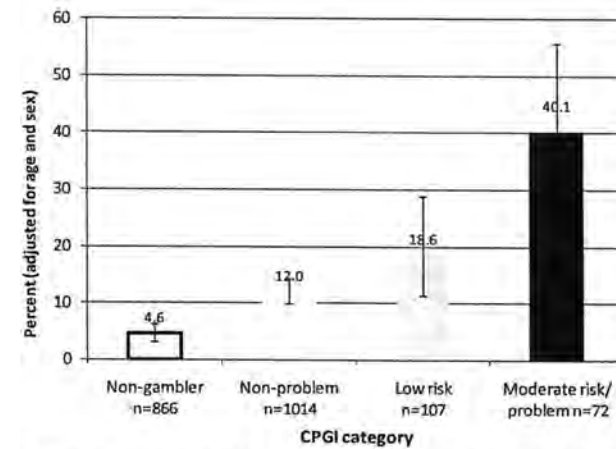


Figure 7.6: Smoking [% (95%CI)] by CPGI category, adjusted for age and sex.

### 7.3 Physical health and gambling

A global physical health item asked, 'in general, would you say your health is excellent, very good, good, fair or poor.' Only a small proportion of ACT adults said they had fair or poor health (8.7%). The proportion of people reporting fair or poor physical health was explored across levels of gambling frequency and then CPGI categories. The following proportions were adjusted for age and sex because physical health differs substantially between sex and age groups and these differences have to be taken into account when reporting how health is associated with gambling.

Frequency of gambling, whether across all activities, or on activities other than lottery or scratch tickets, was not significantly associated with physical health (Figure 7.7). CPGI was also not associated with physical health (Figure 7.8).

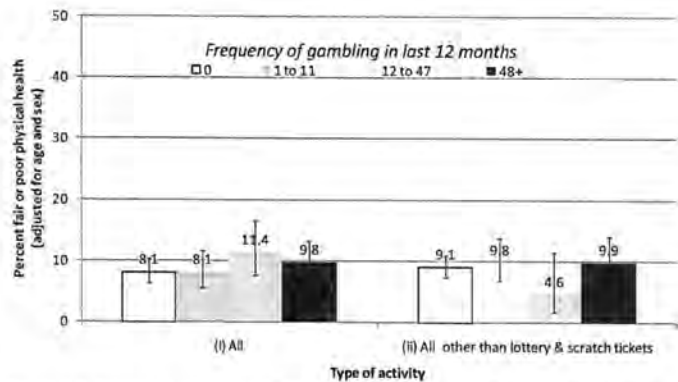


Figure 7.7: Proportion of people (95%CI) reporting fair or poor physical health by frequency of gambling on (i) all activities and (ii) all activities other than lottery and scratch tickets on in the last 12 months, adjusted for age and sex, n=2,057.

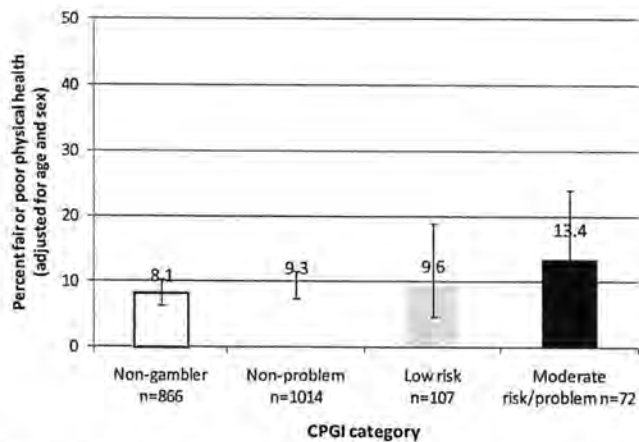


Figure 7.8: Proportion of people (95%CI) reporting fair or poor physical health by CPGI category, adjusted for age and sex.

#### 7.4 Mental health and gambling

The interview included a five-item measure (MHI-5; Berwick, et al., 1991) that assesses mental health in the last four weeks. These items asked how often people felt (i) nervous, (ii) so sad nothing could cheer them up, (iii) down, (iv) calm and peaceful, and (v) happy. A 5 point response scale was used, ranging from all of the time, to none of the time. We summed across responses, reversing the scores for the last two items, so that a high score reflects poorer mental health (scores ranged from 0 to 20). Those scoring more than 8 on the MHI-5 were identified as having poor mental health, having the highest (12.4%) scores in the sample.

Figure 7.9 shows the percentage of poor mental health (MHI-5 score of 8+) across levels of gambling frequency summed across (i) all activities and (ii) all activities other than lottery and scratch tickets, with adjustment for age and sex. Poor mental health was not significantly associated with gambling frequency on either measure.

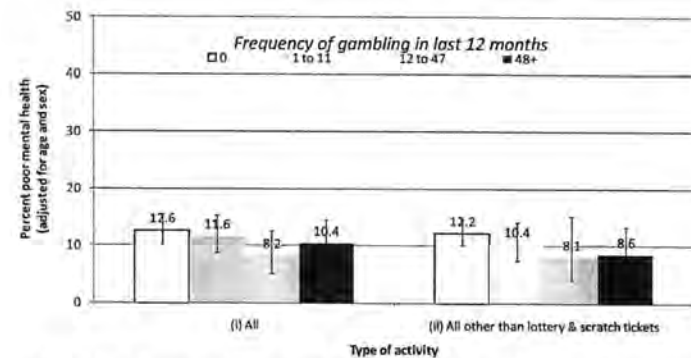


Figure 7.9: Proportion of people with poor (>8) MHI-5 scores (95%CI) by frequency of gambling on (i) all activities and (ii) all activities other than lottery and scratch tickets on in the last 12 months, adjusted for age and sex, n=2,049.

Next we explored mental health across CPGI categories. Preliminary analyses indicated that problem gamblers were significantly different to moderate risk gamblers and so they were

kept as a separate group in the analysis. Figure 7.12 shows that there was no significant difference in poor mental health (MHI-5 score of 8+) across non-gamblers and the lower CPGI categories, but the majority of people with gambling problems had poor scores on the MHI-5, indicating they had high level of distress.

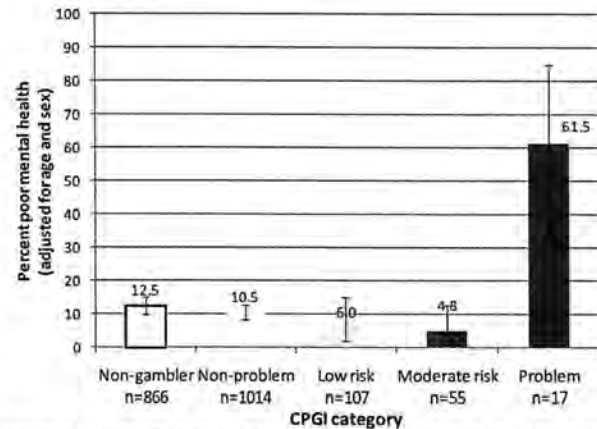


Figure 7.12: Proportion of people with poor (>8) MHI-5 scores (95%CI) by CPGI categories, adjusted for age and sex.

Note: the difference between the proportion of the problem gamblers with poor mental health was extremely large, consequently this graph was rescaled and visually under represents the strength of the association compared to other graphs.

### 7.5 Social and economic harms, 2001 to 2009

In the 2001 Survey, the prevalence of harms experienced in the last year was reported amongst regular gamblers and problem gamblers. Current regular gamblers were defined as people gambling 52 times or more on all activities other than lottery or scratch tickets. Fewer items were used in the 2009 Survey, and it is important to note that study design differences will have influenced the prevalence of harms amongst regular gamblers. Table 7.3 shows the proportion of regular gamblers reporting harms in the 2001 and 2009 Surveys. Given that the low endorsement of these items resulted in considerable error around the estimates it is difficult to draw any conclusions about change in the prevalence of these gambling related harms from 2001 to 2009.

Table 7.3 Prevalence of gambling related harms (%) amongst regular gamblers in the last 12 months, 2001 to 2009.†

Past year gambling related harm	2001 %	2009 % (95% CI) n=336
Relationship break up	2.6	***
Neglected family's needs	3.4	1.6 (0.7-3.6)
Adversely affected job	4.2	2.3 (0.7-7.1)
Seriously thought about suicide	1.7	2.3 (0.7-7.2)
Problems with police or bankruptcy	***	***

† 95% confidence intervals were estimated for the 2009 Survey but were not available for the 2001 Survey.

\*\*\*Small cell sizes and low frequency meant estimates were too unreliable to report.

### 7.6 Summary

Across the whole adult population, just 1.5% reported one or more serious gambling related harms (either relationship break up or neglected time with family, adversely affecting job, having seriously thought about suicide, or problems with police or bankruptcy). Of these, the most common was having a relationship break up or neglected time with family. Within the group identified as moderate risk/problem gamblers based on CPGI score, 31.7% reported one or more of these harms.

Recent financial difficulties were not significantly related to gambling frequency but were twice as likely to be reported by moderate risk/problem gamblers compared to the general population.

Both smoking and alcohol consumption were strongly related to gambling frequency and problem gambling. For example, medium frequency gamblers were nearly twice as likely to drink at hazardous or harmful levels compared to non-gamblers and high frequency gamblers were nearly three times more likely to drink at hazardous/harmful levels. Almost one quarter of moderate risk/problem gamblers drank at hazardous or harmful levels compared with 3.2% of non-gamblers and 4.9% of non-problem gamblers. The pattern for smoking was even more pronounced, with 40% of moderate risk/problem gamblers reporting smoking compared with 4.6% of non-gamblers.

Self-reported physical health was not associated with gambling frequency or problems. While gambling frequency was not significantly associated with mental health, problem gamblers reported very poor mental health compared to all other levels of gambling, including moderate risk gamblers.

## 8. Help seeking and service use

### 8.0 Wanting, trying to get and accessing help

Several questions in the survey asked whether people had ever wanted help for problems related to their gambling and whether they had tried to get help for such problems. As with the information on harms associated with gambling, questions on help-seeking were only asked of those who satisfied at least one of the three criteria of: (1) had ever gambled 12 times in any 12-month period (excluding raffles, lottery and scratch tickets); (2) had ever lost \$2,000 or more across all gambling activities in a 12-month period; and (3) self-identified as having a gambling problem in their lifetime. In total, 614 individuals (23.1% of the adult population) were asked about help-seeking.

Included in these questions were items asking people if they had ever received counselling or help from a range of 13 services, including gambling-specific services (such as Gamblers anonymous and gambling helplines), health services (eg GP/doctor) and community organisations (see the Appendix for a comprehensive list). They were further asked whether they had received any such assistance from any 'other' organisation and to specify the source of help. Finally, people were asked whether they had ever talked to friends or family about problems related to their gambling.

Table 8.1 shows lifetime help-seeking behaviour described as a proportion of several groups of interest. These were: (i) the total adult population; (ii) self-identified lifetime problem gamblers; (iii) moderate risk/problem gamblers identified by their CPGI scores; and (iv) a combined group representing all those in either (ii) or (iii). There were 141 individuals in the latter combined group, composed of self-identified problem gamblers and CPGI problem gamblers. They are referred to as 'lifetime problem gamblers' in the remainder of the report. A very small proportion of the population had ever wanted or tried to get help, and only 0.7% of the population had ever received help for gambling problems from a service. Slightly more (1.5%) said that they had talked to friends or family about problems with gambling.

Table 8.1: Help seeking amongst the adult population, self-identified lifetime problem gamblers and moderate risk/problem gamblers.

Lifetime help seeking	Adult population n=2,060	A Self-identified lifetime problem gamblers n=123	B Past year problem gamblers (CPGI=Moderate risk/problem) n=72	A+B Lifetime problem gamblers, n=141
Wanted help	1.0%	27.3%	32.8%	24.3%
Tried to get help	1.0%	24.9%	28.1%	22.2%
Accessed one or more services	0.7%	18.9%	21.0%	16.9%
Talked to friends or family	1.5%	39.2%	33.9%	34.8%

Even when the focus is on people with gambling problems, as identified above, only a minority of these groups report that they had received help, tried to get help or wanted help. The most common response in these groups was to talk to friends or family. Individuals could have given many combinations of responses to the questions on help-seeking, so we classified respondents in a hierarchical way, identifying those who had received help from a service, those who tried to get help but did not receive a service, and those who said they wanted help but didn't receive help or try to get help. The remainder were further divided into those who had talked to friends or family and those who replied negatively to all the questions asking about help-seeking. These groups are shown in Table 8.2.

The most common response amongst people with gambling problems (however defined) was to do nothing by way of help-seeking (over 50% across groups). Only around one in five had ever received help for their problem. The remainder (around 25%) represent those who in some way acknowledged their problem but who, for some reason, did not find help or did not seek help or who preferred just to talk to friends and family rather than look for any form of formal help.

Table 8.2: Hierarchical help seeking, amongst the adult population, self-identified lifetime problem gamblers and moderate risk/problem gamblers.

Lifetime help seeking	Adult population n=2,060	A Lifetime problem gamblers (self-identified) n=123	B Past year problem gamblers (CPGI=Moderate risk/problem) n=72	A+B Lifetime problem gamblers, n=141
Accessed one or more services	0.7%	18.9%	21.0%	16.9%
Tried to get help but didn't get it	0.2%	6.0%	7.1%	5.3%
Wanted help but didn't try to get it	0.1%	3.0%	5.9%	2.6%
Talked to family or friends, but didn't want or try to get help, or access a service	0.8%	20.1%	8.1%	17.8%
Did none of the above	98.2%	52.0%	57.9%	57.4%

### 8.1 Characteristics related to receiving services amongst lifetime problem gamblers

Given that a small minority of lifetime problem gamblers ever receive any formal help, it could be informative to see whether there are systematic differences between those who received services and those who had not. The top half of Table 8.3 reports this across the range of demographic and socioeconomic characteristics assessed in the survey. It should be noted that these comparisons are based on just 141 individuals, so fairly large differences are needed before they show as being statistically significant. There was some indication that people with gambling problems aged in their middle years (30-59 years old) were more likely to have received help than either younger or older groups. Otherwise few demographic and socioeconomic characteristics distinguished those who had received formal help from those who had not.

The bottom half of Table 8.3 reports on a range of other personal characteristics that might account for why some people received help and others did not. There were striking findings relating to the more serious harms related to gambling. For example, it is reassuring that the large majority of people who have felt suicidal because of their problem gambling (85%) have received help but the other side of this association is that only 9% of those who had *not* felt suicidal ever received help. Similar, but less strong, associations were seen for relationship break up, being in trouble with the police or bankruptcy, and people's jobs being adversely affected by their gambling problems. Overall, the findings in Table 8.3 give a strong impression that people do not receive help for gambling problems unless they are facing extremely serious personal consequences.

Table 8.3 Characteristics associated with receiving services amongst lifetime problem gamblers, n=141.

	Ever received help	
	Yes (16.9%)	No (83.1%)
Sex		
Male	14.8%	85.2%
Female	21.3%	78.7%
Age*		
18-29	4.6%	95.4%
30-59	22.2%	77.8%
60+	8.6%	91.4%
Country of birth		
Australia	18.4%	81.6%
Other	9.9%	90.1%
Highest completed qualification		
Year 10	18.2%	81.8%
Year 12 or certificate/diploma	19.6%	80.4%
Bachelors degree or higher	10.4%	89.6%
Marital status		
Ever married/defacto	12.9%	87.1%
Separated/divorced/widowed	24.4%	75.6%
Never married	17.7%	82.3%
Seriously thought about suicide because of gambling (ever)***		
Yes	85.3%	14.7%
No	8.7%	91.3%
Relationship break up or neglected family because of gambling (ever)***		
Yes	42.2%	57.8%
No	8.7%	91.3%
In trouble with police or bankrupt because of gambling (ever)***		
Yes	64.9%	35.1%
No	15.5%	84.5%
Gambling adversely affected job (ever)**		
Yes	74.3%	25.7%
No	7.2%	92.8%
Mental health Inventory (last 4 weeks)*		
>6	30.3%	69.7%
≤6	12.4%	87.6%
General physical health		
Fair or poor	23.8%	76.2%
Excellent, very good or good	14.7%	85.3%
Financial problems (last year) (p=.08)		
Yes	31.0%	69.0%
No	13.4%	86.6%

\*p<.05; \*\*p<.01; \*\*\*p<.001.

### 8.3 Reasons for seeking help

Table 8.4 shows the reasons that people gave themselves for seeking (and receiving) help based on the 31 individuals who had ever received formal help. They most commonly reported they were prompted to seek help by financial problems, feeling depressed/worried and relationship problems.

Table 8.4: Reasons for seeking help amongst those who had ever sought help.

What prompted you to seek help	% of those who had ever sought help, n=31†
Financial problems	43.4%
Felt depressed/worried	39.5%
Relationship problems	36.5%
Someone urged you to go	19.7%
Employment problems	1.7%
Legal problems	0%

†The column total is greater than 100 because people could endorse more than one reason.

### 8.4 Reasons for not seeking help

People who self-identified as ever having a gambling problem, but had never received formal help (n=94), were asked why they had not sought help. Structured response options were presented by the interviewers but people were also given the opportunity to describe other reasons why they had not looked for help. The most common responses were that they felt they could beat their problems on their own or that they didn't need help.

Table 8.5: Reasons for not seeking help amongst self-identified lifetime problem gamblers.

Reasons for not seeking help	% of self-identified lifetime problem gamblers who had never sought help n=94
Thought I could beat the problem on my own	48.7%
Didn't need help††	32.6%
I could afford my losses††	5.7%
Too embarrassed to see a counsellor	4.9%
Didn't know where to go	2.9%
The kind of help I wanted wasn't available locally	0%

† The column total is greater than 100 because people could endorse more than one reason

†† These responses were not structured, they were volunteered, and the reported proportions are likely to under represent the true proportion.

### 8.5 Summary

The results in this chapter show that receiving help for gambling problems is not only a rare event in the general population but is even uncommon amongst people with gambling problems, with only about one in five ever getting help. Most people with gambling problems replied negatively to all the questions asked about help-seeking and had not even discussed their problems with friends or family. There was little indication that people had tried to get help but could not access services, or that they wanted help in some way but did not know how to go about finding it. When asked directly why they had not looked for help, most said that they felt they could beat their problem on their own or simply said that they did not need help. When gamblers who had received help were compared with those who had not, striking differences were seen in their reporting of serious harms. In particular, feeling suicidal was the most common factor associated with help-seeking for gambling problems.



## 9. Community attitudes to gambling

In the 2001 and 2009 Surveys everyone proceeding to the detailed interview was asked the extent they agreed with the statement, 'Overall, gambling does more good than harm for the community'. They were also asked whether they thought 'the number of poker and other gaming machines should be increased, decreased or stay the same'. Table 9.1 shows responses to these questions in both surveys.

Table 9.1 Community attitudes to gambling in 2001 and 2009, n=2,060

Gambling does more good than harm	The number of EGMs should be increased, decreased, or stay the same	
	2001†	2009
Strongly agree	2.7%	2.3%
Slightly agree	8.9%	6.8%
Neither agree nor disagree	9.9%	14.0%
Slightly disagree	22.8%	26.2%
Strongly disagree	55.1%	50.0%
Don't know or can't say	0.7%	0.7%

†Source: McMillen et al. (2001: p 132, Table 41)

Table 9.1 shows that a large proportion of ACT adults disagree with the statement that gambling does more good than harm in 2009 (76.2%) and 2001 (77.9%). Similarly, a large proportion of the ACT population thought that EGMs should be decreased in 2009 (57.8%) and 2001 (54.3) and across both surveys about a third thought that the number of EGMs should stay the same. Given differences in survey methodology it is difficult to compare these figures directly but they are very similar over time. In 2001, McMillen et al. (2001: p132) remarked that the ACT residents were more disapproving of gambling than the Australian population. The current survey suggests that community attitudes have not shifted dramatically over the past 10 years.

In 2009, people were also asked, 'In the ACT ATMs are not allowed in gaming machine areas, but they are allowed in the venues. Do you think ATMs should be available in gaming machine venues?' A much larger proportion (70.3%) responded 'no' to this question than 'yes' (24.0%), and 5.7% had no opinion.

## 10. Discussion

### 10.0 Gambling participation and problems in the ACT

As in other surveys conducted in Australia, the 2009 ACT survey found that a large majority of the adult population (about 70%) had gambled in the past 12 months. The most commonly reported activities were lottery games, playing EGMs, betting on horse or greyhound racing and buying scratch tickets. Around half of the population reported gambling on activities other than lotteries and scratch tickets in the past year. The proportion of high frequency gamblers (i.e. weekly or more often) in the population was 17.6% over all activities and 6.5% when lotteries and scratch tickets were excluded.

Most people reported gambling on more than one activity. There was a substantial group who bought lottery and/or scratch tickets and did not report any other activity (about one third of all gamblers) but also a large number of people who reported multiple activities. About a quarter of the adult population reported having gambled on three or more activities in the past year. For this reason, it is difficult to characterise gamblers by the type of activities they report or to investigate the potential benefits or harms attributable to any particular form of gambling. There were also strong associations between frequency of gambling, the number of activities reported, the amount of money lost on gambling, and (where gambling activities involve distinct "sessions") the duration of gambling sessions. This means that the concept of intensity of gambling participation is multidimensional and complex. Characterising gambling intensity has not reached the degree of consensus found in comparable research areas, such as the measurement of alcohol consumption or use of other drugs.

The prevalence of problem gambling in the ACT adult population identified by the CPGI (score of 8+) was 0.5%. A further 1.5% was identified as moderate risk/problem gamblers (scores ranging from 3 to 7) and low risk problems (scores of 1 or 2) were found in 3.4% of the adult population. The confidence intervals for problem gambling are too large to make meaningful comparisons with other individual surveys but the ACT figure is in the range reported from recent surveys in other jurisdictions (0.4% - 0.7%; see Table 5.3). When moderate risk and problem gambling are combined (i.e. 1.9%), the prevalence is similar to

that found in previous state and territory surveys using the CPGI measure, which fall in the range of 1.35% to 3.06% (Table 5.2).

### 10.1 Electronic gaming machines (EGMs) and gambling using the internet

In the 2009 ACT Survey, about 30% of the adult population reported playing EGMs in the past year, including 3% who were high frequency players (i.e. weekly or more) and 6% medium frequency (i.e. monthly or more but not weekly). About a third of all EGM players reported typical session times of an hour or longer; for high frequency players, two-thirds reported typical sessions of an hour or longer. For expenditure on EGMs, around 5% of EGM players in the past year reported losses of \$5,000 or more. Amongst high frequency players, nearly a third reported losing \$5,000 or more. About 7% of all EGM players were moderate risk or problem gamblers and this rose to over a quarter for high frequency players (weekly or more). Playing EGMs is the most commonly reported activity for moderate risk/problem gamblers – over 90% reported playing EGMs in the past year – although it should be noted that most problem gamblers report multiple activities.

Gambling using the internet was not a frequently reported activity (about 5% of the adult population). This included people who played casino type games on the internet for money (1% of the adult population) as well as those who used the internet to place bets on sports betting, races or other special events. While gambling on the internet is reported by a small proportion of the population, it is somewhat larger than estimated by other Australian prevalence studies across all activities. For instance, the 2005 Tasmanian prevalence survey estimated that 3% of the population had gambled on the internet using the same question (Roy Morgan Research, 2006).

About 20% of those who had used the internet to gamble reported losses of \$2,000 or more, including 9% who reported losses of \$5,000 or more. One in ten people who used the internet to gamble were moderate risk or problem gamblers based on CPGI score (3 or more). This is considerably higher than comparable figures for people who play EGMs (6.6%) or bet on horse or greyhound races (4.2%). The Productivity Commission reviewed the very small, but growing, literature dedicated to online gambling. In general, the evidence suggests that people who have gambled online tend to have a higher rate of problem gambling than people who have never gambled online (Productivity Commission, 2010: p15.11).

### 10.2 Changes in participation and problems over time

Overall participation was only slightly lower in the 2009 survey compared to 2001 (70% compared with 73%). Table 10.1 shows participation across all activities for each jurisdiction since 1999. This Table shows that the ACT Survey findings broadly corroborate a gradual fall in participation evident in most jurisdictions.

Table 10.1: Proportion of the adult population participating in any gambling activity in the last 12 months.

	NSW	VIC	QLD	SA	WA	TAS	NT	ACT
1999	80%	81%	86%	77%	84%	77%	80%	80%
2001			85%					73%
2003		77%						
2003-04			80%					
2005				70%			73%	
2006	69%					85%		
2006-07			75%					
2008		73%						
2008-09	69%		75%					
2009								70%

Source of figures other than 2009 ACT Survey:  
Productivity Commission (2010: p2.6), Table 2.2

However, there were more noticeable reductions in playing EGMs and buying scratch tickets between 2001 and 2009. Table 10.2 shows EGM participation since 1999 across all Australian jurisdictions. The 2009 ACT Survey corroborates an overall decline in the proportion of the adult population who use EGMs. While participation has decreased over time, the Productivity Commission noted that real expenditure amongst people who gamble on EGMs has increased since 1999 (Productivity Commission, 2010: p2.21). It was not possible to investigate change in net expenditure amongst EGM players across the 2001 and 2009 ACT Surveys because the questions were asked differently over time.

Table 10.2: Proportion of the adult playing EGMs in the last 12 months.

	NSW	VIC	QLD	SA	WA	TAS	NT	ACT
1999	39%	45%	41%	41%	16%	36%	33%	37%
2001			34%					38%
2003		34%						
2003-04			32%					
2005				30%			27%	
2006	31%					29%		
2006-07			30%					
2008		21%						
2008-09	24%		31%					
2009								30%

Source of figures other than 2009 ACT Survey:  
Productivity Commission (2010: p2.22), Table 2.9

Overall, in the 2009 ACT Survey there were more evident declines in those who reported frequent gambling. Other than playing casino type games on the internet and betting on horse or greyhound races, all activities showed a fall (often substantial) in frequent gambling. These changes are mirrored by falls in per capita expenditure on gambling in the ACT as reported by the Office of Economic and Statistical Research (2010).

### 10.3 Socioeconomic and demographic characteristics associated with gambling and problem gambling

Participation in gambling varied appreciably across different groups in the adult population. Women were more likely to be non-gamblers than men, older adults were more likely to be non-gamblers than younger adults, people born overseas were more likely to be non-gamblers than those born in Australia, and those engaged in full-time education had a very low level of participation. High frequency gamblers (weekly or more often) were more likely to be in older age groups, to be less educated, to have their main income derived from pensions, benefits or superannuation, or to be employed full time rather than part time.

Moderate risk and problem gamblers were more likely to be male, young, Australian born, less-well educated, never married, and either unemployed or employed full-time. Overall, the

characteristics most consistently related to participation and problem gambling were sex, age and education. Education in particular stands out as showing very strong relationships with participation, high frequency gambling and problem gambling.

### 10.4 Gambling, wellbeing and harms

Very few people reported harms, either in the past year (0.6%) or ever during their lifetime (1.5%), that they attributed to gambling. Financial difficulties (assessed using standard measures) showed little difference across levels of gambling frequency but they were three times more frequent in moderate risk/problem gamblers than non-gamblers. Other measures of wellbeing showed different patterns of association with gambling. Smoking and alcohol consumption both showed strong relationships with frequency of gambling and with categories of problem gambling whereas self-reported physical health showed no significant variation across gambling groups.

Poor mental health also showed little association with gambling frequency but was a feature of the very small group of individuals with gambling problems (CPGI score of 8+). Few Australian prevalence surveys have assessed mental health across levels of gambling. The 2008 Victorian prevalence study is an exception (Department of Justice, 2009). While the mental health of non-gamblers was not reported, this survey found that distress increased across levels of problem gambling, and that 24% of problem gamblers met the criteria for a severe disorder, compared to 1.4% of non-problem gamblers (Department of Justice, 2009).

### 10.5 Help seeking for gambling problems

As with other Australian jurisdictions (Productivity Commission, 2010), seeking help for gambling problems was found to be very rare in the ACT. Just 0.7% of the adult population had ever accessed services for help with gambling. A further 0.2% had tried to get help but could not get it and 0.1% had wanted help but didn't try to find it. A further 0.8% of the population had talked to family or friends about gambling problems but had made no attempt to get professional help and indicated that they had not wanted such help. Amongst people who self-identified as having had a gambling problem only 19% had ever accessed a service for gambling problems and more than 50% said they had never wanted help, tried to get it or talked to family and friends about their gambling problems. This is the first survey to apply a

hierarchical approach to investigating help-seeking behaviour, and the findings suggest that even though people might recognise they have a problem, a large proportion do nothing about it.

Comparing problem gamblers who had and who had not received services showed little difference in terms of their demographic and socioeconomic characteristics. When asked why they had not looked for help, most said that they did not need help or could beat their problem on their own. However, reports of feeling suicidal were far more common amongst those that had sought help (85%) compared to those who had not (15%), consolidating the impression that people only seek help when gambling problems lead to extreme distress.

#### 10.6 Future research

This initial report has presented basic tables and figures addressing the main objectives of the survey. Subsequent reports will explore these findings in greater detail. The areas identified for future research include the following topics.

- (i) The relationship between the several measures of gambling participation and the experience of problem gambling are complex. More detailed statistical modelling is required to show how the measures of participation, when used in combination, best identify problem gambling. This will take account of type of product, gambling across multiple activities, frequency and time spent on specific activities, and the amount of money spent on gambling. This will provide a more accurate profile of the gambling behaviours that typify problem gamblers.
- (ii) Similarly, more detailed modelling will help characterise which sections of the community (in terms of demographic and socio-economic position) are at greatest risk of high levels of gambling participation and at greatest risk of problem gambling.
- (iii) The associations of gambling participation and intensity with various measures of harm require further exploration to establish which aspects of gambling behaviour are most strongly related to health and wellbeing.

- (iv) A better understanding is needed of the factors that encourage people to seek help for their gambling problems and of the barriers encountered by others who do not seek help. This topic will require additional information to that collected in the prevalence survey.

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Tax Rates applicable to Clubs 2012-13 (Annualised for ease of calculation)

ACT: GGMR = Up to \$180,000 = 0%, \$180,000 to \$300,000 = 15%,  
\$300,000 to \$600,000 = 17%, \$600,000+ = 21%

Community Consultation = 8% of Net GMR (NGMR = GGMR\*(1-.24) - Tax)

NSW: GGMR = Up to \$200,000 = 0%, \$200,000 to \$1m (for clubs with <\$1m) = 0%, \$200,000 to \$1m (for clubs with >\$1m = 10%, \$1m to \$5m = 19.9%, \$5m to \$10m = 24.4%, \$10m to \$20m = 26.4%, \$20m+ = 28.4%

Victoria: Based on average monthly GGMR per EGM (shown here as average annual).

Average annual GGMR/EGM <32,000 = 0%, 32,000 to 150,000 = 42.5%, 150,000+ = 50%

Plus a Health Levy of \$4333.33 per EGM.

Qld: GGMR = up to \$114,000 = 0%, \$114,000 to \$900,000 = 17.91%, \$900,000 to \$1,800,000 = 20.91%, \$1,800,000 to \$3,600,000 = 23.91%, \$3,600,000 to \$10,200,000 = 25.91%, \$10,200,000 to \$16,800,000 = 30.91%, \$16,800,000+ 35%.

SA: GGMR = up to \$75,000 = 0%, \$75,000 to \$399,000 = 21%, \$399,000 to \$945,000 = 28.5%, \$945,000 to \$1.5m = 30.91%, \$1.5m to \$2.5m = 37.5%, \$2.5m to \$3.5m = 47%, \$3.5m+ = 55%