

# **Supporting Customer Commitment**

Fourth Progress Report to the Minister for Gambling  
by the Responsible Gambling Working Party

**August 2010**



An Initiative of  
**Government of  
South Australia**

## Minister's foreword

This *Fourth Progress Report* from the Working Party on the theme *Supporting Customer Commitment* overviews a highly productive year with several significant achievements.

The Working Party completed evaluations of two pre-commitment trials with a third trial beginning in early 2010. Significantly, the trials are informing the development of pre-commitment policy at both the State and National level. Notably, funding for the evaluations of the two technology-based trials, and partnership funding for the conduct of the ChangeTracker trial and evaluation, was gained from the Commonwealth Department of Families, Housing, Community Services and Indigenous Affairs.

The Working Party presented a panel discussion at the 2009 National Association of Gambling Studies Conference, receiving positive feedback about its demonstrated ability to work together and achieve outcomes regardless of the differing viewpoints. This is the major strength of the Working Party.

Industry support for the Working Party was significantly demonstrated during 2009 by the provision of substantial funds by the Independent Gaming Corporation for the ongoing work of the Working Party. This funding has enabled the viability of the Working Party into the future.

The Working Party undertook to further develop strategies to support customer's commitments regarding their EGM play. A discussion with experts in the field of budget and financial counselling for gamblers and their families provided insights and ideas for simple tools that could be developed to assist money management. An in-venue signage group established under Terms of Reference assigned by the Working Party, made recommendations for improvements to signage, all of which I have supported for implementation.

While consultation with relevant stakeholders continues, collaborative work with various agencies has begun. Gaming Care and Club Safe, the hotels and clubs responsible gambling agencies, were integral to the conduct of the trials, ChangeTracker in particular. Liaison with the Casino's Host Responsibility Coordinators program continues and advice has been sought from the Office for Problem Gambling about strategies within its expertise, such as production of a video demystifying the workings of an EGM.

I sincerely thank the members of the Working Party and all who continue to support their work. I look forward to further achievements from the Working Party during the remainder of 2010.



**Hon Tom Koutsantonis MP**  
Minister for Gambling

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## Glossary

ACM	Automatic Coin Machine
AGC	Australasian Gaming Council
AHA SA	Australian Hotels Association of South Australia
AIA	Approved Intervention Agency
ATM	Automated Teller Machine
BCIS	Boards and Committees Information System [within the Department of Premier and Cabinet]
DECS	Department of Education and Children's Services
DTF	Department of Treasury and Finance
EGM	Electronic Gaming Machine
FaCHSIA	Department of Families, Housing, Community Services and Indigenous Affairs
GRA	Gambling Research Australia [an initiative of the Ministerial Council on Gambling. GRA is responsible for managing and implementing a national research agenda]
GRF	Gamblers Rehabilitation Fund
IGA	Independent Gambling Authority
OPG	Office for Problem Gambling
OLGC	Office of the Liquor and Gambling Commissioner
RGE	Responsible Gambling Education Strategy [a DECS Program]

## EXECUTIVE SUMMARY

This report is the *Fourth Progress Report* of the Responsible Gambling Working Party ('Working Party'). It reports on activity during 2009 and to the end of March 2010.

The Terms of Reference for the Working Party continued to be reporting to the Minister for Gambling on strategies that can be implemented to support customers to make commitments about their level of gambling on electronic gaming machines (EGMs). The three key focus areas for the Working Party have remained:

- *Informed decision-making*  
Supporting education programs on understanding gambling products
- *Money management*  
Supporting the delivery of a range of financial information for customers
- *Player tracking and pre-commitment systems*  
Undertaking trials of a cashier-assisted and venue card model.

This *Fourth Progress Report* also identifies a range of commitments made in relation to venue signage and relevant recommendations of the Productivity Commission's draft report on gambling, which was released during the reporting period. In addition, the Working Party is now formally recognised on the Boards and Committees Information System (BCIS) of the Department of the Premier and Cabinet, which has a number of reporting requirements.

These developments supported a review of the Working Party's Terms of Reference, which was conducted in early 2010 and applies from April 2010. The primary focus on electronic gaming machines continues, as well as the three key focus areas. Additional terms recognise the Working Party's activities regarding in-venue signage, national pre-commitment policy, enhanced gaming staff training, project work and collaboration, and its accountability under the BCIS.

### Informed decision-making

It is the Working Party's position that providing information about the gambling product is an important component of supporting informed decision-making and, in turn, customer commitment.

Since its *Third Progress Report* the Working Party's primary activities in the area of informed decision-making have been:

- An increased collaborative working relationship with the Office for Problem Gambling, most notably in the feasibility assessment and planning of the production of a video about the workings of an EGM.
- Continued structured discussions with various stakeholders:
  - Department of Education and Children's Services regarding its Responsible Gambling Education strategy;
  - Industry responsible gambling agencies regarding in-venue patron support and new codes of practice responsibilities; and
  - Hotels and clubs regarding the development of an enhanced training program for venue gaming staff to assist identification of problem gambling behaviour in patrons.
- Conduct of a panel discussion at the 2009 National Association of Gambling Studies Conference about the Working Party and the trials, with the primary

feedback from a number of participants being about the demonstrated collaborative working relationship of the members.

- Acceptance of a report from the In-venue Signage Advisory Group, which was established through Terms of Reference developed by the Working Party. All recommendations in the report have been supported by the Working Party and the Minister for Gambling and are in the process of being implemented. The Advisory Group made a number of recommendations in relation to particular signage, which are detailed further in this report. It also made general recommendations or principles regarding forward development and management of signage, as follows:
  - Signage to be considered in various forms (eg. electronic and printed).
  - Removal of requirements that the Liquor and Gambling Commissioner approves the form of various signage, replaced with a minimum content and font size requirement.
  - Combination of signs, where practicable and where the effectiveness of the substitutes would be greater than the current sign.
  - Signage in the form of advertising (ie. a more 'advertising' style approach to signage, with effectiveness, branding and cost to industry being issues to consider).
  - Responsibility for the message within signs to be managed by a body that comprises similar membership to that of the In-venue Signage Advisory Group.
  - Removal of the signage requirements from the various forms of legislation, incorporating all signage requirements within one instrument and under the management of one Government authority.

During 2010 the Working Party will continue to advance approaches to enable gaming patrons to access gaming machine related information, with a particular concentration on the EGM video and enhancing patron understanding about pre-commitment.

## Money management

For the Working Party, the area of money management generally relates to a person's ability to make informed judgments and to take effective actions regarding the current and future use of their money.

Since its *Third Progress Report* the Working Party's primary activities in the area of money management have been:

- Continued monitoring of developments with the implementation of the Department of Education and Children's Services Responsible Gambling Education strategy and the Australasian Gaming Council's financial literacy project.
- Further work advancing placement of responsible gambling messages on ATMs in South Australia (in March 2009, Customers ATM Pty Ltd placed messages on all of its 195 South Australian ATMs, including those not in gaming venues).
- Structured discussion with a group of people who have experience in the area of money management and financial literacy, and who provide assistance and advice to clients either through budget advice or financial counselling. Several money management tools and strategies were identified. Preliminary work in either furthering or identifying feasibility of implementation of the ideas has begun through discussions with or referral to Gaming Care, Club Safe, and the

Office for Problem Gambling. Discussions will also be had with the Adelaide Casino's Host Responsibility program. Some ideas are already being addressed through the in-venue signage work. Others that have the potential to be advanced during 2010 are:

- Promotion in gaming venues of money management and financial literacy workshops being conducted locally;
- Development of a separate financial counselling flyer (separate to a general counselling flyer already produced) as part of the Gambling Help kit provided to venues;
- Improvements to some signage (to be considered in the context of the implementation of the recommendations of the In-venue Signage Advisory Group) including promotion of financial literacy and responsible gambling in smoking areas; and
- Positive promotion of financial counselling.

During 2010 the Working Party will continue to advance opportunities for gaming machine patrons in the area of money management. In particular, the Working Party will assist implementation of the ideas identified as feasible that were put to the Working Party by the money management and financial literacy experts in June 2009.

The Working Party will also monitor closely the outcomes of the financial institutions research commissioned by the Commonwealth Department of Families, Housing, Community Services and Indigenous Affairs for strategies that it can assist implementing in South Australia.

### **Player tracking and pre-commitment systems**

It is the Working Party's position that the more information a customer has regarding their EGM activity the more informed they are to make choices regarding their gambling. Enabling customers to set limits, be it money, time or bet size, will assist customers to play within their own preferences, circumstances, financial and social limits.

Since its *Third Progress Report* the Working Party's primary activities in the area of player tracking and pre-commitment systems have been:

- Completion of one technology based player tracking and pre-commitment trial by Worldsmart Technology Pty Ltd, and implementation of a second trial by Global Gaming Industries Pty Ltd, with evaluations conducted by the Working Party through contracting of independent evaluators.
- Completion of a non-technology based player tracking and pre-commitment trial – ChangeTracker Card trial – developed, implemented and evaluated by the Working Party through a project manager employed by the Department of Treasury and Finance.
- Provision of briefings and site visits in relation to the trials for a range of interested parties, including: local stakeholders, interstate and Commonwealth Government agencies, and the Productivity Commission.
- Gaining \$260,000 from the Commonwealth Department of Families, Housing, Community Services and Indigenous Affairs to fund the evaluations of the two technology based trials and partnership fund the conduct of the Change Tracker Card trial and evaluation.

Having received the reports of both the Worldsmart trial and the ChangeTracker Card trial, the Working Party has identified a number of lessons it has learnt about pre-commitment based on the key findings identified in the reports. Specifically:

- Pre-commitment choice needs to be available to all players, accompanied by community education and the promotion of its being a tool for all players:
  - Pre-commitment may assist players to better monitor spending and keep to limits, including in higher-risk players.
  - Limit setting and budget tools are viewed by patrons and some venue staff as being about addressing problem gambling, making a barrier to take-up.
- Patrons move between venues.
- Pre-commitment tools need to be easy to use and understand:
  - Limit options need to be minimal in number.
  - Education about choosing a personal limit might be useful for patrons (safety net versus typical expenditure).
- Pre-commitment works better when people take it up without any coaching or direct incentive to do so (ie. they want to use such tools):
  - Phase 1 Worldsmart trial patrons (natural take-up) were more likely than the actively recruited patrons (Phase 2) to set a primary spend limit (with that limit being a daily spend limit).
  - Phase 1 patrons were less likely to breach limits than Phase 2, but spent more. (However, note the next point.)
  - For Phase 1 and 2 patrons there was a mean net decline in turnover of \$181.50 per person, equivalent to a 31.7% decrease and about ~\$21.60 spend, with Phase 1 having a slightly higher decrease than Phase 2.
- Pre-commitment systems provided in association with other gaming schemes (eg. loyalty systems, cashless gaming) appear to be both cost effective and add value for the patron so as to encourage take-up.
- Human contact is important:
  - Staff intercepts on breaches may increase effectiveness of technology based pre-commitment.
  - Active engagement with patrons (coached recruitment) encouraged take-up of pre-commitment.
- Player activity statements need to be simple to comprehend and made readily accessible (web, in-venue, kiosk, receipt-like statement).
- Progress warnings as limits are approached, are a useful checkpoint for patrons in relation to limits set. Responsible gambling messaging attached to default limits appears to work, although more research is needed over a longer term:
  - Findings suggest that pre-commitment is possibly a psychological contract and that messaging assists in adhering to that contract.
  - A very small number (20 of 500+) in Phase 3 (default messaging) chose to remove the responsible gambling messaging with no negative consequences reported by those who chose to retain the messaging.
  - A significant majority reported that the responsible gambling messaging helped them keep to their spend limit and encouraged care with spending.



- Players identified that the 50% and 75% limit progress warnings were a useful 'checkpoint' to understand where they were relative to limits set.
- While results highlight positive effects of pre-commitment, higher risk gamblers may be more likely to set higher limits, exceed limits by a higher amount, increase limits and remove limits.

The Working Party noted the Productivity Commission's draft recommendation for a universal pre-commitment system. There is a mixture of views within the Working Party about the desirability of a single system in a jurisdiction; competition could encourage innovation.

Interoperability of systems, however, would be desirable. The Worldsmart trial shows that patrons move between venues, and patrons should have the option of having their limits applying across all machine play.

The Working Party will continue to discuss interoperability. It requires careful consideration and development to achieve a process by which multiple systems information follows a patron, while not disclosing system provider information across commercial boundaries.

The Working Party continues to discuss what voluntary means in the context of pre-commitment tools. To date it has been agreed that the specification of the default operation of pre-commitment tools is likely to be a significant determinant of their success.

Further to the lessons learnt, the Working Party revisited the essential minimum criteria that it identified in its *First Progress Report* as being the basis upon which it would assess strategies that may be able to support customer commitment. The intention of the revisit was to identify if the criteria remained applicable for the advancement of player tracking and pre-commitment tools in South Australia.

The Working Party's review reinforced the criteria, with further definition for some. Those essential minimum criteria further defined with regard to the advancement of player tracking and pre-commitment tools in South Australia are:

Cost-effective	Efficient within the context of a sustainable industry and venue viability
Evidence-based	Relevant research of responsible gambling outcomes is considered and incorporated where appropriate, particularly on-going evaluation supported by a systems data collection and management process
Flexible	Flexibility of functions is important to meet the needs of a variety of customers and venues, to encourage future innovation in system design and operation, and to support responsible gambling outcomes.
Informed choice	Accessible and user friendly information to support informed decision-making and promotion of pre-commitment as a tool for all gamblers
Integrated	Integrated with existing industry responsible gambling programs i.e. Host Responsibility Coordinators, Gaming Care and Club Safe
Privacy	Compliance with Commonwealth Privacy Principles
User Friendly	Ease of use of system and system materials for all gamblers, so that recreational gamblers are not deterred or inconvenienced, and responsible gambling outcomes are supported
Variety	Not just limited to one solution; a variety of systems to encourage accessibility and innovation
Voluntary	Voluntary for the customer and available at all venues

During 2010 the Working Party will complete its third trial of a player tracking and pre-commitment system and contribute its insights from the two trials completed in 2009 to both state and national policy development regarding pre-commitment.

## Actions

This *Fourth Progress Report* on Supporting Customer Commitment sets out the following actions for the Working Party to undertake during 2010.

Informed decision-making	Continue to work with the OPG and its <i>Communications and Community Education Advisory Group</i> regarding the feasibility and creation of a video to place on the problem gambling website about demystifying an EGM (open up an EGM and explain how works)
	Consult with the Office for Youth about the production of the EGM video
	Continue to refer strategy ideas to the OPG for consideration by the <i>Communications and Community Education Advisory Group</i> .
	Monitor implementation of the recommendations of the <i>In-venue Signage Advisory Group</i>
	Continue/undertake structured discussions with various groups and sector representatives and keep informed about programs: DECS, Gaming Care, Club Safe, SkyCity Host Responsibility Co-ordinators, Consumer Voice.
	Assist the development of materials to inform patron decision-making and understanding about pre-commitment.
Money management	Continue dialogue with AGC regarding its financial literacy resource.
	Continue dialogue with DECS regarding the implementation of the 2007–2010 Responsible Gambling Education Strategy, with regard to financial literacy, and particularly the evaluation of the website tool.
	Continue exploring the potential for placing responsible gambling messages on ATM screens and receipts for ATMs located within gaming venues.
	Implement the Working Party's decisions regarding ideas put by the money management and financial literacy experts to the Working Party in June 2009, particularly: <ul style="list-style-type: none"> <li>• Financial counselling fact sheet in OPG venue kit</li> <li>• Gaming Care, Club Safe and Adelaide Casino Host Responsibility program promoting local money management seminars/workshops.</li> </ul>
	Monitor FaHCSIA financial institutions report conducted by SA Centre for Economic Studies for indications of strategies that the Working Party can assist implementing in South Australia.
	Investigate the potential to trial additional approaches to using the ChangeTracker Card.
Player tracking and pre-commitment systems	Release publicly the Evaluation report of the <b>Worldsmart player tracking and pre-commitment trial</b> .
	Release publicly the Evaluation report of the <b>ChangeTracker Card trial</b> .
	Implement the <b>GGI-Maxetag player tracking and pre-commitment trial</b> and: (1) Conduct the evaluation through management of a contracted external evaluator; and (2) Maintain the trial co-ordination group.
	Develop recommendations to the Minister for Gambling regarding forward planning and implementation of player tracking and pre-commitment systems in South Australia.
	Continue discussions about interoperability of pre-commitment systems in South Australia.
	Continue discussion about the default operation and the nature of voluntary use of pre-commitment systems in South Australia.
	Apply lessons learned from the trials to provide input into the development of a national pre-commitment policy through the Department of Treasury and Finance.
	Investigate the impact of the removal of Automatic Coin Machines from venues that do not implement a player tracking system (continued from <i>Second Progress Report</i> ).
	Keep informed about the AHA SA auspiced project testing the indicators identified in the GRA research report <i>Identifying Problem Gamblers in Gambling Venues</i> , and its development into a training program for venue staff.

## 1 INTRODUCTION

### 1.1 Overview

This report is the *Fourth Progress Report* of the Working Party on the theme of *Supporting Customer Commitment*. It outlines the work undertaken by the Working Party during 2009 and to the end of March 2010.

The Working Party's main activities in the reporting period have been:

- Player tracking and pre-commitment trials: two technology based trials (one completed and another scheduled to start in early 2010) implemented by industry proponents with the Working Party conducting evaluations, and a third non-technology based trial developed, implemented, and evaluated by the Working Party.
- Provision of briefings and site visits in relation to the player tracking and pre-commitment trials for a range of interested parties, including: local stakeholders, interstate and Commonwealth Government agencies, and the Productivity Commission.
- Continued structured discussions with various stakeholders, with a particular discussion in relation to money management.
- Consideration of a report from the In-venue Signage Advisory Group, established through Terms of Reference developed by the Working Party.
- Conduct of a panel discussion at the 2009 National Association of Gambling Studies Conference about the Working Party and the trials.

The Terms of Reference for the Working Party remained unchanged during the reporting period; that is, to report to the Minister for Gambling on strategies that can be implemented to support customers to make commitments about their level of gambling on electronic gaming machines (EGMs).

### 1.2 Key focus areas

The three key focus areas, which began development in the *First Progress Report* and were clearly defined in the *Second Progress Report*, continued during 2009:

- *Informed decision-making*  
Supporting education programs on understanding gambling products
- *Money management*  
Supporting the delivery of a range of financial information for customers
- *Player tracking and pre-commitment systems*  
Undertaking a trial of a cashier-assisted and venue card model.

### 1.3 Assessing proposed strategies

Strategies developed by the Working Party have been informed by discussions undertaken during 2007 and 2008 in regional areas, with community organisations and peak bodies that have an interest in problem gambling, gaming industry leaders, and Government agencies. Discussions to inform further development of particular focus areas continued during 2009.

The Working Party assesses strategies that may be able to support customer commitment by the following Essential Minimum Criteria, as identified in the *First Progress Report*:

Cost-effective	Efficient within the context of a sustainable industry and venue viability
Evidence-based	Relevant research is considered and incorporated where appropriate
Flexible	Flexibility of functions is important to meet the needs of a variety of customers and venues
Informed choice	Accessible information to support choice
Integrated	Integrated with existing industry responsible gambling programs i.e. Host Responsibility Coordinators, Gaming Care and Club Safe
Long-term	Longevity of any new system is highly likely
Privacy	Compliance with Commonwealth Privacy Principles
Simple	Ease of use is important so that social gamblers are not deterred or inconvenienced (particularly important for tourism)
Variety	Not just limited to one solution
Voluntary	Voluntary for the customer to take up and for the venue to provide

## 2 INFORMED DECISION-MAKING

### 2.1 Background

It is the Working Party's position that providing information about the gambling product is a fundamental component of supporting informed decision-making and, in turn, customer commitment.

In the *Third Progress Report* the Working Party identified the actions it would undertake throughout 2009 to support customer commitment through informed decision-making. These were:

- Work with the Office for Problem Gambling to further develop the problem gambling website in the areas of:
  - Interactive activities for young people (to be informed by NSW web evaluation);
  - Information about gambling products e.g. cost of the product;
  - Basic mathematics related to gaming machines e.g. statistics, probability; and
  - Translation of commitment strategies into actions.
- Undertake discussions with the Office for Problem Gambling about participation in its Communications and Community Education Advisory Group.
- Continue participation in the In-venue Signage Advisory Group.
- Investigate incorporating information into venue smoking breakout areas (consult with the In-venue Signage Advisory Group).
- Continue/undertake structured discussions with various groups and sector representatives, and keep informed about programs:
  - Department of Education and Children's Services 2007–2010 Responsible Gambling Education strategy;
  - Industry responsible gambling agencies: Gaming Care, Club Safe, Adelaide Casino Host Responsibility Co-ordinators;
  - Consumer Voice; and
  - IGA Board members.
- Undertake discussions with regulators about maximum payout messages on electronic gaming machines (EGMs) being counterproductive to the promotion of responsible gambling.
- Explore the creation of a video to place on the web about demystifying and EGM (open up an EGM and explain how works).

### 2.2 Activities in reporting period

#### ***Collaboration with the Office for Problem Gambling***

The development of a greater working relationship with the Office for Problem Gambling (OPG) and its Communications and Community Education (C&CE) Reference Group is much welcomed by the Working Party.

The C&CE Reference Group comprises representatives of Gambling Help services, consumers, and industry (through Gaming Care and Club Safe). It makes recommendations to the OPG about communication matters, such as community education strategies and materials, and the development of the problem gambling website.

Discussions occurred early in 2009 with regard to the Working Party's forward actions for 2009, specifically: further development of the South Australian problem gambling website, collaboration in developing an EGM video for placement on the problem gambling website, and a closer involvement with the Communications and Community Education Reference Group.

The Working Party has begun presenting ideas to the C&CE Reference Group through the OPG. A number of money management ideas have been referred to the OPG for consideration. These ideas emanated from a structured discussion undertaken during 2009 between the Working Party and experts in the field of budget and financial counselling for gamblers and their families. (This is further discussed in the Money Management section of this *Fourth Progress Report*).

The Office for Problem Gambling has also provided its support for the development of a video demystifying the workings of an EGM. Information about or copies of preliminary research undertaken by the Working Party (a range of written and visual material describing the workings of an EGM, produced by various agencies) has been provided to the OPG for the C&CE Reference Group to review. The OPG and Working Party will work together during 2010 to advance the video concept, after assessing feasibility.

With regard to other Informed Decision-Making action items relevant to the OPG, the Working Party notes that:

- Development of an interactive section for young people on the problem gambling website, while cost prohibitive for the website redevelopment that was completed in December 2008, remains within consideration.
- The redeveloped website contains useful tools for grounding gaming machine play in relation to every day activity. For example: players can calculate their monthly gaming machine spend and have it compared to areas of regular household expenditure; a comparison is made between the odds of winning in relation to some forms of gambling activity and the probability of the occurrence of particular non-gambling life events.

### ***In-venue Signage Advisory Group***

During 2008 the Working Party established an In-venue Signage Advisory Group. This followed feedback received by the Working Party during its 2007 and 2008 structured discussions about a need to reduce the visual clutter in gaming venues while maintaining important messages and information in readily accessible places.

The Working Party developed Terms of Reference for the Advisory Group, with the Minister for Gambling approving its commencement.

Mr Brenton Sleep, Deputy Commissioner Gambling, Office of the Liquor and Gambling Commissioner (OLGC) chaired the Advisory Group. The following agencies and sectors were represented:

- Hotel sector – nominated by the Responsible Gambling Working Party;
- Club sector – nominated by Responsible Gambling Working Party;

- Gambling Help services – nominated by Responsible Gambling Working Party;
- Approved Intervention Agencies – nominated by the Responsible Gambling Working Party;
- Independent Gambling Authority; and
- Office for Problem Gambling.

The overriding objective of the Advisory Group was to recommend optimal in-venue signage requirements that increase the impact of regulatory, responsible gambling and Gambling Help services messages, while reducing the number of signs required in-venue. Not to be constrained by current requirements in the *Gaming Machines Act 1992*, Regulations, Licence, or Codes of Practice, the Advisory Group was required to advise which of the current regulatory requirements would require change to achieve its recommendations.

During the course of the year, the Working Party also asked the Advisory Group to consider another two matters:

- the placement of responsible gambling messages/material and gambling product information in smoking areas; and
- the provision of maximum payout messages on electronic gaming machines with regard to assisting informed decision-making by players.<sup>1</sup>

Responsible gambling information that assists gamblers to make informed choices were considered by the Advisory Group, as well as the size, location and agency responsibility for particular signage.

In September 2009 the In-venue Signage Advisory Group presented its report to the Working Party. The Advisory Group identified a set of general recommendations or principles and made recommendations about specific signage.

All recommendations were supported by the Working Party. In particular, the Working Party noted that the development of the report was a collaborative and positive process and of benefit to industry.

In summary, the Advisory Group's general set of recommendations or principles regarding forward development and management of signage are:

- Signage to be considered in various forms (eg. electronic and printed).
- Removal of requirements that the Liquor and Gambling Commissioner approves the form of various signage, replaced with a minimum content and font size requirement.
- Combination of signs, where practicable and where the effectiveness of the substitutes would be greater than the current sign.
- Signage in the form of advertising (ie. a more 'advertising' style approach to signage, with effectiveness, branding and cost to industry being issues to consider).

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<sup>1</sup> Participants in the 2007 and 2008 structured discussions expressed a view that the maximum payout messages were counterproductive to the promotion of responsible gambling, in that the message can easily be misunderstood so that a player thinks they have an equal chance of winning the maximum payout regardless of the number of lines they play. (The maximum payout can only ever be won by playing maximum bets.)

- Responsibility for the message within signs to be managed by a body that comprises similar membership to that of the In-venue Signage Advisory Group.
- Removal of the signage requirements from the various forms of legislation, incorporating all signage requirements within one instrument, and under the management of one Government authority.

Recommendations made about specific signage are, in summary:

- In relation to the maximum payout message (ie. maximum win per gamble is \$10,000) the Advisory Group noted that the message forms part of the gaming machine artwork, and that while not a State defined regulatory requirement, there is an agreement at the national level to adopt a common approach to regulating artwork in relation to clarity and ambiguity.
- With regard to the warning notice about it being an offence for a minor (under 18 years) to enter and remain in a gaming room or operate a gaming machine, which hotels and clubs are required to erect prominently at the entrance to a gaming area and place on gaming machines, the Advisory Group agreed that:
  - there is a need for such a notice;
  - the amount of text on the sign should be reduced;
  - only the offence should be stated (rather than the penalties);
  - the notice include a specific reminder to parents that they cannot bring their children into a gambling area; and
  - there be no requirement for the notice to be displayed on gaming machines.
- With regard to Codes of Practice requirements about licensees displaying various signage, the Advisory Group agreed that:
  - The “This premises is governed by a Code of Practice” sign is a useful tool for staff when approaching patrons, which needs to be maintained, but that it be incorporated within another sign.
  - The “Not permitted to play more than one machine at a time” signage be maintained but consideration be given to locating the signage where patrons take breaks in play (eg. toilets, tea/coffee areas), the sticker requirement be removed (currently a sticker is required to be placed on the gaming machine but it is frequently removed), and future consideration be given to placing an intermittent message on the gaming machine.
  - The design of the Helpline stickers and cards is sufficient but a more permanent means of displaying the message is required (with future consideration to be given to having the message appear on gaming machine screens), or remove the requirement to have stickers on gaming machines and require placement in specific locations such as where patrons take breaks in play.
- Removal of the “Rules Ancillary to Gaming” sign.

The Advisory Group also supported the Working Party’s position that responsible gambling messages/material and gambling product information (ie. that informs patrons about the product as opposed to marketing) be placed in smoking areas and



other areas where patrons have breaks in play. The Advisory Group agreed with the Working Party that breaks in play provide players with a time for them to think about their decisions to play before returning to the gaming room.

Following Ministerial approval, the Department of Treasury and Finance has begun coordinating the implementation of the recommendations. This will require a number of regulatory changes (ie. *Gaming Machines Act 1992*, Regulations, Codes of Practice and Licence conditions).

### ***Structured discussions***

During 2009 the Working Party received presentations and undertook discussions with various agencies regarding new developments and progress with programs in the area of informed decision-making.

#### ***1. DECS Responsible Gambling Education Strategy 2007-10***

The Working Party has continued to receive updates and presentations from the Department of Education and Children's Services (DECS) about progress with its Responsible Gambling Education Strategy 2007-10 (RGE). This strategy positions gambling education with health and well being initiatives (making sound health decisions in the context of everyday life) and financial literacy (ability to manage money).

The RGE involves professional development of teachers to raise their awareness of consumer and financial literacy, and responsible gambling. In terms of responsible gambling, the program aims to increase educators' knowledge and understanding about the impact of gambling in the community on their teaching and on young people's engagement in learning.

During 2009 DECS undertook development of a website that provides case studies and teaching resources to support schools in developing programs that meet the needs of their communities. The website will be evaluated during 2010 for its resource value to teachers.

The Working Party will keep itself informed about the RGE throughout 2010.

#### ***2. Industry responsible gambling agencies***

The Working Party has an ongoing interest in the role of venues in assisting gamblers to make informed decisions, either through direct information provision or linkages to Gambling Help services or financial counsellors.

During 2009 representatives of the industry responsible gambling initiatives – Gaming Care, Club Safe, Adelaide Casino Host Responsibility Co-ordinators – met with the Working Party to provide an overview of their programs and information in response to specific areas of interest identified by the Working Party.

Gaming Care and Club Safe provided a presentation about the Codes of Practice that became operational in December 2008 and their agency's role as an Approved Intervention Agency. In particular, they provided information about the relationships between hotel and club venues, and Gambling Help services.

It was noted that the Responsible Gambling Codes of Practice has established requirements for venues regarding:

- Training to identify problem gamblers (largely unchanged from the 2004 Codes of Practice);
- Development of relationships with local Gambling Help services to enable referrals by staff; and
- Establishment of internal procedures and reporting processes regarding interventions with suspected problem gamblers.

The Working Party also received a presentation about the Adelaide Casino's Host Responsibility Co-ordinator program. The program has developed referral protocols with Gambling Help services and a case management approach for particular patrons with identified gambling issues. Case management involves close monitoring of particular patrons with application of specific strategies such as: gambling and/or financial counselling, and limit setting for the patron in regard to spend and visits.

### **3. Enhanced venue staff training project**

As noted, the Working Party has an ongoing interest in the role of venues in assisting gamblers to make informed decisions. This interest includes venue staff being able to identify patrons with gambling problems and provide an informed response.

During 2009 the Working Party kept itself informed of progress with the South Australian hotel and club sector project (auspiced by the Australian Hotels Association SA) aimed at developing a training program for staff to assist their identification of problem gamblers in-venue. The project, conducted by Dr Paul Delfabbro, emanated from the Gambling Research Australia report – *Identifying Problem Gamblers in Gambling Venues* (2007: Delfabbro et al)<sup>2</sup> – which identifies criteria for identifying problem gamblers in-venue.

The South Australian project tested the criteria on-site to inform development of an advanced training program for venue staff. Dr Delfabbro provided a presentation about the project to the Working Party in early 2009.

Development of a training program will be progressed during 2010. The Working Party will keep itself informed about progress with this project.

### **4. Consumer Voice**

Consumer Voice is a project that provides people who have overcome problem gambling the opportunity to share their story with individuals, groups and organisations. The program, managed by Relationships Australia SA (RASA), offers the gambling sector the opportunity to learn from consumer experiences and perspectives. It also offers therapeutic counselling sessions and community awareness workshops.

Consultation occurred during 2009 with members of Consumer Voice to inform the ChangeTracker Card trial (refer to Player Tracking and Pre-commitment section of this *Fourth Progress Report*).

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<sup>2</sup> GRA (2007) *Identifying Problem Gamblers in Gambling Venues*. Prepared by Delfabbro, P., Osborn, A., Nevile, M. and Skelt, L. for Gambling Research Australia on behalf of the Ministerial Council on Gambling. Office of Gaming and Racing, Victorian Government Department of Justice, Melbourne, Victoria.

## 2.3 Forward Actions

The following table summarises the planned actions of the Working Party for 2010 with regard to informed decision-making:

<b>Informed decision-making</b>	Continue to work with the OPG and its <i>Communications and Community Education Advisory Group</i> regarding the feasibility and creation of a video to place on the problem gambling website about demystifying an EGM (open up an EGM and explain how works)
	Consult with the Office for Youth about the production of the EGM video
	Continue to refer strategy ideas to the OPG for consideration by the <i>Communications and Community Education Advisory Group</i> .
	Monitor implementation of the recommendations of the <i>In-venue Signage Advisory Group</i>
	Continue/undertake structured discussions with various groups and sector representatives and keep informed about programs: DECS, Gaming Care, Club Safe, SkyCity Host Responsibility Co-ordinators, Consumer Voice.
	Assist the development of materials to inform patron decision-making and understanding about pre-commitment.

### 3. MONEY MANAGEMENT

#### 3.1 Background

For the Working Party, the area of money management generally relates to a person's ability to make informed judgments and to take effective actions regarding the current and future use of their money.

In the *Third Progress Report* the Working Party identified actions it would undertake throughout 2009 to support customer commitment through promoting improved money management. These were:

- Continue dialogue with the Australasian Gaming Council regarding the implementation of its financial literacy program.
- Continue dialogue with the Department of Education and Children's Services regarding the implementation of the 2007–2010 Responsible Gambling Education Strategy in relation to financial literacy.
- Continue exploring the potential for placing responsible gambling messages on ATM screens and receipts for ATMs located within gaming venues.
- Explore options for identifying and developing tools to support money management guided by focussed discussions with individual groups: Help Service providers; financial counsellors; Relationships Australia (SA) Gamblers Rehabilitation Fund Training Service; and Consumer Voice.
- Implementation of a cashier-assisted card trial in selected venues, in liaison with Gaming Care and Club Safe. This includes consultation with venue staff about the design of the trial and training of gaming venue staff.
- Investigate the impact of the removal of ACMs from venues that do not implement a player tracking system.

#### 3.2 Activities in the reporting period

##### ***Structured discussion – money management***

During the reporting period the Working Party met with a group comprising people who have experience in the area of money management and financial literacy, and those who provide assistance and advice to clients either through budget advice or financial counselling. The group included those who had experience working with gambling and non-gambling clients, as strategies and tools should be aimed at those who are in trouble with their finances due to gambling and those who are not but who are undertaking activities that present a risk.

The Working Party is appreciative of guidance provided by the Office for Problem Gambling in identifying potential participants in the discussion, and Mr Iain Henderson, Manager, Education & Training, Gamblers Rehabilitation Fund Training Service, who organised the presenters and coordinated the session. It was clear that considerable thought and preparatory work had occurred for the session by all participants.

The group were asked to provide information about:

- Learnings from their experience;

- Ideas for potential tools to support money management, which are aimed at gamblers along the gambling risk continuum;
- What is currently available (content, formats, accessibility, etc);
- Any feedback about what already exists;
- Any new/emerging developments in this area;
- Identification of in-venue accessible tools and tools more suitable to other modes of provision/access; and
- Feasibility of suggested tools (development, resources, accessibility, desirability, appeal, promotion, source of availability).

Following is a précis of a set of notes provided to the Working Party by the group, summarising the information they conveyed.

The group took the Working Party through an understanding of what is meant by financial literacy, providing the following understandings:

- Financial Literacy Foundation –  
“Financial Literacy is the ability to make informed judgements and effective decisions about the use and management of money”.
- Organisation for Economic Co-operation and Development (OECD) –  
“The process by which financial consumers/investors improve their understanding of financial products and concepts and, through information, instruction, and/or objective advice, develop the skills and confidence to become more aware of financial risks and opportunities to make informed choices, to know where to go for help and to take other effective actions to improve their financial wellbeing”

The group further noted a number of developments internationally; in particular, an inter-governmental project started in 2003 by the OECD with the objective of providing ways to improve financial education and literacy standards through the development of common financial literacy principles. In March 2008 the OECD launched the International Gateway for Financial Education, which serves as a clearinghouse for financial education programs, information and research worldwide.

In Australia, both private sector and state and Federal Government agencies have developed programs aimed at increasing financial literacy. Prominent examples are *MoneyMinded* and *Understanding Money*.

*MoneyMinded* was written by the Centre for Learning Innovation in the NSW Department of Education and Training in conjunction with an advisory committee comprising: the Australian Financial Counselling and Credit Reform Association, Financial Counsellors' Association of NSW Inc, the Australian Securities and Investments Commission, and the ANZ Bank.

*MoneyMinded* offers workshops across 8 broad topics: Planning and Budgeting, Getting Started, Understanding Paperwork, Credit Providers, Dealing with Debt, Rights and Responsibilities, Planning for the Future, A Roof Overhead. The ANZ bank has funded a project officer in South Australia (no branding or promotion of the ANZ occurs). The project officer is based at Anglicare to deliver the program either directly or through a train the trainer approach.

*Understanding Money* is an online resource created by the Financial Literacy Foundation, which was established by the Australian Government in June 2005. On

1 July 2008 the functions of the Foundation, including the *Understanding Money* website, were transferred to the Australian Securities and Investments Commission.

Consistent with the directions of the Working Party, some of the goals of the Foundation are:

- Give all Australians the opportunity to increase their financial knowledge and better manage their money;
- Provide a national focus for financial literacy issues and work in partnership with government, industry and community organisations to advance financial literacy in Australia;
- Create opportunities for Australians of all ages to learn more about money - at school, through vocational and higher education, in the workplace and in the community; and
- Provide practical support to educators and trainers and work to improve the availability of quality financial literacy education resources.

The group that met with the Working Party made a number of observations from their experiences:

- Financial literacy programs work with regard to participants understanding available cash but do not attract people with gambling problems;
- Research indicates that financial difficulties are the trigger for gamblers seeking help;
- People are handling money less and less, using credit and bank cards, making us out of touch with money;
- The seeking of financial counselling spans the breadth of income levels, with equal numbers from those receiving a Government benefit and those on very high incomes such as in the mining industry;
- There have been no initiatives aimed at addressing the needs/issues of people experiencing problems with gambling, with current financial literacy programs promoting: making the money you have work for you, making good financial decisions, avoiding financial difficulties, and keeping within a budget. However, gamblers financial literacy is impacted by:
  - False beliefs about luck/chance and the ability to influence a random outcome;
  - Use of non discretionary funds to gamble;
  - Regularly or continually overspending; and
  - Increased levels of debt or financial issues because of extensive borrowing and credit or stealing.
- Money management to date appears to be focusing on preventative measures and education of youth, with no apparent financial literacy education that focuses on adults who are experiencing gambling problems;
- Personal finances come with individual emotions, money attitudes and family messages, which are specific to each individual – current resources address financial literacy in an intellectual manner with no resources that promote financial literacy from an emotional perspective;

- Financial literacy programs aimed at people experiencing problems with gambling need to address attitudes, beliefs, and family messages and attitudes, as well as supporting and building behaviour change;
- Most financial literacy tools are designed to be used in conjunction with other types of support (eg. from a counsellor, friends, etc) – tools without support are often not used or lack any focus; and
- Current financial/budgeting approaches assume there is money to be used and planned with.

The group suggested a range of ideas for supporting money management in gamblers. Following the structured discussion, the Working Party considered each idea put forward by the group with regard to feasibility, while also being mindful of the essential minimum criteria by which the Working Party's strategies are guided.

A small number of ideas were identified as not being able to be progressed. For example: financial literacy training for gaming venue staff – in previous Progress Reports the Working Party identifies this as being outside the scope of the employee's role.

The group's ideas that the Working Party has agreed to investigate further or refer to a more suitable forum are:

- For discussion with Gaming Care, Club Safe and the Adelaide Casino's Host Responsibility program:
  - Gaming venues to actively promote *MoneyMinded* or other financial literacy training in their area, and financial counselling (eg. posters identifying free financial counselling);
  - Development of other non-gambling social activities within venues e.g. darts, bingo, poker, other board games; and
  - After a big win, money to be provided only after financial advice is sought – the Working Party agreed to canvass the possibility of providing contact and service information for financial counsellors at the time of payout.
- For referral to the Office for Problem Gambling's Communications and Community Education Advisory Committee for further assessment:
  - Money for dummies – simple and effective tools;
  - Gambling Help line contact numbers on coasters, matches, lighters, ATM screen and print outs;
  - Slogans (a range suggested by the group); and
  - Promotion of financial counselling – positives (make financial counselling attractive rather than a "have to" in an emergency).
- To await the outcomes of the player tracking and pre-commitment trials (refer to Player Tracking and Pre-commitment Trials section in this *Fourth Progress Report*) before making further commitments about the development of products for budgeting, breaks in play and limit setting with regard to time played:
  - Gambling money wallets – wallets that only contain the money you want to gamble with, with no space for a credit card;
  - Spending diaries; and

- Provide gamblers with individual timers (e.g. timers be set for 55 minutes as a default, after which the machine shuts down requiring reactivation by resetting the timer).
- For consideration when actioning the recommendations of the In-venue Signage Advisory Group (refer to the Informed Decision-Making section in this *Fourth Progress Report*), noting that some have already been considered by the signage group:
  - Clear and accurate signage that is prominent (eg. your chances of winning the major prize in this game is XXXXXX to 1);
  - Accurate return to player rates, explained clearly and prominently (eg. for every dollar you spend you are likely to receive XXXX);
  - Slogans and signs that promote the financial counselling and its benefits; and
  - Promotion of financial literacy and responsible gambling in smoking areas.
- For consideration during the actioning of the recommendations of the Independent Gambling Authority's report of its inquiry into South Australian barring arrangements:
  - Having a financial check up/audit before barring revocation that will identify the amount to be spent gambling (pre-commitment).
- For consideration within the context of the Ministerial Council on Gambling's EGM Consumer Protection Working Party developing National Standards for next generation machines:
  - All wins over a certain amount (\$50) must be cashed out as a print out before play can continue.

Actioning of the Working Party's recommendations in relation to the money management group's ideas has begun and will proceed into 2010.

### ***Australasian Gaming Council – financial literacy program***

The *Third Progress Report* identified that the Australasian Gaming Council (AGC) had developed a proposal for a nationally coordinated approach to responsible gambling education and financial literacy through development of a senior school focussed interactive product. This followed research undertaken by AGC into financial literacy, responsible gambling, and young people<sup>3</sup>.

During 2009 the AGC began to construct a proposal to redevelop the 'Gambling Education' section of its website with two distinct sub sections aimed separately at teachers and students. Underpinning the development of such a resource was the AGC's position that the key element of protective strategies for avoiding problem gambling is to understand the place of gambling in the hospitality environment and to be financially literate.

During 2010 AGC will seek the Working Party's feedback about the final version of its financial literacy resource.

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<sup>3</sup> AGC (2007) *Financial Literacy, Responsible Gambling and Young People: A Problem Gambling Prevention Proposal*. AGC, Melbourne, Victoria.



### ***DECS Responsible Gambling Education Strategy 2007-10***

As noted in the Informed Decision-Making section of this *Fourth Progress Report*, the Working Party has continued to receive updates and presentations from the Department of Education and Children's Services (DECS) about progress with its Responsible Gambling Education Strategy 2007-10 (RGE). The strategy positions gambling education with health and well being initiatives (making sound health decisions in the context of everyday life) and financial literacy (ability to manage money).

As an important preventative approach to problem gambling, the DECS program aims to enhance consumer and financial literacy in young people through the development of an understanding of the day to day management of money<sup>4</sup>. It also involves professional learning for teachers with regard to raising their awareness and understanding of responsible gambling, and consumer and financial literacy.

The consumer and financial literacy component of the DECS professional learning program aims to build capacity in teachers to effectively deliver consumer and financial literacy education across the curriculum from P – Year 10 and influence a whole-school culture oriented to improving understanding of consumer and financial literacy. Greater detail about the aims of the consumer and financial literacy component of the DECS professional learning program is available on the Curriculum Corporation website<sup>5</sup>. The development of school based financial literacy programs is informed by the National Consumer and Financial Literacy Framework<sup>6</sup>.

During 2009 DECS undertook development of a website that provides case studies and teaching resources to support schools in developing programs that meet the needs of their communities. The website will be evaluated during 2010 for its resource value to teachers.

The Working Party will keep itself informed about the RGE throughout 2010.

### ***In-venue information and customer care***

The 2007 and 2008 structured discussions undertaken regionally, and with community organisations and industry leaders (refer to earlier Progress Reports), indicated a strong position that it was not within venue staff's role to discuss money management issues with customers. However, it was agreed that venue staff should know about their local gambling and financial counsellors, who they are, role differences, and be able to make appropriate referrals.

As noted in the Informed Decision-Making section of this *Fourth Progress Report*, the Working Party met with Gaming Care and Club Safe during the current reporting period. This meeting was an opportunity for the agencies to talk about their roles as Approved Intervention Agencies under the new Codes of Practice that became operational in December 2008. It also enabled the Working Party to gain an understanding of the relationships between the agencies, venues and Gambling Help services.

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<sup>4</sup> DECS Responsible Gambling Education Strategy, 2008

<sup>5</sup> Curriculum Corporation, 2008 Consumer and Financial Literacy Professional Learning Program – Facilitator Guide. Curriculum Corporation, Melbourne, p9.

<sup>6</sup> <http://www.mceetya.edu.au/mceetya/default.asp?id=14429>

One of the ideas put forward during the money management discussion in June 2009 (refer earlier in this Money Management section to “Structured discussion – money management”) was for venues to actively promote *MoneyMinded* or other financial literacy training in their area, and financial counselling (eg. posters identifying free financial counselling).

Gaming Care and Club Safe conduct workshops and forums which involve bringing together local Gambling Help service providers, including Families SA gambling financial counsellors, with venue staff. This enables localised issues to be addressed and the facilitation of relationships and referrals between local service providers and venues.

Both Gaming Care and Club Safe support the proposal for venues to promote financial literacy programs being conducted in the local area. Gaming Care noted that its newest officer has a background in financial counselling, a skill set that they see as beneficial to the Gaming Care team.

Both agencies identified that a kit is provided to venues which contains Office for Problem Gambling fact sheets and brochures, with financial counselling information contained within the fact sheet about gambling counselling. A view was expressed that there may be benefit in developing a standalone financial counselling fact sheet, as a mechanism to increase awareness in venue staff as well as for provision to patrons.

The Working Party will liaise with the OPG about the potential to have an individual financial counselling fact sheet in the venue kits.

### ***Messages on ATMs***

In its *Third Progress Report* the Working Party identified that progress had been achieved with regard to placing responsible gambling messages on ATM screens and receipts for ATMs located within gaming venues.

In March 2009, Customers ATM Pty Ltd, a provider of ATMs in South Australia, placed messages provided by the Working Party on all of its 195 South Australian ATMs, including those not in gaming venues. This is in addition to the Adelaide Casino having rotating responsible gambling messages on its ATMs since August 2008.

The messages used by Customers ATMs were black and white graphics provided by the Office for Problem Gambling, produced for an early communication campaign. The Working Party has gained the support of the OPG to produce black and white graphics of any new communication campaigns, for use on ATMs.

During 2010 the Working Party will reinstate consultation with the ATM Industry Association in regard to achieving like outcomes for other ATM providers in South Australia.

### ***Current research***

During 2009 the Working Party became aware of a study being undertaken by the Commonwealth Department of Families, Housing, Community Services and Indigenous Affairs on the potential role of financial institutions in assisting problem gamblers. This research aims to identify various options for how the financial sector can help prevent problem gamblers from gambling with money withdrawn from home loans or joint bank accounts.

The Working Party will monitor this report for indications of strategies it can assist implementing in South Australia.

### **Consultation with Consumer Voice**

Consultation occurred with Consumer Voice with regard to the development of the ChangeTracker Card trial (refer to the Player Tracking and Pre-commitment Trials section of this *Fourth Progress Report* report).

While developed as another approach to player tracking and pre-commitment, the ChangeTracker Card is a simple tool for patrons to manage their gambling spend; therefore it also falls within the money management strategies of the Working Party.

During 2010 the Working Party will investigate the potential to trial additional approaches to using the card.

## **3.3 Forward Actions**

The following table summarises the planned actions of the Working Party for the remainder of 2010 with regard to money management:

<b>Money management</b>	Continue dialogue with AGC regarding its financial literacy resource.
	Continue dialogue with DECS regarding the implementation of the 2007–2010 Responsible Gambling Education Strategy, with regard to financial literacy, and particularly the evaluation of the website tool.
	Continue exploring the potential for placing responsible gambling messages on ATM screens and receipts for ATMs located within gaming venues.
	Implement the Working Party's decisions regarding ideas put by the money management and financial literacy experts to the Working Party in June 2009, particularly: <ul style="list-style-type: none"> <li>• Financial counselling fact sheet in the OPG venue kit</li> <li>• Gaming Care, Club Safe and the Adelaide Casino Host Responsibility program promoting local money management seminars/workshops.</li> </ul>
	Monitor FaHCSIA financial institutions report conducted by SA Centre for Economic Studies or indications of strategies that the Working Party can assist implementing in South Australia.
	Investigate the potential to trial additional approaches to using the ChangeTracker Card.

## 4. PLAYER TRACKING AND PRE-COMMITMENT SYSTEMS

### 4.1 Background

It is the Working Party's position that the more information a customer has regarding their EGM activity the more informed they are to make choices regarding their gambling.

Enabling customers to set a voluntary commitment, be it money, time or bet size, will assist customers to play within their own preferences, circumstances, financial, and social limits. Supporting voluntary customer commitment before, during and after play requires mechanisms whereby customers can:

- Voluntarily set limits on their EGM play;
- Track their activity; and
- Receive feedback in relation to their commitment.

The 2007 regional discussions identified support for making available several options to assist a range of customers across a continuum, rather than a single tool being implemented as the only option for customer commitment.

Four models were canvassed during the regional discussions:

- Venue card model – technology based, card<sup>7</sup> loaded with limit setting options selected by patron (eg. spend or time played), patron able to receive notice of having reached limit;
- Cashier-assisted model – non-technology based manual transaction where cashier records each exchange of cash for coin;
- Modification of Automatic Coin Machines (ACMs) – enabling patrons to pre-set limits on how much money they change at a coin machine; and
- Second screen EGM – upgrade all EGMs with a second-screen option, enabling customers to track their play and view data about their play on a single machine.

Participants in the regional discussions identified: support for the venue card model, mild support for the cashier-assisted model, a general lack of support for the ACM model, with no explicit discussion about the second screen model –

- The venue card model was supported for implementation within medium to large venues. It was generally seen to have a high likelihood of being an effective prevention and early intervention tool rather than a means specifically designed to reduce problem gambling behaviour.
- The cashier-assisted model was mildly supported for implementation within small venues only where ACMs are not present. It was considered a good option for frequent recreational gamblers, a mechanism that can support informed decision-making, but not designed specifically to reduce problem gambling behaviour.

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<sup>7</sup> As noted further in section 4.2 of this report, the trials have shown that a card is one mechanism for technology based pre-commitment.

- Modification of ACMs was considered an expensive option, which would have little effect if not made mandatory.

While the ACM option was not supported during the regional discussions, the Working Party agreed to investigate the impact of the removal of ACMs from venues that do not implement a player tracking system. This remains on the Working Party's program of potential strategies, to be considered in the context of the development of a policy position in South Australia regarding player tracking and pre-commitment.

During 2009 the Working Party advanced work on the implementation of the venue card model and the cashier-assisted model.

The *Third Progress Report* identifies the Working Party's acceptance of two industry proposals for the conduct of venue card player tracking and pre-commitment trials, for which the Working Party would conduct evaluations. This followed the Working Party extending an invitation to industry for trial proposals in its *Second Progress Report*. (The *Second Progress Report* identifies the essential criteria against which the proposals were assessed. It also made it clear that the Working Party will not endorse commercial products but rather use the learnings from all supported industry trials to inform its advice to the Minister for Gambling).

The previous progress reports and the industry proposals are available at – <http://www.treasury.sa.gov.au/responsiblegambling>.

The *Third Progress Report* also identified that one industry trial was well underway in late 2008 and that discussions had begun about the implementation of the cashier-assisted model. It further identified the Working Party's support, particularly in relation to the conduct of trials, for venue staff training on identifying and intervening with patrons demonstrating problem gambling behaviours.

In that context, the Working Party's identified actions to be undertaken throughout 2009 to support customer commitment with regard to player tracking and pre-commitment were:

- Continue the Worldsmart venue card trial, implementing all 3 phases and: (1) begin the evaluation following procurement of the evaluators; and (2) maintain the trial co-ordination group.
- Implement the Global Gaming Industries (GGI-Maxetag) venue card<sup>8</sup> trial and: (1) develop an evaluation framework; and (2) undertake procurement of the evaluators.
- Implementation of a cashier-assisted card trial in selected venues, in liaison with Gaming Care and Club Safe. This includes consultation with venue staff about the design of the trial and training of gaming venue staff (also included as an action under the "Money Management" focus area).
- Investigate the impact of the removal of ACMs from venues that do not implement a player tracking system (also included as an action under the "Money Management" focus area).
- Keep informed about the AHA SA auspiced project testing the indicators identified in the Gambling Research Australia report *Identifying Problem*

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<sup>8</sup> Rather than a card inserted into the reader as used in the Worldsmart trial, the Global Gaming Industries trial involves a Tag which is swiped across the reader. Clarification about the term 'venue card model' is discussed in section 4.2 of this report.

*Gamblers in Gambling Venues*, and its development into a training program for venue staff.

- Work with the Industry proponents to establish a protocol between Gambling Help services and gaming venues regarding patrons who have enabled pre-commitment features who might be involved with a Help service or be referred to a Help service.

## 4.2 Activities in reporting period

### ***Player tracking and pre-commitment trials***

As noted above, three player tracking and pre-commitment trials have been supported by the Working Party:

- Two technology based trials conducted by industry, which the Working Party is evaluating:
  - Worldsmart trial; and
  - Global Gaming Industries (GGI) trial.
- A non-technology based trial (ChangeTracker Card) conducted and evaluated by the Working Party.

The Worldsmart and ChangeTracker Card trial were completed during 2009, while the Global Gaming Industries trial began 1 March 2010. Discussion about each trial is provided further below.

The Working Party's third focus area about player tracking and pre-commitment trials was defined as trials of cashier-assisted and venue card models. In conducting the trials some technical differences were observed about the descriptions of the models. Specifically:

- Venue card model – one trial used a card and the other is using a tag. Both devices involve activation through a reader attached to the gaming machine, the card by insertion and the tag by swiping. Conceptually, the venue card model is a technology based approach.
- Cashier-assisted model – gaming staff tend to work across a range of duties, with the concept of a dedicated cashier not applying to all venues, particularly smaller venues such as where the ChangeTracker Card trial was conducted. The term 'cashier-assisted' does not have meaning for many venues, and so, early in the development of this trial the concept of a cashier-assisted model shifted to using the name of the card (ie. ChangeTracker). Conceptually, the cashier-assisted model is a non-technology based approach.

### ***Venue staff training program – identifying problem gamblers in-venue***

As noted in the Informed Decision-Making section of this Fourth Progress Report, Dr Paul Delfabbro has completed a project with the South Australian hotel and club sector (auspiced by the Australian Hotels Association SA) that tested criteria for identifying problem gamblers in-venue.

The project emanated from the Gambling Research Australia (GRA) report – *Identifying Problem Gamblers in Gambling Venues* (2007: Delfabbro et al)<sup>9</sup>. The GRA report provided a list of criteria (observed behaviours) that, in combination, could inform identification of problem gambling behaviour in-venue. Of relevance to the trials, the report suggests that player tracking combined with other visible behaviours might assist staff in the identification of people who require greater attention and support within the venue.

During 2010 the findings from the project will guide the development of an advanced training program for venue staff to assist identification of problem gamblers in-venue. The Working Party will continue to monitor progress with development of the training.

### ***Protocol between trial venues and Gambling Help services***

While player tracking and pre-commitment is a tool for all gamblers, the Working Party recognised that the trials could involve patrons who might be involved with or referred to a Gambling Help service. The Working Party identified a responsibility to ensure such trial patrons are appropriately supported, to be achieved through the development of a protocol between each trial provider and local Gambling Help services.

As outlined in the Informed Decision-Making section of this *Fourth Progress Report*, in early 2009 representatives of the industry responsible gambling initiatives – Gaming Care and Club Safe – met with the Working Party to provide an overview of their programs. In advance of the meeting, the Working Party indicated its particular interest in understanding the relationships between hotel and club venues and Gambling Help services.

Gaming Care and Club Safe identified that the Responsible Gambling Codes of Practice that became operational in December 2008 established requirements for venues regarding: training to identify problem gamblers (largely unchanged from the 2004 Codes of Practice), development of relationships with local Gambling Help services to enable referrals by staff, and establishment of internal procedures and reporting processes regarding interventions with suspected problem gamblers.

The Working Party noted that the Codes of Practice requirements would facilitate in-venue responses to patrons exhibiting possible problem gambling behaviours.

In addition, as each trial was implemented, the provider (Worldsmart, Global Gaming Industries, and the ChangeTracker Card Trial Project Manager) liaised with local Gambling Help services to inform them of the trial.

The Working Party also created trial information sheets as each trial began. These are posted on the DTF website and were circulated directly to relevant stakeholders. In particular, with the assistance of the Office for Problem Gambling, the information sheets were sent to all Gambling Help services (recognising that gaming patrons may not be from a trial venue's local community).

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<sup>9</sup> GRA (2007) *Identifying Problem Gamblers in Gambling Venues*. Prepared by Delfabbro, P., Osborn, A., Nevile, M. and Skelt, L. for Gambling Research Australia on behalf of the Ministerial Council on Gambling. Office of Gaming and Racing, Victorian Government Department of Justice, Melbourne, Victoria.

### ***FaHCSIA – trials evaluation funding***

The Commonwealth Government, through the Department of Families, Housing, Community Services and Indigenous Affairs (FaHCSIA), has provided full funding for the evaluations of the two technology based player tracking and pre-commitment trials. It is a member of the Trial Coordination Groups for each of these two trials.

In addition, in partnership with the South Australian Government (through DTF), the Commonwealth Government has jointly funded the ChangeTracker Card trial and evaluation.

FaHCSIA's interest in the trials is to inform development of a national policy about pre-commitment.

FaHCSIA and all State and Territory Ministers with gambling portfolios are members of the Ministerial Council on Gambling (MCG). In July 2008 the MCG agreed to develop national actions in relation to three key priority areas to reduce harm from gambling. One of the areas was: helping individuals set limits, including access to cash and pre-commitment technologies.

The MCG established an Access to Cash and Pre-commitment Working Party (FaHCSIA and South Australia, through DTF, are members) to make recommendations to the MCG about forward directions. In July 2009 the MCG agreed a three year work plan. The plan includes the development of a national policy standard for pre-commitment to which all future pre-commitment systems will conform so as to enable consistency in pre-commitment technology to be used across Australia.

MCG Ministers acknowledged the actions of various jurisdictions in the area of pre-commitment. It was noted that the Commonwealth has funded the evaluation of trials in South Australia and that the outcomes of the trials will further shape the development of the national policy standard.

### ***External interest in South Australian trials***

During 2009 the Working Party provided briefings about the trials and/or site visits to a number of interested parties. Briefings relating to the Worldsmart trial were assisted by Worldsmart Technology Pty Ltd when needed. The several site visits were conducted by Worldsmart and the Working Party, with the assistance of the staff and management of the Albion Hotel (the location of the visits).

Briefings and visits were provided to:

- Commonwealth Department of Families, Housing, Community Services and Indigenous Affairs (site visit and trial briefing), as a precursor to the Commonwealth providing funding for the trial evaluations.
- Victorian Department of Justice, Office of Gaming and Racing (site visit and trial briefing), following the Victorian Government's announcement regarding pre-commitment.
- Productivity Commission (site visit and trial briefing), to inform the Commission's 2009 update of its 1999 Inquiry into Australia's Gambling Industries (the Commission's draft report contains a chapter about pre-commitment, the primary position being a universal pre-commitment system available to all Australian gaming machine players by 2016).



- Clubs SA (trial briefing), to inform the Clubs SA Board, Club Safe staff and Club venue gaming managers about the trials and process for policy development following the completion of the evaluations.
- Independent Gambling Authority (site visit and trial briefing) to keep the IGA informed about progress with the trials, noting the IGA's incorporation of pre-commitment into its new Responsible Gambling Code of Practice that became operational in December 2008.

### ***Queensland pre-commitment trials – Working Party visit***

In July 2009 the Working Party visited Queensland to learn about Queensland's two recently completed card based pre-commitment trials, both involving cashless gaming technology and both linked to loyalty systems. At the time of the Working Party's visit the Queensland Government had announced that its Office of Liquor, Gaming and Racing (QOLGR) had approved both systems for implementation in gaming venues on a voluntary basis.

These trials involved patrons being able to set daily spend limits, a maximum card amount, and limits on the amount of money that can be transferred from the card to the machine per session. Limit breaches result in suspension of the card until the next day.

The Working Party's visit involved:

- A presentation from the Executive Director, QOLGR, about the approved card based gaming/pre-commitment systems;
- Visits to both trial venues:
  - Sandgate RSL Memorial Club (Odyssey/eBET system); and
  - Redcliffe RSL (Maxgaming - SIMPLAY system).

### ***Gambling Matters articles***

During 2009 two articles regarding the trials were published in *Gambling Matters*, a bi-annual publication of the Office for Problem Gambling. The publication is circulated widely to stakeholders across the gambling sector (eg. policy, gambling providers, welfare agencies, Gambling Help services, regulators).

The first article published in the May edition provided an overview of the Working Party's three key focus areas, with the major content being a summary of the two trials underway or in development at that time – Worldsmart and cashier assisted (later to become known as the ChangeTracker Card trial).

The second article published in the November edition was about the ChangeTracker Card trial, with a copy of the information flyer about the trial included in every copy of *Gambling Matters*.

## **4.3 Worldsmart Technology Pty Ltd (J-card) Trial**

### ***Overview***

In July 2008 the Working Party accepted a player tracking and pre-commitment trial proposal from Worldsmart Technology Pty Ltd. (Worldsmart had already initiated its limit setting function in May 2008, prior to presenting a proposal to the Working Party for the conduct of an evaluation.)

The *Third Progress Report* provides background information about Worldsmart and its J-Card loyalty system. The *Third Progress Report* and Worldsmart's proposal can be found at – <http://www.treasury.sa.gov.au/responsiblegambling>.

The trial was conducted in six hotel venues beginning in August 2008 in metropolitan venues and in February 2009 in regional venues. The trial concluded at the end of October 2009, though limit setting remains available to patrons in the trial venues.

The trial venues were:

- Albion Hotel (Kilburn);
- Colonnades Tavern (Noarlunga Centre);
- Woodcroft Tavern (Woodcroft);
- Midway Tavern (Elizabeth Downs);
- Roxby Tavern (Roxby Downs); and
- Sundowner Hotel (Whyalla).

Gaming patrons in trial venues have been able to activate a range of play time and spend limits by joining "PlaySmart", the limit setting features added to Worldsmart's J-Card. Patrons can join Playsmart without being J-Card loyalty members.

Activation of Playsmart involves patrons completing an application form on which they identify the limits they want to set. The J-Card holds the information about their limits. At the beginning of play, the patron inserts their personal J-Card into a card reader (a box on the side of a gaming machine in J-Card venues), which enables monitoring of when limits are reached (the same mechanism by which loyalty points accrue for those players who are also members of the loyalty system).

Players are able to activate the following limits (pre-commitment features):

- Reminder prompts (message sent to the card reader) when a limit was exceeded;
- Cool off period (after setting a limit, the patron cannot increase the limit (eg. \$20 to \$50) for 24 hours; a cool off period does not apply if the patron wants to decrease a limit);
- Daily expenditure and/or cycle expenditure (weekly, fortnightly, monthly);
- "PlaySmart" balance (running balance shows on the machine reader);
- Daily playing time (eg. 2 hours) and/or cycle playing time (eg. 10 hours weekly); and
- Break in play.

Within this range of options, players are able to set very personal limits, examples being: no play on a specified day, such as pension day; no play before 8.00am or after 3.00pm due to needing to collect children from school.

Upon a player exceeding any limit they have set, a low-key beeping noise occurs indicating that a message (reminder prompt) has been sent to the machine's card reader. The message can be personal to the player in that they can choose what they want the message to say when enrolling in Playsmart. It is a reminder of their limit

setting. The player can continue to play if they want but if they are a member of the J-Card loyalty scheme, loyalty points will not accrue.

A message is also sent to the cashier. The cashier is required to go to the specific machine to turn off the message and, inevitably, they will speak to the player.

All gaming staff in South Australia's J-Card venues (64 venues at the start of the trial) received training about the PlaySmart initiative, with those in the trial venues having more intensive training. In addition, under South Australia's mandatory Responsible Gambling Code of Practice, all gaming staff undertake training about responsible gambling, including intervening with patrons.

The trial was conducted in three phases, each of which has been evaluated:

- *Phase 1: Natural Recruitment*  
Phase 1 involved in-venue and staff promotion of Playsmart. No special incentives or recruitment tactics were employed, the intention being to provide a realistic impression of general take-up and interest in pre-commitment.
- *Phase 2: Accelerated and Coached Recruitment*  
Phase 2 involved active recruitment of patrons by venue staff. Patrons were coached in the use of Playsmart and a \$50 incentive was offered for participation in the trial evaluation. This phase aimed to identify what sort of additional information may be required to support full implementation of pre-commitment and player tracking.
- *Phase 3: Random Recruitment with Defaults Set*  
Phase 3 involved the recruitment of randomly selected J-Card holders not enrolled in Playsmart, loading of default limits on their J-Card, and displaying of a message when any of the limits were reached. This phase further differed to Phase 1 and 2 in that the limits and messages were not set by the patron.

A Trial Coordination Group met monthly from October 2008. Its role was to oversee the trial, monitor data, and judge operational and trial research decisions against the agreed criteria and conditions set by the Working Party in its *Second Progress Report*. Membership of the group included representatives of the Working Party, Worldsmart, Department of Treasury and Finance, the Commonwealth Department of Families, Housing, Community Services and Indigenous Affairs, and the contracted evaluator (Schottler Consulting Pty Ltd).

The evaluation involved an analysis of the data held on the Worldsmart J-Card data base in relation to the trial patrons, and an analysis of patron, trial venue, and Worldsmart's experiences and observations.

The trial ended on 31 October 2009 with:

- 268 patrons enrolled in Playsmart:
  - 135 in Phase 1 (over approximately 12 months);
  - 133 in Phase 2 (over approximately 4 months);
- 675 J-Card patrons having defaults (messaging at specific turnover points) activated for Phase 3 (of which 20 patrons asked for the messaging to be removed); and

- 113 trial patrons committed to participate in the evaluation survey (with 91 ultimately participating).

The evaluation was effectively completed in February 2010 with the provision of a draft report to the Working Party. A copy of the final evaluation report is available on the DTF website at: <http://www.treasury.sa.gov.au/responsiblegambling>. Evaluation outcomes are discussed further below.

### **Setting of Defaults–Phase 3**

The purpose of conducting trials is to learn about the effectiveness of player tracking and pre-commitment as a tool for venue customers to better manage their money in relation to gambling, and as a tool for harm minimisation. The trials also provide an evidence base to inform a policy position for South Australia regarding player tracking and pre-commitment for gaming machine patrons.

The trial evaluations are framed around three primary questions (detailed further below) – one being about cost effectiveness and the other two about value for the player and behavioural impacts being consistent with responsible gambling.

In addition to natural uptake and coaching, which are standard approaches to implementing any type of new strategy, the Working Party, supported by Worldsmart, also wanted to investigate the setting of defaults.

The concept of default settings is an approach increasingly being applied in many areas of everyday life (eg. superannuation, insurance, organ donation systems in some countries, investments). It involves the setting of an automatic base position informed by sound research, which is aimed at benefiting customers while also enabling the individual to choose to not be involved. The intent is to encourage people in a beneficial direction without restricting freedom of choice.<sup>10</sup>

The setting of default limits are recognised by the Working Party as an additional mechanism that may enable customers to set a voluntary commitment about their gaming machine play. As noted, the 2007 regional discussions identified support for making available several options to assist a range of customers across a continuum, rather than a single tool or approach being implemented as the only option for customer commitment.

In the Worldsmart trial the testing of defaults (Phase 3) involved:

- Worldsmart selecting J-Card customers based on their:
  - Use of the J-Card at their home venue (the venue where they first enrolled in the J-Card loyalty program, which for this purpose was also a trial venue) on at least 3 occasions in the last month (ie. regular players); and
  - Not being enrolled in Playsmart.
- A letter being sent to the selected patrons (675) informing them that:
  - A new messaging feature was being trialled on their J-Card;
  - They had been randomly selected for trialling the messaging;

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<sup>10</sup> Thaler, R. and Sunstein, C. (2008). *Nudged: Improving Decisions about health, wealth and happiness*. Yale University Press. New Haven and London.

- The trial would run for no more than 3 months;
- The trial was part of Worldsmart's ongoing commitment to continue to deliver gaming services in a responsible manner;
- Results of the trial would be used to understand the value of messages to gaming patrons more generally; and
- If they did not want to be involved, they were to advise the cashier when they next played, so that the messaging would be removed.
- Messages sent to the J-Card reader at three turnover points (determined by Worldsmart analysing average turnover across its customers), with those messages identified by the Trial Co-ordination Group as follows (in order of appearance on the J-Card reader):
  - Playsmart – Set a budget (first turnover point);
  - Playsmart – Keep on budget (second turnover point); and
  - Playsmart – Ask staff how (third turnover point).
- Identification of suitable turnover points by:
  - Worldsmart identifying the average turnover of the top 200 J-Card patrons in each of the trial venues and the average turnover of the remaining J-Card holders; and
  - The Trial Coordination Group identifying three turnover points, specifically \$5, \$10, and \$15 so that at least the first two, if not all three messages, would be received by the default phase cohort.

#### **4.4 Global Gaming Industries Pty Ltd (Maxetag system) Trial**

In December 2008 the Working Party accepted a player tracking and pre-commitment trial proposal from Maxetag Pty Ltd using its Maxetag loyalty system. The Maxetag system involves use of a TAG, personal to the player, which is swiped across a reader.

While the trial was initially planned to begin during the first quarter of 2009, a number of unforeseen events resulted in a revised start time of 1 March 2010:

- In January 2009 Global Gaming Industries Pty Ltd advised the Working Party that it had acquired Maxetag Pty Ltd and its loyalty and rewards system. Global Gaming Industries (GGI) confirmed its intent to undertake the trial with the Maxetag system after a transitional phase, identifying a new start time of mid 2009.
- In June 2009, GGI advised the Trial Coordination Group that the Independent Gaming Corporation (IGC), license holder for South Australia's EGM Central Monitoring System (CMS), was implementing changes to the CMS that would enable direct interface between the Maxetag loyalty system and the CMS. The Trial Group agreed that to prevent disruption to the trial, GGI undertake its software changes following the CMS changes and then start the trial, estimated to be September 2009. IGC did not begin full roll out of its system changes (with the trial venues prioritised) until 11 January 2010.

The trial is planned to occur in two stages, each of 3 months duration, with two clubs in Stage 1 and a hotel added in Stage 2:

- Stage 1 – Parafield Gardens Community Club and Port Adelaide Football Club; and
- Stage 2 – Sussex Hotel.

Stage 2 will be informed by the operation of Stage 1, incorporating any refinements indicated by Stage 1.

Limit options will only be for spend as opposed to time on machine. (However, session reports will identify both spend and how long played). Stage 1 will offer to every Maxetag patron in the trial venues, the setting of a daily spend limit at the machine.

A prompt strategy will be used whereby, on the patron swiping their TAG at a machine at the start of each day session of play, a message will appear asking the player if they wish to set a budget for their session of play. Instructions will then follow as to how to set the limit. The daily limit expires at the end of each day session. Patrons who have not set a limit at the start of their day session can still do so at any point while they are playing.

On a patron reaching or exceeding their budget a message will appear on the TAG reader, namely: "Exceeded budget by \$....."

Stage 2 will be informed by Stage 1 but at this time it is proposed to activate an additional option of limit setting at a foyer terminal, such as the setting of a daily spend limit that will be automatic for every session of play. Other functions may be developed through the foyer terminal such as the patron choosing a response option for limit breaches.

Players will be able to generate a report of their session of play from a venue foyer terminal. The report will provide details of four items:

- Amount spent;
- Budget set;
- Difference between the preceding amounts; and
- How long spent playing at the venue.

The Global Gaming Industries Trial Coordination Group has been meeting on a monthly basis since May 2009. Its role is to oversee the trial, monitor data, and judge operational and trial research decisions against the agreed criteria and conditions set by the Working Party in its *Second Progress Report*. Membership of the group includes representatives of the Working Party, Global Gaming Industries, Department of Treasury and Finance, the Commonwealth Department of Families, Housing, Community Services and Indigenous Affairs, and the contracted evaluator (Adelaide Research and Innovation Pty Ltd).

The GGI trial evaluation is scheduled for completion in December 2010.

#### **4.5 ChangeTracker Card Trial**

The Working Party endorsed the concept of a cashier-assisted card trial in November 2007. On implementation, the trial became known as the ChangeTracker Card Trial.

As noted in Section 4.2 above, during the developmental phase of the trial it became clear that the term 'cashier-assisted' does not have meaning for many venues.

Gaming staff tend to work across a range of duties, with the concept of a dedicated cashier not applying to all venues, particularly smaller venues such as where the ChangeTracker Card Trial was conducted. The name of the trial shifted very early from 'cashier assisted' to ChangeTracker Card Trial, reflecting the name of the card developed for the trial.

The ChangeTracker Card Trial involved the patron using a card (similar to loyalty cards offered at cafes) to record their cash to coin transactions at the cashier. The cashier (or patron) marked the card when cash was exchanged for coin. A weekly budget, the amounts exchanged in a day (up to 5 exchanges), and the total exchanged for the week could be recorded. Patrons retained their card.

The manual transaction of the ChangeTracker Card was seen as benefiting people who prefer not to, or who are unable to, use the technology based systems of the venue card model. It was aimed at patrons of smaller venues without access to a loyalty system, and applied to a single venue rather than across venues, at this point in time.

The intent of the card was to:

- Assist patrons to track their spending;
- Promote budgeting and limit setting for gaming as something which is supported by the venue; and
- To generate greater interactions between patrons and gaming staff.

The trial was conducted in 12 venues during the three month period from 7 September 2009 to the end of November 2009:

- Blanchetown Hotel;
- Cadell Club;
- Commercial Hotel, Strathalbyn;
- Hackham Community Sports & Social Club;
- Largs Bay RSL;
- Moorook & District Club;
- Renmark Club;
- Renmark Golf and Country Club;
- Royal Arms Hotel, Port Adelaide;
- Terminus Hotel, Morgan;
- The Alma Hotel, Willunga; and
- Tower Tavern Hotel, Renmark.

Project Management and evaluation of the trial was undertaken by the Department of Treasury and Finance, through the employment of a temporary project manager.

As with the other trials, a Trial Coordination Group was established in April 2009 to oversee the trial. Membership of the group included representatives of the Working Party, Department of Treasury and Finance, Gaming Care, Club Safe, and the project manager.

The Working Party's initial concept for the 'cashier-assisted' model identified the parameters for trial venues as those consisting of less than 15 EGMs with no automated coin machine (ACM) on site. Gaming Care and Club Safe members of the Trial Coordination Group identified very few venues that met such criteria within geographically contained regions. As a consequence, the Trial Coordination Group revised the criteria for identifying trial venues to those with:

- Less than 25 EGMs;
- Containing ACMs;
- Staff supportive of trialling customer pre-commitment; and
- Located within one of three geographical regions – Riverland, Port Adelaide and South of Adelaide & Hills – for the following reasons:
  - Metropolitan and regional mix;
  - Higher numbers of venues in these regions that met the trial criteria;
  - Areas supported by one each of a Gaming Care and Club Safe staff member, both of whom became members of the Trial Coordination Group (Gaming Care and Club Safe officers were instrumental in recruiting venues into the trial); and
  - During the 2007 regional discussion, stakeholders in the Riverland identified interest in participating in pre-commitment trials.

The evaluation was completed in February 2010 with the provision of a draft report to the Working Party. Twenty patrons across 6 venues used the card at least once.

A copy of the final evaluation report is available on the DTF website at: <http://www.treasury.sa.gov.au/responsiblegambling>. The evaluation outcomes are discussed further below.

## 4.6 Trial evaluations

### *Trial evaluation research questions*

The Working Party required all trial evaluations to address the following research questions:

- Is there value for the customer (EGM players) in the industry proponent's trial?
  - Did a significant proportion of customers use the features of the trial?
  - Did the features of the trial provide on-going value to the customer?
  - What value was derived by the customers from the features of the trial?
- Is the behavioural impact of the trial consistent with the Working Party's goal of customers gambling responsibly?
  - Did the trial support the goals of better money management and informed decision-making by customers?
  - What behaviours did the features of the trial target?
  - What were the impacts of the trial on customers gambling behaviour? Are they consistent with the goals?



- Do the impacts vary by risk for gambling problems?
- Is there opportunity to use features of the trial to support gambling rehabilitation services?
- If the trial is extended to full operation, is on-going operation pre-commitment and player tracking system cost effective to the gaming venue?
  - What are the likely cost and revenue impacts from operating the system to the gaming venue?
  - What are the likely transition and implementation costs of the system to the gaming venue?
  - What are the impacts on staff responsibilities, training and skill requirements?

### ***Project Manager's Key findings – ChangeTracker Card Trial***

The sample (n=20) does not allow for any statistically valid conclusions to be drawn but the findings provide some insights regarding development of player tracking and pre-commitment tools and patron connection to the concept of tracking their gaming spend.

The evaluation of the ChangeTracker Card Trial was conducted by the Project Manager who identified the following key findings:

- Active participant recruitment by staff proved a more successful strategy to encourage take-up than the single strategy of allowing natural take-up in response to in-venue promotional material (5 of the 6 venues unsuccessful in recruiting patrons to participate in the trial were those that chose not to actively recruit patrons).
- While incentives had an influence on patron take up of the card, the key driver was a pure interest in tracking money spent on gambling.
- Patrons viewed the ChangeTracker Card as user-friendly but not sufficiently useful in managing gaming expenditure; nor did it encourage the majority of participants to want to use the card following the trial.
- The most prominent barrier to take up of the card was a patron perception that the brightly coloured incentive gift bag was identifying or labelling card users as a problem gambler.
- Limitations of the card identified by trial participants were: the need to self monitor or complete the card and the brand name of the card.
- Venue staff estimated that on average about twice as many patrons declined to use the card than participated in the trial.
- The road test indicated that patron support for the concept of the card was greater than the stated intended use of the card.<sup>11</sup>

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<sup>11</sup> The report author proposed that this suggested that patrons were supportive of the concept for others but did not identify personally with the product.

### ***Evaluator's Key findings – Worldsmart Trial***

Following a selective tender process conducted by DTF, Schottler Consulting Pty Ltd was contracted to undertake the evaluation of the Worldsmart trial.

Schottler Consulting's key evaluation findings for the Worldsmart trial (base sample of n=91 who agreed to be surveyed) are:

- A near equal number of patrons enrolled in limit setting for each of the two phases, but notably Phase 1 (natural take-up) occurred over 12 months, while Phase 2 (active recruitment) occurred over 4 months.
- Patrons commonly set a primary limit; very few set a secondary limit.
- Spend limit was the primary limit type, with close to a 10:1 ratio when compared to time spent playing.
- Phase 1 patrons (natural take-up) were more likely than the actively recruited patrons (Phase 2) to set a primary spend limit.
- Patrons generally did not change their limits once set.
- About two thirds set a message to show on the card reader when a limit was reached and of these about 60% applied a personal message.
- Phase 1 players were less likely to breach limits than Phase 2 but spent more.
- On average, per player, there were 2.5 spend limit breaches during the period of the trial (time limit breaches were insignificant in number).
- There were no reported negative reactions to staff intercepts following a breach of a limit.
- Players found the 50% and 75% limit progress warnings as a useful 'checkpoint' to understand where they were relative to limits.
- Player activity statements were not accessed and were not readily understandable.
- Players identified the ability to set expenditure limits as the core benefit of Playsmart; and overall saw Playsmart as beneficial.
- Players preferred less than more limit setting choices.
- While staff only responded to limit breaches 25% of time, play time after staff intercept was less compared to when staff didn't respond.
- For Phase 1 and 2 players there was a mean net decline in turnover of \$181.50 per person, equivalent to a 31.7% decrease and about ~\$21.60 spend, with Phase 1 having a slightly higher decrease than Phase 2.
- The mean turnover decrease was larger for at-risk gamblers than non-problem gamblers, and particularly marked for moderate risk and problem gamblers:
  - \$8.40 decrease for non-problem gamblers (a 4.7% decrease equivalent to about \$1.00 spend);
  - \$75.00 decrease for low risk gamblers (a 11.8% decrease equivalent to about \$8.93 spend);
  - \$399.70 decrease for moderate risk gamblers (a 48.8% decrease equivalent to about \$47.56 spend); and

- \$292 decrease for problem gamblers (a 55.8% decrease equivalent to about \$34.75 spend).
- PlaySmart was associated with increases in time played for non-problem gamblers, with decreases for low risk, moderate risk and problem gamblers:
  - Increase of 5.9 minutes (10.4%) for non-problem gamblers;
  - Decrease of 15.1 minutes (14.4%) for low risk gamblers;
  - Decrease of 38.8 minutes (31.9%) for moderate risk gamblers; and
  - Decrease of 23.4 minutes (22.3%) for problem gamblers.
- 62% reported selecting limits higher than what they usually spend (the author posed the question – are limits a safety net or typical expenditure?).
- 27% of problem gamblers and 25% of moderate risk gamblers increased their limits from those they initially set (a much higher rate than for low risk and non-problem gamblers).
- Only problem gamblers (7%) removed limits permanently.
- Non-problem gamblers were probably more likely to exceed their expenditure limits than higher risk segments; however, non-problem gamblers set more conservative limits.
- Where limits were exceeded, findings also suggested that higher risk segments tended to exceed spend limit by larger amounts than non-problem gamblers.
- While it is possible that 5 patrons enrolled in Playsmart consequent to Phase 3 (messaging at set turnover points), of the 78 patrons surveyed of those who were exposed to the messaging:
  - 41% recalled the messaging and 63% (20 of N=32) were able to recall the message content;
  - “PlaySmart: Keep on Budget” had highest recall (91% compared to 75% for the other two messages); and
  - 82% agreed messaging helped to keep them to a spend limit; 76% agreed that messages encouraged care with spending; and 51% indicated feeling encouraged to make enquiries about Playsmart.
- For Phase 3 patrons, daily turnover decreased by a mean of \$260.60 per player (down 38.2% equivalent to about \$31.01):
  - Players with an average of \$0-100 per day turnover, increased turnover by \$13.00 (25% or about \$1.55 spend);
  - Players with an average of \$100-300 per day turnover, decreased turnover by \$106.60 (55.6% or about \$12.69 spend);
  - Players with an average of \$300-500 per day turnover, decreased turnover by \$43.60 (11.2% or about \$5.19 spend); and
  - Players with an average of \$500 per day or higher turnover, decreased turnover by \$582.40 (40.4% or about \$69.31 spend).
- For Phase 3 patrons, time per day on play decreased overall by a mean of 18.70 minutes (down 20.7%):

- Players with an average of \$0-100 per day turnover, decreased by 2.2 minutes (7.2%);
- Players with an average of \$100-300 per day turnover, decreased by 7.5 minutes (10.9%);
- Players with an average of \$300-500 per day turnover, decreased by 8.7 minutes (8.8%); and
- Players with an average of \$500 per day or higher turnover, decreased by 38.5 minutes (29.1%).
- In the short term, 258 Playsmart users (Phase 1 and 2) decreased turnover by \$181.50 (a 31.7% decline), equating to:
  - a loss of about \$21.60 per player in net spend (\$5,573); and
  - a net loss of about \$929 per venue (across the six trial venues).
- Players move between venues (mean of 2.4 hotels) but problem gamblers tended to play at a larger number of hotels than non-problem gamblers:
  - Non-problem gambler, mean = 3;
  - Low risk problem gambler, mean = 2.4;
  - Moderate risk problem gambler, mean = 3.2; and
  - Problem gambler, mean = 4.2.
- General conclusions presented to the Working Party by Schottler Consulting about the cost effectiveness of Playsmart (pre-commitment) for venues are:
  - Very operationally efficient, posing minimal burden on venues;
  - Main costs are in capital purchase and recruiting/signing-up of players;
  - For South Australia, pre-commitment without a loyalty system will not be cost effective; and
  - While pre-commitment may reduce venue expenditure, it is not known if players will eventually regress to their pre-PlaySmart expenditure.
- Barriers to adoption of Playsmart identified by Schottler Consulting are:
  - Patron perceptions that pre-commitment must be a product only for problem gamblers;
  - Perceptions that limits are about Government controlling expenditure;
  - Staff using long-winded promotions; and
  - Having patrons to fill out or read too much content in promotional materials.
- General conclusions about the trial outcomes presented to the Working Party by Schottler Consulting are:
  - There is emerging evidence that pre-commitment may assist players to better monitor spending and keep to limits, particularly in higher-risk players;

- Impacts of Playsmart and messaging are higher for 'at-risk' (particularly moderate risk and problem gamblers) and high-turnover gamblers;
- The most significant impact of Playsmart is likely to be on player expenditure and cognitions about expenditure;
- Responsible gambling messaging may work (including 50% and 75% limit progress warnings);
- Staff intercepts on breaches may increase effectiveness of Playsmart;
- While only a small proportion of consumers used Playsmart, the product is seen by users to offer a range of benefits, with being able to set expenditure limits seen as the core benefit;
- Limit range (and thus choice) needs to be limited; and
- While results highlight positive effects of pre-commitment, higher risk gamblers may be more likely to set higher limits, exceed limits by a higher amount, increase card limits and remove limits.

### ***Working Party's lessons learnt across both trials***

Having considered the key findings identified by the evaluators for each respective trial (Schottler Consulting for the Worldsmart Trial and the project manager of the ChangeTracker Card Trial), the Working Party has identified the following as its lessons learnt from the outcomes of the two trials:

- Pre-commitment choice needs to be available to all players, accompanied by community education and the promotion of its being a tool for all players:
  - Pre-commitment may assist players to better monitor spending and keep to limits, including in higher-risk players; and
  - Limit setting and budget tools are viewed by patrons and some venue staff as being about addressing problem gambling, making a barrier to take-up.
- Patrons move between venues.
- Pre-commitment tools need to be easy to use and understand:
  - Limit options need to be minimal in number; and
  - Education about choosing a personal limit might be useful for patrons (safety net versus typical expenditure).
- Pre-commitment works better when people take it up without any coaching or direct incentive to do so (ie. they want to use such tools):
  - Phase 1 Worldsmart trial patrons (natural take-up) were more likely than the actively recruited patrons (Phase 2) to set a primary spend limit (with that limit being a daily spend limit);
  - Phase 1 patrons were less likely to breach limits than Phase 2, but spent more (however, note the next point); and
  - For Phase 1 and 2 patrons there was a mean net decline in turnover of \$181.50 per person (equivalent to a 31.7% decrease and about

~21.60 spend) with Phase 1 having a slightly higher decrease than Phase 2.

- Pre-commitment systems provided in association with other gaming schemes (eg. loyalty systems, cashless gaming) appear to be both cost effective and add value for the patron so as to encourage take-up.
- Human contact is important:
  - Staff intercepts on breaches may increase effectiveness of technology based pre-commitment; and
  - Active engagement with patrons (coached recruitment) will encourage take-up of pre-commitment.
- Player activity statements need to be simple to comprehend and made readily accessible (web, in-venue, kiosk, receipt-like statement).
- Progress warnings as limits are approached are a useful checkpoint for patrons in relation to limits set. Responsible gambling messaging attached to default limits appears to work (though more research is needed over a longer term):
  - Findings suggest that pre-commitment is possibly a psychological contract and that messaging assists in adhering to that contract;
  - A very small number (20 of 500+) in Phase 3 (Default messaging) chose to remove the responsible gambling messaging with no negative consequences reported by those who chose to retain the messaging;
  - A significant majority reported that the responsible gambling messaging helped them keep to their spend limit and encouraged care with spending; and
  - Players identified that the 50% and 75% limit progress warnings were a useful 'checkpoint' to understand where they were relative to limits set.
- While results highlight positive effects of pre-commitment, higher risk gamblers may be more likely to set higher limits, exceed limits by a higher amount, increase limits and remove limits.

### ***Ten essential criteria revisited***

As identified in the introduction section of this *Fourth Progress Report*, the Working Party assesses strategies that may be able to support customer commitment against Essential Minimum Criteria. Those criteria, which were identified in the *First Progress Report*, are:

Cost-effective	Efficient within the context of a sustainable industry and venue viability
Evidence-based	Relevant research is considered and incorporated where appropriate
Flexible	Flexibility of functions is important to meet the needs of a variety of customers and venues
Informed choice	Accessible information to support choice
Integrated	Integrated with existing industry responsible gambling programs i.e. Host Responsibility Coordinators, Gaming Care and Club Safe
Long-term	Longevity of any new system is highly likely
Privacy	Compliance with Commonwealth Privacy Principles
Simple	Ease of use is important so that social gamblers are not deterred or inconvenienced (particularly important for tourism)
Variety	Not just limited to one solution
Voluntary	Voluntary for the customer to take up and for the venue to provide

The Working Party used these criteria as the basis for assessing industry trial proposals (but made more specific to the assessment of trial proposals – refer to Chapter Five of the *Second Progress Report*). These criteria were also applied to the ChangeTracker Card Trial.

On completion of the trials the Working Party revisited the Essential Minimum Criteria to assess whether they remain applicable for the advancement of player tracking and pre-commitment tools in South Australia.

The Working Party notes that along with the Productivity Commission's recent gambling inquiry and draft recommendations about pre-commitment, the Responsible Gambling Code of Practice, which became operational in December 2008, introduces the concept of pre-commitment into the South Australian regulatory framework.

Following is an assessment of the applicability of the Essential Minimum Criteria consequent to the completion of two player tracking and pre-commitment trials.

1. **Cost-effective** – Efficient within the context of a sustainable industry and venue viability.

The Working Party supports responsible gambling outcomes. It recognises that a balance exists between achieving a sustainable industry and venue viability, while also achieving positive outcomes for responsible gambling.

A lesson learnt from the two completed trials is that to achieve cost effectiveness for venues and value for patrons (encouraging voluntary take up) pre-commitment systems in South Australia might need to be provided in conjunction with other in-venue schemes, such as loyalty programs or cashless gaming.

The Working Party notes that there are few studies which empirically investigate the nature of cashless and card-based technology and its impact on gambling behaviour. The Working Party also acknowledges that there is an argument made by some sectors that: the increased convenience offered by cashless gaming and removing the 'reality of spend' and/or 'reality checks' may facilitate problem gambling; and loyalty schemes might contribute to an increase in gambling in some patrons.

To achieve responsible gambling outcomes in the context of system duality will require the establishment of very specific minimum criteria for such systems in South Australia, in terms of responsible gambling generally and pre-commitment specifically. It will also require ongoing monitoring, research and evaluation (refer to discussion under Evidence-based below) and, within the context of this discussion, include the need to gain a better understanding about the relationship between loyalty schemes and pre-commitment, and cashless gaming and pre-commitment.

2. **Evidence-based** – Relevant research is considered and incorporated where appropriate.

The conduct of the trials emanates from this criterion – to provide an evidence base applicable to South Australia for the forward development of pre-commitment in South Australia.

The Working Party is mindful that ongoing research and evaluation, supported by the collection, management and analysis of system data is important. This will enable monitoring for unintended consequences and inform ongoing improvements to achieve a sustainable industry and venue viability, while also achieving responsible gambling outcomes.

The Working Party considers it has an ongoing role to manage routine evaluations of the progress of pre-commitment in South Australia.

3. **Flexible** – Flexibility of functions is important to meet the needs of a variety of customers and venues

In the context of the trials, flexibility was about a willingness by the industry proponent to make adjustments as the trial proceeded. The Working Party firmly supports the need to adjust strategies in the face of increased and new evidence.

The Working Party also notes that this position is consistent with one of the elements of the Productivity Commission's draft recommendation 7.4 regarding pre-commitment, namely that the approach adopted should present "few obstacles to future innovation in ... presentation and design ...".

4. **Informed choice** – Accessible information to support choice

One of the three key focus areas for the work of the Working Party is informed decision-making. It is the Working Party's position that providing information about gambling products is a fundamental component of supporting informed decision-making and, in turn, customer commitment.

It is also the Working Party's position that the more information a customer has regarding their EGM activity the more informed they are to make choices regarding their gambling.

The outcomes of the trials identify that user friendly and easily accessible information (enrolment material, player activity statements, limit setting options) is fundamental to encouraging player take-up of pre-commitment, as well as a patron's ability to use pre-commitment to their best advantage (eg. realistic limit



setting). It increases the value of pre-commitment to patrons, while player tracking and pre-commitment systems also facilitate informed decision-making.

5. **Integrated** – Integrated with existing industry responsible gambling programs i.e. Casino Host Responsibility Co-ordinators, Gaming Care and Club Safe

The industry responsible gambling programs work directly with gaming venues and, in particular, gaming staff. The Responsible Gambling Code of Practice, which became operational in South Australia in December 2008, introduces the concept of pre-commitment into the regulatory framework. It also establishes the development of relationships between venues and Gambling Help services, as well as the identification and reporting of suspected problematic behaviours in gamblers.

Player tracking and pre-commitment systems form part of the package of responsible gambling measures in-venue to assist patrons to make informed choices about their gaming machine play. The outcomes of the trials have also shown that staff interaction with patrons about their pre-commitment levels is advantageous to both patrons and staff.

6. **Long-term** – Longevity of any new system is highly likely

Sustainability of a player tracking and pre-commitment system is fundamental to players and venues seeing value in such systems. Sustainability also enhances cost effectiveness.

The Working Party notes both the Productivity Commission's draft recommendations about pre-commitment and the South Australian Codes of Practice, which point to pre-commitment becoming a standard in-venue tool for responsible gambling.

For the trials, the Working Party identified that player tracking and pre-commitment systems needed to be able to be sustained beyond the completion of the trials. System longevity is seen by the Working Party as important for achieving, and embedded within, the cost effective criterion. On that basis, in a framework where the availability of pre-commitment is a given, the criterion of "long-term" is no longer relevant.

7. **Privacy** – Compliance with Commonwealth Privacy Principles

The Working Party acknowledges that compliance with Commonwealth Privacy Principles is a requirement. It is also a key to gaining venue support and player take-up.

8. **Simple** – Ease of use is important so that social gamblers are not deterred or inconvenienced (particularly important for tourism)

The trial outcomes show that simple user friendly systems and system information (eg. enrolment brochures, player activity statements, range of limit options offered) is fundamental.

The Working Party also notes that it is important to develop supporting material that presents player tracking and pre-commitment as a tool for all gaming machine players.

9. **Variety** – Not just limited to one solution

The Working Party notes that the Productivity Commission has made a draft recommendation that governments should implement a universal pre-commitment system.

The Working Party is mindful of needing to find a balance between system provision in small venues (less than 10 gaming machines) and large venues (have the maximum number of 40 machines, as allowed in South Australia).

The goal is to provide patrons with access to a player tracking and pre-commitment system in any venue in South Australia. The three trials being conducted offer different mechanisms for providing patron access to pre-commitment – technology and non-technology based.

There is a mixture of views within the Working Party about the desirability of a single system in a jurisdiction; competition could encourage innovation.

Interoperability of systems, however, would be desirable. The Worldsmart trial shows that patrons move between venues, and patrons should have the option of having their limits applying across all machine play.

The Working Party will continue to discuss interoperability. It requires careful consideration and development to achieve a process by which multiple systems information follows a patron, while not disclosing system provider information across commercial boundaries.

10. **Voluntary** – Voluntary for the customer to take up and for the venue to provide

The Working Party continues to discuss what voluntary means in the context of pre-commitment tools. To date it has been agreed that the specification of the default operation of pre-commitment tools is likely to be a significant determinant of their success.

The Working Party also acknowledges that there is an apparent benefit in responsible gambling messaging occurring at particular turnover points (with patrons having the option to remove the messaging). Phase 3 of the Worldsmart trial has shown that:

- Responsible gambling messaging at set turnover points does not appear to cause harm;
- Very few patrons elect to remove the messaging (about 3% in the trial); and
- For a significant majority, the messaging helps patrons keep to their spend limit and encourage care with spending.

While the findings are instructive, Phase 3 was conducted for a period of three months. A longer research study of responsible gambling messaging occurring at particular turnover points is needed to provide clearer and more confident insights about its benefit.

## Summary – Ten essential criteria revisited

In summary, the Working Party's review of its Essential Minimum Criteria reinforces the criteria, with further definition for some. Those Essential Minimum Criteria further defined are:

Cost-effective	Efficient within the context of a sustainable industry and venue viability
Evidence-based	Relevant research of responsible gambling outcomes is considered and incorporated where appropriate, particularly on-going evaluation supported by a systems data collection and management process
Flexible	Flexibility of functions is important to meet the needs of a variety of customers and venues, to encourage future innovation in system design and operation, and to support responsible gambling outcomes.
Informed choice	Accessible and user friendly information to support informed decision-making and promotion of pre-commitment as a tool for all gamblers
Integrated	Integrated with existing industry responsible gambling programs i.e. Host Responsibility Coordinators, Gaming Care and Club Safe
Privacy	Compliance with Commonwealth Privacy Principles
User Friendly	Ease of use of system and system materials for all gamblers, so that recreational gamblers are not deterred or inconvenienced, and responsible gambling outcomes are supported
Variety	Not just limited to one solution; a variety of systems to encourage accessibility and innovation
Voluntary	Voluntary for the customer and available at all venues

## 4.7 Forward actions

The following table summarises the planned actions of the Working Party for 2010 with regard to player tracking and pre-commitment systems:

<b>Player tracking and pre-commitment systems</b>	Release publicly the Evaluation report of the <b>Worldsmart player tracking and pre-commitment trial</b> .
	Release publicly the Evaluation report of the <b>ChangeTracker Card trial</b> .
	Implement the <b>GGI- Maxetag player tracking and pre-commitment trial</b> and: (1) Conduct the evaluation through management of a contracted external evaluator; and (2) Maintain the trial co-ordination group
	Continue discussions about interoperability of pre-commitment systems in South Australia
	Continue discussion about the default operation and the nature of voluntary use of pre-commitment systems in South Australia.
	Develop recommendations to the Minister for Gambling regarding forward planning and implementation of player tracking and pre-commitment systems in South Australia.
	Apply lessons learned from the trials to provide input into the development of a national pre-commitment policy through the Department of Treasury and Finance.
	Investigate the impact of the removal of <b>ACMs</b> from venues that do not implement a player tracking system (continued from Second Progress Report).
	Keep informed about the AHA SA auspiced project testing the indicators identified in the GRA research report <i>Identifying Problem Gamblers in Gambling Venues</i> , and its development into a training program for venue staff.

## 5 OTHER ACTIVITIES

### 5.1 National Association of Gambling Studies – 2009 conference

The Working Party profiled its role and activities at the 2009 National Association of Gambling Studies conference. The panel session involved three Working Party members (the Chair, an industry representative and a community sector representative). The presentation overviewed:

- Background to establishment of the Working Party;
- The Working Party's aim and key focus areas;
- Initiatives within each of the key focus areas; and
- The player tracking and pre-commitment trials.

In particular, the Working Party representatives spoke to the sector perspectives that are brought to the Working Party's discussions and how, despite divergence, the group works with commitment towards achieving an agreed position. It was noted that the Working Party process has led to improved sector relationships beyond the Working Party role.

While the pre-commitment trials were the sole focus of questions and discussion, feedback after the panel session was focussed on the working relationship demonstrated by the three panel presenters. This was seen as a significant benefit to South Australia, particularly given the focus of the Working Party's aims.

### 5.2 Productivity Commission 2009 draft report on gambling

The Responsible Gambling Working Party contributed to the South Australian Government submission to the Productivity Commission update of its 1999 Inquiry into Australian Gambling Industries. Its contribution focussed on providing a description of the development and role of the Working Party, and the Working Party's key focus area of player tracking and pre-commitment trials.

On release of the draft report, the Minister for Gambling referred a number of recommendations to the Working Party for feedback:

- Draft recommendation 6.1 – improvements in gambling warning signs drawing on the Victorian model;
- Draft recommendation 7.4 – universal pre-commitment system;
- Draft recommendation 7.5 – actions that governments should implement in advance of full implementation of a pre-commitment system;
- Draft recommendation 8.3 – enhanced staff training;
- Draft recommendation 9.3 – payment of prizes above \$250 by cheque or direct credit, except for high rollers and international visitors; and
- Draft recommendation 11.3 – providing information to gaming machine players about the cost of playing.

The Working Party provided a response that:

- Summarised its initiatives with respect to the recommendations (eg. In-venue Signage Advisory Group, pre-commitment trials, AHA SA/Clubs SA

project testing criteria for identifying problem gamblers in-venue to develop an advanced staff training program);

- Identified further work to inform a position about a recommendation (eg signage); and
- Outlined its position regarding a recommendation (eg. SA criteria for trials of pre-commitment systems, In-venue Signage Advisory Group and consideration of maximum payout message, Responsible Gambling Code of Practice cheque payment provision).

### **5.3 Working Party Funding**

The Department of Treasury and Finance provides secretariat support to the Working Party. Initially and from time to time, this has been managed within the Department's staffing allocation. It has also been provided through secondment of staff from other Government departments or agencies, with those agencies carrying the salary cost. The Working Party is grateful to both the Office for Problem Gambling for funding the secondment of one of its staff for about 18 months and more recently, the Independent Gambling Authority for funding the secondment of a staff member for two months.

The work of the Working Party continues to grow, most notably in the evaluation and/or management of the trials. To sustain the secretariat function and the Working Party projects, at the end of 2008 the Australian Hotels Association (SA) and Clubs SA offered the Working Party funds held by the Independent Gaming Corporation (the value of the first year of an ongoing annual allocation collected through the gaming machine monitoring fee for a specific purpose, the start of which was delayed).

Since July 2009 the secretariat function and work of the Working Party have been funded by the Australian Hotels Association (SA) and Clubs SA. This significant gesture is appreciated by all members and signifies the AHA (SA) and Clubs SA support for the Working Party beyond membership.

### **5.4 New Working Party Member**

The Hon Carmel Zollo MLC, when Minister for Gambling, requested that the Working Party give consideration to having additional community representation. Members agreed that while the current Working Party membership was well balanced a gap existed in representation from the consumer sector. The Working Party agreed that a representative from Consumer Voice be sought, to add to the current Gambling Help (Ms Eve Barratt) and Advocacy (Mr Mark Henley) representatives.

Consumer Voice is a project that provides people who have overcome problem gambling the opportunity to share their story with individuals, groups and organisations. The program, managed by Relationships Australia SA (RASA), offers the gambling sector the opportunity to learn from consumer experiences and perspectives. It also offers therapeutic counselling sessions and community awareness workshops.

Following Ministerial approval, Ms Rosemary Hambledon, RASA's Manager, Gambling Help Service, who also manages the Consumer Voice program, joined the Working Party as a member on 1 January 2010.

## 5.5 Review of Terms of Reference

As noted earlier in this report, the Working Party's Terms of Reference has remained unchanged from previous reporting periods and the Working Party has continued to work within the three focus areas of:

- *Informed decision-making*  
Supporting education programs on understanding gambling products
- *Money management*  
Supporting the delivery of a range of financial information for customers
- *Player tracking and pre-commitment systems*  
Undertaking trials of a cashier-assisted and venue card models.

This *Fourth Progress Report* identifies a range of commitments made in relation to venue signage and relevant recommendations of the Productivity Commission's draft report on gambling, which was released during the reporting period.

The Working Party is also now formally recognised on the Boards and Committees Information System of the Department of the Premier and Cabinet, which has a number of reporting requirements.

These developments supported a review of the Terms of Reference, which was conducted during early 2010 and applies from April 2010. The new Terms of Reference are:

The Responsible Gambling Working Party will:

1. Identify strategies that can be implemented to support customers to make commitments about their level of gambling on gaming machines, which strategies will primarily focus on:
  - Informed decision-making
    - Assisting customers to understand the gambling product.
    - Ensuring that customers understand the costs of playing gaming machines.
    - Facilitating improvements to in-venue signage.
  - Money management
    - Supporting the delivery of a range of financial information for customers.
  - Player tracking and Pre-commitment systems
    - Undertaking and/or evaluating trials of various systems including, but not limited to, the setting of defaults and messaging.
    - Informing the national development of pre-commitment (primarily through provision of trials outcomes and lessons learned).
    - Assisting the development of enhanced gaming staff training in the areas of: responsible gambling, and identification and intervention with patrons exhibiting problematic gambling behaviours.
2. Undertake discussions and collaborative work where appropriate, with relevant stakeholders (industry, government, community agencies and gaming machine customers) to inform strategy identification.

3. Undertake projects to inform the development of strategies that can be implemented to support customers to make commitments about their level of gambling on gaming machines.
4. Make recommendations to the Minister for Gambling regarding identified strategies.
5. Provide regular written progress reports to the Minister for Gambling for public release, which reports will be provided to the Minister on no less than an annual basis on or before 31 March.
6. Address other matters as referred by the Minister for Gambling.

Membership of the Responsible Gambling Working Party is through appointment by the Minister for Gambling. The Chair's appointment is for twelve months and remaining appointments are for two years, subject to review on or before 31 December 2012.

The Department of Treasury and Finance will provide secretariat support to the Working Party.

## 6. SUMMARY

The Working Party has undertaken significant activity during the reporting period, overall and in relation to advancing very specific strategies in each of its three key focus areas.

The recommendations of the In-venue Signage Advisory Group, established under Terms of Reference assigned by the Working Party, will be advanced during 2010. This will result in a reduction and consolidation of signage in venues, while also facilitating greater awareness in patrons regarding important regulatory requirements and responsible gambling messaging.

The structured discussion held with money management practitioners provided both insights and knowledge for the Working Party. It also provided ideas for potential money management tools and strategies for which work has begun towards implementation or the canvassing of feasibility.

The Working Party's understanding about player tracking and pre-commitment within the South Australian context was greatly advanced during 2009 with the completion of two trials. The lessons learned from the trials will be promoted at both the State and National level where the development of pre-commitment policy has begun. The Working Party will continue to develop its understanding through the completion of a third trial during 2010.

Maintaining an awareness of programs and project relevant to the Working Party's key focus areas, as well as structured discussions with key stakeholders and experts, continues to be an important activity of the Working Party. It maintains currency, develops new and key relationships, and promotes the directions of the Working Party. This will continue in 2010.