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CENTRE FOR  
GAMBLING RESEARCH



# Review of NT Code of Practice for Responsible Gambling

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**ANU Centre for Gambling Research**

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# Acronyms

ACT	Australian Capital Territory
ANU	Australian National University
ATM	automated teller machine
CLO	community liaison officer
Code	Northern Territory Code of Practice for Responsible Gambling
EFTPOS	electronic funds transfer at point of sale
EGM	electronic gaming machine
NSW	New South Wales
NT	Northern Territory
RTP	return to player
SA	South Australia
SRC	Social Research Centre
WA	Western Australia

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# Executive summary

This report presents the findings of the review of the Northern Territory (NT) Code of Practice for Responsible Gambling 2016 (the Code) conducted by the Australian National University for the NT Government.

The NT Code of Practice for Responsible Gambling sets out minimum requirements that gambling providers are mandated to implement to reduce harms associated with gambling in the NT. The Code includes harm minimisation measures across 10 different categories. Gambling operators must implement and comply with these measures as part of their licensee conditions. The review involved venue observations, a survey of gambling venue staff, depth interviews with venue staff, depth interviews with NT Government compliance officers and a public submission process.

The review found that the NT Code is one of the more comprehensive of the Australian codes, with several of the measures included in the NT Code absent from some of the other state and territory codes.

Overall, the review revealed a significant level of venue noncompliance with the Code. There was also considerable variability in the implementation of measures in venues that were compliant. These findings point to a lack of adequate enforcement of the Code, as well as significant issues with training and implementation.

## Compliance with the Code

Key findings may be divided into several categories.

### Provision of information

- Only half the venues visited had a mission statement displayed.
- Most (29 of 33) venues displayed at least some information about the potential risks of gambling. The extent of information and the prominence of how it was displayed varied between venues.
- Two-thirds (22 of 33) of venues provided gambling help contact information.
- About two-thirds (21 of 34) of venues did not comply with rules around displaying information about gambling risk near ATM and EFTPOS facilities.
- None of the venues visited complied with the requirement to provide meaningful and accurate information about the odds or win rates of major prizes in all gambling areas.
- A review of electronic gaming machine (EGM) venue websites found that very few include information on self-exclusion, and few display any responsible gambling information.

### Interaction with patrons and community

- A minority of venues (2 of 12) had a community liaison officer available. Both survey results and the depth interviews revealed that, although the venues do not always have a dedicated community liaison officer, they usually have at least one staff member with a greater level of knowledge and understanding of the Code than others. Even so, staff expressed concern that these nominated staff are not always available when they are most needed.
- In 19 of 34 venues, self-exclusion forms were not available to patrons in either the reception area or gambling area. The form was not available on request in 12 of these 19 venues.

### Physical environment

- In 21 of 34 venues, there was no natural light in the gambling area(s); in 9 venues, there was natural light in some but not all gambling areas. Just 4 venues had natural light in all areas.
- Clocks were displayed within sight of the gambling area(s) in most venues (28 of 34).

## Minors

- No evidence of children in the gambling area was found during site visits. In 27 of 30 venues, there were clear signs prohibiting children under 18 from entering the gambling area(s).

## Financial transactions

- Cash was withdrawn from a credit card account at ATMs at four venues. This is prohibited by the Code.

## Advertising and promotions

- Advertising was generally found to be in compliance with the Code.

## Gambling-related training

- Most gambling venue staff surveyed reported that they had undertaken gambling-related training since starting employment at the venue.
- Gambling-related training was often conducted as part of general induction training rather than as standalone training. Some participants indicated that it was operational in nature, rather than related to the specific requirements of the Code.
- The topics most often recalled from the training were understanding problem gambling (recalled by 90%), self-exclusion (90%), identifying 'red flag' behaviours (87%), safe gambling environments (87%), and venue responsibilities related to the Code (86%).
- Although the survey of gambling venue staff (2018) is not a representative sample, it is significant that 19% of staff who participated in the survey recorded low to moderate levels of problem gambling risk. This is substantially higher than for the general NT population.

## Confidence of venue staff in compliance of venues with the Code

Overall, venue staff participating in the survey were generally confident that their venue was compliant with the Code.

Confidence was lowest for 'interaction with patrons and the community to support early intervention and harm minimisation strategies' (mean 8.0), followed by 'staff training and skills

development related to responsible gambling' (8.4) and 'self-exclusion procedures for patrons developing a problem with gambling' (8.6). The highest levels of confidence were for 'ensuring minors are prevented from gambling' (9.6), 'maintaining the privacy of patron and player information' (9.5) and 'delivering honest and responsible advertising and promotions' (9.3) (Table 1).

The depth interviews with gambling venue staff revealed that, although staff may view their venue as complying with the Code, they do not have an accurate understanding of the Code. An example of this is that the lines around red flag behaviours were blurred, and they found it hard to know when behaviour becomes a problem that must be addressed. Further, some respondents mentioned that they were unsure how to approach patrons displaying problems, and were concerned about raising such a sensitive topic with patrons who were often frustrated or angry.

This is consistent with the views of compliance officers, who reported that there was limited understanding of the Code among venue staff, particularly lower-level staff working in smaller venues. Compliance officers highlighted the need for ongoing education among venue staff. Some participants noted that there was a need for training to focus on how to actually apply the Code, as opposed to focusing on a more cursory understanding of the requirements.

## Enforcement of the Code

The review found that enforcement of the Code is limited. Compliance officers reported that compliance related to alcohol was their main focus and that there was much less focus on gambling-related compliance. This is consistent with the findings of the venue observations, which revealed high levels of noncompliance with key aspects of the Code.

Most compliance officers indicated that they had not completed formal training pertaining to responsible gambling as part of their role. None of the compliance officers interviewed said that they had received training related to the Code.

Compliance officers identified that assessing compliance could be challenging because of

**Table 1 Staff confidence in compliance with sections of the Code**

Sections of the Code	Average score (%) <sup>a</sup>	Mean (excl. DK)
Ensuring minors are prevented from gambling	85	9.6
Maintaining the privacy of patron and player information	74	9.5
Delivering honest and responsible advertising and promotions	54	9.3
Providing a safe physical environment	53	8.9
Undertaking responsible financial transactions	47	9.2
Self-exclusion procedures for patrons developing a problem with gambling	45	8.6
Provision of information to patrons	44	8.9
Staff training and skills development related to responsible gambling	38	8.4
Encouraging participation in gambling research and evaluation	32	8.5
Interaction with patrons and the community to support early intervention and harm minimisation strategies	29	8.0

DK = don't know

a Scores were collected on a scale of 0 to 10, where 0 represented 'Not at all confident' and 10 represented 'Extremely confident'.

a lack of detail related to some of the Code provisions. Officers also highlighted a need for development of a more sophisticated audit tool that accurately reflects the Code requirements.

## Recommendations

Informed by the findings of the review of the NT Code of Practice for Responsible Gambling, we make the following recommendations:

1. A much greater focus be given to enforcement of the Code. Achieving this requires
  - formal training of compliance officers in the Code
  - provision of an up-to-date venue audit tool
  - adequate resourcing for compliance enforcement activities.
2. Consideration be given to updating the Code to
  - reflect the latest evidence on gambling harm and harm minimisation practices (i.e. reflecting current evidence suggesting the focus of harm minimisation should be on reducing gambling harm, as opposed to 'problem gambling')
3. Consideration be given to amending the Code to
  - reflect changes to self-exclusion in the NT
  - reflect current and best-practice provision of information
  - outline clear training requirements and training pathways for all staff and managers working in venues providing gambling services.



# 1 Introduction

In December 2017, the Centre for Gambling Research at the Australian National University (ANU) was commissioned by the Northern Territory (NT) Government to undertake a review of the Northern Territory Code of Practice for Responsible Gambling 2016 (the Code).

The Code applies to all forms of gambling that are not online. There is a second code of practice that applies to online gambling, the Code of Practice for Responsible Online Gambling 2016.<sup>1</sup>

The terms of reference for the review were to:

- review responsible gambling codes and guidelines
- evaluate gambling venue compliance with the NT Code of Practice for Responsible Gambling 2016
- evaluate gambling venue staff training in the NT.

The Code ‘aims to minimise to individuals and the community the harms associated with loss of control of gambling through the creation of responsible gambling environments in line with best practice and community expectations’. The Code specifies the minimum requirements that NT gambling providers are required to implement to reduce harms associated with gambling. Gambling service providers must implement and comply with the Code as part of their licensee conditions.<sup>2</sup> Penalties exist for licensees that contravene or fail to comply with the Code, with a maximum penalty of 85 penalty units or imprisonment for 2 years.<sup>3</sup> Gambling providers are encouraged to implement additional harm minimisation strategies. The responsible gambling practices are organised into 10 categories:

- provision of information
- interaction with patrons and community
- training and skills development
- exclusion provisions
- physical environment
- minors

- financial transactions
- advertising and promotions
- participating in gambling research and evaluation
- privacy policy.

The objectives of the Code are to:

- minimise the extent of gambling-related harm to individuals and the broader community
- enable people to make informed decisions about their gambling activities
- enable people (not just the gambler) adversely affected by gambling to have access to timely and appropriate assistance and information
- promote a shared understanding between individuals, the broader community, the gambling industry and the regulator of responsible gambling practices, and promote an understanding of the rights and responsibilities of all parties
- ensure that gambling providers have safe and supportive environments for the provision of gambling products and services.

In 2017, there were 76 gambling venues in the NT, comprising 2 casinos, 44 hotels and 30 clubs.

This report sets out in detail the methodology used in undertaking the review, followed by a cross-jurisdictional comparison of harm minimisation measures, then a detailed analysis of results of the Code review, including compliance and training received by venue staff in the NT.



## 2 Methodology

This section provides an overview of the methodological approach used in undertaking the review. The methodology draws upon previous reviews of codes of practice, particularly Breen et al. (2005). The following mixed methods approach has been used:

- comparison of the NT Code with the codes of practice for responsible gambling in other Australian jurisdictions
- call for public submissions
- observation of venues
- online survey of gambling venue staff
- depth interviews
- analysis of gambling advertising in the *Northern Territory News*.

### 2.1 Comparison of Australian codes of practice for responsible gambling

The review compared responsible gambling practices across all Australian jurisdictions, examining 12 regulatory documents, including three other compulsory codes of practice (Australian Capital Territory – ACT, Tasmania and South Australia – SA), Queensland’s co-regulated code of practice, three voluntary industry codes of practice from Victoria and Western Australia (WA), and gambling legislation from New South Wales (NSW) and Victoria. The analysis provides a national context for review of the NT Code.

### 2.2 Public submissions

A public submissions process was conducted to allow relevant stakeholders and the public to provide input. This part of the review was intended to increase public awareness and provide a level of transparency in the review process. The call for submissions was advertised in the *Northern Territory News* and *Centralian Advocate* from 28 September to 10 November 2018.

Three submissions were received, and the key points are summarised in the Appendix.<sup>4</sup>

### 2.3 Venue observations

Data were collected via direct fieldwork (observations). A mobile application was used to develop a compliance checklist that was used discreetly on fieldwork officers’ mobile phones to conduct unobtrusive venue observations. Observations of 34 venues were undertaken, measuring predominantly environmental aspects of the Code. Fieldwork was conducted in clubs, hotels and both casinos in locations across the NT. Venues were observed using a sample of convenience, meaning that most observations were clustered in urban areas. To ensure consistency in the review process, a pilot of the mobile compliance checklist was conducted in four venues, with three different fieldwork officers conducting independent reviews, and consistency between fieldwork officers’ responses was then assessed.

### 2.4 Online survey and depth interviews with venue staff and compliance officers

This section provides an overview of the methodology used for the online survey of venue staff, and the depth interviews with venue staff and compliance officers.<sup>5</sup>

#### 2.4.1 Online survey and depth interviews with venue staff

As there is no readily available sample frame of NT gambling venue staff, a convenience sampling approach was taken. Obtaining data from gambling venue staff was a three-stage process. Stage one involved sourcing a list of gambling venues and approaching venue contacts with a request to participate in the project (Figure 1).

**Figure 1 Overview of the online survey and depth interviews**

Online survey		Depth interviews	
<b>Stage 1</b> Venue engagement	Approach the venue for assistance gaining cooperation from staff	<b>Stage 1</b> Compliance officers	Recruitment and interviews completed during venue engagement stage
<b>Stage 2</b> Staff engagement	Provide survey links and information to venues for distribution to staff	<b>Stage 3</b> Venue staff	Recruitment and interviews of staff who participated in survey and agreed to recontact

To participate, they were advised they would either need to provide consenting staff details or to pass on to staff a survey invitation provided by the Social Research Centre (SRC) that contained a survey link. Stage two involved engaging with venue contacts and staff to encourage staff to participate in the online survey. The achieved sample size for the online survey was 66, of whom 57 fully completed the questionnaire and 9 partially completed the questionnaire.<sup>6</sup>

Stage three involved recontacting staff who had participated in the online survey and inviting them to participate in depth interviews. Eleven consented to be re-contacted and invited to participate in a follow-up depth interview, of whom seven (64%) were recruited and participated in an interview. These interviews were conducted concurrently with stage one of the online survey component (Figure 1). This represents a convenience-based sampling approach.

The sample frame for venue engagement was a list of gambling venues operating in the NT. Contact details for licensees of 68 venues were provided by the NT Government. Where contact details were missing or incomplete (i.e. missing or invalid phone numbers and postal addresses), additional efforts were made to source these via industry stakeholders and extensive internet searches.

Throughout the report, direct quotes from respondents who participated in depth interviews

are set off in indented paragraphs. Text in brackets ( ) indicates an addition to the quote.

Obtaining the support of gambling operators (necessary for the distribution of the anonymous online survey to their venue staff) was not simple. Despite extensive consultation with all relevant stakeholders, direct engagement with venue managers to explain the importance of participation and the methodology, and our responding to any concerns they may have had, only a small number of venues agreed to distribute the online survey to their staff.<sup>7</sup> Our assessment is that this is consistent with the broader pattern of a lack of engagement with, or commitment to, the Code by industry – something we identified through undertaking the review.

Staff with a better understanding of the Code may have been more likely to participate in the online survey, so it is unclear whether our sample is representative of all staff in the NT. The pattern of responses across venue types and locations suggests that some types of venues are underrepresented. The data provided in this report should therefore be considered as indicative (rather than representative) of results that would be obtained if the survey was delivered to the entire population.

Totals shown or mentioned in some tables and figures that report data from the online survey may differ slightly from the apparent sum of their component elements or from numbers quoted in the accompanying text. This is due to rounding.

### 2.4.2 Depth interviews with compliance staff

Depth interviews were conducted with several NT Government compliance officers who are responsible for assessing venue compliance with the Code. Compliance officers in the NT are required to undertake regulatory authorisation and compliance activities (including investigations, surveillance and operations) across a range of legislative frameworks administered by the agency. That is, gambling compliance activities form only a part of their job.

### 2.4.3 Stakeholder and venue engagement

To increase awareness among key stakeholders of the planned online survey and depth interviews, and to attempt to gain support for the survey from influential industry bodies, a presurvey engagement process was undertaken. Industry bodies were asked to assist by promoting the survey among their members and associated venues.

The project team was initially successful in liaising with peak industry bodies and eliciting support for the survey. This led to the inclusion of tailored information about the survey in two industry e-newsletters distributed during the survey period, and helped allay concerns associated with the project.

In addition to the initial and ongoing stakeholder engagement, venue engagement activities were implemented to garner support for the survey, and identify a nominated venue contact who would assist with coordinating the survey and encouraging staff participation.

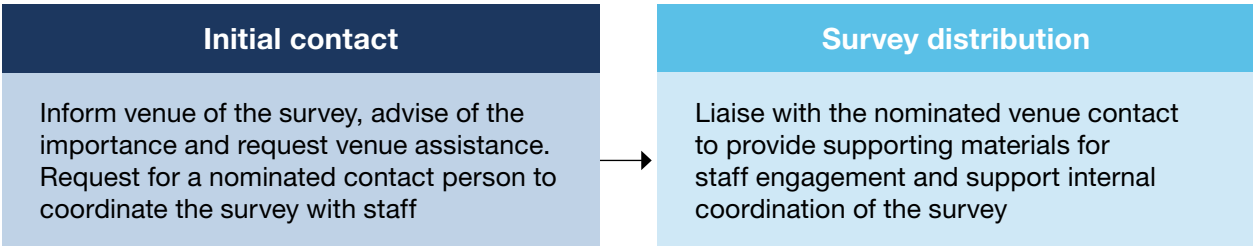
Given the opt-in nature of the survey, venue engagement was a critical means of maximising response. The aim of the venue engagement strategy was first to communicate the relevance and importance of the project to venues and emphasise the value of participation. Venues were told that the purpose of the survey was to gather important insights into how the Code is understood and how easy it is to apply. It was emphasised that the survey was not an assessment of individual venue compliance, but an opportunity for staff to suggest ways in which the Code can be improved.

The approach to venue engagement was a two-step process (Figure 2).

A flexible approach to survey coordination encouraged participation. Venues could either collect consenting staff details and provide them to the SRC to allow the researchers to send an invitation email (including a unique survey link) or be provided with a template email to distribute to staff internally (including an open survey link). The former approach was the desired option because it allows the researchers to track responses and send tailored reminder emails to staff. Using a unique survey link also provides greater flexibility for respondents – they can complete the survey in more than one sitting and log back in using the same link to continue from where they left off.

To support both administration methods, nominated contacts were asked to promote the survey via internal communication channels (e.g. emails, newsletters, notice boards, staff meetings) and to distribute supporting materials to staff. In addition, a generic open link was distributed more widely via external advertising channels such as Twitter, LinkedIn and key industry stakeholders to capture staff who fell outside in-venue communications.

**Figure 2** Venue engagement process



As part of the venue engagement process, many activities were undertaken:

- Approach letters were sent to the 68 venues with matched addresses. These advised of the upcoming survey, including an overview of what it involved, and conveyed the benefits of participating. The letters also introduced the SRC and advised venue managers to expect a call in the coming weeks.
- Telephone calls to venue managers were made 1 week after the letters were sent. Calls were made by two experienced interviewers over 2 weeks. They provided further information about the survey, and invited participation. During these calls, licensees were asked whether they were the best person to coordinate the survey on behalf of the venue and, if not, to nominate an alternative contact. To increase the potential for participation, nominated contacts were given the option of administering the survey via their preferred means. Where contact information was missing or invalid (e.g. disconnected member, not a business number), additional efforts were made via extensive internet searches to establish contact with the venues.
- Supporting information was sent via email during the recruitment phase. This included a one-page fact sheet that provided background to the survey, advised of survey timelines, detailed what is involved in participation, provided reassurance about confidentiality and privacy, and provided details of the key contact at the SRC.
- Once venues had agreed to assist with the project, follow-up emails were sent to all participating venue managers before commencement of the survey. These were to confirm their participation and choice of administration method.
- Managers who opted to collect consenting staff contact details to allow the researchers to send direct survey invitations were given instructions about how to provide this information as an Excel document or by upload to the SRC secure file exchange.
- Template invitation scripts and reminder emails (including a venue-specific link) were sent to the nominated contacts who had agreed to send emails to staff.

#### 2.4.4 Staff engagement

As all venues decided to distribute survey invitations and links internally, the researchers had limited control over staff engagement. Thus, with the exception of providing supporting materials, response maximisation efforts were reliant upon the nominated venue contact.

To support venues in promoting the survey, and distributing invitations and reminders to staff, the SRC provided nominated venue contacts with:

- a prenotification email, sent to all venues 1 week before commencing online data collection, to remind them that the survey was opening soon
- a covering email providing advice on how to distribute the survey invitation and what supporting information to provide; the email included the template invitation email and a unique venue survey link to be forwarded to staff
- four tailored reminder emails, including information to forward to staff during the data collection period
- reminder calls in the final weeks of data collection to encourage distribution of final survey reminders and supporting information
- supporting information in a one-page PDF and on the SRC's website, and direct contact details for the researchers.

During the engagement process, nominated venue contacts were reminded to complete the survey themselves.

#### 2.4.5 Depth interviews

All depth interviews were conducted by telephone by an experienced qualitative researcher from the SRC. During recruitment, participants were provided with an information sheet explaining the purpose of the project and offering the opportunity to ask questions before or during the interviews. Participants were also made aware that their responses would be anonymised for reporting purposes, that they would be asked whether they consented to audio recording, and that participation was entirely voluntary and they could withdraw from the project at any time. At that time, they were also provided with a one-



page summary of the 10 sections of the Code for their reference during the interview.

Interviews consisted of guided discussions covering the key themes, while also allowing the discussion to flow in a conversational manner.

The depth interview discussion guides were developed to explore key questions and to act as an aide-mémoire for the researchers conducting the interviews, while also allowing the conversations to flow fluidly from one topic to another. The guides were tailored for compliance officers and venue staff.

Seven depth telephone interviews were conducted with venue staff, four of whom had management roles and three of whom worked in different areas of venues. Participants were from different venues, with three from hotels or taverns, one from a club, one from a casino and two from other venue types. Five of the seven venues were located in Darwin. Depth telephone interviews were also conducted with a number of NT Government compliance officers. The compliance officers had worked in the role for different lengths of time and had varying levels of seniority.

## 2.5 Profile of gambling staff responding to the online survey

This section provides an overview of the characteristics of the venue staff who responded to the online survey and the venues in which they work. Of the 66 staff who responded, just under half (48%) had worked at the venue for 5 years or longer. About one-quarter (23%) had worked at their current venue for less than 1 year (Table 2). Staff worked in a variety of roles, with venue managers being overrepresented (45% of respondents). Around one in five (18%) worked specifically in the gaming area, and about 3% as a cashier. About 90% of respondents had at least some direct involvement in gambling-related tasks or activities, and just 5 of the 66 respondents said they had no direct involvement.

Based on responses to the Problem Gambling Severity Index (PGSI) questions (Ferris & Wynne 2001), around one in five respondents recorded

low (14%) or moderate (5%) levels of gambling risk. Although the survey of gambling venue staff (2018) is not a representative sample, it is significant that 19% of staff who participated in the survey recorded this level of risk because this is substantially higher than the proportion of the general NT population (Stevens 2015).

**Table 2 Profile of staff at gambling venues**

Characteristic	%
<b>Length of time worked at venue</b>	
Less than 3 months	2
3 months but less than 1 year	21
1 year but less than 2 years	17
2 years but less than 5 years	12
5 years but less than 10 years	30
10 years or more	18
<b>Proportion of time in current role on gambling-related tasks or activities</b>	
All	11
Most	30
Some	50
None	8
Don't know/refused	2
<b>Area of service</b>	
Venue management	45
Gaming area	18
Security	12
Kitchen/hospitality area	8
Bar/bottle shop/drinks service	6
Admin/reception	5
Cashier	3
Other products	2
Don't know/refused	2
<b>Problem Gambling Severity Index</b>	
Nonproblem (score of 0)	81
Low risk (score of 1 or 2)	14
Moderate risk (score of 3–7)	5
Problem gambler (score of 8 or more)	0
<b>Number of respondents</b>	<b>66</b>

Source: Survey of gambling venue staff, 2018

Two-thirds of respondents worked at a casino (53%); the rest worked at venues including hotels, taverns, clubs (44%), newsagents (2%) and other venues (5%) (Table 3). Casino staff are overrepresented in the survey. Most of the venues were located in Darwin (80%), with some representation of venues in Alice Springs (8%), Palmerston (5%) and Katherine (3%).

Most venues operate electronic gaming machines (EGMs) (89%), keno (89%) and/or UBET facilities (86%). A small proportion offered lotteries (11%) and scratchies (6%).

**Table 3** Profile of venues in which responding gambling staff work

Venue characteristic	%
<b>Venue type</b>	
Hotel/tavern	39
Club/casino	53
Other venue type	5
Newsagency	2
<b>Location</b>	
Darwin	80
Alice Springs	8
Palmerston	5
Katherine	3
Other location	3
Don't know/refused	2
<b>Gambling products</b>	
Electronic gaming machines	89
Keno	89
UBET	86
Table games	45
Other sports betting	12
Lotteries	11
Scratchies	6
Other gambling products	2
Don't know/refused	2
<b>Number of respondents</b>	<b>66</b>

Notes: Percentages for gambling products offered in venue sum to more than 100 because venues can offer multiple gambling products.

Source: Survey of gambling venue staff, 2018

### 3 Comparison of the Northern Territory Code with gambling regulation in other jurisdictions

The use of codes of practice for responsible gambling, along with other harm minimisation practices, has grown from the Productivity Commission’s 1999 report, *Australia’s gambling industries* (Productivity Commission 1999). Codes of practice ‘have become one of the foremost delivery mechanisms for harm minimisation measures’ (Fogarty & Young 2008), but they vary across jurisdictions in their design, their implementation and how they are enforced.

In Australia, there are three types of code regimes: mandatory, co-regulatory and self-regulatory. Mandatory codes are developed by government, legislated and compulsory, whereas co-regulatory codes are voluntary and set out expectations for policies and practice. The gambling industry develops and regulates self-regulatory codes (Fogarty & Young 2008).

The NT, the ACT, Tasmania and SA have mandatory codes, while Queensland has a co-designed code of practice, monitored and evaluated by the gambling industry’s representative bodies. NSW, Victoria and WA have self-regulatory codes, developed and maintained by industry (Table 4).

The primary challenge when conducting a comprehensive interjurisdictional review comes when analysing the states that have self-regulatory codes. For example, aspects of

gambling advertising, incorporated associations, exclusions and privacy may not be included in industry codes of practice, but the gambling industry still operates under relevant state government statutes in these areas. For this reason, we compare compulsory and co-regulated codes directly, while treating gambling regulations and industry codes as indicative but not comprehensive indications of responsible gambling requirements in noncode states.

A summary of the sources consulted is provided in Table 5. For NSW and Victoria, EGM/gambling regulations were examined. Three industry codes of practice – two Victorian (Community Clubs Victoria 2012, Victorian Hotels Association 2012) and one Western Australian (Crown Casino Perth 2018) – were also explored.

#### 3.1 Comparison with Northern Territory Code by section

This comparison is divided into the sections used by the NT Code. In each section, to avoid an unnecessary restatement of the entire content of the Code, the current Code requirements are taken as read. A tabular form of this comparison (with each specific NT Code item displayed) is provided in Table 6 at the end of Section 3.

**Table 4** Types of responsible gambling codes in Australia

Type of code	NT	Qld	NSW	ACT	Vic	Tas	SA	WA
Mandatory	✓			✓		✓	✓	
Co-regulated		✓						
Self-regulated			✓		✓			✓

Source: Updated from Fogarty & Young (2008)

**Table 5 Sources included in the comparison of gambling regulations**

State/territory	Type of source	Sources
ACT	Compulsory code	Gambling and Racing Control (Code of Practice) Regulation 2002
NSW	EGM regulations	<i>Gaming Machines Act 2001</i> Gaming Machines Regulation 2010
NT	Compulsory code	Code of Practice for Responsible Gambling (Northern Territory Government 2016)
Qld	Co-regulated code	Queensland Responsible Gambling Code of Practice (Queensland Government 2015)
SA	Compulsory code	Gambling Codes of Practice Notice 2013 (South Australian Government 2013)
Tas	Compulsory code	Responsible Gambling Mandatory Code of Practice for Tasmania (Tasmanian Government 2018)
Vic	Gambling regulations and industry codes	<i>Gambling Regulation Act 2003</i> , including a Ministerial Direction on self-exclusion gazetted to the Act in September 2018 Gambling Regulations 2015 Responsible Gambling Code of Conduct (Community Clubs Victoria 2012) Responsible Gambling Code of Conduct (Victorian Hotels Association 2012)
WA	Industry code	Responsible Gambling Code of Conduct (Crown Casino Perth 2018)

EGM = electronic gaming machine

### 3.1.1 Provision of information

The provision of responsible gambling information for gambling customers is a key aspect of codes of practice or regulations in all Australian jurisdictions, but the form of required information differs between jurisdictions. The code in the ACT requires venues to provide (i) a copy of the rules for each kind of gambling offered by the licensee, (ii) information about programs for exclusion from gambling, (iii) a gambling contact officer for the facility, (iv) the code of practice, and (v) information about counselling services available in the ACT for problem gamblers.

Only Tasmania shares the NT's requirement to include a responsible gambling mission statement for responsible gambling in physical venues. Other codes and regulatory frameworks consulted in this comparison make no mention of mission statements.

The NT's requirement for risk warnings around gambling areas and EFTPOS/ATM areas is mandated in sources from three of the eight

jurisdictions. The wording of the NT Code makes clear that some form of information around the potential risks of gambling should be present but leaves it up to venues how they interpret this information. In other areas (e.g. NSW and SA), the regulations require responsible gambling warnings to appear on ATM screens and withdrawal receipts.

Most jurisdictions have an equivalent requirement to the NT requirement that 'meaningful and accurate information about the odds or win rates of major prizes should be clearly displayed in all gambling areas'. In Victoria, the requirement in relation to EGMs is more specific – the player information display of each machine must show the odds of winning the five largest jackpot prizes.

In Queensland, responsible gambling policy documentation must be supplied on request, whereas SA clubs and hotels must show how the responsible gambling principles set out in their code are applied in the running of the club, a subtly different requirement that puts the onus on clubs to proactively provide and apply

such information. Information about return to player (RTP – the expected proportion of a stake players of EGMs expect to win back per play) and the game rules are common across other jurisdictions, but often focus on the provision of such information in advertising rather than within the EGMs themselves.

Self-exclusion information requirements are also common, although SA does not require information on self-exclusion per se but does require venues to comply immediately with any request for self-exclusion. Crown Casino Perth's code does not explicitly mention self-exclusion information.

### 3.1.2 Interaction with patrons and community

The NT Code has a series of requirements related to gambling operators' interactions with clients. The first requirement is a community liaison strategy that requires operators to establish and maintain links with gambling help services and other community networks. Only the Queensland and ACT codes have an equivalent requirement.

Requirements for venues to provide information of their complaints procedure on request are present in four jurisdictions. Outside the NT, only the ACT mandates an explicit complaints procedure. The Queensland code, rather than defining a procedure, allows operators to establish and maintain their own procedures (Queensland code, p. 4). Victoria lacks a government code of practice, but the Victorian *Gambling Regulation Act 2003* defines a complaints procedure. In NSW, complaints procedures are not mentioned in the *Gaming Machines Act 2001* or the *Gaming Machines Regulation 2010*.

Separately from complaints, the NT Code requires a responsible gambling incident register; this is not a feature of many other sources in this comparison. Voluntary codes of practice in Victoria (for both Australian Hotels Association Victoria and Community Clubs Victoria) reference an incident register to be kept in each venue, although these codes are voluntary.

### 3.1.3 Training and skills

Governments have approved responsible gambling staff training as a requirement for workers in the gambling industry across Australia. There are variations in interpretations of the general requirement for immediate and ongoing staff training, but the basic requirements are more or less equivalent across states.

Like the NT, SA and Tasmania require the first round of responsible gambling training for new staff within 3 months. In Victoria, new staff must complete an initial module within the first month of employment and a second module within 3 months. Other states do not specify a maximum initial period but instead imply that training must be completed before beginning work. The ACT and NSW require all gambling staff to have received responsible gambling training within the last 3 and 5 years, respectively. Ongoing training (mandated in the NT as yearly for EGM operators and biennially for other operators) is less frequent in other jurisdictions. The jurisdiction with requirements closest to those in the NT is SA, where training intervals are 2 years for all staff. In NSW, the interval is 5 years, and in the remaining states 3 years.

Aside from the NT, only Crown Casino Perth's voluntary code details that training includes 'red flag' behaviours, there referred to as 'observable signs' of gambling problems. Other jurisdictions are largely silent on the specific content of responsible gambling training, and extra requirements for licensees and managers.

### 3.1.4 Exclusion of problem gamblers

Exclusion and self-exclusion are legislated in most jurisdictions, but implementation varies widely. The NT Code begins with a statement of client responsibility – encouraging patrons to take responsibility for their own gambling. Among the other codes of practice, only the Crown Casino Perth and the Victorian industry codes of practice include a reference to the 'shared responsibility' of gambling clients and venues. This is not mentioned in any other state-sponsored codes or regulations.

Self-exclusion forms in venues are specified in the ACT, NSW, Tasmania and WA. The ACT and Tasmania also include a statewide self-exclusion (kept and monitored by state authorities) in their mandatory codes of practice. The ACT and NSW also provide information on self-exclusion procedures (as in the NT Code). Only the NT Code and Crown Casino Perth include the provision of counselling care with self-exclusion.

Although industry-backed solutions to multivenue exclusion procedures are in place in some jurisdictions (and were recently launched in the NT), at the time of writing only the ACT and Tasmania have mandated government provision of multivenue exclusion capabilities.

According to the sources consulted, half the jurisdictions have a concurrent requirement for operators to cease correspondence of a promotional nature with clients who have been excluded from gambling. Five of eight jurisdictions regulate licensee exclusion in much the same way as the NT Code. Victoria was notable for the lack of provision for self-exclusion in its Gambling Regulation Act until September 2018, when a Ministerial Direction was gazetted to the Act requiring venues to operate a self-exclusion program as a condition of their licence.

### 3.1.5 Physical environment

One of the most commonly regulated aspects of physical gambling venues is the physical environment, perhaps because implementation is straightforward for both gambling operators and regulatory bodies. Clocks, lighting, and protection and exclusion of minors are common, although the NT Code includes additional measures rarely seen elsewhere, such as carpark checks to protect unattended children (included in the SA code) and the appropriate separation of childcare facilities from gambling areas (included in the Queensland code).

Regulations about lighting and clocks are intended to remind clients of the passage of time. The requirement for a clock is shared by the ACT, NSW, Victoria, Tasmania and WA. The ACT requires that clocks be well lit and clearly visible to patrons.

Provisions for adequate lighting are required in the ACT, Tasmania and Victoria. The most specific lighting requirements are in Victoria, where windows to the outside are not to be removed or covered except with express permission from the regulator. Furthermore, specific lux measures of lighting (both horizontal and vertical visibility) in gambling areas are required so that there is little room for interpretation of the regulation.

The removal of intoxicated gamblers from venues is required in most jurisdictions. In Queensland, the wording is slightly different – it refers to ‘unduly intoxicated’ patrons.

### 3.1.6 Minors

Although extra regulation of the physical environment with respect to minors is rare, strict regulations on the exclusion of minors from all forms of gambling exist in all jurisdictions. The only document that does not explicitly mandate the exclusion of minors from gambling is the Tasmanian code.

The NT Code makes a provision for children’s activities – they should neither promote gambling activity nor take place near gambling activity. This provision is not shared exactly in other documents, but most areas require that no gambling advertising should be aimed at or include minors (detailed in Section 8 of the Code). The prohibition of minors from working in gambling (including the suggestion that keno and lottery sales should not be made by minors) is not widely covered in other jurisdictions. NSW regulation makes clear that licences must not be granted to people under the age of 18, but does not comment on employment of minors generally. The Queensland and SA codes make implicit reference to the exclusion of minors from gambling employment, since they restrict all minors from entering gambling areas.

### 3.1.7 Financial transactions

The regulation of financial transactions is vital to ensure that gambling venues do not act in bad faith with regard to their patrons’ finances. Restrictions on credit and the cashing of winnings

are legislated across Australia, although not in a consistent manner. The NT Code requires that ATMs have signage on the machine itself or clearly visible nearby. This is also seen in NSW regulations. A similar solution is employed in SA, with the exception that warnings are mandated both on screen and on the ATM receipts. The location of ATMs is regulated in the financial transaction section of the NT Code, prohibiting the placement of an ATM within gambling areas. Similar rules exist in NSW, Queensland and WA, but not elsewhere.

Access to all forms of credit in EGM venues, regardless of source, is prohibited in NSW, in Queensland, and in industry codes of practice in Victoria and WA. SA allows credit only under the conditions that the gambler requests credit in writing, the gambling provider has made clear any and all spotters fees related to the provision of credit, and an acceptable due diligence process has taken place.

Cashing cheques in EGM venues is regulated in most jurisdictions. Whereas the NT prohibits the cashing of cheques in a licensed gambling venue, the ACT, NSW and Queensland allow this under certain conditions. The ACT prohibits cashing of cheques over \$250 unless by prior arrangement (similarly in Queensland but for cheques of all sizes). NSW regulation prohibits the cashing of any cheques over \$500.

The convention that winnings above a certain amount be paid by cheque is in place in most jurisdictions across Australia. The NT Code sets the threshold at \$500. In the ACT, the threshold is \$1500; in Victoria and SA, the threshold is \$1000. Queensland allows venues to set their own threshold. In Tasmania and WA, no threshold is mentioned, although in Tasmania venues are required to mark cheques as winnings from gambling.

### **3.1.8 Advertising and promotions**

Promotions related to gambling are addressed by the documents from all states and territories. Four of eight jurisdictions refer to the code of ethics as adopted by the Australian Association of National Advertisers.

RTP (defined in the NT Code as clear presentation of the winnings on offer and the game results available) must be provided in advertising in Queensland, SA and Tasmania. The definition of RTP is nonstandard in the NT Code. The widely accepted definition is the expected proportion of a stake to be returned to the player for each bet. This definition is included in the Queensland code, and implied by the SA and Tasmanian codes.<sup>8</sup>

The requirement for accuracy in advertising is referred to in all jurisdictions that allow gambling advertisements. Similarly, problem gambling information is required on all gambling advertisements, except in the Crown Casino Perth's code of practice. False impressions of gambling as a means of financial reward are banned explicitly in all documents, as are the combination of gambling and alcohol, and advertising to minors. Urging or challenging patrons to gamble, verbally or otherwise, is proscribed in Queensland, Tasmania and WA. In the NT, the advertisement of individual winnings is restricted to within the gambling venue and only with permission of the winner. This rule is present in the Queensland code, while the Tasmanian code prohibits any breach of patrons' confidentiality.

### **3.1.9 Participation in gambling research and evaluation**

Of the documents included in the analysis, only Victorian regulations require the participation of the gambling industry in research when requested by the minister. This is a stronger provision than the NT Code, because the gambling industry in the NT is encouraged, but not mandated, to cooperate.

### **3.1.10 Privacy protection**

Although the NT makes specific reference to privacy protection of player information by gambling providers, this provision is not evident in the sources included in this comparison. The reason for this is not entirely clear, but it is probable that data protection and confidentiality requirements are covered by other forms of legislation elsewhere in Australia.

### 3.1.11 Features of other compulsory codes not included in the NT Code

Other jurisdictions have focuses outside the remit of the NT Code, highlighting areas that may not be effectively covered by NT legislation in general. Beginning with the ACT, there is a stronger focus on the statewide self-exclusion register (also present in Tasmania), its specifications and the requirements for venues to comply with its processes. This requirement is not without considerable technical challenges, but is in principle a more comprehensive implementation of self-exclusion and likely to be more effective in practice. There is also explicit mention of the process by which training providers are approved by the government.

The SA code differs more significantly from the NT Code, with explicit instruction in the following areas not covered in the NT code: (i) playing multiple EGMs concurrently, (ii) loyalty schemes, (iii) account-based gambling operations, (iv) precommitment, (v) activity statements made by gambling operators to the regulator, and (vi) staff welfare. Finally, the Tasmanian code offers additional provisions on (i) loyalty schemes and (ii) the provision (and prohibition) of food and drink for gambling clients.

The Victorian regulation specifically allows the minister to request information from the gambling industry for records of loyalty schemes and precommitment programs for research purposes.

- self-exclusion schemes and self-exclusion information requirements
- responsible gambling staff training
- exclusion of minors
- restrictions on credit and the cashing of winnings
- accuracy in advertising of gambling products (where advertising is allowed).

In other areas, the NT Code stands out as being one of the more comprehensive codes in Australia – for example, the NT’s explicit requirement that staff training includes red flag behaviours. Other NT requirements that do not appear frequently elsewhere are:

- participation of the gambling industry in research
- the requirement to include a responsible gambling mission statement in physical venues
- the community liaison strategy, in which operators are required to establish and maintain links with gambling help services
- the requirement for carpark patrols to safeguard the wellbeing of children.

The NT could consider improvements in the Code around EGM advertising, specifying red flag behaviours, access to loyalty scheme data, staff welfare provisions and progressive policy initiatives such as precommitment.

## 3.2 Conclusions

This section has briefly summarised the points of comparison for codes of practice and other forms of gambling venue regulation across Australia. The NT Code is similar to regulation across Australia in several ways, mostly in covering what might be considered basic requirements for gambling regulation in Australia. The analysis of 12 documents revealed that all states require the following (Table 6):

- meaningful and accurate information about the odds or win rates of major prizes



**Table 6 Comparison of NT Code of Practice with other states and territories in Australia**

Component of the NT Code for physical venues	ACT		NSW Gaming Machines Act and Regulation		Qld		SA		Tas		Vic – Hotels and Clubs Association		Crown Casino Perth	
	Compulsory	Noncode	Co-regulatory	Noncode	Compulsory	Compulsory	Compulsory	Compulsory	Industry Voluntary	Industry Voluntary	Regulations	Noncode	Industry Voluntary	Industry Voluntary
<b>1. Provision of information</b>														
Mission statement	No	No	No	Yes	No	No	No	No	No	No	No	No	No	No
ATM risk warning	No	Yes, on ATMs	No	On screen and receipts	No	No	No	No	No	No	No	No	Yes, not clear if mandatory	No
Odds/win ratios	No	Yes	Yes	Yes (in ads)	Yes	Yes (in ads)	Yes	Yes (odds of EGM jackpots)	Yes (in ads)	Yes (in ads)	Yes (odds of EGM jackpots)	Yes (in ads)	Yes (in ads)	Yes (in ads)
On request – policy documents	No	No	Yes	Yes	No	No	No	No	No	No	No	No	No	No
On request – game rules/ RTP	Yes (in advertising rules)	No	Yes	Yes (in advertising rules)	Yes, RTP only	Yes, rules only	Yes	Yes	Yes	Yes	Yes	Yes	No	No
On request – self-exclusion information	Yes	Yes	Yes	No	Yes	Yes	Yes	No	Yes	Yes	No	No	No	No
On request – complaint procedure	No	Yes	Yes	Yes	No	No	No	No	No	No	No	No	No	No
<b>2. Interaction with clients</b>														
Community liaison strategy	No	Community benefit requirement for more EGMs	Yes	No	No	No	No	No	No	No	No	No	No	Responsible Gambling Information Centre
Responsible gambling liaison role	No	No	Yes	No	No	No	No	No	No	No	No	No	No	Responsible gambling advisers

*continued*

Table 6 continued

Component of the NT Code for physical venues	NSW Gaming Machines Act and Regulation		Vic – Hotels and Clubs Association		Vic Gambling Regulations		Crown Casino Perth Industry Voluntary	
	ACT Compulsory	Noncode	Qld Co-regulatory	SA Compulsory	Tas Compulsory	Industry Voluntary	Noncode	Industry Voluntary
Venue-level complaint mechanism in place	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes
RG incident register	Yes, mandatory	No	No	No	No	Yes	No	No
<b>3. Training and skills</b>								
New staff training within 3 months	All workers in gambling area must have had training in past 3 years	All workers in gambling area must have had training in past 5 years	Yes, in separate policy documentation	Yes, within 3 months	Yes, within 3 months	Staff have received training (not specific about requirements for all staff)	First module 1 month; second 6 months	Yes, for all
Red flag training	No	No	No	No	No	No	No	Yes, observable signs
Ongoing training (including licensees and managers)	All workers in gambling area must have had training in past 3 years; gambling contact officers every year	All workers in gambling area must have had training in past 5 years	Yes, in separate policy documentation	Yes, 2-year intervals	Yes, within 3 months	Yes, at least once per year	Every 3 years	No
<b>4. Exclusion of problem gamblers</b>								
Patron responsibility	No	No	No	No	No	Shared responsibility	No	Shared responsibility
Generic SE form	Central SE register	Yes, provided by the secretary	No	No	Statewide SE register	No	No	Yes

continued

**Table 6 continued**

Component of the NT Code for physical venues	ACT		NSW Gaming Machines Act and Regulation		Qld		SA		Tas		Vic – Hotels and Clubs Association		Vic Gambling Regulations		Crown Casino Perth Industry	
	Compulsory	Noncode	Compulsory	Noncode	Co-regulatory	Qld	Compulsory	SA	Compulsory	Tas	Industry Voluntary	Noncode	Noncode	Industry Voluntary	Industry Voluntary	
Completed SE form procedure	Yes	Yes	No	No	No	No	No	No	No	No	No	No	No	No	No	
Counselling contact information	Yes, but not specifically for SE	Yes, but not specifically for SE	Yes	No	Yes	Yes	No	No	Yes, but not specifically for SE	Yes, but not specifically for SE	No	No	No	Yes, required counselling	Yes, required counselling	
SE from other gambling providers	Central SE register	No	No	No	No	No	No	No	Statewide SE register	SE	No	No	No	No	No	
Correspondence ban for SE	No	Yes	Yes	No, but excludes excluded patrons from loyalty scheme	Yes	Yes	Yes	Yes	Yes	No	No	No	No	Yes	Yes	
Licensee exclusion	Yes	Yes	No	Yes	No	No	Yes	Yes	Yes	No	No	No	No	Yes	Yes	
<b>5. Physical environment</b>																
Clocks/natural lighting	Clock required	Clock required	No	No	No	No	No	No	Clock and natural light required	Clock required	Clock not required	Clock not required	Clock not required	Clock required	Clock required	Clock required
Intoxicated customers not allowed to gamble	No natural light requirement	No natural light requirement	No	No	Yes (if unduly intoxicated)	Yes	Yes	Yes	Yes	No	No	No	No	No	No	No
If there is child care, it must be licensed and separate from gaming area	No	No	Yes	No	Yes	No	No	No	No	No	No	No	No	No	No	No
Procedures to check venues and carparks (for kids left in cars)	No	No	No	No	No	No	Yes	Yes	No	No	No	No	No	No	No	No

continued

Table 6 continued

Component of the NT Code for physical venues	ACT		NSW Gaming Machines Act and Regulation		Vic – Hotels and Clubs Association		Vic Gambling Regulations		Crown Casino Perth Industry	
	Compulsory	Noncode	Co-regulatory	SA	Tas	Industry Voluntary	Noncode	Industry Voluntary		
<b>6. Minors</b>										
Prohibition of minors	Yes	Yes	Yes	Yes	No	No	Yes	Yes	Yes	Yes
Activities run by gambling providers for minors must not promote any aspect of gambling and should not be conducted in close proximity to gambling activities	Yes	No	No	No ads aimed at or including children	No ads aimed at or including children	No	No	No	No	No
No gambling work for minors (except where legal)	No	No licences for minors	Minors excluded from gambling areas	Minors excluded from gaming areas	No	No	No	No	No	No
Minors discouraged from selling keno and lottery	No	No	No	No	No	No	No	No	No	No
<b>7. Financial transactions</b>										
ATM risk warning	No	Yes, warning on ATMs	No	Yes, on screen and on receipt	No	No	No	No	No	Yes, not clear if mandatory
Location – ATMs must not be located within designated gaming areas	No	Yes	Yes	No	No	No	No	No	No	Yes
ATM and EFTPOS facilities will have access only to debit accounts	No	No	No	No	No	No	No	No	No	Yes
Credit and money lending – all gambling providers, with the exception of bookmakers, are not to provide credit	No	No credit	No credit	Credit allowed under certain conditions	No	No credit	No	No credit	No	No credit

continued

**Table 6 continued**

Component of the NT Code for physical venues	NSW Gaming Machines Act and Regulation		Vic – Hotels and Clubs Association		Vic Gambling Regulations		Crown Casino Perth Industry Voluntary	
	ACT Compulsory	Noncode	Qld Co-regulatory	SA Compulsory	Tas Compulsory	Industry Voluntary	Noncode	Industry Voluntary
No cashing of cheques	No cheques over \$250 unless via prior arrangement	No-one allowed to cash a prize cheque within 500 m	By prior arrangement only	No cashing cheques in gaming areas	Yes	Yes	No	No
Payment of winnings – all gambling providers are to pay winnings in excess of \$500 by cheque	Winnings by cheque over \$300	Winnings by cheque over \$300	Venue sets limit	All winnings by cheque over \$1000	Winnings cheques marked as winnings payouts	All winnings by cheque over \$1000	No	No
<b>8. Advertising and promotions</b>								
Compliance with the advertising code of ethics	No	No EGM ads	Yes	No	Yes	Yes	No	Yes
Return to player	No	No EGM ads	Yes	Yes	Yes	No EGM ads	No ads	No specific requirement, but ads must not mislead
Accurate details	Yes	No EGM ads	Yes	Yes	Yes	Yes	No	Yes
Problem gambling signage	Yes	No EGM ads	Yes	Yes	Yes	No	All ads have a prescribed warning statement	No
Notices of winnings paid (outside venue)	No	No EGM ads	Yes	No	Yes, no break of confidentiality	No	No	No
False impressions	Yes	No EGM ads	Yes	Yes	Yes	Yes	Yes	Yes

*continued*

Table 6 continued

Component of the NT Code for physical venues	ACT		NSW Gaming Machines Act and Regulation		Qld		SA		Tas		Vic – Hotels and Clubs Association		Vic Gambling Regulations		Crown Casino Perth Industry	
	Compulsory	Noncode	Co-regulatory	Compulsory	SA	Compulsory	Compulsory	Voluntary	Industry	Voluntary	Noncode	Noncode	Industry	Voluntary	Industry	Voluntary
No verbal urging (or challenging) patrons to gamble	No	No EGM ads	Yes	No	No	Yes	Yes	No EGM ads	Yes	Yes	Yes	No EGM ads	Yes	Yes	Yes	Yes
Minors (not in ads)	Yes	No EGM ads	Yes	Yes	Yes	Yes	Yes	No EGM ads	Yes	Yes	Yes	No EGM ads	Yes	Yes	Yes	Yes
Alcohol consumption with gambling	Yes	No EGM ads	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
9. Participation in gambling research and evaluation	No	No	No	No	No	No	No	No	No	No	No	No	No	Yes	Yes	No
10. Privacy protection																
Gambling provider must maintain the privacy of player information	Yes, for SE	<i>Privacy and Personal Information Protection Act 1998</i>	No	No	No	No	No	Yes, in advertising	Yes, for SE	No	No	Yes, for SE	No	In accordance with Australian privacy laws		

ads = advertisements; EGM = electronic gaming machine; RG = responsible gambling; RTP = return to player; SE = self-exclusion

## 4 Venue observations

This section details the results of observations of the physical premises and online presence of EGM-licensed venues in the NT. In total, physical observations were made in 34 venues, and the online presences of 68 venues were assessed. Table 7 provides information on the types of venues and locations in which observations were made.

Observations were carried out in both casinos. However, to ensure that individual venues are not able to be identified, the data for casinos have been included in the category 'club' when data are reported.

Because of the nature of site visits, observation is more effective in assessing aspects of the physical environment than behaviour, which may only become apparent after longer periods of observation. For this reason, more information was collected for parts of the Code such as provision of information and physical environment, where observations could assess more or less constant characteristics of a venue.

**Table 7** Observed gambling venues in the Northern Territory, by type and location

Venue characteristic	Number
<b>Type</b>	
Casino	2
Club	13
Hotel	19
<b>Location</b>	
Darwin	25
Other	9
<b>Total</b>	<b>34</b>

Source: Venue observations, 2018

### 4.1 Provision of information

Four responsible gambling practices are included in the category 'Provision of information' in the Code. These provisions are intended to allow patrons to make informed decisions about their gambling.

#### 4.1.1 Mission statement (Code 1.1)

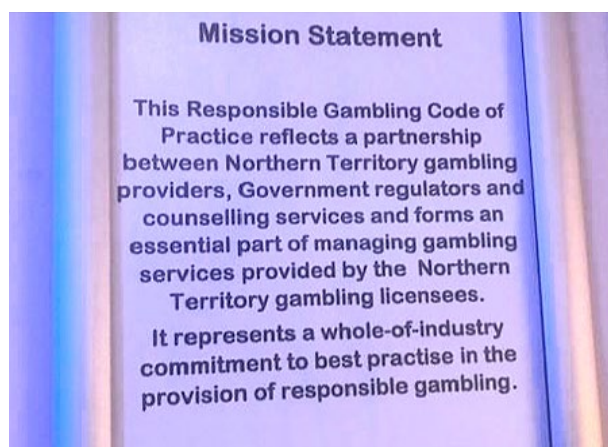
The Code requires 'a mission statement that clearly demonstrates the venue's commitment to responsible gambling must be displayed at the venue in a location easily accessible by patrons'. Half the venues (17 of 34) displayed a mission statement (Table 8). However, in many cases, it was not displayed in a location where it was easily accessible by patrons, and/or it was difficult to read because of factors such as lighting levels and small font size. Among the observed venues, hotels were less likely to display a mission statement (6 of 19) than were clubs (10 of 15). The mission statements varied. Figure 3 provides an example of a mission statement.

**Table 8** Mission statement displayed at venue by venue type

Venue type	None visible	Yes, clearly visible	Total
Casino	4	11	15
Hotel	13	6	19
<b>Total</b>	<b>17</b>	<b>17</b>	<b>34</b>

Source: Venue observations, 2018

**Figure 3 Example of a mission statement**



Source: Venue observations, 2018

#### 4.1.2 Provision of information relating to the potential risks of gambling (Code 1.2)

The Code requires information relating to potential risks associated with gambling to be displayed prominently, along with information about where patrons can seek assistance with any gambling issues they may have. The information must also be displayed in all gambling areas plus locations where an ATM or EFTPOS machine is available (Code 7.1).

Most venues were compliant, with 29 of 33 venues displaying some form of information for patrons in EGM gambling areas (Table 9). Nevertheless, there was variability in how and what information was displayed. In some venues, there was a single poster.

Two-thirds of venues (22 of 33) displayed compliant help contact information in the gaming area (Table 10). There were similar levels of compliance in clubs and hotels (9 of 14 clubs and 13 of 19 hotels were compliant).

**Table 9 Potential risk information inclusion by venue type**

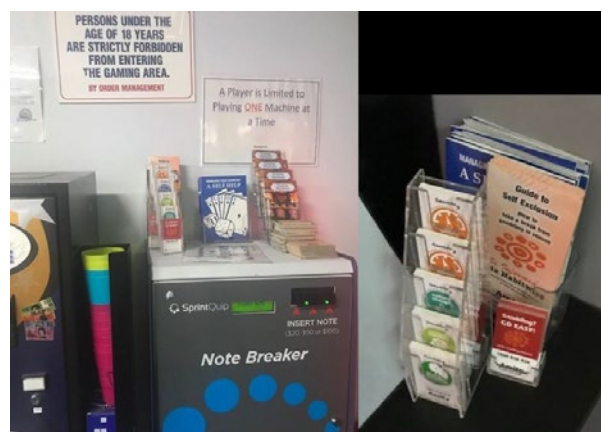
Venue type	Not displayed	Displayed	Total
Casino	1	13	14
Hotel	3	16	19
<b>Total</b>	<b>4</b>	<b>29</b>	<b>33</b>

**Table 10 Gambling help contact information inclusion by venue type**

Venue type	Not displayed	Displayed	Total
Casino	5	9	14
Hotel	6	13	19
<b>Total</b>	<b>11</b>	<b>22</b>	<b>33</b>

Most venues had a table or area with a small display of brochures relating to potential risks, self-exclusion and gambling support (Figure 4). The age or quality of the posters/brochures offered in these small displays varied markedly between venues, and most were many years old (see Figure 5 for a compliant example).

**Figure 4 Typical location of responsible gambling information in a club**



**Figure 5 Example of compliant ATM signage**





The presence of information on potential risks and problem gambling warning signage near or on ATM/EFTPOS machines is mandated by the Code (1.2 and 7.1). Of the 34 venues observed, 10 complied with this aspect of the Code (Table 11). A further three venues were partly compliant. The rate of compliance was higher in hotels (8 of 19) than clubs and casinos (2 of 15).

Of the venues visited, 19 had UBET facilities. These gambling areas were observed separately because they were most often in a different section of the venue to the EGMs. Roughly two-thirds of the venues were compliant in providing responsible gambling messaging in UBET areas (Table 12); for the most part, the messaging was in the form of the poster shown in Figure 6. Unfortunately, the entire UBET branding is black and green, which makes it difficult to identify the responsible gambling information among the UBET advertising.

#### 4.1.3 Accurate information about odds or win rates of major prizes (Code 1.3)

None of the 34 venues in which observations were made complied with the requirement to provide meaningful and accurate information about the odds or win rates of major prizes in all gambling areas. Meaningful RTP information was not available in any venue. An outdated 'players guide' brochure was the sole example of information about RTP. Furthermore, although many EGMs display the dollar amount of jackpot prizes (e.g. Dragon/Lightning Link), the likelihood of winning such a prize was not displayed in any venues.

**Figure 6 Multilingual UBET responsible gambling information**



**Table 12 UBET responsible messaging inclusion by venue type**

Venue type	No responsible gambling messaging	Responsible gambling messaging	Total
Club/casino	3	5	8
Hotel	4	7	11
<b>Total</b>	<b>7</b>	<b>12</b>	<b>19</b>

**Table 11 Inclusion of information about gambling risk near ATM and EFTPOS by venue type**

Venue type	No information displayed	Information correctly displayed near some but not all ATM/EFTPOS	Information correctly displayed near all ATM/EFTPOS	Total
Club/casino	11	2	2	15
Hotel	10	1	8	19
<b>Total</b>	<b>21</b>	<b>3</b>	<b>10</b>	<b>34</b>

## 4.2 Interaction with patrons and community

### 4.2.1 Community liaison officer (Code 2.2)

The Code requires that a community liaison officer (CLO) be designated and available during gambling hours. In 22 of the 34 venues observed, the assessor did not feel comfortable asking to talk to a CLO. Reasons for this included the (lack of) staff service and the fieldwork officer's gender, which played a role in some cases. It was considered that a person experiencing harm from gambling in a venue would be highly unlikely to feel comfortable enough to request information or assistance from a CLO. Of the venues in which the venue assessor did ask to speak to the CLO, in just 2 of 12 venues was the CLO available (Table 13).

Although not a requirement of the Code, staff being clearly visible to patrons so that they can monitor red flag behaviour, or so that they are available to patrons seeking assistance, was assessed by the fieldwork officers. They found that staff were clearly visible and available to patrons in 14 of 34 venues (Table 14). Clubs and casinos (particularly large ones) are more likely to have dedicated gambling area staff (10 of 15 venues) than are hotels (4 of 19 venues). Gaming rooms that had dedicated or highly attentive staff appeared to operate in the spirit of the Code – that is, creating safe(r) gaming environments. Also relevant to Section 5 of the Code, some gaming rooms had no natural light, were rarely frequented by staff, or were arranged so that patrons could come and go from the street without any face-to-face acknowledgment from staff. These venues presented as unsafe gambling environments and were highly problematic.

**Table 13 Was there a community liaison officer available on request?**

Observation	Number
Did not ask	22
Yes	2
No	10
<b>Total</b>	<b>34</b>

**Table 14 Are staff clearly visible and available to patrons in the gambling area?**

Venue type	No	Yes	Total
Club/casino	5	10	15
Hotel	15	4	19
<b>Total</b>	<b>20</b>	<b>14</b>	<b>34</b>

## 4.3 Exclusion provisions

### 4.3.1 Self-exclusion forms (Code 4.2)

The Code requires all commercial gambling providers to use the generic self-exclusion form that has been developed for use by the NT Government and gambling providers. The Code specifies that 'procedures with clear, supporting documentation are to be implemented and application forms for self-exclusion must be available at reception, within the gambling area, adjacent to the gambling products or/and on the website'.

In 15 out of 34 venues, self-exclusion forms were available at either the reception or gaming areas (Table 15). Where self-exclusion information was not physically available, the venue assessor asked staff if they could have some information on self-exclusion. Of the 14 venues in which self-exclusion information was not available and in which this information was requested, it was provided in only 2 venues and could not be provided in 12 venues (Table 16).

**Table 15 Are self-exclusion forms available to patrons in the venue (either reception or gambling area)?**

Observation	Number
Yes	15
No	19
<b>Total</b>	<b>34</b>

**Table 16 Was self-exclusion information available on request?**

Observation	Number
Did not ask	5
Yes	2
No	12
<b>Total</b>	<b>19</b>

## 4.4 Physical environment

### 4.4.1 Passage of time (Code 5.1)

The Code requires that gambling providers implement practices to ensure that customers are made aware of the passage of time. Examples given in the Code are clearly visible clocks in the vicinity of cash cages, ATMs and coin dispensers, together with natural lighting where possible.

Only 4 of 34 venues had natural light in all gambling areas (2 of 15 clubs and casinos, and 2 of 19 hotels; Table 17). A further 9 of 34 venues were partially windowed (5 of 15 clubs and 4 of 19 hotels).

Clocks were common in gambling areas across the NT, with 28 of 34 venues being compliant by having clearly visible, correctly set clocks (Table 18). In comparison, only 10 of 18 UBET areas provided clocks set to the correct time.

## 4.5 Minors

### 4.5.1 Prohibiting children under 18 from entering the gambling area (Code 6.1)

Observation revealed no evidence of children in gambling areas (although this would be a relatively rare occurrence). Clear signage that children were not to enter the gambling area was very common; 27 of 30 venues complied with this aspect of the Code (Table 19).

**Table 17 Access to natural light in the gambling area, by venue type**

Venue type	None	Some	Yes, in all areas	Total
Club/casino	8	5	2	15
Hotel	13	4	2	19
<b>Total</b>	<b>21</b>	<b>9</b>	<b>4</b>	<b>34</b>

**Table 18 Clock visibility in all venues and in UBET areas**

Are clocks available within sight of the gambling area?	
Yes	28
No	6
<b>Total</b>	<b>34</b>
Are clocks available in the UBET area?	
Yes	10
No	8
<b>Total</b>	<b>18</b>

**Table 19 Are there clear signs prohibiting children under 18 from entering the gambling area?**

Observation	Number
Yes	27
No	3
<b>Total</b>	<b>30</b>

## 4.6 Financial transactions

### 4.6.1 ATM and EFTPOS access to credit accounts (Code 7.3)

Access to credit from ATM and EFTPOS facilities in gambling areas is prohibited under the Code. Obtaining cash from credit accounts was attempted at all venues visited. Cash was withdrawn from a credit account at ATMs in four venues.

## 4.7 Advertising and promotions

Compliance in advertising and promotional material was common, and most venues complied with national advertising standards (Code 8.1). Nonetheless, as noted above, none of the venues visited displayed RTP information for EGMs anywhere in gaming areas (Code 8.2 and 1.4).

None of the observed advertising was directed at or portrayed minors (Code 8.5), and none showed the consumption of alcohol with gambling (Code 8.9). One venue displayed inaccurate advertising of prize details (Code 8.3 and 1.4). No venue displayed information of individuals' winnings paid outside the venue (Code 8.7).

The *Northern Territory News* is a daily newspaper. It covers local, national and world news events, as well as sports, business and entertainment. A content analysis of a sample of 82 *Northern Territory News* issues published from September 2018 to February 2019 was undertaken to assess the prevalence and types of gambling advertising in print media in the NT.

Every issue of the *Northern Territory News* analysed included advertisements for gambling venues and gambling products.<sup>9</sup>

Table 20 shows a snapshot of gambling advertisements in the *Northern Territory News*

and the composition of the types of gambling being advertised. The average number of advertisements per issue was 3.1, varying from 2.0 in February to 3.9 in September. During the period, 46.3% of advertisements were for online bookmakers, 24.5% for clubs and hotels, 17.9% for casinos and 11.3% for other forms of gambling (e.g. track racing, bingo).

In the 82 issues of the *Northern Territory News* analysed, there were 38 advertisement of half a page or larger for online betting apps, which operate exclusively online. Whereas these advertisements are bold and overt, gambling venue advertising is often less overt. For example, cross-promotion of gambling products often occurs in the *Entertainment* section, in which venues and events are endorsed. Another consistency is appearance of gendered advertising (i.e. advertisements that are designed to target either men or women specifically) and advertisements designed to appeal to families (e.g. 'two for one' and 'kids eat free').

Although the advertisements identified appear to be compliant with the Code, images associated with gambling products and activities (i.e. leading audiences to form false impressions of the prospects of winning, or directly appealing to EGM players) are frequently found in the identified examples.

**Table 20** Forms of gambling advertising by month, *Northern Territory News*, September 2018 to February 2019

	Sep	Oct	Nov	Dec	Jan	Feb	Total
Average number of advertisements per issue	3.9	3.0	3.3	3.3	2.7	2.0	3.1
Gambling type	Distribution (%)						
Casino	12.8	28.2	19.6	15.9	18.4	7.1	17.9
Clubs and hotels	38.3	43.6	14.3	6.3	34.2	21.4	24.5
Online bookmakers	42.6	20.5	50.0	68.3	39.5	35.7	46.3
Other (track racing, bingo)	6.4	7.7	16.1	9.5	7.9	35.7	11.3

Note: A total of 82 issues of the *Northern Territory News* were analysed.

## 4.8 Additional information

In one venue, a fieldworker observed staff verbally encouraging patrons to play (Code 8.8). What would be described as emotional red flag behaviour (showing signs of distress and anger) by patrons was witnessed in five venues. None of these individuals were approached by staff during the time the researcher watched the behaviour. Many machines had obvious damage (such as broken buttons and, in one venue, a broken screen), and some venues had signs up not to hit the machine or buttons, or play multiple machines, which is clear red flag behaviour (Figure 7). The UBET areas did not appear to meet the same standards of responsible gambling as the EGM areas of the venues. Although venues could argue that the Code applies to the venue in its entirety, the UBET areas of venues often provided no information about help services, responsible gambling, gambling harm or self-exclusion. ATMs were also regularly found in these parts of venues or in very close proximity.

## 4.9 Website observations

As part of the venue observations, the websites of licensed EGM operators in the NT were analysed. Most venues (58 of 68) have websites (Table 21). The information on the gambling products they provide, and the extent to which they provide

Figure 7 Red flag signage in a venue



responsible gambling information, vary widely. Of the venues with websites, 55% included some form of information on their gambling products, 28% included at least some responsible gambling information, 12% included a responsible gambling mission statement, 2% (1 of 58) included information on self-exclusion, and none included any information on winnings.

Table 21 Electronic gaming machine venue website observations

Question	Yes	Total	%
Does the venue have a website?	58	68	85
Does the website mention gaming facilities?	32	58	55
Does the website display any responsible gambling information?	10	58	17
Does the website feature a responsible gambling mission statement?	7	58	12
Does the website display information on winnings?	0	58	0
Does the website include self-exclusion information?	1	58	2

## 5 Gambling-related training

This section reports on the findings of the assessment of gambling venue staff training in the NT. Gambling-related training was assessed using the 2018–19 online survey of gambling venue staff, and depth interviews with venue staff and compliance officers.

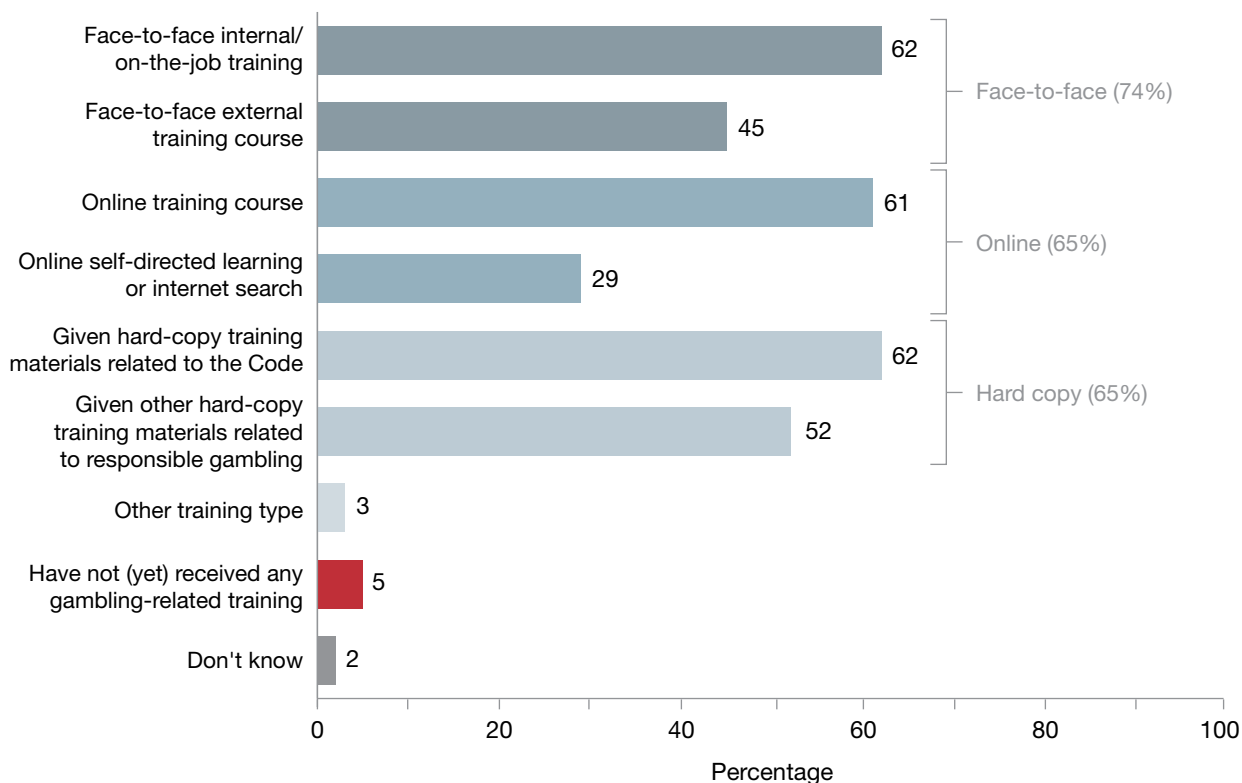
### 5.1 Types of training undertaken

Information on the training undertaken by gambling venue staff was collected as part of the online survey of staff. As noted above, the survey was completed by 66 venue staff. There was a lack of engagement from the industry in the review, as demonstrated by the small sample sizes, which means that the extent to which the data are representative of the industry as a whole

is unknown. Our assessment is that the venues that facilitated participation of their staff in the survey have a greater level of compliance with the Code than those that did not.

Most staff who responded to the survey (95%) reported having undertaken gambling-related training since starting employment at the venue in which they currently worked (Figure 8). Of the 5% (3 of 66) staff who indicated that they had not yet received gambling-related training, two had been with the venue for between 1 and 2 years, and the third had been employed at the venue for between 2 and 5 years. Two worked in the kitchen or hospitality areas and one in security; they spend less of their time on gambling-related activities. They were not from any one particular venue type.

**Figure 8** Types of training undertaken



Note: All respondents ( $n = 66$ ) answered the question about training. Staff could report using multiple training types via each mode, and so percentages sum to more than 100%. Based on the question: What types of gambling-related training have you received since starting at the venue?

Source: Online survey of gambling venue staff, 2018–19

Three-quarters of respondents had received training face to face (74%), with most of them indicating that this was delivered internally (62%) (Figure 9). Around two-thirds had received gambling-related online (65%) or hard-copy training (65%). The majority of staff who reporting having undertaken self-directed online learning (29% overall) worked in the area of venue management or in the gaming area and tended to spend all or most of their time engaged in gambling-related tasks or activities.

Mirroring the results of the online survey, most venue staff who completed depth interviews said the gambling-related training they had received was informal, including word-of-mouth instruction from managers, and reading through training manuals. Senior staff were reportedly more likely to undertake formal training, and there were indications that entry-level staff were not as well trained. Examples of more formal training that were reported included Responsible Service of Gaming courses, red flag training, and other responsible gambling training delivered by external providers:

*We've all done our current responsible gambling course. (venue staff interview 2)*

*First, they have to do it online to do the RSG course and RSA. Then, after that, we give them our own training and tell them how things go in our venue. And when time comes, that's when we arrange with MET to provide those services. (venue staff interview 6)<sup>10</sup>*

*For me being across everything it's more about the networking and also, I punt socially as well, so I go to the other clubs and I hear the legislation they think they're quoting when they tell me I'm doing something wrong. Or I go on the, you know use the online apps and if you want to cancel a bet or cash out they tell you what the legislation requires you to do. (venue staff interview 3)*

*It's their job to then pass that information on and make sure that the Code and any other legislation is being adhered to. So yeah, at this stage I wouldn't say that we had a formal process for training, but it's more just on the job. (venue staff interview 4)*

*Managers do (training). But the foot soldiers really don't. So, the person that's on the floor that sees the most are the ones not being utilised. (venue staff interview 5)*

One participant who had only recently introduced gambling to their venue had experienced difficulty finding out where to go to learn about their gambling-related responsibilities. They had sought advice from their networks of managers from other venues, eventually being pointed in the direction of support networks:

*There isn't any (training). I went out on my own and went to three different venues who had staff there that I had a good rapport with. And they showed me how they do things there, and from that I kind of built my own mechanisms and spreadsheets and knowledge on what they'd showed me and taught me. (compliance officer)*

*Because once up here – all you have to do is give the police clearance really. Some identification to get a machine manager's licence. That's all. Nothing surrounding – oh, and Amity House of course as well. They're good for the assistance side of things for those who need help with gambling issues ... I got in touch with Australian Hospitality Association, who's now called Hospitality NT. They helped me go through this sort of compliancy checklist from licensing that they provided. And helped me with other people in the industry to try and make sure that we had everything in place with regards to the law. But yeah, I mean they're not experts in gaming themselves. Sort of a tool to help me put me in touch with what I needed to know. (venue staff interview 7)*

Most compliance officers indicated that they had not completed formal training pertaining to responsible gambling as part of their role. None of the compliance officers interviewed said that they had received training related to the Code. Longer-serving compliance officers noted that gambling-related compliance had not always been part of their role, and it was something that they had adapted to because it became a larger part of their role.

Comments from compliance officers included:<sup>11</sup>

*It was more on-the-job training and self-education with regards to the legislation.*

*Nothing so much formal ... you get placed with someone with some experience and you're mentored. People are different, I'm one that learns by repetitive sort of stuff. You do jobs with a little bit of someone overlooking what you do, and you do the job enough and you know your job.*

*It came up approximately three months into the role formally when we started doing complete audits of licensed venues which had some gaming machines in it.*

*Probably not really training as such, no ... It would have been colleagues that have already been doing the job. They probably would have introduced me to it and what to look for in the premises and what not.*

*I'll team someone up, a new starter with somebody that's had experience, and make sure that it's covered that way.*

## 5.2 Topics covered in training

All respondents to the online survey of gambling venue staff who had participated in gambling-related training were asked which of a list of topics had been covered by the training. Despite this list containing only topics of direct relevance to the Code, there was not one topic that all respondents agreed had been covered in their training. Although this may be due to recall issues, this is a telling finding because it means the topics have not resonated with some staff.

The topics most often recalled from the training were (Figure 9):

- understanding problem gambling (90%)
- self-exclusion (90%)
- identifying red flag behaviours (87%)
- safe gambling environments (87%)
- venue responsibilities related to the Code (86%).

At the other end of the spectrum, fewer recalled the training having covered:

- gambling-related advertising or marketing (56%)

- odds and win rates (59%)
- gambling staff training registers (63%)
- financial transactions (68%).

Respondents who worked in venue management were the most likely to indicate that these topics were covered. Staff who had been in the role for less than 1 year were also more likely to mention that advertising or marketing had been covered. This may indicate that responses were influenced by recall and that refresher training should cover all topics to maintain recall.

Venue staff who participated in the depth interviews were vague when recounting the specific topics covered in training, but some participants stated that training generally covered 'problem gambling' as a broad topic. Other participants stated that their training centred mostly on operating the gaming machines. One participant listed several training topics relevant to the Code, including preventing minors from being around gambling, rules about advertising and promotion, and offering self-exclusion:

*It was predominantly essentially about problem gambling. Obviously, problem gambling and what to look out for. (compliance officer)*

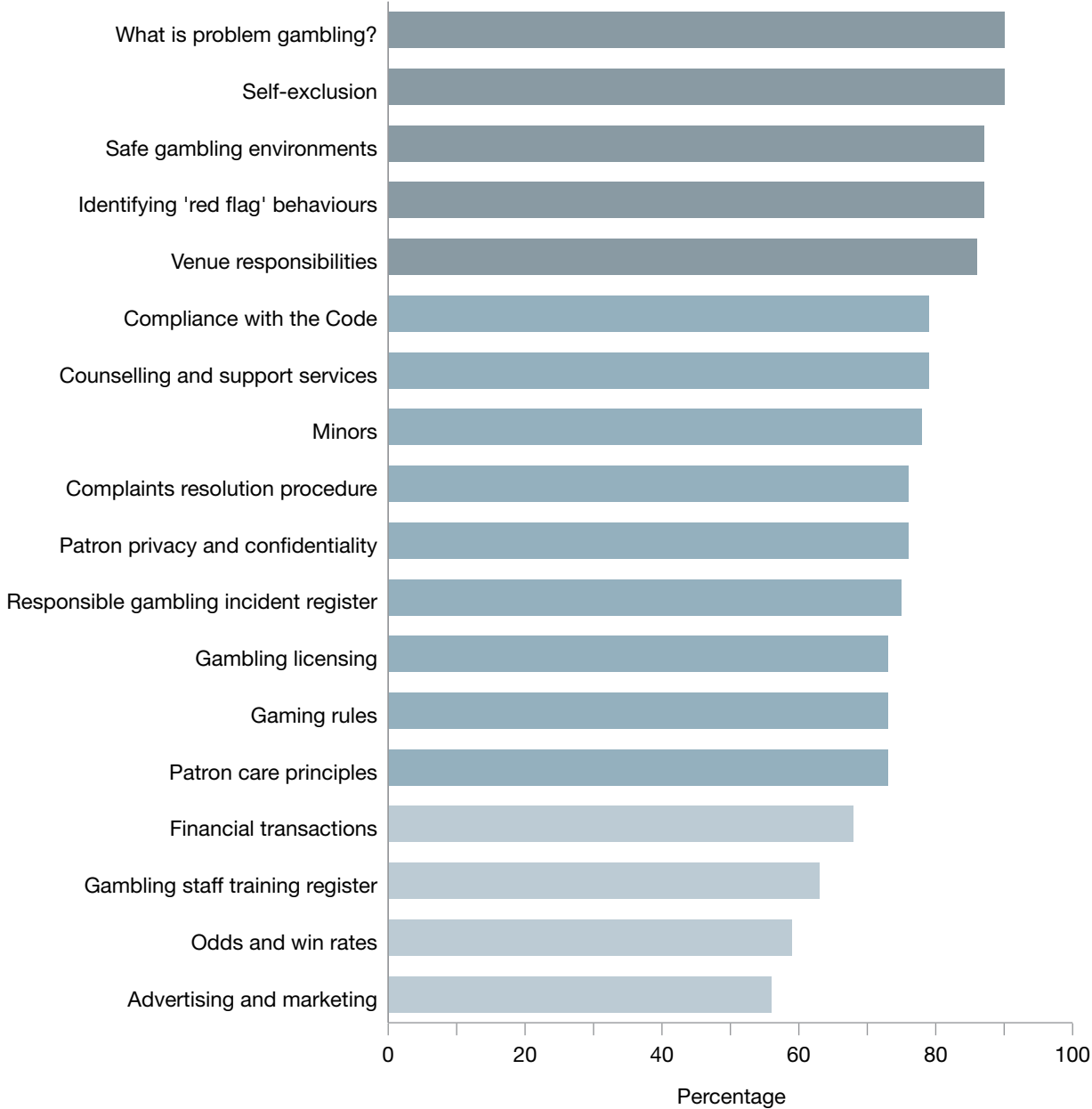
*We go through what the requirements are. We go through what we look for as far as what the machine should be doing. Then we also look at the responsible gambling practices and so forth. (compliance officer)*

*So, we tell them about the minors, how to check. We don't actually allow minors to get into our venues. And we also look at the self-exclusion, how to handle that and those matters as well. And about problems gambling. And the advertising and the promotion side of things. (venue staff interview 6)*

The coverage of training appeared to be more comprehensive for senior staff or those with a responsibility for adherence to the Code. Others indicated that they would approach a more knowledgeable staff member with questions if they required information on topics with which they were less familiar.



**Figure 9 Topics covered in training**



Note: Based on the question: From what you recall, which topics have been covered in any gambling-related training you have received in your role? (n = 63)

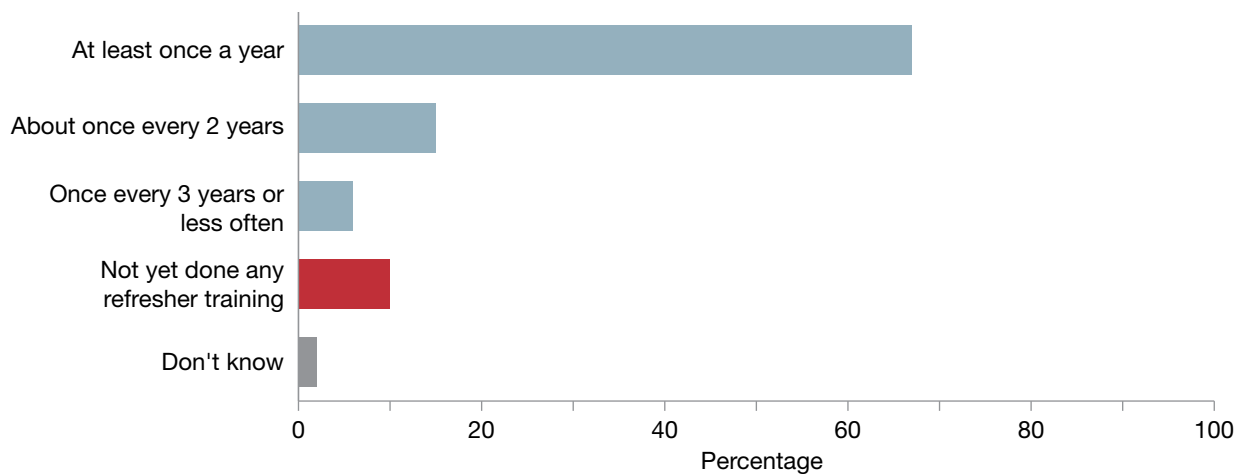
Source: Online survey of gambling venue staff, 2018–19

### 5.3 Refresher training frequency

All those who had been with the venue for more than a year and had done some gambling-related training were asked how often they have completed refresher training. A reasonable proportion (67%) had completed refresher training at least once a year; 21% had completed it less often, and 10% indicated that they had not yet done any refresher training (Figure 10).

Of the five respondents who were yet to do any refresher training, three had worked at the venue for more than 1 but less than 2 years and two for more than 2 years, and all worked at hotels or taverns. Two of these spent most of their time on gambling-related activities, while for three these activities comprised at least some of their time, suggesting that refresher training would be beneficial.

**Figure 10 Refresher training frequency**



Note: Based on the question 'How often have you completed gambling-related refresher training?' Question was asked of respondents who had worked at their current venue for longer than 1 year and reported having undertaken training ( $n = 48$ ).

Source: Online survey of gambling venue staff, 2018–19

The frequency of refresher training was not a topic that was explored in depth throughout interviews, but some senior staff mentioned the regular training they had received:

*So, MET provide those trainings for us. So, on the 20th of February, we're going to have another one. (venue staff interview 6)*

*We have our red flag behaviour refresher course in two weeks. (venue staff interview 2)*

*The (training) manuals were rewritten in 2016. And we re-sent a pack in 2018 for the refresher. (venue staff interview 1)*

## 6 Awareness of the Code

### 6.1 Familiarity with the Code

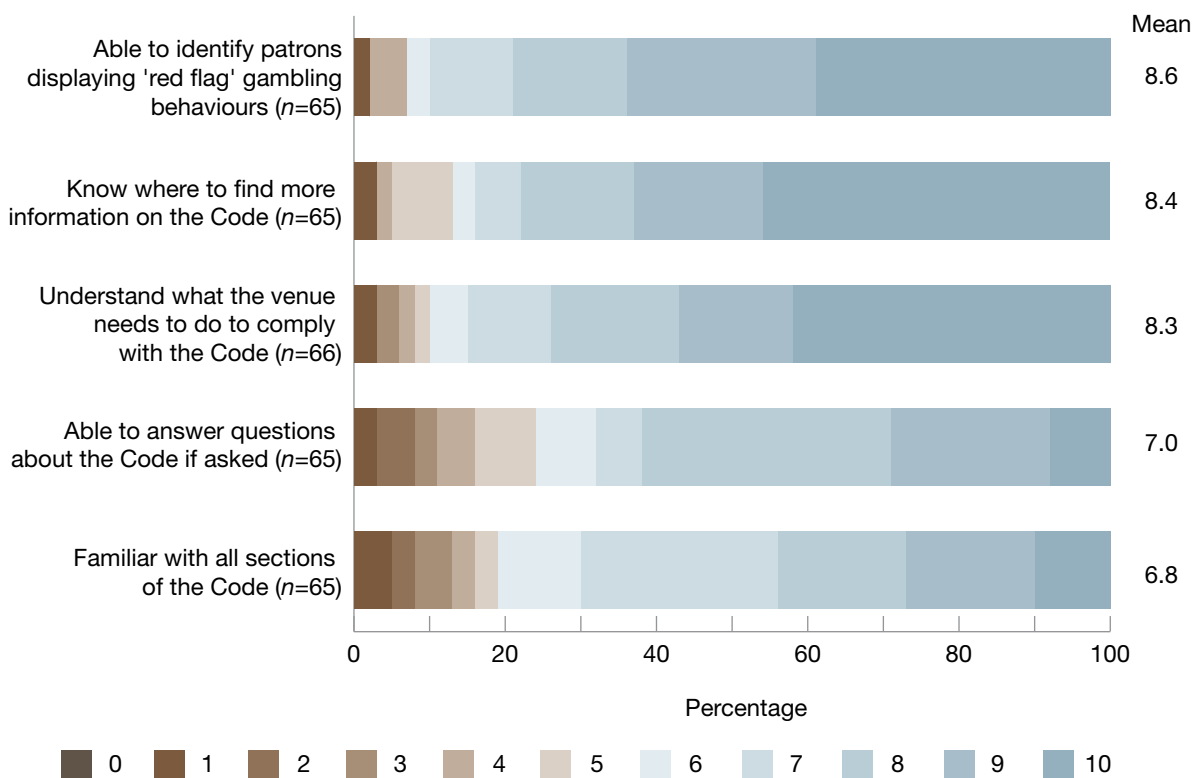
Most respondents expressed high levels of confidence in their understanding of the Code. More than two-fifths (40%) gave the highest confidence rating of 10 out of 10, indicating that they were extremely confident about being able to identify patrons displaying red flag behaviours (40%), knowing where to go to find out more about the Code (46%) and understanding what the venue needs to do to comply with the Code (44%) (Figure 11).

About 1 in 10 were extremely confident that they would be able to answer questions about the Code (9%) or were familiar with all sections (11%).

The depth interviews with venue staff reinforced the findings from the online survey that most responding venue staff felt confident in their understanding of the Code and knew how to comply. However, the depth interviews revealed that this was not the case for all staff. There tended to be one or two staff at a venue who were more familiar with the Code, and other staff would turn to them for guidance:

*I think the more senior ones are across the Code more. Those that are more interested. But they are all encouraged to read and understand the Code. (venue staff interview 4)*

**Figure 11 Confidence in familiarity with the Code**



Note: Based on the question 'On a scale of 0 to 10, where 0 is "not at all confident" and 10 is "extremely confident", how confident are you that you personally ...?' Asked of all respondents (n = 65).

Source: Online survey of gambling venue staff, 2018–19

*I consider it a priority to read it and familiarise myself with it straight away. But again I spend about 20 minutes with the staff before they start the day with the wagering, I just let them know what's going on, or I've got it printed out ... (venue staff interview 3)*

*Well, I oversee the crew. So I'm trying to make sure that they're all up to date and understanding what's going on and what their obligations are. And how to perform their duties. With compliance as well as compassion for those who might need help and all that sort of thing ... For me, I'm pretty confident about it because I get auditing by Licensing. If you went to my duty managers, they probably would have forgotten most of it because it's not really relevant to their day to day (activities). (venue staff interview 7)*

Despite depth interview participants displaying confidence in their familiarity with the Code, methods of disseminating this information to other venue staff members appeared to be somewhat informal. They included forwarding relevant guidelines to staff members and responding to questions on an ad hoc basis:

*We've always got a sea of information from the licensee and the government. So, we just pass it on to our staff ... it's just up to the people to take it or not. (venue staff interview 5)*

Respondents indicated that, when other staff were less familiar with the Code, this was often due to high staff turnover or a greater focus on other areas (particularly the responsible service of alcohol). They also noted that some staff have difficulty understanding the Code because of the complexity of its language:

*With lotteries we also have a lottery sign and a lotteries brochure that goes out ... And then we send it out to each and every outlet. And they need to confirm that they've received it and that they've trained themselves by reading the manual. We see this across the board across Australia, and it's not isolated to the Northern Territory, where people say they've done their training. They've read the training. We might have then localised government inspectors go in and ask a few questions. And it sounds like people don't actually know what they're doing. (venue staff interview 1)*

*Yeah, (I've) just kind of given them the paperwork to read through and told them to ask me questions and typed out some notes for them that are a bit more user-friendly. That speak in a normal language ... There's heaps to read in there. And a lot of it doesn't make sense or your mind drifts off because it's a bit – yeah, a bit hectic for your average Joe that just wants to pour beer and service customers. (venue staff interview 7)*

One staff member found keeping up with the changes in regulations challenging:

*I've been off working in a bar for a couple of years and then I'd stop and then I'd go back a couple of years later and things have changed. (venue staff interview 2)*

Compliance officers said that venue staff generally have a limited understanding of the Code. This was reported as being particularly the case for lower-level staff in smaller venues. Compliance officers highlighted a discrepancy between knowing the Code and being able to practically enforce it; some said there was a gap in the application of the Code. Staff turnover and workforce characteristics were highlighted by compliance officers as possible reasons for this lower level of understanding of the Code (e.g. when staff were students or backpackers working on a casual basis):

*It's all well and good for a staff member to have the Code and say, 'Okay now I've got it'. They still need to be educated on it. (compliance officer)*

*You'll have your experienced managers who are working in the venues for some time and they're right across it. I think the challenges that you get is when they employ staff, younger staff, backpackers, people not experienced in the industry and, obviously, their focus is learning how to pour a beer and to work the till. (compliance officer)*

*They know it's there, but do they understand why it's there? (compliance officer)*

Notably, a few depth interview participants highlighted limited understanding of the Code among compliance officers, one stating that the

tools that they used to audit venues needed to be updated to reflect the Code:

*I think our audit sheet probably does need some updating as well, in relation to the Code. So I think we do lack behind in that a bit ourselves and we need to take some responsibility for that and update our audit sheets. I think they're a little bit outdated and I don't think they've kept full pace with where the Code's at as well. (compliance officer)*

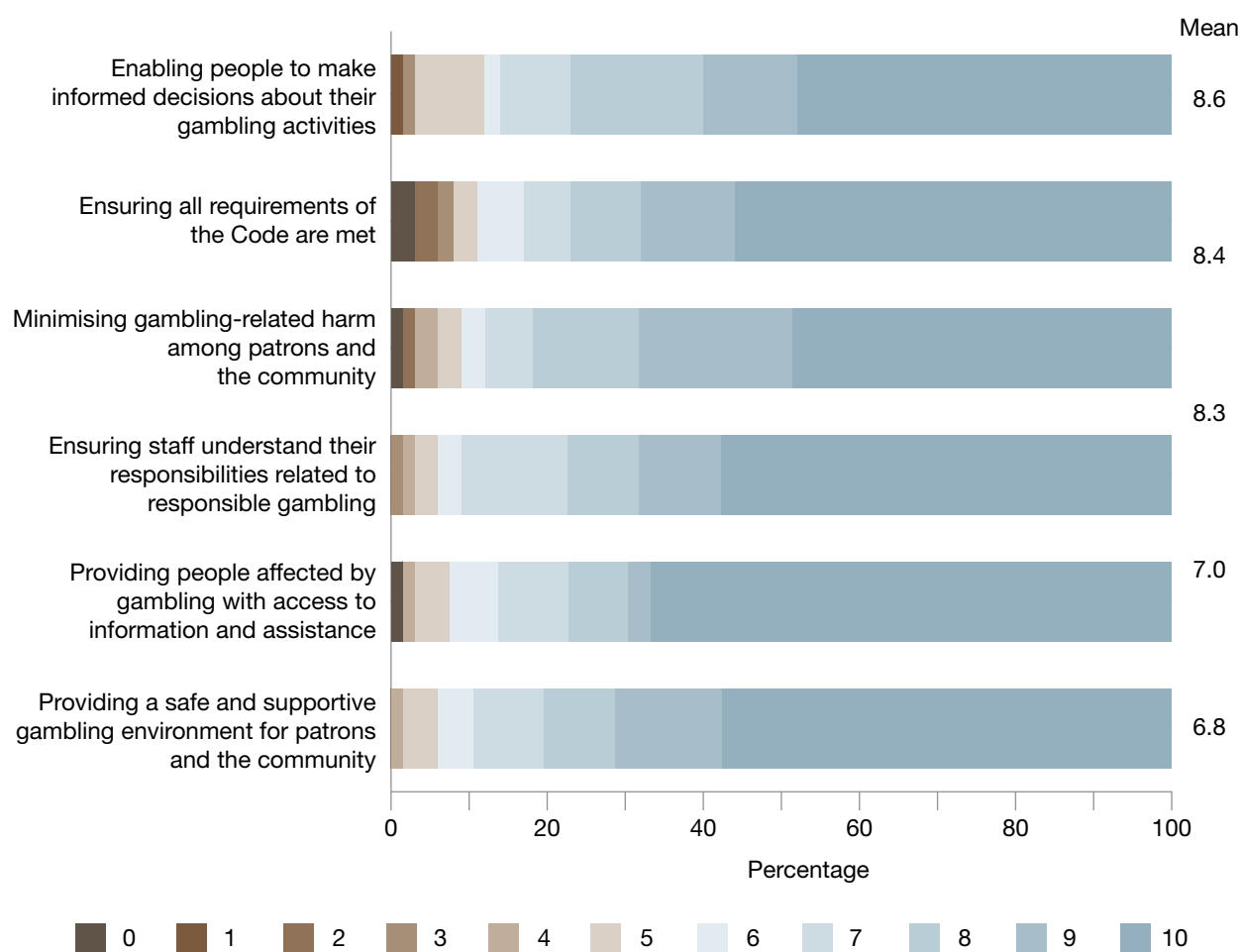
*So when you initially asked about our staff, are they familiar with the Code, then I think yeah, that's definitely an issue. But then you know, our staff aren't even aware of what the requirements of the Code are, which is sad. (compliance officer)*

## 6.2 Importance of adherence to the Code

Given that the staff who responded to the survey tended to be highly familiar with the Code and often had some responsibility for venue compliance with the Code, it follows that they would see minimising gambling-related harm and adherence to the Code as being important.

When asked about the importance to the venue of meeting the principles of the Code, respondents indicated that this is very important. In particular, providing people affected by gambling with information and assistance was viewed as extremely important to more than two-thirds (67%) of venues (Figure 12).

**Figure 12 Importance of adherence to the Code**



Note: Based on the question 'On a scale of 0 to 10, where 0 is "not at all important" and 10 is "extremely important", how important are each of the following activities to the venue?' Asked of all respondents ( $n = 66$ ).

Source: Online survey of gambling venue staff, 2018–19

Also extremely important to more than half of the venues was ensuring that staff understand their responsibilities related to responsible gambling (58%) and that all requirements of the Code are met (56%).

For the remainder, the majority rated each attribute as highly important. Notably, five staff, mostly from casinos, gave scores of less than 5 out of 10, indicating that it was less important to their venue to ensure that all requirements of the Code are met.

Most depth interview participants explained that minimising gambling harm was important from an ethical and moral standpoint:

*Oh, look, I hate to see people suffer from gambling. It's supposed to be a fun sort of entertainment thing on the side of going out and enjoying yourself socially. But I guess for some older people it's more of a – that's their social time. If they don't drink, they like to come out and put a few dollars in the machine and have a chat with someone. But yeah, it's awful. But I'm in that industry so – you have to work with it as best you can. (venue staff interview 7)*

Adherence to the Code was not always the highest priority for the venue in a profit-maximisation environment. Some depth interview participants highlighted the profits associated with gambling, indicating that there was minimal motivation for venues to try to restrict the gambling activity of patrons, because this would result in a loss of revenue:

*It probably depends on how much money they're making from them, to be honest. Because they are such a big money-maker. Yeah, sad but true. (compliance officer)*

*The bottom line is dollars. They're like any company. They don't care how they get their dollar, as long as they get their dollar. To remain competitive, they need that money. So, at the end of the day, are they going 100 per cent into targeting problem gamblers? Probably not. Why not? Because they like that money. (venue staff interview 5)*

Although participants indicated that minimising harm was important, the urgency with which they identified and assisted gamblers was seemingly

tempered by financial motivations and a desire to keep the customers happy:

*I guess it's not at the direct forefront. The first thing that's on their mind is keeping the customers happy. (venue staff interview 4)*

*I think it's a really tricky thing to manoeuvre. For me it's all about the, you know worthwhile experience. If they're having fun while they're there, if they're not stressed about it, I'm not stressed about it. (venue staff interview 3)*

Depth interview participants also discussed the prioritised focus on alcohol-related harm. Some said that harm associated with alcohol consumption was one of the higher-level priorities in the NT more broadly, and so venue staff and compliance officers focused more heavily on this aspect of their role:

*The other stuff terrifies everyone. Like we can get this fine for that and this is with the alcohol side of it. With the gambling side of it it's still such – I feel it's still a bit grey in a lot of ways, and it's evolving. (venue staff interview 2)*

Compliance officers explained that their role encompassed alcohol, security and gambling, with compliance related to alcohol being the main focus. A couple of participants noted that gambling-related compliance was rarely enacted. In particular, some compliance officers expressed a need for greater enforcement of the Code:

*I mean our main industry at the minute is liquor. That's where the focus is on and not so much on gambling. I haven't done a gambling audit in maybe 12 months. So I've got no reason to go in and do anything. Even though we may say we like to get out there twice a year, it's not always possible that you do. So resources get allocated to other places. At the moment, the focus is away from gambling. (compliance officer)*

*It would be predominantly liquor licensing enforcement with a little bit of security stuff second to that. Gambling seems to come a bit of a third, I would say, to be fair ... alcohol-related crime is the major focus, probably not only the NT but in Australia, so that obviously has a huge effect, gets most press and that's fairly prevalent up here in the Northern Territory as well. That's where*

*there's a lot of breaches, that's where there's a lot of complaints, so that's obviously where we're steered towards. (compliance officer)*

*The main focus is on liquor compliance and making sure that people aren't drunk, and the licence conditions are adhered to. (compliance officer)*

*They've got a lot of different things that they have to comply with, then that might be easier for things to slip down, like gambling. (compliance officer)*

# 7 Compliance with the Code

## 7.1 Provision of information to patrons

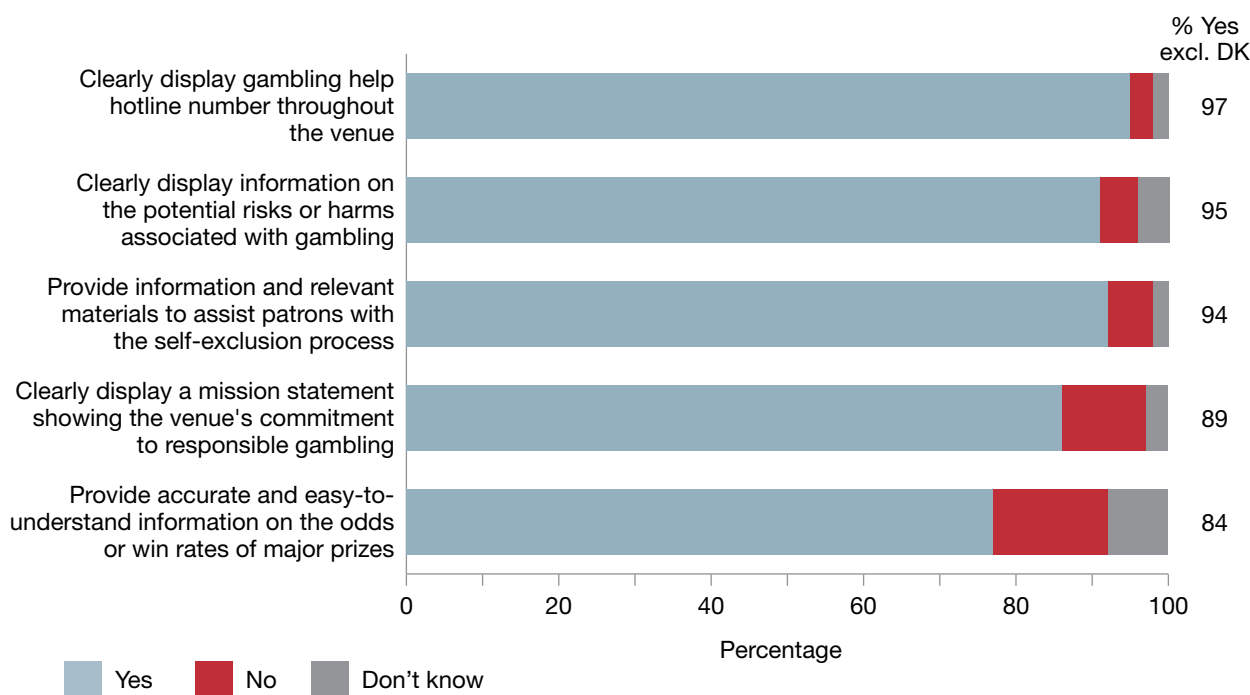
Section 1 of the Code requires that gambling providers make available information that allows patrons to readily make informed decisions about their gambling habits. To comply, venues must:

- clearly display a mission statement showing the venue’s commitment to responsible gambling
- clearly display information on the potential risks or harms associated with gambling
- provide accurate and easy-to-understand information about the odds or win rates of major prizes

- provide information and relevant materials to assist patrons with the self-exclusion process
- clearly display the gambling help hotline number throughout the venue.

Most staff felt confident that the venue upheld the requirements under Section 1 of the Code. Even so, more than 1 in 10 indicated that the venue did not provide accurate and easy-to-understand information about the odds or win rates of major prizes (15%), or clearly display a mission statement showing the venue’s commitment to responsible gambling (11%) (Figure 13). Staff making these observations worked at either a casino or hotels and clubs.

**Figure 13 Venue adherence to sections of the Code relating to the provision of information (Code Section 1)**



DK = don't know

Note: Based on the question 'To the best of your knowledge, does the venue ...?' Asked of all respondents (n = 66).

Source: Online survey of gambling venue staff, 2018–19



## 7.2 Confidence in venue compliance

Overall, staff reported a high degree of confidence that the venue adhered to the requirements of the Code that related to the provision of information to patrons.<sup>12</sup> Just under half (45%) recorded the highest level of confidence (10 out of 10), indicating that they are extremely confident that the venue complies with Section 1 of the Code (Figure 14).

Most depth interview participants stated that the aspect of the Code on provision of information to patrons was well met by gaming venues. This aspect of compliance was said to be routinely monitored by compliance officers when completing general inspections:

*There is lots of signage up and around in the venues when you first walk in and also inside the venues so, if people do have a problem, it is not hard to find information about where to go to. A lot of the venues also put it in their toilets as well, so you sort of can't escape it. So it is very well cited. (compliance officer)*

*Every night we pick up the signs and clean them and put them back and straighten them. Like there's signs everywhere. It's more like – you'd see what I mean if you come in. The signs are part of, like the salt and pepper shakers, there's signs here, there's keno there, there's a bar there. (venue staff interview 2)*

*We have a wall dedicated to all our information required by the government. We also advertise or have brochures in toilets and all over the place and near the ATM for gambling advice services, financial services, all that sort of thing. No, I don't think it's that hard to comply with. (venue staff interview 4)*

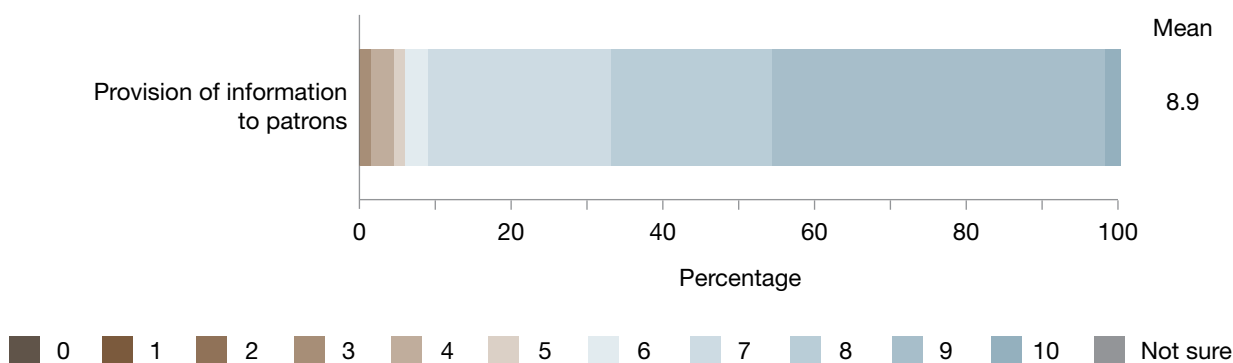
Some staff felt that information on odds and win ratios was not clearly displayed in the venue, and one indicated that venue staff are unlikely to have a detailed understanding of specifics such as the odds and win ratios:

*The information (on odds of returns and game rules) is all there. Amity House are pretty good at staying on top of topping us up with brochures. How much my staff actually understand about it? Unless they're gamblers themselves, they have next to no idea. They just know the brochures are there. (venue staff interview 7)*

Although most venue staff stated that they displayed the appropriate information, some participants were less confident in the effectiveness of this signage. A couple of participants highlighted that patrons were not interested in this information:

*It's clear because we've got all the information, like all the helpline information ... We've got pamphlets around and posters around the gaming area. But people don't want to touch them. They don't want to read them. (venue staff interview 6)*

**Figure 14 Confidence in venue compliance with sections of the Code relating to the provision of information (Code Section 1)**



Note: Based on the question 'Thinking about the areas just covered, on a scale of 0 to 10, where 0 is "not at all confident" and 10 is "extremely confident", how confident are you that the venue adheres to the requirements of the Code related to the provision of information to patrons?' Asked of all respondents (n = 65).

Source: Online survey of gambling venue staff, 2018–19

Providing information on the odds of winning was one area survey respondents identified as not being covered by all venues. This was reinforced by one interview participant (a compliance officer), who noted that there was a need for more venues to display more such information:

*I think probably what could be made better is signage about the odds of winning. I think that that's probably not pushed on people enough. So I think if anything that's probably what needs to be lifted. Or make better use of signage or information about your actual odds of winning. (compliance officer)*

### 7.3 Interaction with patrons and community

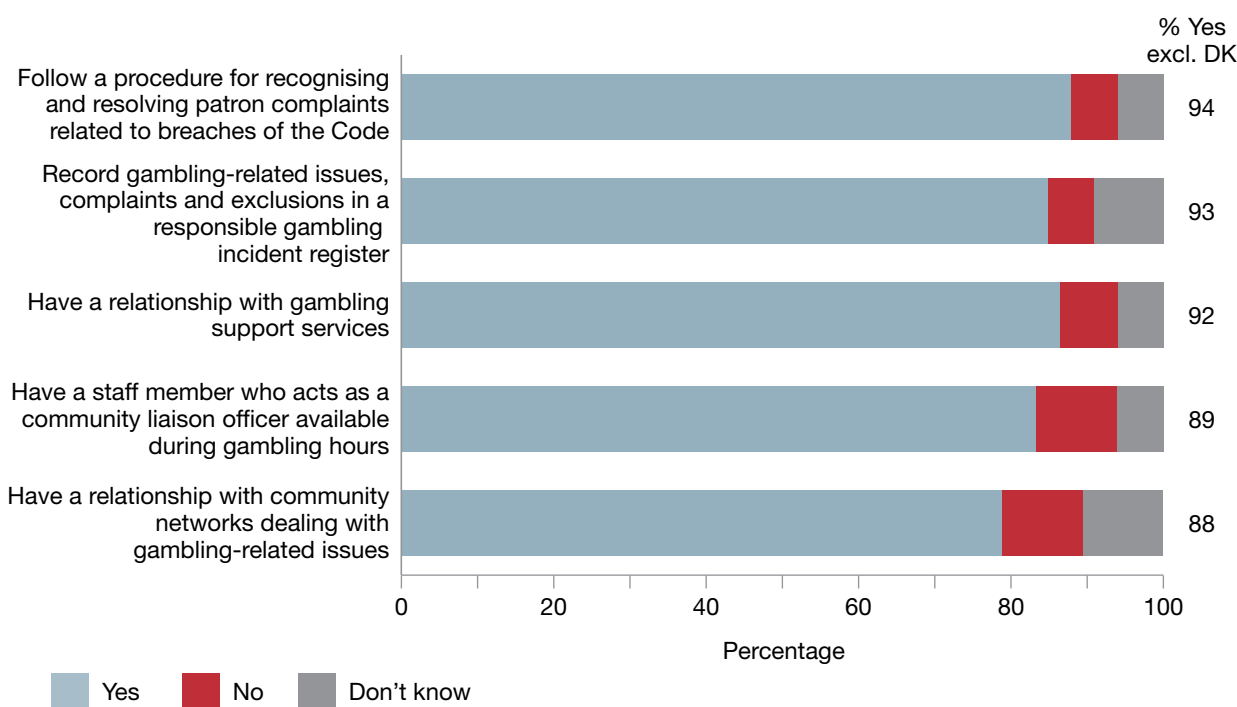
To support prevention and early intervention strategies, under Section 2 of the Code, gambling providers are required to establish links with gambling support services and community networks, and appoint a CLO to

provide information and assistance to affected patrons and staff.<sup>13</sup> In addition, venues must have mechanisms in place for responding to patron complaints and maintain a responsible gambling incident register.<sup>14</sup>

Most staff felt confident that the venue upholds the requirements under Section 2 of the Code related to interaction with patrons and the community to minimise harm from gambling. However, one-fifth of respondents indicated that either the venue did not have a relationship with community networks (11%) or they were unsure whether the relationship was in place (11%) (Figure 15). These staff worked at a variety of venue types and in different locations. Respondents were more likely to indicate that the venue has a relationship with gambling support services.

About 1 in 10 respondents (11%) said that their venue did not have a staff member appointed as a CLO (Figure 15). Most of these worked at hotels or taverns, but a few were from a casino.

**Figure 15 Venue adherence to sections of the Code relating to interaction with patrons and community (Code Section 2)**



DK = don't know

Note: Based on the question 'To the best of your knowledge, does the venue ...?' Asked of all respondents (n = 66).

Source: Online survey of gambling venue staff, 2018–19

Overall, staff were reasonably confident that the venue adhered to the requirements of the Code related to supporting early intervention and harm minimisation strategies for patrons and the community (Figure 16). Even so, more than 1 in 10 (12%) gave scores of 5 or less out of 10, indicating low levels of confidence that the venue complies with Section 2 of the Code. Of the eight staff providing these lower scores, seven worked at a casino and all but one had worked at the venue for 2 years or longer.

### 7.4 Relationship with gambling support or community networks

Most respondents (9 in 10) indicated that their venue had a relationship with community or support networks, most often Amity (83%) (Figure 17). A reasonable portion of respondents (42%) had a relationship with Gambling Help Online (42%) or Anglicare NT (27%), and a smaller proportion of venues used other services.

Overall, more than half of the respondents (54%) indicated that their venue had a relationship with two or more community or support networks.

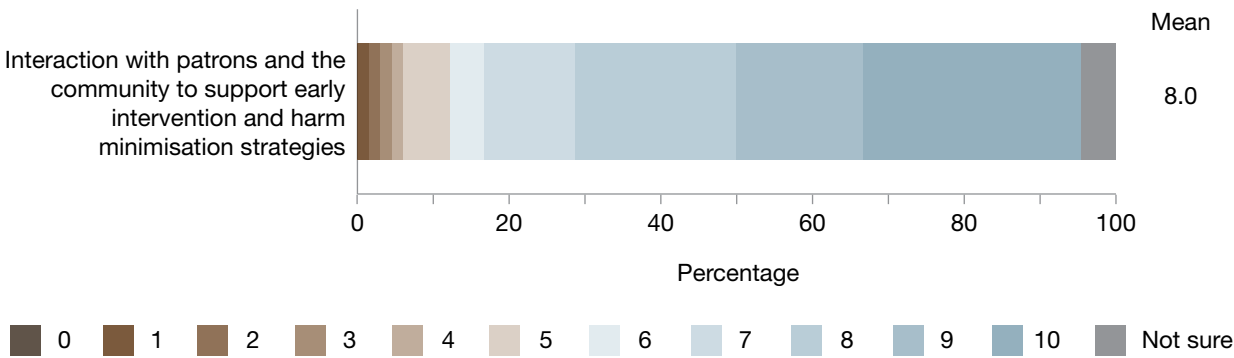
### 7.5 Understanding of procedure for recognising and resolving patron complaints

Most venues indicated that they have a procedure in place to handle patron complaints related to breaches of the Code. Most commonly, this involved escalating the complaint to a manager for follow-up (73%) and documenting the details of the complaint (59%) (Figure 18). A smaller proportion (38%) had a formal staged procedure in place to resolve complaints associated with the Code. No particular venue type was more likely to have this formal procedure in place.

Although survey results indicated generally high levels of confidence in venue compliance, depth interview participants revealed concerns about the minimisation of harm associated with gambling, particularly when identifying red flags and dealing with problem gamblers:

*It's just one of those silent issues, I think, gambling. Because people are very quiet. It's very difficult to know if someone's – unless they come knocking on your door crying or something – you sort of don't know. They might just come in, quietly put all their money in, and then quietly disappear. (venue staff interview 7)*

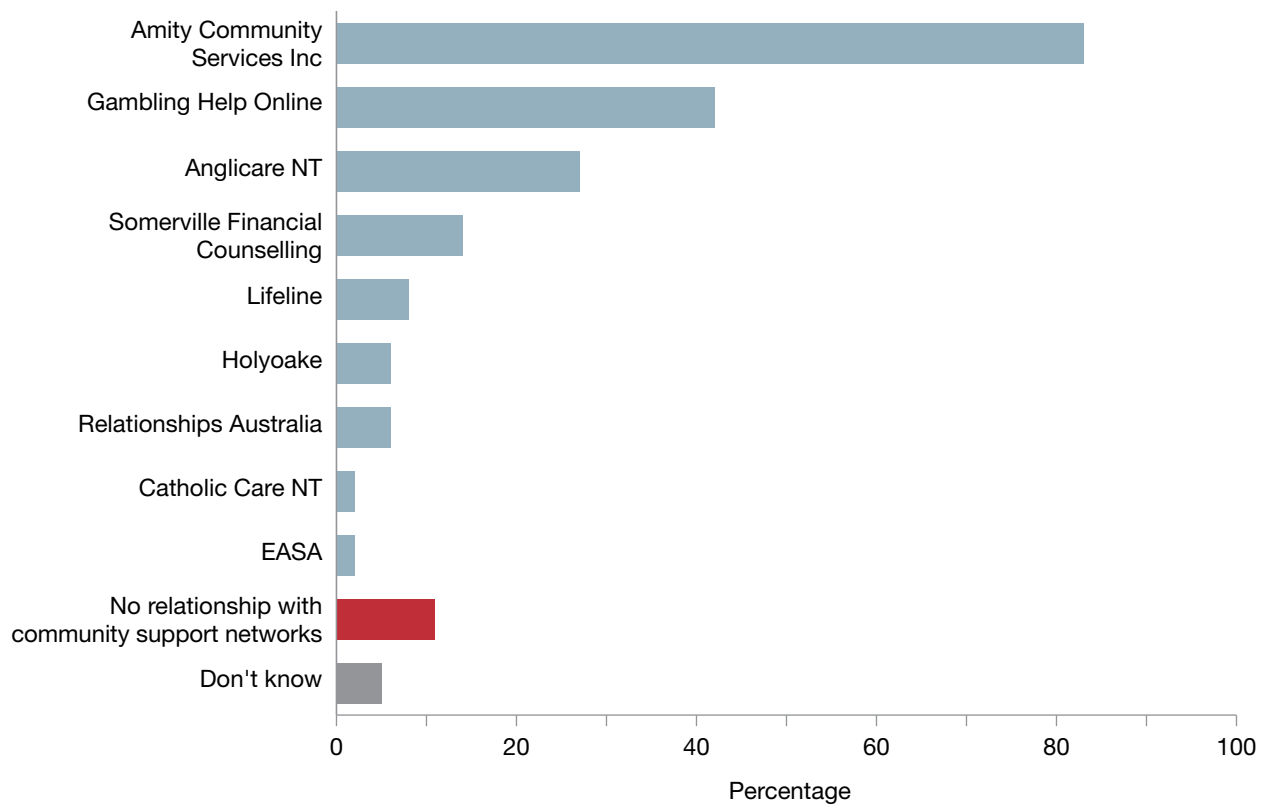
**Figure 16 Confidence in venue compliance with sections of the Code relating to interaction with patrons and community (Section 2)**



Note: Based on the question 'Thinking about the areas just covered, on a scale of 0 to 10, where 0 is "not at all confident" and 10 is "extremely confident", how confident are you that the venue adheres to the requirements of the Code related to interaction with patrons and the community to support early intervention and harm minimisation strategies?' Asked of all respondents (n = 66). Source: Online survey of gambling venue staff, 2018–19

The main points highlighted by depth interview participants were that staff lacked the expertise

**Figure 17 Relationship with gambling support or community networks**

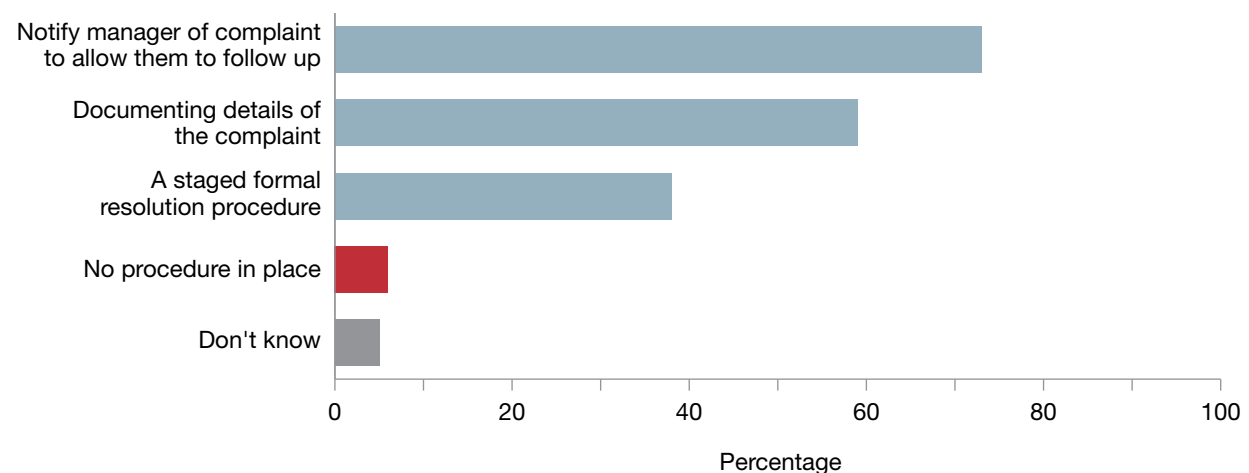


NT = Northern Territory

Note: Based on the question 'Which gambling support or community networks does the venue have a relationship with?' Asked of all respondents ( $n = 66$ ).

Source: Online survey of gambling venue staff, 2018–19

**Figure 18 Understanding of procedure for recognising and resolving patron complaints**



Note: Based on the question 'To the best of your knowledge, what is the procedure for recognising and resolving patron complaints related to breaches of the Code at the venue?' Asked of all respondents ( $n = 66$ ).

Source: Online survey of gambling venue staff, 2018–19

and knowledge to approach gamblers to address their potentially problematic behaviour. This was said to be exacerbated by staff being young workers in casual roles, who may not have the skills or confidence to broach the topic, and by some gamblers becoming angry and upset when approached by staff:

*We've got 18-year-old kids (as staff), they're straight out of school. That's an awful lot of responsibility and me personally, if I was in a gaming venue as a 50-year-old man, and some 18-year-old tapped me on the shoulder and said, 'Hey mate, I think you've got a gaming problem.' I would take offence to that. (venue staff interview 4)*

*It's an issue where people are a bit nervous of going up to people just generally. You know, I think it's just one of those things where people are nervous to approach someone, just generally around anything ... if someone falls down on the pavement – you see people walk around them instead of offering help. (venue staff interview 1)*

*Well, I guess they're nice people. We've got nice staff, you know, and they're way too reasonable and try to reason with people. And when they're intoxicated or they've got their mindset on doing something like gambling, you need a firm – a pretty firm and abrupt sort of an approach. (venue staff interview 7)*

A further barrier to approaching people who were displaying red flag behaviours was that some staff did not feel it was their place to tell people not to gamble:

*They think they know what they're doing. And if you want to tell them about the risks or if they are showing those red flags and (you) tell them they've got problems gambling, they start getting angry and they don't want to listen to you. (venue staff interview 6)*

Some indicated that comparing red flag behaviours with other issues, such as intoxication, is difficult. They said it is clear when people have been drinking excessively, but there are no clear guidelines around when someone is gambling too

much, and what applies to one person may not apply to another:

*It would be easier if someone was just king-hitting someone with a glass. You'd be like, 'Okay, stop doing that'. With this, who's right and who's wrong? (venue staff interview 2)*

*How long is too long? Some people just stay in there for 3 hours or 4 hours, but they're not spending much money in there. Then there's some people who just come in maybe 2 hours but they're betting big money on the machines. It's not really clear how long is too long. (venue staff interview 6)*

*It's not illegal for someone to play two machines, like one person two machines, it's not illegal. But we all know that it is not responsible service of gambling, for obvious reasons. (venue staff interview 2)*

*The person you see the first time and they go to gamble once or twice, or three or four times. You kind of go okay, I will observe that person doing that, so I'll keep that person in my mind and I'll keep an eye on them ... Same thing, you come into work the next day and he's here again and the day after and the day after and the day after, so when does it become that time to speak to somebody? (venue staff interview 5)*

*The alcohol side, if they're drunk, we can prove to them that they're intoxicated, and they have to leave the venue. And if they refuse, you've got security, got police to ring and tell them and they can be taken away. But for gambling, there needs to be a good way to approach them and (get them to) listen to what you have to say. (venue staff interview 6)*

*It's saying we've got an obligation to look after people, but it's not really – apart from saying, go speak to Amity House, or some counselling services. I mean, that's great but how do you – you sort of need some tips on how to approach someone to get them in touch with these people. (venue staff interview 7)*

One participant suggested that they would use alcohol-related legislation to eject people from the premises if they are at risk of problem

gambling behaviour, because these rules are better understood and obeyed by patrons:

*It's more that people come in intoxicated and we can see they're not in the right mind to make any financial decisions. Or they shouldn't even be there in the first place if they're intoxicated. So that would be ... We just have to approach them and say, 'I'm sorry. You can't be here. It's not legal for you to be on the premises'. And say, 'You've had a few drinks today and – yeah. I'm sorry. Have a good day. You need to go'. (venue staff interview 7)*

A participant from a larger casino stated that they had a specialist security officer to deal with more challenging patrons, but that this was a 9-to-5 role and the officer was often not available when most needed:

*We have one person that I know of and that's my immediate site security manager. Now, he deals with all the people, with barring and self-exclusions. But he only works nine to five and we definitely don't see him down on the main gaming floor walking around doing anything like that. So, technically we have nobody. (venue staff interview 5)*

Staff who did approach gamblers exhibiting red flag behaviours tended to be more confident or experienced senior staff. Approaching patrons displaying red flag behaviour was reportedly done in a casual manner, with managers approaching patrons informally to check in with them, particularly in smaller venues where staff knew the regular patrons:

*I talk to my regulars as a barmaid and as a pokies person, like in a friendly manner. If there's further things to be discussed like we offer procedure and speak to maybe one of the day duty managers who's there more often. (venue staff interview 2)*

*I can just go sit down and have a chat with them. And it doesn't even have to seem like they know what's going on. I can just go over there and make conversation about something completely different. (venue staff interview 3)*

Most participants stated that they complied with the need to provide appropriate support materials and information in their venues. Despite most respondents saying that the venue provided links

to gambling support services, there was limited evidence from discussions of referral to these organisations. A couple of participants indicated that patrons had little interest in the responsible gambling material, and one compliance officer noted that calls for dealing with problem gamblers were sometimes directed to compliance officers, as opposed to more appropriate organisations such as Amity. Of particular concern was the assertion of one staff member who said that they would not act on red flags or provide supporting materials to patrons because of a personal belief that the support would be ignored:

*You might be able to pass on that information, but me personally, I don't because I know it doesn't go anywhere. Unless a person wants help, why should we follow them? If they come to us for help, we give them help. It's a very fine line there. (venue staff interview 5)*

*It needs to make sure that the venue has its staff trained properly to the correct standards, so they know what to do when they sight problem gamblers. What avenues they can do rather than just saying, 'Oh contact licensing', because that's not our role. That's the role of specialists, like I said like Amity, they can help. (compliance officer)*

The survey showed that having a nominated CLO available was one of the least adhered-to requirements, and this was reflected in the interviews. This did not appear to be something that was checked by compliance officers, with some indicating that they did not think many venues had one:

*If it comes to the case that they've got to have a community liaison officer, I would think that 90% of venues don't have one, and it would just come down to the manager of the premise just trying to refer them to either us or to Amity House, saying, 'Okay if you've got a problem, here's a number for Licensing and here's a number for Amity House.' Most premises would not have a procedure to assist the patron. (compliance officer)*

Although survey results indicated that venues were documenting complaints, depth interview participants stated that this was not something that was routinely monitored, and compliance officers did not think that all venues actively

maintained a complaints register. Rather, some participants indicated that most complaints would be resolved on the floor by the venue through security and monitoring measures (e.g. viewing security footage and reviewing records on gaming machines):

*An overall register, and most premises don't have it. They might say, 'We'll start a book' and then it's just lost, because, like I said, there's a high turnover of staff and they don't know where to find it and it just gets forgotten about. (compliance officer)*

*All venues have to have like security registers so anything that happens, it gets recorded. I believe there is one for the gaming area, but it is quite rare that anything really happens that would require it to be put down ... everything is controlled by a company called Max Gaming, which is based in Queensland and they have real time monitoring of the gaming machines ... it can be followed up very easily online. (compliance officer)*

*The casinos do all this themselves before anything comes to us. So, as I said, they have their surveillance there, so if they have a dispute from the client, they will automatically go up to surveillance and tell surveillance and surveillance review it. (compliance officer)*

## 7.6 Training and skills development

To facilitate and maintain a responsible gambling environment, staff engaged in the delivery of gambling services must complete appropriate training to ensure that patrons are provided with a responsible gambling environment:

- All new staff engaged in the delivery of gambling services must complete appropriate gambling training within 3 months of commencing employment.
- Ongoing refresher training about harm minimisation strategies should be offered annually for providers operating EGMs, and biennially for all other providers.
- Licensees and managers must participate in training at least every 5 years to guide their decision making in relation to responsible gambling practices.

- Records of staff participation and attendance in training activities should be maintained in a gambling training register.

Most staff indicated that the venue adheres to the requirements of Section 3 of the Code about staff training and skills development relating to responsible gambling. In particular, they were satisfied that the manager or licensee completes training related to responsible gambling every 5 years (just 3% disagreed). However, around 1 in 10 thought that the venue does not ensure that new staff involved in providing gambling services complete training within 3 months of commencing (9%) or that staff operating EGMs receive annual training about responsible gambling (9%). Most of these worked in hotels or taverns.

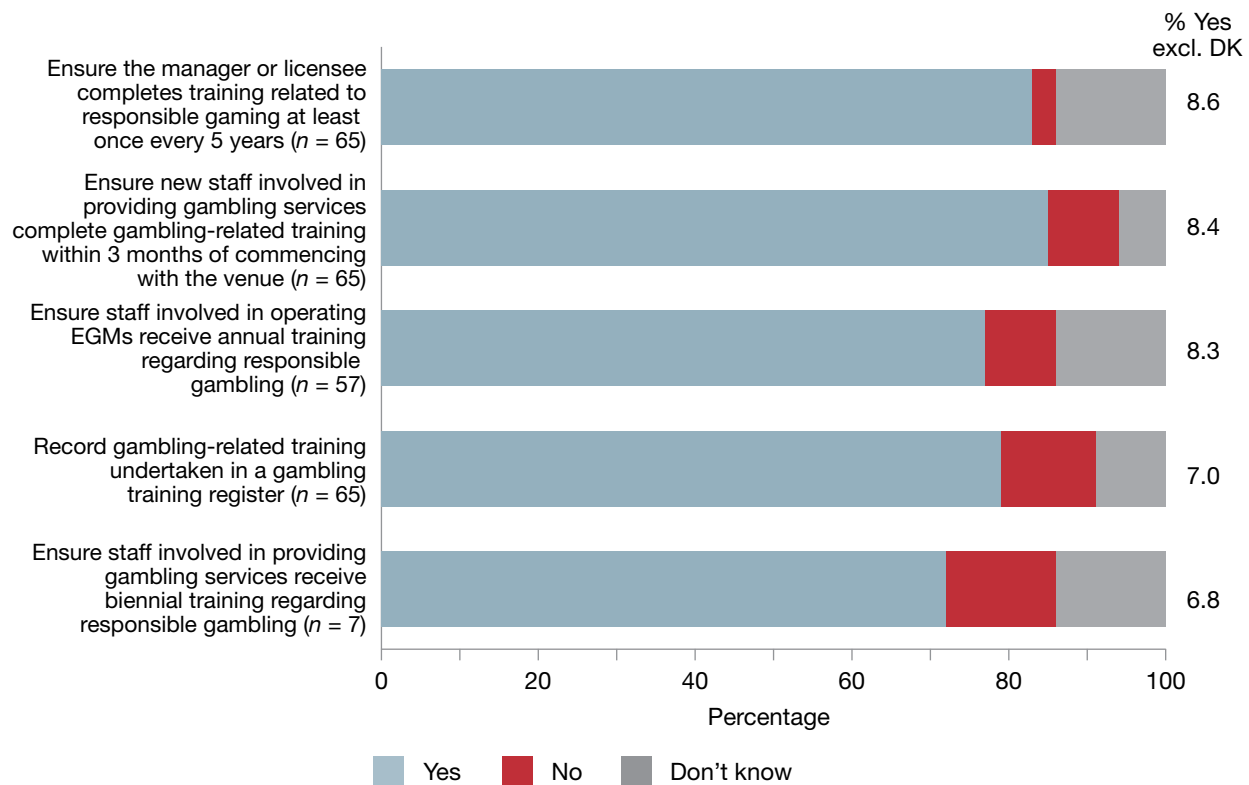
Given the direct involvement in gambling activities of these staff, this figure may be of concern.

Around 1 in 10 thought that the venue does not record relevant training in a gambling training register (12%). Most (seven) of the eight staff who did not think that training was recorded in a register worked at a hotel or tavern. Five worked in venue management, indicating that they would be likely to be aware of whether the venue had a gambling training register (Figure 19).

Overall, staff reported a high degree of confidence that their venue adheres to the requirements of the Code relating to staff training and development (Figure 20). Around two-fifths (38%) recorded the highest level of confidence (10 out of 10), indicating that they were extremely confident that the venue complies with Section 3 of the Code. About 1 in 10 gave a score of 5 or less out of 10, indicating a low level of compliance in this area for some venues. As noted above, the venue staff interviewed came from a relatively small number of venues – ones that facilitated their staff participating in the online survey.

Depth interview responses highlighted some concerns about the implementation of training. There was some evidence of venues providing formal training for staff, such as when issuing Responsible Service of Gaming certificates, and staff receiving other qualifications through external providers, but this was not frequently mentioned.

**Figure 19 Venue adherence to the training and skills development section of the Code (Code Section 3)**

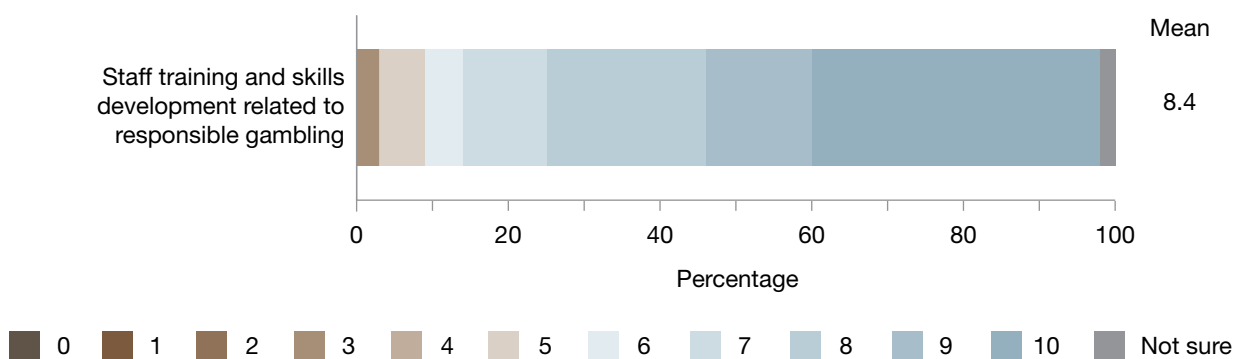


DK = don't know; EGM = electronic gaming machine

Note: Based on the question 'To the best of your knowledge, does the venue ...?' Only staff working in venues with EGMs were asked the item 'Ensure staff involved in operating EGMs receive annual training regarding responsible gambling'. Staff working in venues without EGMs were asked 'Ensure staff involved in providing gambling services receive biennial training regarding responsible gambling'. There were only seven respondents working in venues without EGMs, so the data for this question should be treated with caution.

Source: Online survey of gambling venue staff, 2018–19

**Figure 20 Confidence in venue compliance with the training and skills development section of the Code (Section 3)**



Note: Based on the question 'Thinking about the areas just covered, on a scale of 0 to 10, where 0 is "not at all confident" and 10 is "extremely confident", how confident are you that the venue adheres to the requirements of the Code related to staff training and skills development related to responsible gambling?' Asked of all respondents (n = 63).

Source: Online survey of gambling venue staff, 2018–19



Staff often said they were trained via internally developed training manuals and online modules, or via informal instructions delivered by managers:

*We have a resource manual. And we also have a pack, which is – it's got like the incident register and incident report and all of that kind of stuff. So all the compliance sort of documents as such, all in a pack. (venue staff interview 1)*

*I spend about 20 minutes with the staff before they start the day with the wagering, I just let them know what's going on, or I've got it printed out or whatever. And they're pretty good at staying on top of things too. (venue staff interview 3)*

*Usually it's one month. We'll give them a month. They have to do that course. First, they have to do it online to do the RSG course and RSA. Then, after that, we give them our own training and tell them how things go in our venue. And when time comes, that's when we arrange with MET to provide those (training) services. (venue staff interview 6)*

Compliance officers, in particular, highlighted the need for ongoing education among venue staff. Some participants noted that there was a need for training to focus on how to actually apply the Code, as opposed to focusing on a more theoretical understanding of the requirements. Compliance officers distanced themselves from the role of education and training, stating that venues needed to be better equipped to source relevant training, rather than directing queries to them:

*I don't think licensees know where to go to educate their staff, in relation to gaming issues and it's not up to the regulators to educate. (compliance officer)*

*We're going in and making sure they're compliant. It's not our job to educate them. We just think that in some instances the industry itself has a bit of responsibility and the managers have a responsibility to make sure that their staff are across it and some within the industry itself need to be educating industry. (compliance officer)*

*But ongoing training – that's all current gambling staff to take a refresher training annually, regarding harm minimisation*

*strategies to enable the ongoing provision of responsible gambling environment – I don't know if they do that. (compliance officer)*

Many venue staff agreed with this feedback, highlighting the need for training to be practical. In particular, some participants indicated that training should focus on how to properly approach and address problem gamblers, perhaps encompassing elements of conflict resolution and social skills training:

*More needs to be done on how to approach people. Not just what to look out for and then approach them. It's almost like that customer service training on how to approach people, but ours would be how to approach people on a difficult subject. (venue staff interview 1)*

*I just think it would be better if they could provide some, I guess maybe what I'm talking about is conflict resolution with punters. And less of the wordy crap. I can't really say that any other way, just less of the wordy crap. (venue staff interview 3)*

Although it may be concerning that staff are not engaging in more formal training, one venue expressed concern about formal or online modes of training because they did not feel that these were the best ways to engage staff who work in hospitality:

*Well, I sort of find I guess people who come to work in hospitality, even so, some are probably uni students and things just filling in time or needing a job to assist them while they go through the study. From my experience, people who generally go into hospitality probably aren't the most scholastic sort of person. So the classroom environment doesn't necessarily work so well. And training on the job is how they learn. (venue staff interview 4)*

Another staff member reinforced the need to consider the audience and the type of information being conveyed when designing training and determining the mode of delivery:

*Reading a piece of paper isn't going to teach you how to speak to someone or be sensitive to someone who's having issues. That needs to be – well, done in person, that sort of discussion. And examples and things, I think. (venue staff interview 7)*

Some difficulties with the practicalities of engaging staff in training were also highlighted as potential barriers to conducting more comprehensive training. For example, a few participants noted that it was difficult for venue staff to take the time out of their day to attend training. The distance to travel to provide training was also an issue of salience in the NT, given that some areas are sparsely populated:

*I wouldn't say (knowledge of the Code) is great because the staff in hospitality are generally very, very busy. (compliance officer)*

*They'd have to travel and that's time out of them being here running the business or working at a business. So I don't know about the practicality of it. I know it's important but actually it is a difficult thing. (compliance officer)*

Distance prevented staff in remote areas from engaging in formal off-site training:

*So Amity have to fly staff members over ... which is like an hour flight or something out of Darwin. So they'd have to fly. They don't have the resources and the funds to actually do that, so the venues over there, which I believe there's three gaming venues ... who are missing out on that training basically. (compliance officer)*

## 7.7 Exclusion provisions

Gambling providers are required to make the option of self-exclusion available to patrons who feel they are developing a problem with gambling. Specific exclusion provisions include the following:

- Patrons should be encouraged to take responsibility for their gambling activities.
- Self-exclusion application forms must be available at reception, within gambling areas, adjacent to gambling products and/or on the venue's website, accompanied by clear supporting documentation.<sup>15</sup>
- All completed self-exclusion forms must include a photograph of the requesting patron and be provided to management, CLOs and security staff. Details must also be entered in the responsible gambling incident register.

- Patrons who seek self-exclusion must be offered contact information of counselling services, removed from any correspondence and/or promotional lists, and also encouraged to seek self-exclusion from other gambling providers.

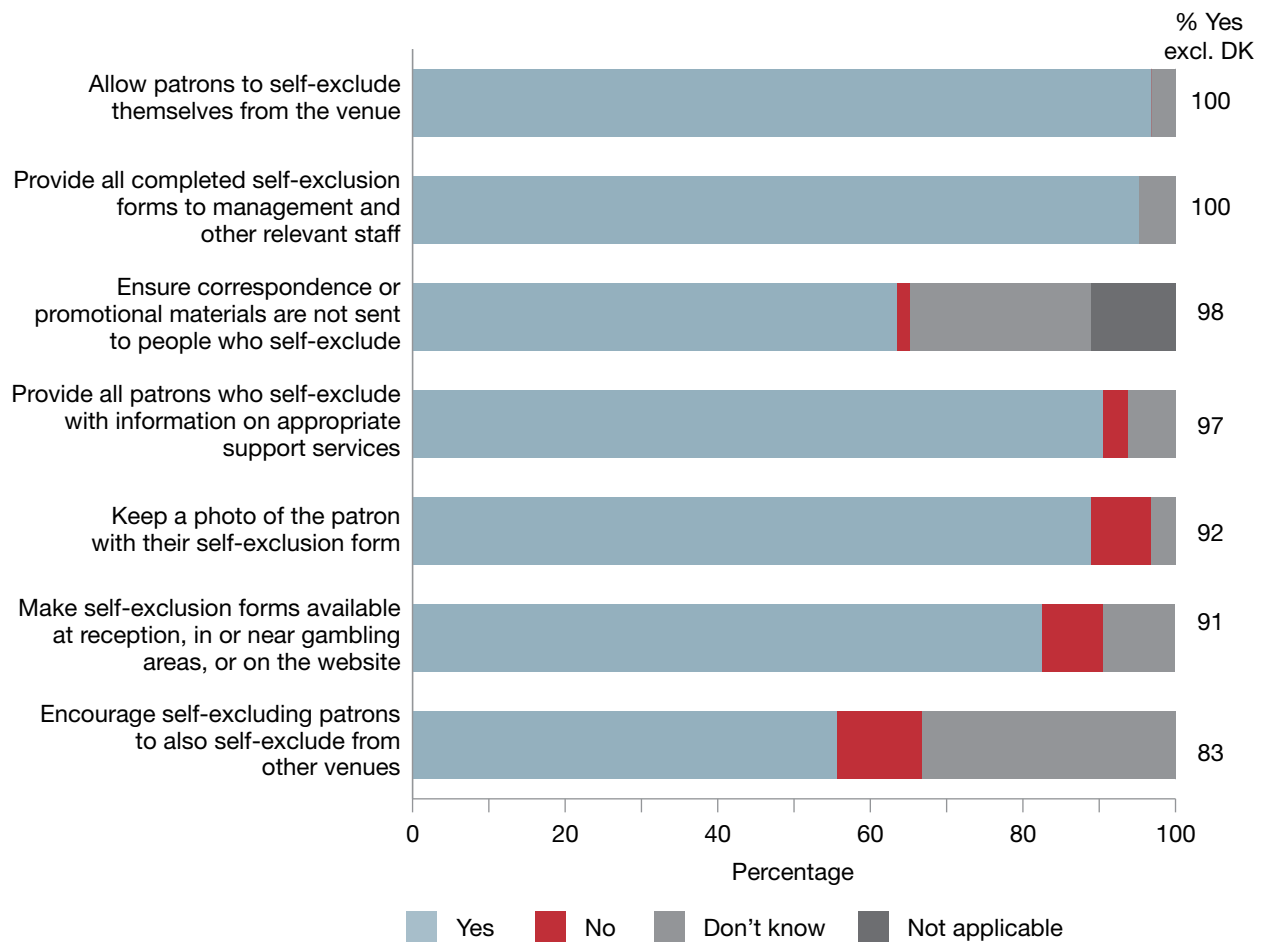
Respondents were satisfied that the venue allows patrons to self-exclude themselves and provides completed self-exclusion forms to management and other relevant staff, with none indicating that the venue does not do this. Some respondents (11%) indicated that the venue does not encourage patrons who self-exclude to also exclude themselves from other venues. Five of the seven giving this response work in venue management (Figure 21).

There was also some uncertainty about the venue's adherence to this area of the Code. One-third of respondents were unsure whether self-excluding patrons are encouraged to exclude themselves from other venues (33%). Around one in four (24%) were unsure whether the venue ensures that people who self-exclude are not sent promotional materials. This suggests there may be a need for increased information sharing among all staff in relation to these areas.

Fewer than 1 in 10 (8%) indicated that the venue does not make self-exclusion forms readily available to patrons. Among those who indicated that self-exclusion forms were not made available to patrons, most (four of the five) worked at hotels or taverns, which are expected to meet this requirement of the Code.

Overall, staff demonstrated high levels of confidence that the venue complies with self-exclusion principles outlined in Section 4 of the Code. Just under half (45%) were extremely confident that the venue adheres with requirements relating to self-exclusion procedures for patrons developing a problem with gambling (Figure 22).

**Figure 21 Venue adherence to exclusion provision**

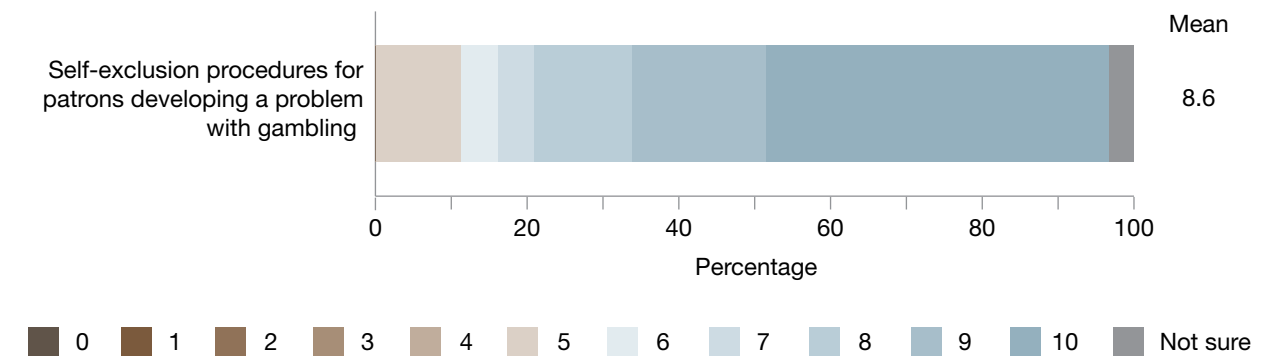


DK = don't know

Note: Based on the question 'To the best of your knowledge, does the venue ...?' Asked of all respondents (n = 63).

Source: Online survey of gambling venue staff, 2018–19

**Figure 22 Confidence in venue compliance with exclusion provisions of the Code (Section 4)**



Note: Based on the question 'Thinking about the areas just covered, on a scale of 0 to 10, where 0 is "not at all confident" and 10 is "extremely confident", how confident are you that the venue adheres to the requirements of the Code related to self-exclusion procedures for patrons developing a problem with gambling?' Asked of all respondents (n = 62).

Source: Online survey of gambling venue staff, 2018–19

## 7.8 Ensuring that correspondence and materials are not sent to people who self-exclude

Most venues indicated that they have a procedure in place to ensure that correspondence and promotional materials are not sent to people who self-exclude. The most common approaches – around two in three venues (66%) used both – were keeping a list of patrons who self-exclude, and regularly reviewing and updating the list. Around one in three respondents (36%) indicated that their venue manually removes self-excluding patrons from marketing lists, and 16% have a system that does so automatically. Just over 1 in 10 (13%) of those who said they had a system in place were unsure what the system was (Figure 23).

Depth interview participants provided mixed responses about venue adherence to the self-exclusion process. Some compliance officers stated that they did not think that many venues met the self-exclusion requirements, whereas other compliance officers reported that self-exclusion was well advertised. It was noted that

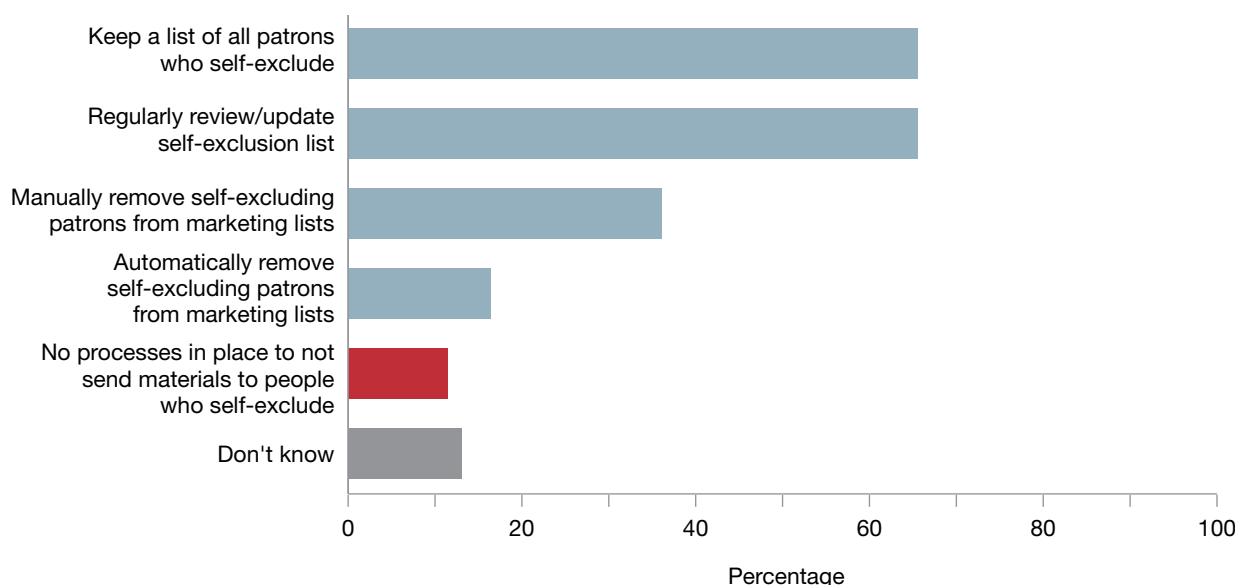
larger venues potentially had greater scope to enforce this than smaller pubs and clubs, which may account for some discrepancy in interview responses. Some participants stated that casinos had greater ability to monitor patrons through security, whereas pubs and clubs relied on staff recognising people who came into the venue, something made difficult by staff turnover:

*I believe I could walk into any pub in the Northern Territory and ask them about exclusion registers and I don't think they would have them. But most pubs and clubs don't have that. I don't think the staff would be aware of them. (compliance officer)*

*That is advertised quite widely and recently, and we hear they have gone through – you have introduced a multivenue self-exclusions and that's been heavily advertised, which we see in the gaming areas a lot. (compliance officer)*

*Casinos are a lot more stringent than the pubs and clubs. They have this surveillance and they've got, you know, basically the eye in the sky where they can monitor and control behaviour, well, monitor patrons and things like that and excluded persons ...*

**Figure 23 Ensuring correspondence or materials are not sent to people who self-exclude**



Note: Based on the question 'To the best of your knowledge, how does the venue ensure correspondence or promotional materials are not sent to people who self-exclude?' Asked of all respondents ( $n = 61$ ).

Source: Online survey of gambling venue staff, 2018–19

*whereas obviously pubs and clubs, unless the staff members are aware that person has been excluded or self-excluded, then it's a bit more difficult.* (compliance officer)

Awareness of self-exclusion requirements was relatively high among the venue staff who were interviewed, although there was seemingly some confusion about the multivenue exclusion process. This supports the relatively large proportion of survey respondents who indicated that they did not know whether their venue offered multivenue exclusions. Some of the less senior staff did not appear to have a strong understanding of the self-exclusion process, whereas senior staff seemed well-versed in this process:

*And then there's also the multivenue form ... And we weren't advised or consulted on that at all. And so then that could be a little bit confusing.* (venue staff interview 1)

*I can't remember the person you go and see if you want to go and get self-exclusion. I know the word, like a DM (Duty Manager). There are four of them.* (venue staff interview 2)

*I mean I know it because I've excluded people before. But they don't make that information very available. And also if someone excludes themselves from one venue, they can just go to another venue.* (venue staff interview 3)

*Yeah, we've got that self-exclusion thing as well. I know people can exclude themselves from one venue or they can exclude themselves from all other venues. And their information is the same there. But I don't know if staff members can remember all the people. It's a bit hard for me to see how it really works. They might just sneak in and we might not notice them.* (venue staff interview 6)

Venue staff responded positively to recent changes to the self-exclusion management system. These changes allow easier sharing of information and identification of people who have self-excluded across venues:

*So, this multivenue new self-exclusion form that's going to roll out very shortly, and it is rolling out now, is going to be good.* (venue staff interview 5)

## 7.9 Physical environment

Section 4 of the Code is about protecting the interests of patrons, family and friends by creating and maintaining a safe environment that is consistent with responsible gambling. Key practices include the following:

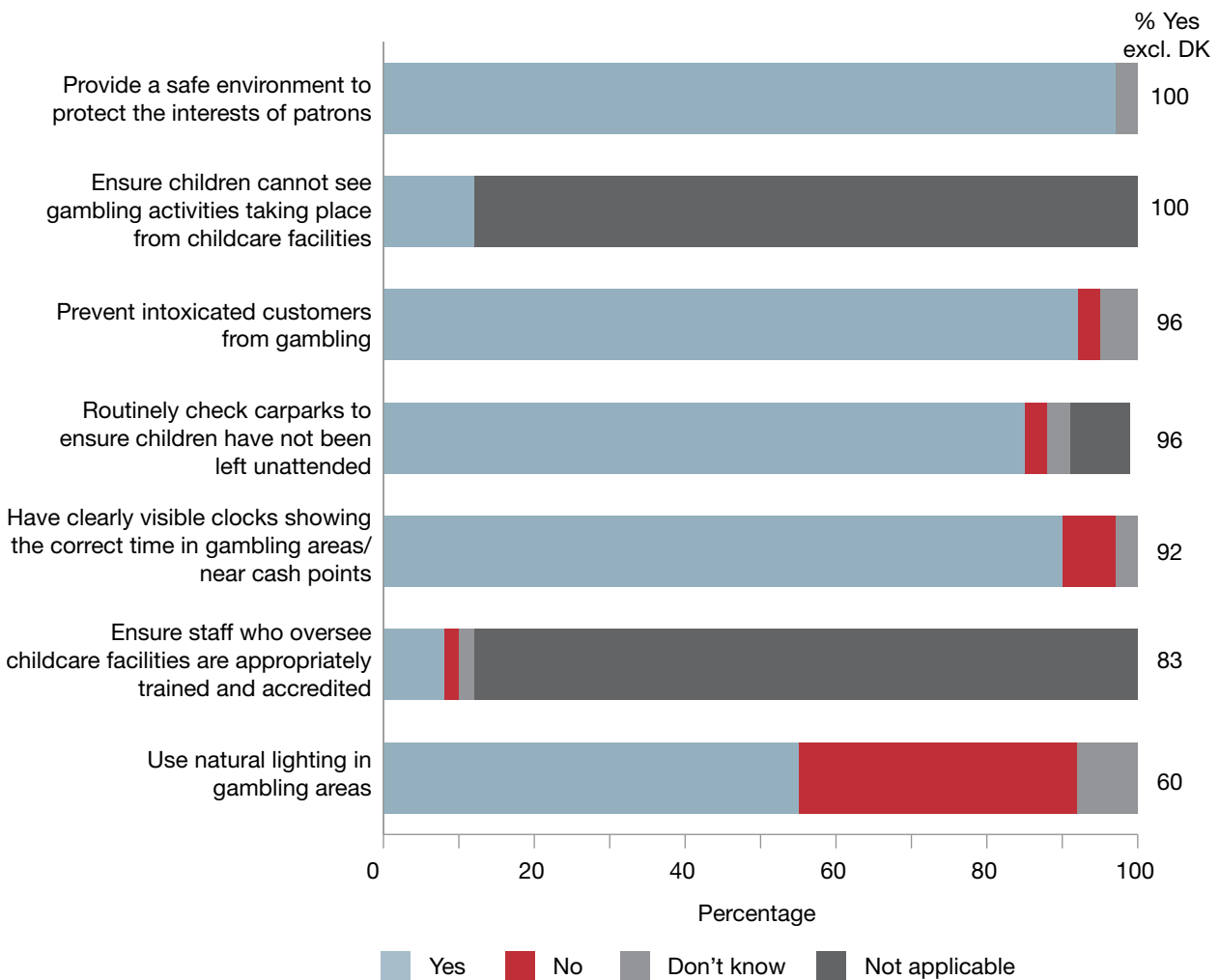
- All clocks must be clearly visible in the vicinity of cash cages, automatic teller machines and coin dispensers, together with natural lighting, where possible, and the correct time must be displayed on all gaming machines that incorporate a clock.
- Patrons who are intoxicated are to be prevented from gambling and removed from the premises.
- Where childcare facilities are offered, facilities must be away from any gambling activities, and all staff that oversee the facility must be appropriately accredited.
- Where patron car parking is available and is under the control of the venue, procedures must be adopted to regularly check car parks to reduce the risk of children being left unattended.

Most respondents indicated that the venue offers a safe environment that protects the interests of patrons. None said that the venue does not do this. More than one-third (37%) of respondents indicated that their venue does not have natural lighting in gambling areas (Figure 24).

Most respondents (88%) indicated that their venue does not have child care (Figure 24). Among the seven staff who indicated their venue has childcare facilities, all indicated that these are not within sight of the gambling areas. Five of the seven confirmed that the venue ensures that staff who oversee the facilities are appropriately trained and accredited. One said the venue does not do this, and another was unsure. When asked what procedures are in place to ensure that staff are appropriately accredited and trained, respondents equally often mentioned appropriate childcare accreditation and working with children checks.

Overall, confidence that the venue provides a safe physical environment for patrons was high. More than half of respondents (53%) were extremely confident that the venue complies with Section 5 of the Code (Figure 25).

**Figure 24 Venue adherence to sections of the Code relating to physical environment (Section 5)**

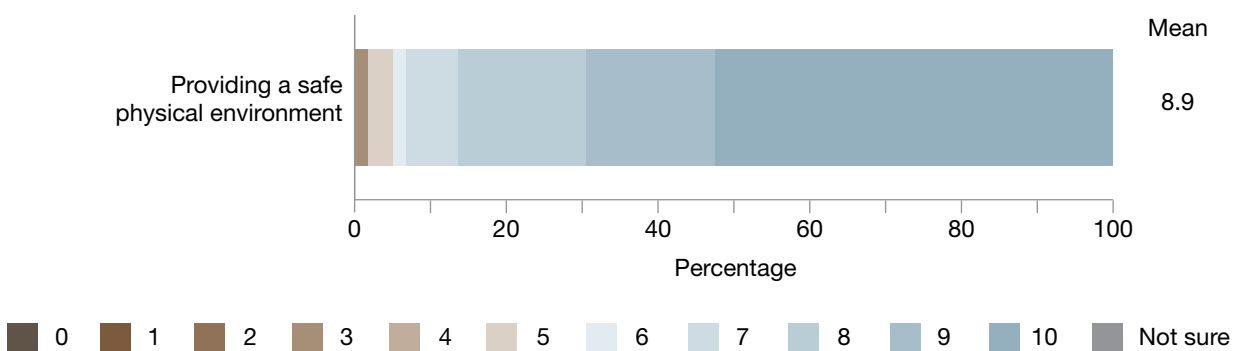


DK = don't know

Note: Based on the question 'To the best of your knowledge, does the venue ...?' Asked of all respondents (n = 60).

Source: Online survey of gambling venue staff, 2018–19

**Figure 25 Confidence in venue compliance with sections of the Code relating to physical environment (Section 5)**



Note: Based on the question 'Thinking about the areas just covered, on a scale of 0 to 10, where 0 is "not at all confident" and 10 is "extremely confident", how confident are you that the venue adheres to the requirements of the Code related to providing a safe physical environment?' Asked of all respondents (n = 59).

Source: Online survey of gambling venue staff, 2018–19

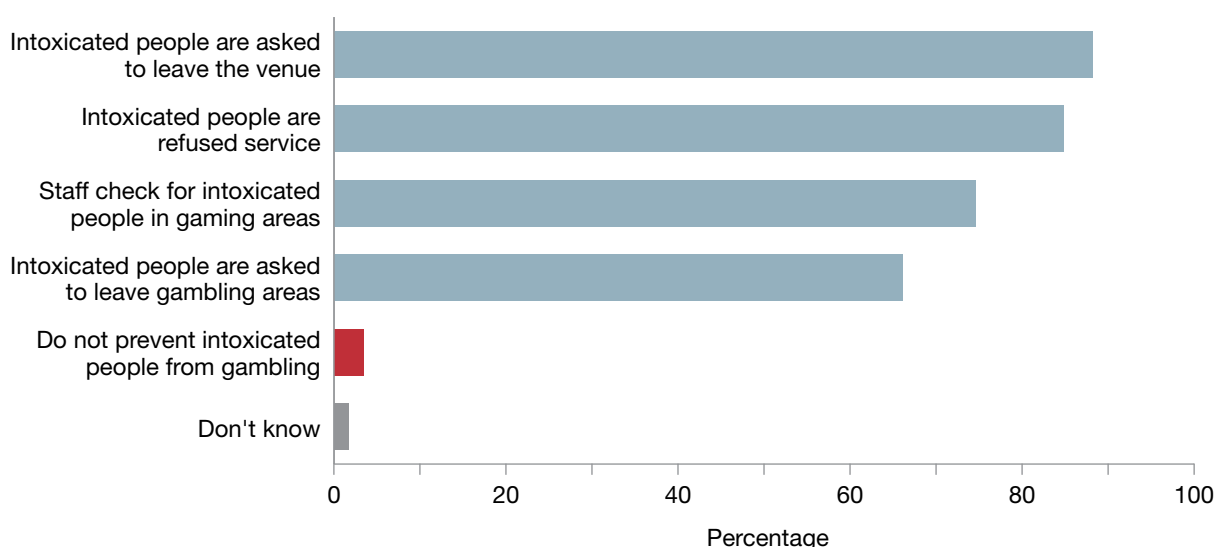
## 7.10 Procedures for preventing intoxicated people from gambling

The most common strategies venues used to prevent intoxicated people from gambling were asking them to leave the venue (88%) and refusing service (85%) (Figure 26). One in four staff (75%) indicated that their venue routinely checks gambling areas for intoxicated people, and two-thirds (66%) ensure that people who are intoxicated are asked to leave gambling areas.

## 7.11 Procedures for ensuring that children are not left unattended in car parks

At venues with car parks, around three in four staff (74%) responded that staff regularly patrol car parks to ensure that children have not been left unattended. One in six (17%) said that staff occasionally check car parks, 4% reported that the venue does not monitor car parks, and 4% did not know (Figure 27).

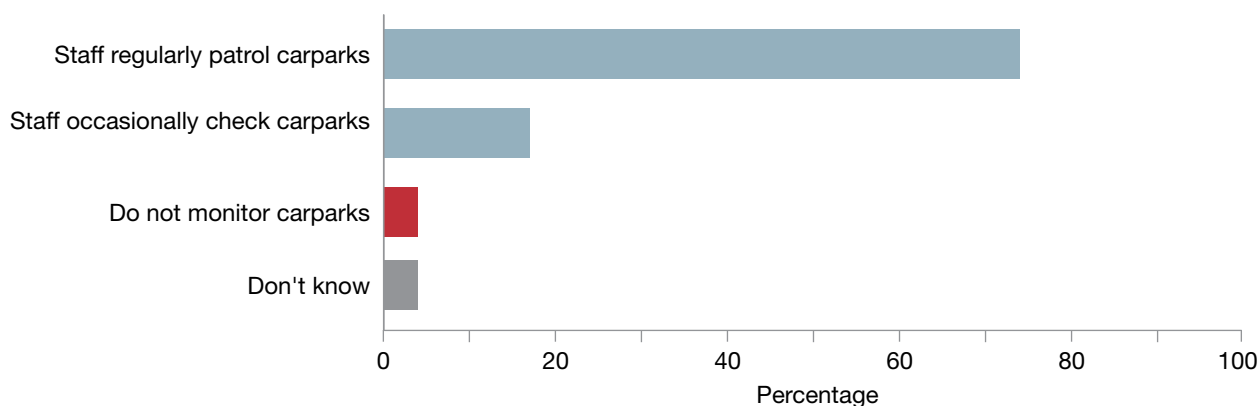
**Figure 26** Procedures for preventing intoxicated people from gambling



Note: Based on the question 'To the best of your knowledge, what procedures are in place to prevent intoxicated people from gambling at the venue?' Asked of all respondents ( $n = 59$ ).

Source: Online survey of gambling venue staff, 2018–19

**Figure 27** Patrolling car parks to ensure that children are not left unattended



Note: Based on the question 'To the best of your knowledge, what procedures are in place to ensure children have not been left unattended in car parks?' Asked of all respondents for which the main venue in which they worked had a car park ( $n = 54$ ).

Source: Online survey of gambling venue staff, 2018–19

In addition, two-thirds (67%) said their venues have permanent security cameras in carparks, and 15% indicated that they have signage at the entry to the venue from the carpark reminding parents not to leave children unattended (Figure 28).

One participant asserted that the requirement to check the carpark for unmonitored children was unlikely to be met in some smaller venues:

*I highly doubt that gaming venues check their carparks to ensure that there's no children being left unattended. Whereas that is a big thing for the casino up here, they regularly have patrols of the carparks. Whereas a community venue, I doubt that would be a big concern to them. (compliance officer)*

Consistent with survey feedback, most of the noncompliance concerns centred on the availability of natural light in the gaming areas. A couple of depth interview participants indicated that their venues did not meet this requirement:

*We don't have natural lighting in the area where the poker machines are. But we've got natural lighting that comes through in the beer garden. (venue staff interview 6)*

*... Then I looked around and we actually do have natural light coming in everywhere except for one side, one side of one pokie thing. (venue staff interview 2)*

The physical environment of gaming venues appeared to be an area that was routinely monitored by compliance officers. For example, some participants recalled checking the times on clocks and ensuring that there were no intoxicated patrons in the gaming area:

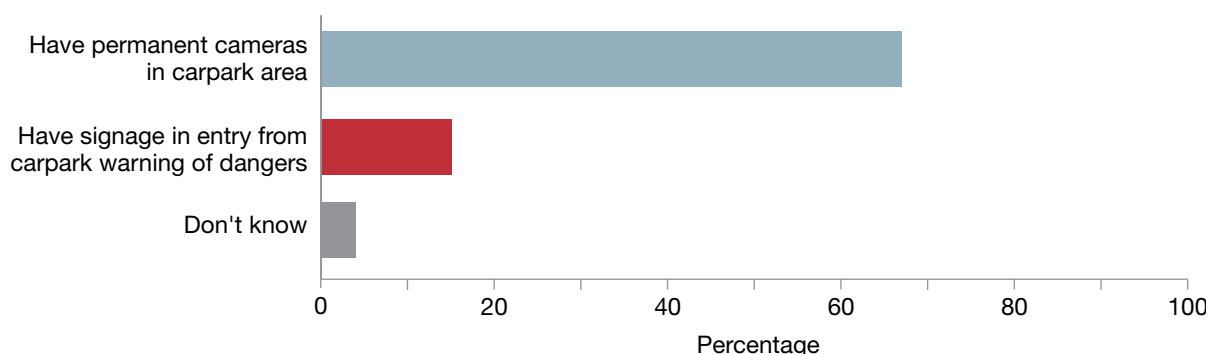
*We'll have a look that it's clean and tidy. That they've got a clock in the area as well, so people can keep an eye on the time. (compliance officer)*

## 7.12 Minors

Appropriate strategies must be adopted by all gambling providers to ensure that minors<sup>16</sup> are prohibited from gambling and are not encouraged to partake in gambling activities. This includes ensuring that minors are not permitted to work in gambling areas or on gambling-related activities. Gambling providers that are not covered by the relevant legislation are discouraged from allowing minors to sell gambling products (i.e. keno, lottery tickets).

Of all sections of the Code, Section 6, relating to protecting the interests of minors, was among those about which respondents were the most confident in venue compliance. All staff indicated that licences of any patrons who are suspected of being under the age of 18 years are routinely checked.

**Figure 28** Cameras and warning signage in carparks for ensuring children are not left unattended



Note: Based on the question 'To the best of your knowledge, what procedures are in place to ensure children have not been left unattended in carparks?' Asked of all respondents for which the main venue in which they worked had a carpark ( $n = 54$ ).

Source: Online survey of gambling venue staff, 2018–19

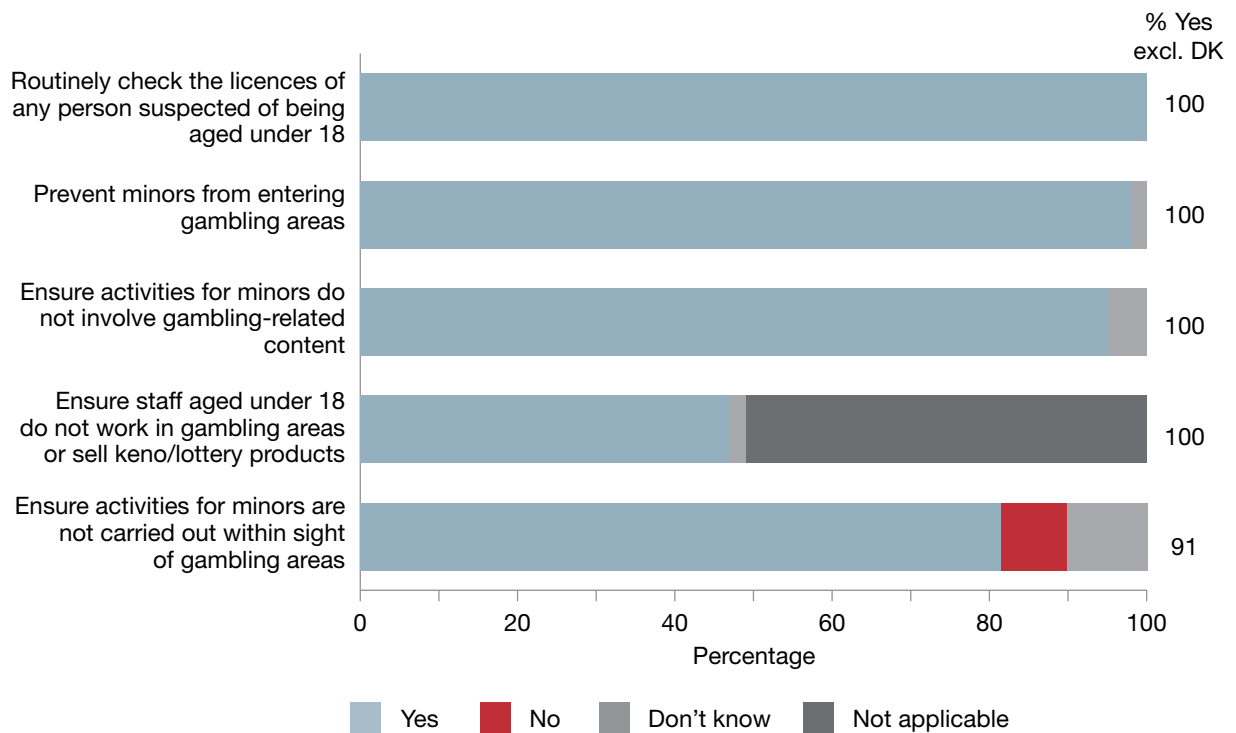


The one area with which some staff (8%) suggested their venue does not comply was ensuring that gambling areas are not within the view of minors. Four of these five staff work at a casino, indicating that this may be an area requiring attention for these venues (Figure 29).

More than half the staff who responded indicated that their venue does not employ minors, so

they were ineligible to provide a response to the question asking whether the venue ensures that minors do not work in gambling areas. None of the remaining staff from venues that do employ minors thought minors would be permitted to work in gambling areas, or to sell keno or lottery tickets.

**Figure 29 Venue adherence to the section of the Code dealing with minors (Section 6)**

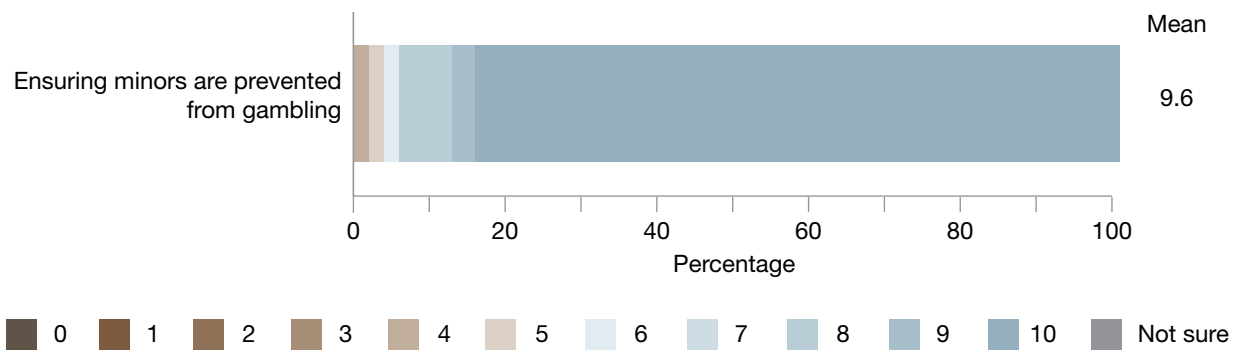


DK = don't know

Note: Based on the question 'To the best of your knowledge, does the venue ...?' Asked of all respondents (n = 59).

Source: Online survey of gambling venue staff, 2018–19

**Figure 30 Confidence in venue compliance with section of the Code dealing with minors (Section 6)**



Note: Based on the question 'Thinking about the areas just covered, on a scale of 0 to 10, where 0 is "not at all confident" and 10 is "extremely confident", how confident are you that the venue adheres to the requirements of the Code related to ensuring minors are prevented from gambling?' Asked of all respondents (n = 59).

Source: Online survey of gambling venue staff, 2018–19

Overall, most staff (85%) were extremely confident that the venue complies with Section 6 of the Code; 85% gave the highest confidence rating of 10 out of 10 (Figure 30).

In common with survey results, the majority of the feedback from depth interviews indicated that requirements related to shielding minors from gambling were met by most venues. They stated that these requirements were important and easy to meet:

*Things like minors, we can just tell that when it's under 18, they're minors. It's easy. (venue staff interview 6)*

One participant cited difficulty keeping minors out of sight of gambling activities, noting that the limited space in their venue made it difficult to meet this requirement. As noted above, a majority of survey respondents who indicated that their venue did not prevent gambling activity from being carried out in sight of minors worked at casinos:

*A lot of the Northern Territory, a lot of (venue owners) are mums and dads. Family businesses. And ... if they have anyone who are minors that work in the business, they can't sell the (gambling products) within that business. So it's one of the key carve outs. (venue staff interview 1)*

*That's a fairly popular hangout for kids, towards the end of the day because it's too hot outside so they come inside, it's the best place for them to hang out, and yet it's got betting in that room. (venue staff interview 3)*

Keeping minors from gambling venues appeared to be an issue for casinos also. One compliance officer explained that minors sometimes entered casino floors if they were walking with a parent to go to a restaurant or another shop. This may help explain the higher incidence of noncompliance reported by casinos in the survey results:

*With the casino when any minors enter a gaming floor we receive notification from the casino, but generally it's just like a parent and their child walking through a gaming area to get to one of the restaurants in the casino. (compliance officer)*

## 7.13 Financial transactions

Gambling providers are required to undertake responsible financial transactions. Specific provisions include the following:

- ATMs must not be located in sight of or within gaming areas, including the entry to gaming areas. ATMs must be in close proximity to clearly visible signage including information on identifying gambling warning signs and providing support service contact details.
- All ATM and EFTPOS facilities must have debit account access only. Credit account access is not permitted.

Based on responses, venues comply with most requirements of Section 7, related to undertaking responsible financial transactions, although there are areas where some staff thought venues were not meeting guidelines. Respondents were satisfied that the venue ensures that credit or loans are not provided for gambling purposes, with none indicating that this was an issue. Around one-tenth of respondents indicated that the venue does not always ensure that cheques are not cashed for gambling purposes (13%), that ATMs are located out of sight of gambling areas (12%), and that credit accounts are not accessible via ATM or EFTPOS (10%). None of these areas was noted as an issue for staff who work at casinos, indicating that noncompliance with Section 7 is more of a challenge for other venues, including hotels and taverns, clubs, newsagencies and other venues (Figure 31).

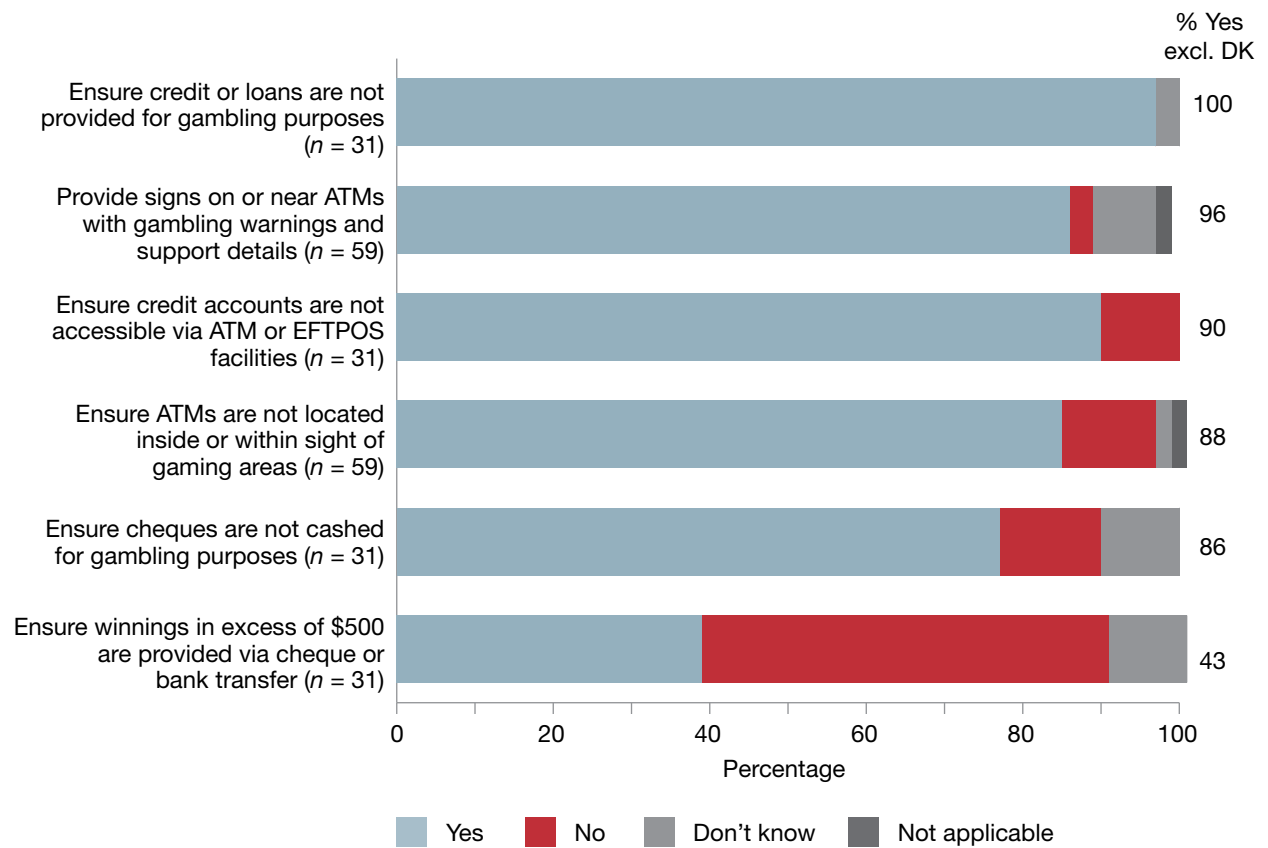
More than half of the respondents (52%) indicated that their venue does not ensure that winnings in excess of \$500 are provided via cheque or bank transfer. However, this result was related to a change in Code requirements rather than noncompliance. Since the survey was designed, the minimum requirement for noncash payments increased to \$1000, which was reflected in the results. It is unclear whether the 39% who indicated that their venue does ensure that cash amounts of more than \$500 are provided in this way is because people are unaware of the change or because venues have maintained the lower limit.

Overall, compliance with Section 7 of the Code was high; 47% gave the highest rating of confidence (10 out of 10), indicating that they are extremely confident that the venue undertakes responsible financial transactions (Figure 32).

In relation to Section 7 of the Code, the areas of most concern identified in the survey results were also consistently raised by depth interview participants.

For example, a couple of depth interview participants indicated difficulty with meeting the requirements about placement of ATMs.

**Figure 31 Venue adherence to section of the Code dealing with financial transactions (Section 7)**

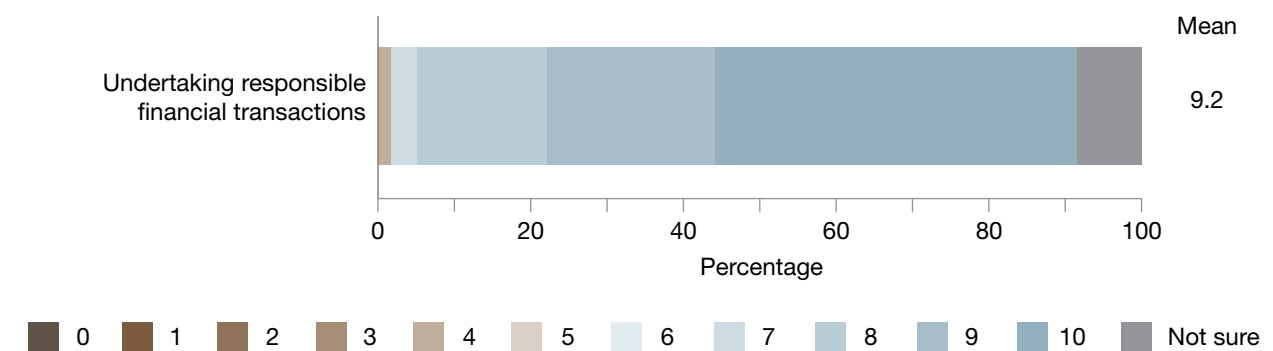


DK = don't know

Note: Based on the question 'To the best of your knowledge, does the venue ...?' Items that are only relevant to casinos were only asked of respondents working in casinos.

Source: Online survey of gambling venue staff, 2018–19

**Figure 32 Confidence in venue compliance with section of the Code dealing with financial transactions (Section 7)**



Note: Based on the question 'Thinking about the areas just covered, on a scale of 0 to 10, where 0 is "not at all confident" and 10 is "extremely confident", how confident are you that the venue adheres to the requirements of the Code related to undertaking responsible financial transactions?' Asked of all respondents (n = 59).

Source: Online survey of gambling venue staff, 2018–19

One participant said that their venue was too small to realistically place the ATM elsewhere, while another said that they have limited placement options because of the layout of the venue.

One venue was located in a larger complex, and had no control over where ATMs were placed in the centre more broadly. They used this as rationale for not being concerned about the placement of the ATMs in their venue:

*So, I don't know if removing that particular ATM in the gaming area is going to help much because we've got plenty more in the shopping centre. (venue staff interview 6)*

Other feedback related to the cashing of cheques for gambling purposes. One compliance officer stated that this would be difficult to enforce, and another participant expressed dissatisfaction with the change from a \$500 limit to a \$1000 limit:

*There's one ATM and it's in a bar area, it's the only place we can realistically put it, because the only other indoor location is upstairs, and that's members only. So that's, for me, I need to start looking at how we can either wall that off, or change the location or temporarily move it outside ... But that makes it almost impossible for people to use our ATM. (venue staff interview 3)*

*Well it just says cheques provided for gambling winnings should not be cashed within 24 hours of the win. But I just think that's probably a bit too hard to enforce. Because once someone leaves they can easily go and cash it in somewhere and then come back again. (compliance officer)*

*When it was \$500, we used to issue so many cheques. But I think it's to limit people from putting that money in the poker machine. Now, they've got \$1000, they can just take it and put it back again ... if they get \$1000 cash, I don't know what's wrong with gambling people. They think that if they put back, they're going to get more. But at the end of the day, they're just going to lose it. So, I think \$500 was better. (venue staff interview 6)*

## 7.14 Advertising and promotions

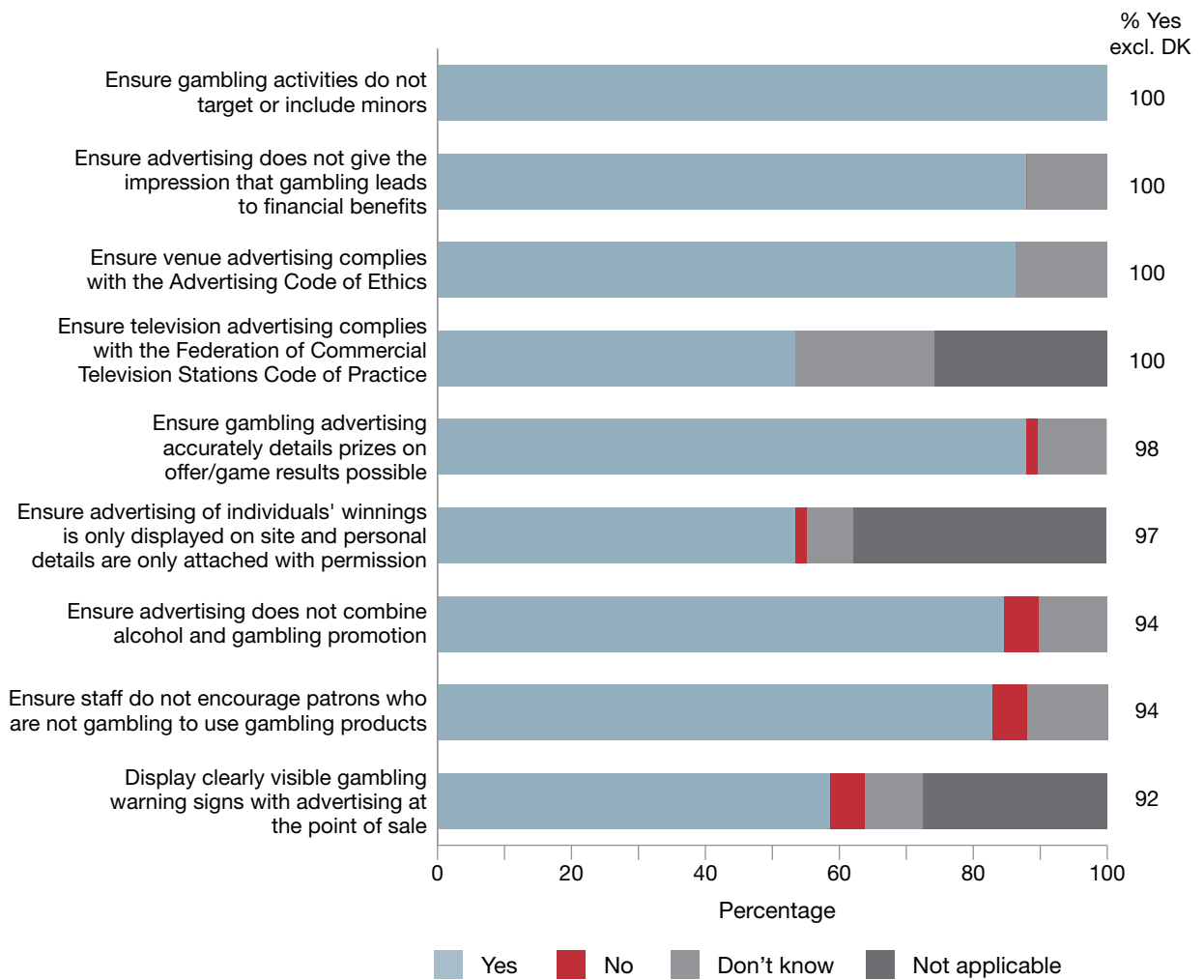
Section 8 of the Code requires that venues deliver gambling-related advertising and promotions in an honest and responsible manner, and consider the potential negative impact on people affected by gambling. Conditions include the following:

- All advertising should comply with the Australian Association of National Advertisers' Code of Ethics.
- Television advertising should comply with Free TV Australia's Commercial Television (FACT) Industry Code of Practice.
- Provide accessible, accurate and easy-to-understand terms and conditions associated with promotions, bonus offers and competitions.
- Ensure that online advertising and promotions clearly contain the appropriate gambling warning messages.
- Ensure that advertising does not give the impression that gambling leads to financial betterment or urge nongambling clients to use gambling services.

For venues that advertise, respondents were satisfied that the venue conducts honest and responsible gambling-related advertising and promotions. In particular, all respondents were highly confident that the venue ensures that gambling-related advertising does not target or include minors (100%) (Figure 33). Most respondents agreed that the venue ensures that their advertising does not suggest that gambling leads to financial benefits (88%) and complies with the Advertising Code of Ethics (86%). They felt that television advertising complies with the FACT Code of Practice (53%). None said their venue does not comply with these conditions.

Venues that did not engage in external advertising or promotional activities were ineligible for answering the related questions (Figure 33). These are represented by the dark grey shading in the charts. Staff whose venue does not advertise individual winnings, or advertise on television or at the point of sale, were more likely to be from hotels or taverns, newsagents or other venue types than casinos.

**Figure 33 Venue adherence to the advertising and promotions aspects of the Code (Section 8)**

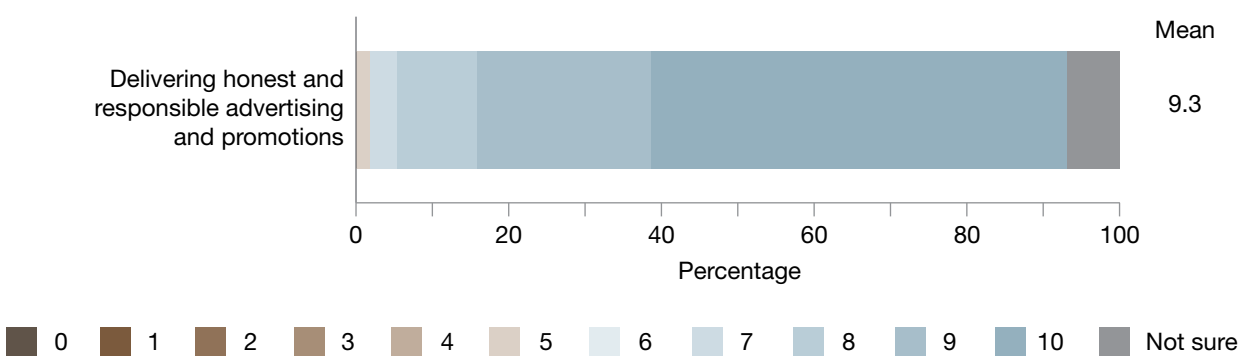


DK = don't know

Note: Based on the question 'To the best of your knowledge, does the venue ...?' Asked of all respondents (n = 58).

Source: Online survey of gambling venue staff, 2018–19

**Figure 34 Confidence in venue compliance with the advertising and promotions aspects of the Code (Section 8)**



Note: Based on the question 'Thinking about the areas just covered, on a scale of 0 to 10, where 0 is "not at all confident" and 10 is "extremely confident", how confident are you that the venue adheres to the requirements of the Code related to delivering honest and responsible advertising and promotions?' Asked of all respondents (n = 57).

Source: Online survey of gambling venue staff, 2018–19

Overall, respondents were confident that the venue complies with Section 8 of the Code related to delivering honest and responsible advertising and promotions. More than half (54%) gave the highest rating, indicating that they were extremely confident in the venue’s compliance with the section (Figure 34).

Depth interviews revealed some frustration among venue staff and compliance officers about gambling-related advertising, which was a point of contention when comparing the practices of different venues. Some participants noted that they had seen other venues advertising for gambling-related services and believed that this did not meet the Code. However, when doing so, they did not directly refer to any parts of the Code to demonstrate their knowledge of specific requirements:

*These promos that encourage gambling are supposed to be a no-no. But I find that there are venues out there that are holding, you know, win a raffle ticket for a combination, say on a machine. What they call a shopper promo or something like that. And then they’re giving them groceries in return. (venue staff interview 4)*

*Like I’ve seen that keno promotes their jackpots and all that ... and you could stand a chance to win this and all that. I don’t think people should be encouraged to do that. (venue staff interview 6)*

One compliance officer stated that they received numerous complaints from venues accusing other venues of nonadherence with advertising requirements:

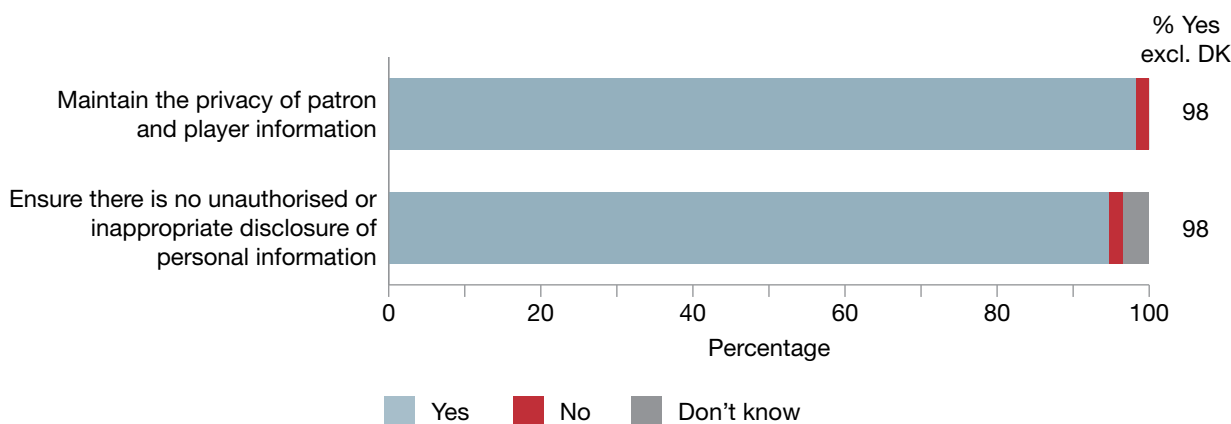
*Most of the investigations – or the matters we deal with – it’s an avenue of complaining about another venue and it tends to be about how they advertise their gaming machines and gambling. They get on Facebook and they’re predominantly online and they tend to push things to the letter of the law or go over a bit with regards to what they’re doing to try and entice people in to their venue. (compliance officer)*

## 7.15 Privacy policy

All gambling providers must maintain the privacy of patron information and must ensure that there is no unauthorised or inappropriate disclosure of the personal information obtained or kept under the Code. Although this review was not able to undertake a comprehensive assessment of this aspect of the Code, some data were collected in the online survey of venue staff.

Venue staff who responded to the online survey reported high rates of venue compliance with the privacy requirements of the Code (Section 10). Virtually all respondents (98%) said that the venue they worked in maintained the privacy of patron and player information (Figure 35).

**Figure 35 Venue adherence to section of the Code relating to privacy policy (Section 10)**



DK = don't know

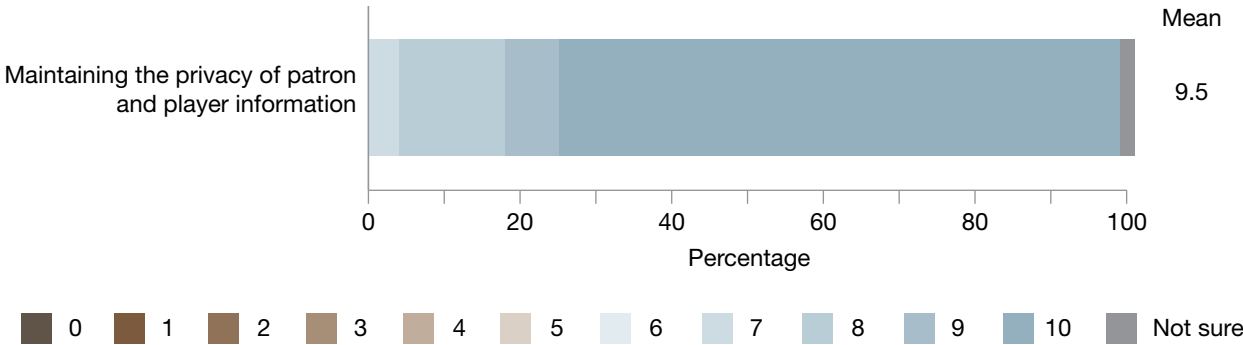
Note: Based on the question 'To the best of your knowledge, does the venue ...?' Asked of all respondents (n = 57).

Source: Online survey of gambling venue staff, 2018–19

In relation to ensuring that there is no unauthorised or inappropriate disclosure of personal information, 95% of respondents said that their venue complied with this, 2% (one respondent) said that their venue did not, and 4% did not know.

Consistent with the responses to the question about whether the venue complies with privacy aspects of the Code, venue staff had a very high level of confidence that their venue complied with this aspect of the Code. Three in four (74%) respondents chose the highest level of confidence (10 out of 10) (Figure 36).

**Figure 36 Confidence in venue compliance to section of the Code relating to privacy policy (Section 10)**



Note: Based on the question 'Thinking about the areas just covered, on a scale of 0 to 10, where 0 is "not at all confident" and 10 is "extremely confident", how confident are you that the venue adheres to the requirements of the Code related to maintaining the privacy of patron and player information?' Asked of all respondents (n = 57).

Source: Online survey of gambling venue staff, 2018–19



## 8 Conclusion

Overall, the review found that the NT Code is one of the more comprehensive of the Australian codes, with several of the measures in the NT Code included in only some of the other state and territory codes. Even so, the review revealed a significant level of venue noncompliance with the Code. There was also a substantial degree of variability in the implementation of measures in venues that were compliant. These findings point to a lack of adequate enforcement of the Code, as well as significant issues with training and implementation.





## Appendix Public submissions

### Call for public submissions

#### **Invitation for Public Submissions: NT Code of Practice for Responsible Gambling**

The **NT Code of Practice for Responsible Gambling (NT Code)** is designed to give clear mandatory guidelines to gambling operators on how they are required to help to reduce the harms associated with problem gambling. For more information, the NT Code can be found on the NT Government website:

<https://nt.gov.au/industry/gambling/gambling-codes-of-practice/nt-code-of-practice-for-responsible-gambling-2016>

The Australian National University is conducting a review of the NT Code. We are inviting public submissions on:

- a) awareness of and compliance with the NT Code;
- b) effectiveness of the NT Code;
- c) the role that gambling plays for individuals, organisations, venues in the NT.

Submissions close COB: 12 November 2018.

Please clearly indicate if you require your submission to be anonymous.

Please send submissions to:  
[ntcode@srcentre.com.au](mailto:ntcode@srcentre.com.au)

OR

NT Code of Practice Study  
Centre for Gambling Research  
Beryl Rawson Building  
The Australian National University  
Acton, ACT 2601

## Summary of public submissions

### Submission 1 – Hospitality NT

The submission was endorsed by CEO Des Crowe and makes the following recommendations for the NT Code of Practice Review:

- The Code should be updated to cover lotteries.
- The Code should be updated as a live document to avoid confusion and potential conflict between the Code and other more recent legislation.
- Community Liaison Officer and licensed Gaming Manager's roles should be officially combined, with additional training to support such a role.
- The role for gambling operators as harm minimisers should be explained more thoroughly by the Code and whether the onus of responsibility between venues and service providers should be shared or borne only by venues.
- The principle of patron responsibility should be expanded throughout the Code.
- The Code should reflect the introduction of Territory-wide multivenue self-exclusion.
- The Code should clearly set out requirements for advertising instead of referring providers to external regulation.

### Submission 2 – Dr Matthew Stevens, Menzies School of Health Research

This submission makes the following recommendations:

- Remove the word 'responsible' from the name of the NT Code of Practice. A suggestion for a new name: NT Code of Practice for Gambling Harm Minimisation in Community Venues.
- The introduction to the section 'What is problem gambling?' needs revising with the most current prevalence estimates of problem gambling risk; preferably, refer to NT estimates from the 2015 Gambling Prevalence and Wellbeing Survey and update once the 2018 survey results are available.
- Venues should be required to provide information on safe gambling and help

seeking resources in Aboriginal and Torres Strait Islander languages and other prevalent languages spoken in the NT. That this requirement be explicitly made in the revised Code of Practice for Gambling Harm Minimisation in Community Venues.

- A scoping study should be carried out to identify if any immigrant-born populations in the NT have higher problem gambling risk than the general NT population, and to review available resources (from interstate) and make recommendations on improving the accessibility of gambling help services.
- The name of the Responsible Gambling Advisory Committee should be changed to the Gambling Harm Minimisation Advisory Committee.
- The make-up of the Gambling Harm Minimisation (previously Responsible Gambling) Advisory Committee should be reviewed. That industry representation should be limited to no more than four members on this committee.
- Responsible gambling practices should be reported publicly in the Director-General's annual report or made available in some other annual report. This would include, but not be limited to, reporting the number of approaches by staff to gamblers exhibiting signs of distress (red flags) related to their gambling, and the outcome of the interaction; and reporting the number of people who have asked to be self-excluded and who successfully self-excluded.
- The wording of Section 9 should be strengthened to ensure venues take part in research and evaluation projects approved by the Director-General of Licensing, and not just be 'encouraged' to participate in research and evaluation projects.

### Submission 3 – Shona Harris, a concerned citizen

This submission recommends the removal of EGMs in the Northern Territory.



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## Notes

1. Northern Territory Government (2017). *Gambling Codes of Practice*, <https://nt.gov.au/industry/gambling/gambling-codes-of-practice/introduction>.
2. The Code states that 'Due to the diversity of gambling providers, some of the practices below may not apply to all of them [gambling service providers]' (p. 5). The Code specifies which of the responsible gambling practices different types of gambling services (clubs and hotels, casinos, charities and nonprofits, lotteries, NT keno, wagering, TAB, oncourse) are required to comply with.
3. The Code is gazetted under section 79A of the *Gaming Control Act*, section 193A of the *Gaming Machine Act*, section 148A of the *Racing and Betting Act*, and section 28B of the *Soccer Football Pools Act*.
4. Submissions were received from Hospitality NT, Shona Harris and Matthew Stevens (Menzies School of Health Research).
5. The online survey and depth interviews were conducted by the Social Research Centre.
6. There were 20 staff who commenced the questionnaire but did not get beyond the first five questions. This group is not included in the analysis.
7. In total, 39 venues initially agreed to assist with coordinating the NT Code Staff Survey. Initially, around half agreed to provide staff lists, whereas the remainder opted to distribute links internally. However, once the survey commenced, all venue contacts indicated they would prefer to distribute the links personally rather than provide details for direct contact.
8. The RTP definition in the NT Code (Section 8.2) is identical to the definition of 'accurate details' (Section 8.3).
9. Gambling advertising is defined as the promotion of gambling by casinos, lotteries, bookmakers or other organisations that provide people with the opportunity to make bets.
10. RSA = responsible service of alcohol; RSG = responsible service of gambling
11. Because of the small number of compliance officers, their quotes have been completely de-identified.
12. For reporting on confidence scales, the commentary throughout the report focuses on the proportion who have provided the highest level of confidence (10 out of 10), indicating that they are extremely confident that the venue complies with the aspect of the Code. However, we have also provided a mean score out of 10 (excluding don't know / prefer not to say) for reference. Similarly with the yes/no questions, we have focused our commentary on the proportion of those answering the question who feel the venue complied (yes) or did not comply (no) with particular elements, but have also provided a '% yes' (excluding don't know / prefer not to say) for reference.
13. Only commercial gambling providers are required to appoint a CLO.
14. Casinos are not required to keep a responsible gambling incident register but must record any issues in the log filed with the Director-General of Licensing.
15. Casinos are not required to follow this procedure; they have other provisions in place.
16. Minors are defined as anyone under the age of 18.



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