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Australian Government

**Department of Families, Housing,
Community Services and Indigenous Affairs**

ACT Pre-commitment Trial
Implementation Plan

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Project background

On 23 June 2010, the Productivity Commission released their 2010 Inquiry Report on Gambling. This report was initially endorsed by the Council of Australian Governments in July 2008, as an update to the Productivity Commission's 1999 Inquiry Report into Gambling. The inquiry commenced on 24 November 2008 and invited submissions from and public hearings for representatives from industry, government and all other interested parties.

Comment [s1]: Just checking where this came from? Is this the initial report that was endorsed or that they conduct another review?

The Productivity Commission recommended that each state and territory government implement a jurisdictionally-based full (~~or~~ mandatory) pre-commitment system for gaming machines by 2016, subject to initial development, trialling and compatible monitoring systems.

The Productivity Commission also recommended that "the Australian Government should enter negotiations with a state or territory government to sponsor a full scale regional trial or trials of a full pre-commitment regime, with trialling to commence by 2013" (Recommendation 19.2). ~~Rec no~~

On 21 January 2012, the Commonwealth Government announced its plan to address problem gambling, which included:

- undertaking a large scale trial of mandatory pre-commitment in the Australian Capital Territory; and
- expanding pre-commitment technology to every gaming machine across the country, that could then be used for mandatory pre-commitment, if it is supported by a trial;

The Prime Minister, in her press release of 21 January 2012, also announced that it is the Government's intention to introduce legislation in the first Parliamentary session of 2012 in respect of gaming machines and Automatic Teller Machines (ATMs). The Government remains committed to introducing this important legislation.

The Government committed to introduce legislation in the first Parliamentary session of 2012 to require that:

- all new gaming machines manufactured from 2013 must be capable of supporting pre-commitment; and
- by 31 December 2016 all gaming machines must be part of a state linked pre-commitment system, except eligible small venues which have longer.

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The legislation will also impose the requirement for:

- the introduction of a \$250 daily withdrawal limit on automatic teller machines (ATMs) in gaming venues, except casinos, by 1 February 2013; and
- dynamic warnings and cost of play displays on gaming machines by 31 December 2016.

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Vision Statement

Up to half a million Australians are at risk of becoming, or are, problem gamblers. The single biggest cause of gambling addiction in Australia is poker machines with three-quarters of problem gamblers play the pokies.

Research suggests that one in six people who play the pokies regularly has a severe gambling problem. People who have a problem with their gambling lose an average of \$21,000 a year.

We also know that the impact of a gambling problem – on an individual, on a family and on a community – can be terrible. The actions of one problem gambler have negative impacts on the lives of between five and 10 other people. This means there are up to five million Australians who could be affected by problem gambling each year, including friends, family and employers of people with a gambling problem.

So extensive are the impacts that the social cost of problem gambling to the community is estimated to be at least \$4.7 billion each year. Forty per cent of revenue derived from gaming machines in Australia comes from the losses of people with a gambling problem. One in six Australians who gamble on gaming machines regularly has a serious addiction and these people are losing an average of \$21,000 each annually.

These losses not only affect the individuals with a gambling problem, but have flow on effects to their families and communities.

This trial of mandatory pre-commitment will be consistent with the Productivity Commission recommendations and will:

- test the design features of mandatory pre-commitment for possible modification; and
- substantiate that mandatory pre-commitment has sufficient advantages over partial pre-commitment to justify proceeding with its implementation in all jurisdictions.

The trial will provide invaluable data on player behaviour, electronic gaming machine ('EGM') operation and the proposed technological solution for pre-commitment, which will ~~then~~ further inform the national roll-out of pre-commitment.

It will also be able to test what additional incentives provided through the trial, such as the venue readiness and capacity assistance, impact the success of the trial.

The trial has three key objectives:

- 1) Assess how particular design features of full pre-commitment and implementation arrangements impact on players (both problem gamblers and recreational players) and venues. Consistent with the Productivity Commission recommendation, this would allow the final features of the scheme to be informed by the results of the trial to reduce unintended consequences on players, venues and communities.

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Comment [s2]: This bit doesn't feel like a vision statement – feels more like background – thoughts?

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- 2) Test whether full pre-commitment enables players to control their gaming machine gambling behaviour and set a realistic budget and time limits, and is perceived as a key element for harm minimisation.
- 3) Test options to play outside a full pre-commitment system and player take up of these options, if industry chooses to pursue this option.

The trial will run for a period of 12 months from February 2013 until February 2014. Planning and preparation for implementation commenced in April 2012, with patrons able to register for pre-commitment in venues from 1 November 2012. Collection of necessary baseline material will commence as soon as practicable. The evaluation of the trial will be a three month evaluation immediately following the trial period and an independent review to be completed three months after the evaluation.

In addition draft Commonwealth gambling legislation includes that an Inquiry by the Productivity Commission must be commissioned if a trial of mandatory pre-commitment is agreed by the Commonwealth. After the independent trial evaluation is complete and the Productivity Commission have conducted their Inquiry, that report and the Government's response must be tabled in the Parliament within three months.

The legislation also provide for a separate Inquiry by the Productivity Commission on the progress towards implementation of the pre-commitment systems, dynamic warning requirements, ATM withdraw limits and manufacturing and importing provisions. This inquiry must be referred to the Productivity Commission no later than 30 September 2014. After the inquiry is complete, the report and the Government's response must be tabled in the Parliament within three months.

Comment [s3]: Dependent on negotiations

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Comment [s4]: Note there also might be some additional requirements placed on the Commonwealth in legislation. Still with MO for consideration.

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Scope

In scope

The following are considered to be in the scope of this project:

- trialling the design features and effectiveness of mandatory pre-commitment;
- Self-exclusion, through the pre-commitment system;
- independent evaluation of the trial, including...
- communications activities that promote awareness of the trial and problem gambling issues in the ACT environment;
- Productivity Commission review of independent evaluation of the trial results

Comment [s5]: Should there be something in here about the independent evaluation of the trial?

Out of scope

The following is not included in the scope of the project and will not be addressed by this project without an approved scope variation:

- trialling voluntary pre-commitment;
- trialling pre-commitment outside of the ACT environment; and
- implementation (or trialling) of the broader gambling reforms, such as ATM withdrawal limits, dynamic warnings and online gambling reforms.

While not seeking to trial low intensity options, such as \$1 maximum bet limits, as part of the trial, the Commonwealth is open to testing low intensity in the trial environment if industry wishindustry wishes to do so. Industry could choose to trial low intensity in some of the trial venues, on some or all of their gaming machines. As at April 2012, there is no indication that the ACT gaming industry is considered trialling low intensity.

Governance

Decision Making and Advisory Bodies

Trial Oversight Committee

A Trial Oversight Committee will be established to:

- oversee the implementation of the technical infrastructure for the trial;
- oversee and approve research and evaluation elements of the trial;
- review and make recommendations on the technical elements of the trial;
- review and make recommendations (as per the venue participation agreement) on the revenue impacts assessed as a result of the trial;
- manage the Partnership Agreement with venues participating in the trial;
- oversee any working groups (or sub-committees) established for the purposes of the trial; and
- provide quarterly updates to the National Stakeholder Representative Group, the Minister and the Officials Advisory Group

The Trial Oversight Committee will not have:

- any financial responsibility for the trial; and
- the ability to vary the terms and conditions of the trial.

Membership

- Group Manager, Problem Gambling Taskforce;
- Branch Manager, Pre-commitment Trial Branch;
- CEO ACT Racing and Gaming Commission, ACT Government (or a representative);
- CEO, Clubs ACT;
- Senior Representation from a Non-Affiliated Club; and
- representatives from Mission Australia (the ACT Government Responsible Gambling Provider).

Advisers to the Trial Oversight Committee

- Independent Technical Adviser;
- Representative from the contracted Independent Researcher;
- Representative/s from ACT Infrastructure Provider; and
- Representative/s from an independent financial audit organisation.

Advisers to the Trial Oversight Committee will be drawn upon to provide specialist input into the operational elements of the trial. They will provide the necessary support and advice requested by the Trial Oversight Committee to ensure the effective conduct of the trial and to provide input into specific elements of the trial.

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National Stakeholder Representative Group

A National Stakeholder Representative Group (NSRG) will meet on an infrequent basis. Where possible, members of the Oversight Committee will represent the views of members of the NSRG. The Group will be established to review progress of the trial following scheduled (eg. quarterly) updates provided through the Oversight Committee.

It is preferred that these industry bodies or industry representatives are not members of the Oversight Committee as they are not responsible for the decision making elements of the trial. They would be better placed to be made available to the Oversight Committee to provide guidance on design and approach. The Oversight Committee is the primary decision making body (except on matters relating to financial commitments and payments as detailed below).

The NSRG will not have any decision making capacity around the trial.

Membership

- Representation from Gaming Technologies Australia (GTA);
- Representation from Australian Hotels Association (AHA);
- Representation from Australasian Gaming Council (AGC);
- Representation from Australasian Casinos Association (ACA);
- Representation from ClubsAustralia;
- Representation from the Community Sector (to be determined);
- Representation from Academia (to be determined);
- Representative/s from the Oversight Committee (as required); and
- Deputy Secretary, FaHCSIA.

Officials Advisory Group

The Officials Advisory Group will be established to share the progressive findings of the trial with State and Territory counterparts. The Officials Working Group will meet quarterly throughout the period of the trial to discuss elements of the trial and to ensure that State and Territories are kept informed of the trial progress. This group will also inform the Policy Working Group of the Select Council.

Membership

- Branch Manager, Pre-commitment Trial Branch;
- Section Manager, Commonwealth Relations; and
- Representation from each State and Territory.

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Roles and Responsibilities

Senior Responsible Officer

The Senior Responsible Officer (SRO) for this project is the Group Manager of the Problem Gambling Taskforce, Ms Amanda Cattermole.

Specific responsibilities of the SRO include:

- providing high level strategic direction for the project;
- ensuring the project maintains alignment with business objectives and expectations;
- representing the Department on the Trial Oversight Committee;
- approving significant changes to the Implementation Plan following consultation with the Trial Oversight Committee;
- ensuring strategic level issues are escalated to the Commonwealth Steering Committee for resolution;
- resolving major issues that may negatively impact on the project business environment or that form an impediment to the achievement of its objectives; and
- monitoring and managing high level risks to the project.

Project Owner

The Project Owner for this project is the Branch Manager of the Problem Gambling Taskforce, Ms Lesa Croke. Specific responsibilities of the Project Owner include:

- ensuring the project remains on track for delivery in line with this Implementation Plan;
- ensuring the establishment and proper functioning of the Trial Oversight Committee;
- authorising variations to the Implementation Plan, including ensuring that the SRO approves any significant variations;
- identifying and managing issues, including those that have the potential to impact negatively on the project;
- identifying and managing risks to the project;
- facilitating an appropriate level of commitment and cooperation from business units in FaHCSIA and other agencies;
- managing the Problem Gambling Taskforce and its resources; and
- collaborating with other Commonwealth agencies to ensure a whole-of-government approach.

Comment [s6]: or Scott?

Department of Families, Housing, Community Services and Indigenous Affairs

A Problem Gambling Taskforce was established in the Department of Families, Housing, Community Services and Indigenous Affairs in 2010 to progress the Commonwealth Government's commitment to gambling reform.

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The Taskforce, in conjunction with the Treasury, is responsible for:

- providing policy advice to Ministers on the Government's gambling reforms, including financial implications and legislative options;
- providing secretariat services to the range of groups that have been established to provide advice to the Commonwealth, as well as the COAG Select Council on Gambling Reform and its related groups;
- research and analysis to support an evidence based approach;
- acting as the lead on developing legislation and regulations in relation to the gambling harm minimisation measures and establishing a Commonwealth regulator to regulate the reforms; and
- working closely with a Commonwealth gambling regulator, once it is established, in relation to the policy input into the implementation of legislation.

As the lead area in progressing these gambling reforms, the Taskforce will also have the lead on the development and management of the ACT pre-commitment trial and associated tasks.

[establishment of new branch]

ACT Government

The ACT Government will, as a partner in the trial:

- manage legislative and regulatory requirements for the conduct of the trial;
- assist in the procurement of the infrastructure required for the trial (as necessary);
- partner in administration of the provision of incentives provided to venues for participation;
- accept ongoing responsibility for the maintenance and upgrade of infrastructure when required;
- provide access to relevant data and information as and when required; and
- actively promote and support the use of pre-commitment to the ACT community for the duration of the trial.

The ACT Government will also be responsible for establishing a help desk in the ACT Gaming and Racing Commission to assist venue staff and patrons with issues with the pre-commitment system and to manage complaints.

The ACT Government will also receive funding to enhance their existing problem gambling counselling services to assist in meeting any increase in demand as a result of the trial.

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ClubsACT

ClubsACT, as the peak gaming industry body in the ACT, will also be a partner in the trial. ClubsACT will:

- secure the agreement of all affiliated venues in the ACT to participate in the trial for the duration of the trial;
- secure the agreement of all non-affiliated venues in the ACT to participate in the trial for the duration of the trial;
- oversee the operation of pre-commitment in venues for the length of the trial;
- provide and secure access to relevant data and information as and when required; and
- actively promote and support the use of pre-commitment by patrons in clubs in the ACT for the duration of the trial.

Productivity Commission

As part of the Government's gambling reform legislation, the Productivity Commission will be responsible for conducting an independent review of the trial results (to be completed by August 2014). The Productivity Commission is to provide recommendations based on their review on whether or not mandatory pre-commitment should be operational across all jurisdictions.

Comment [AGB7]: There are two separate reviews – an evaluation of the trial, AND an independent review of the evaluation.

Comment [s8]: second inquiry relates to an assessment of the progress being made towards the reforms

Accountabilities

Minister for Families, Community Services and Indigenous Affairs

The problem gambling reforms are being led on behalf of the Government by the Minister for Families, Community Services and Indigenous Affairs, the Hon Jenny Macklin MP.

The Minister will be advised of the progress of this trial through regular meetings with the Departmental Executive and the SRO, and briefings provided initially by the Problem Gambling Taskforce and then the Trial Branch (following its establishment).

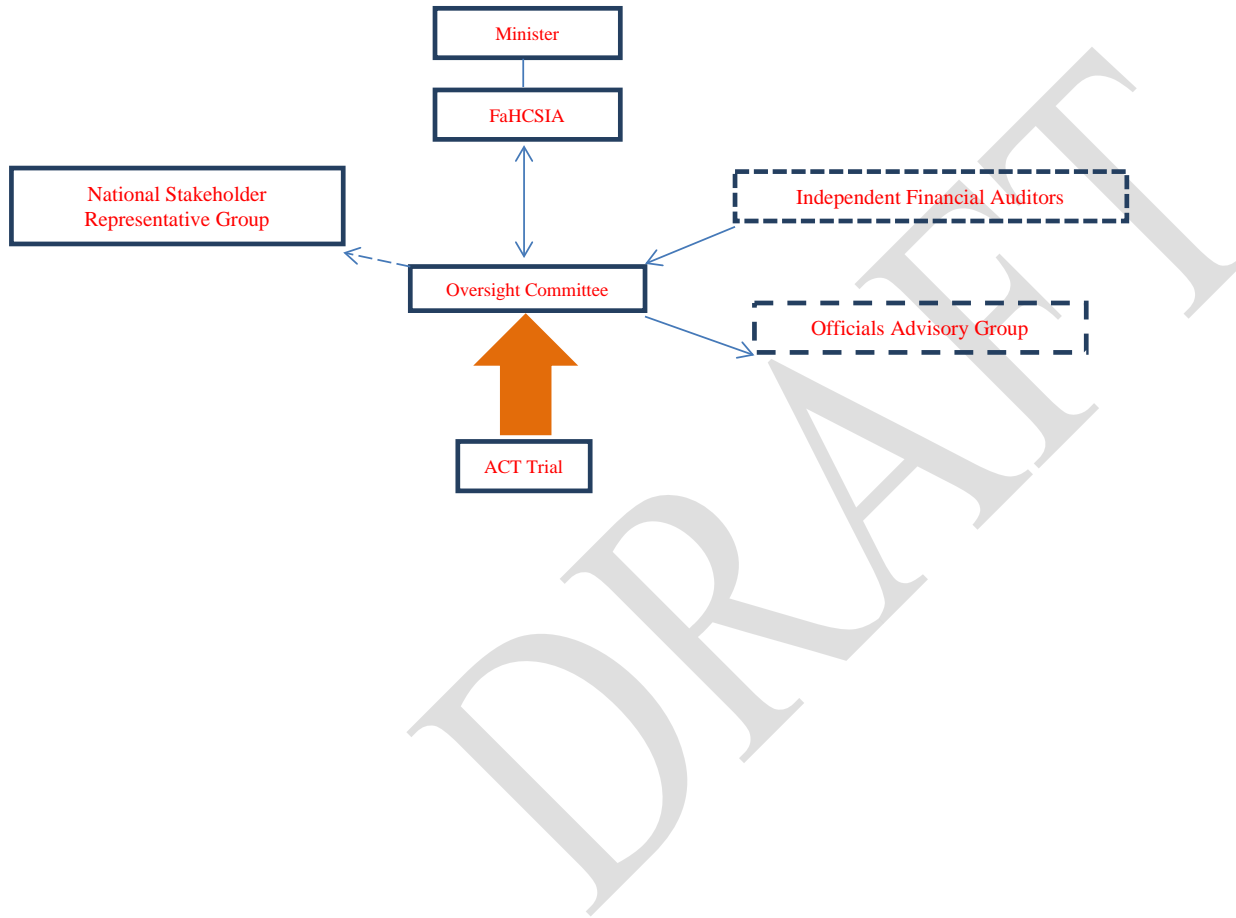
The Minister will be the financial delegate for the trial and may delegate this power to the Department. Any variations that may require financial commitments will be considered by the delegate with recommendations to come from the Oversight Committee.

Departmental Executive

The SRO will be responsible for reporting to the Secretary and Deputy Secretary.

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Figure 1: ACT pre-commitment trial governance structure



Resourcing

Departmental Staffing

Problem Gambling Taskforce

In relation to this project, the existing Problem Gambling Taskforce is responsible primarily for early planning and preparation work; notably the establishment of dedicated trial resources that will progress this project further (see **Pre-commitment Trial Branch** below). As such, the Taskforce will not have additional resources of its own allocated for this project and will progress its tasks using existing resources.

Pre-commitment Trial Branch

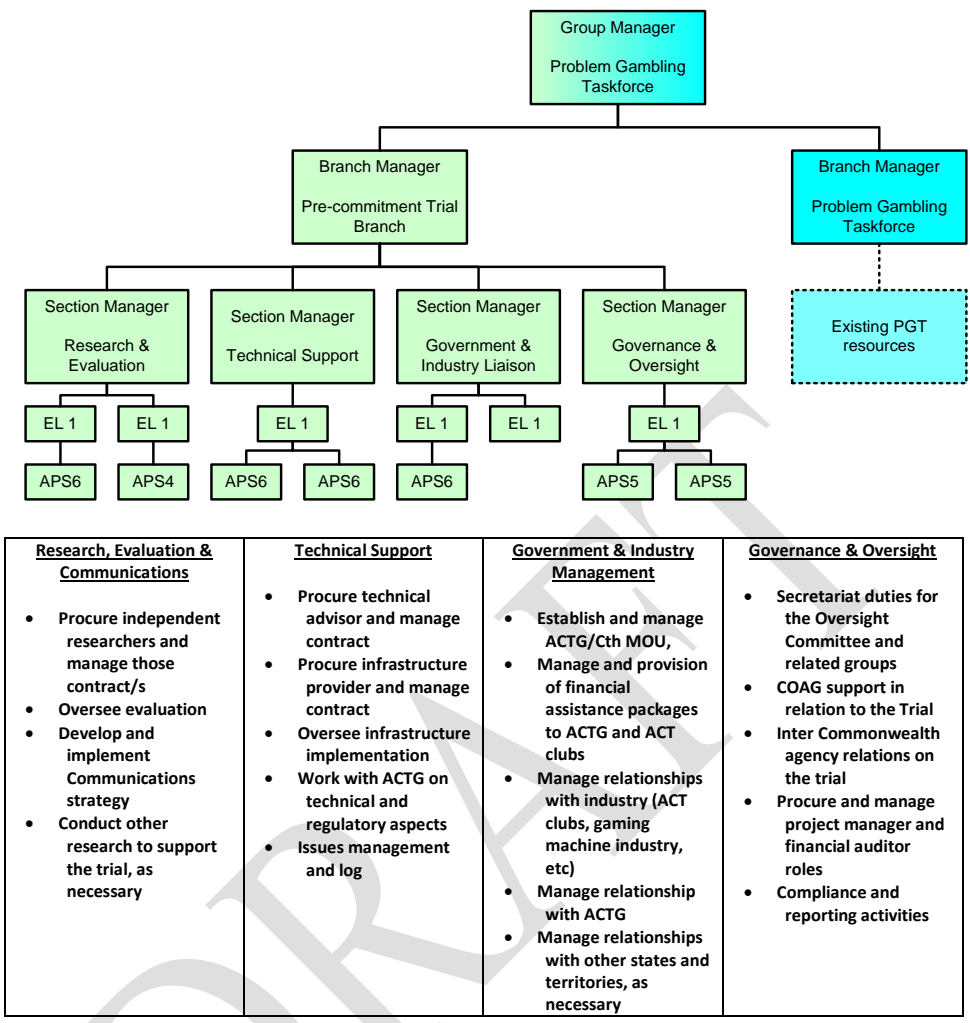
The trial will require dedicated staff resources beyond the existing Problem Gambling Taskforce. This will involve the establishment of a new branch within FaHCSIA.

The trial will involve complex technical, governance, financial and project management arrangements. A high level of staff expertise and capacity will be required to deliver these arrangements. Specifically, staff will be required to carry out the following functions:

- a robust in-depth research and evaluation program to assess the benefits of mandatory pre-commitment from behavioural, technical and economic perspectives;
- complex technical support for the trial infrastructure and the Independent Technical Advisor;
- support for the Independent Project Manager and the Independent Financial Auditor;
- expertise in designing and implementing a communications strategy;
- participation in, and support of, the high level Trial Oversight Committee and other specialist sub-committees; and
- management of relationships with, and capacity of, industry and government stakeholders.

The Pre-commitment Trial Branch will require 18.5 FTE, at full capacity, for 24 months to manage the above activities. Broadly, the branch structure will be as follows:

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Communications and Media Branch

As part of the trial of mandatory pre-commitment in the ACT, it is envisaged that a communications campaign will be necessary to inform the general public around problem gambling, the trial and what it will mean. It is also expected that there will also be significant work required to develop venue specific information and tools to assist patrons to understand and then use the new technology.

The business model currently used in FaHCSIA provides for a centralised Communication and Media Branch providing expert support to the Department on communications and media issues rather than individual communications units being attached to line program areas. This includes development and management of any communication campaigns. To date, Communications support for the Problem Gambling Taskforce has been delivered as part of business as usual arrangements and will need to continue on an ongoing basis. Any additional requirements, including a campaign to support the trial, will need additional resources.

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The Communications and Media Branch will manage the development and implementation of an awareness campaign on the trial and the impact of problem gambling. This will include:

- management of market research to inform the approach and test any creative directions;
- development and implementation of a comprehensive communication strategy;
- procurement and management of creative, public relations and advertising consultants (this includes developing briefs, managing an approach to market, working with the successful consultants to develop sub-strategies);
- management of the clearance/review process through the Independent Communication Committee and the Peer Review Group;
- development of any communication materials and products, including press or radio advertisements, venue based collateral, tools or training products; and
- evaluation of the approach and refinements.

The Communications and Media Branch will require 3.25 additional FTE for a total of 24 months to manage the communications activities.

Departmental Property and Systems

As the dedicated trial resources will be

ACT Government resources

The ACT Government have advised that they do not have the necessary resources to effectively manage the pre-commitment trial from their perspective, without assistance from the Commonwealth.

As such, the Commonwealth will provide the ACT Government with funding to adequately resource the ACT Gaming and Racing Commission to participate in the trial. This will include funding for:

- additional staffing resources for increased administrative and regulatory workloads as a result of participating in the trial;
- establishment and ongoing management of a help desk to manage venue and patron complaints, assist with minor technical issues and to refer more complex technical issues to the infrastructure provider;
- extension of existing counselling services, for the duration of the trial, to cover any potential increase in demand as a result of increased public awareness of problem gambling issues.

Project Budget

The trial has a total project budget of **s 47E** spread over three financial years (comprising of a total of 24 months worth of activity). As at April 2012, these costs represent a funding envelope for the negotiations with the ACT Government and Clubs ACT and to be available for the infrastructure procurement process.

A complete project budget is at **Table 1** below.

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s 47E

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[Redacted]	[Redacted]	[Redacted]	[Redacted]	[Redacted]

Project Phases

Planning and preparation

Timeframe: April 2012 – June 2012

Finalise negotiations

A key component of this phase will be the completion of the negotiations between the Commonwealth Government, the ACT Government, Clubs ACT and non-affiliated clubs ('the Parties') to reach the agreed functional design of the pre-commitment trial. FaHCSIA is conducting these negotiations on behalf of the Commonwealth.

Initial discussions occurred with the Parties in late 2011. A formal offer was made from the Commonwealth to Clubs ACT in January 2012 and negotiations are continuing with the aim of reaching agreement between the Parties in February 2012. On 17 February 2012, Clubs ACT announced 'in-principle' agreement to participate in a trial of mandatory pre-commitment, subject to further negotiation.

Currently, discussions are in progress with the Parties to finalise details of the trial. The trial cannot commence without their agreement to participate.

Establish Committee, Advisory Bodies and Trial Branch

Following agreement to conduct the trial, FaHCSIA will establish the Trial Oversight Committee, the Advisory Bodies and the new Trial branch to progress the trial.

[Staff recruitment etc]

[recruit committee and advisory body members]

Procurement activity

A range of procurement processes will commence immediately following agreement being reached with the Parties. The trial will require the Department to enter into contractual arrangements with an infrastructure provider, independent researchers and other relevant experts as part of the project.

All procurement processes will comply with the *Financial Management and Accountability Act*, Commonwealth Procurement Guidelines and FaHCSIA Chief Executive Instructions.

Infrastructure provider

The Commonwealth has committed to funding all necessary infrastructure to conduct the trial. The costs will be determined through market testing.

An open market tender will be undertaken to assess the market's ability to develop and deliver an integrated registration and identification system in combination with an

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effective pre-commitment solution. An overview of the infrastructure required for the trial is at **Attachment A**.

This procurement activity will involve:

- the design and development of an identification and registration system to effectively manage the registration and identification of patrons electing to use gaming machines;
- the procurement of a Central Monitoring System to support the data requirement for the period of the trial; and
- procurement of a pre-commitment management solution that manages, monitors and records the spending patterns of gambling patrons.

A copy of the Department's Procurement Plan for infrastructure is at **Attachment XX**.

Independent Project Manager

It is expected that ClubsACT and ACT Government will want a high degree of independent oversight for the implementation and conduct and design of the trial. An integral feature will be the appointment of an independent project manager to oversee all aspects of the implementation of the trial. This person will need to be agreeable to all parties and will be responsible for ensuring all areas of the trial are being implemented on time and within the agreed terms of reference.

The Pre-commitment Trial Branch will procure the Independent Project Manager and establish and manage the resulting contract.

Independent Technical Advisor

Currently, the Commonwealth has procured the services of an expert in the field of electronic gaming machines. This advice has been used to understand the technical requirements of implementing a mandatory pre-commitment system in Australia. The technical requirements for the trial will continue to be developed until implementation and therefore there is a need for the Commonwealth to continue requesting independent technical advice.

The Independent Technical Advisor will be engaged for the planning, implementation, registration and the trial stages. They will be engaged on a 3-day-week basis for the planning, implementation and registration phase. They will be engaged on a 2-day-week basis for the first six months of the trial and a one-day-week basis for the second half of the trial.

The Pre-commitment Trial Branch will procure the Independent Technical Advisor and establish and manage the resulting contract.

Independent Financial Auditor

The Independent Financial Auditor will undertake assessments to support the economic component of the Research and Evaluation, including collecting baseline

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data for venues in the ACT. The data will be collected three times, before the trial begins, after 6 months and at 12 months.

The Independent Auditor will collect patron numbers, food and beverage revenue, EGM revenue, other gambling revenue, other revenue and community contributions.

The Pre-commitment Trial Branch will procure the Independent Financial Auditor and establish and manage the resulting contract.

Independent researchers

Independent organisations will be contracted, through a tender process, to complete the following components:

- Design and management components: determining the features of the pre-commitment system, stakeholder engagement strategies, communications with venues and the broader community, assessment of venue requirements (for example, staff training), and a detailed trial implementation plan; and
- Evaluation component: will include designing a robust methodology, using both quantitative and qualitative data to measure project objectives. This will have three components – process, outcome and impact. This state will include the collection of data, and analysis and reporting of results.

The Pre-commitment Trial Branch will procure the Independent researchers and establish and manage the resulting contracts.

Venue staff training provider

For the trial to be conducted successfully, businesses will need support to prepare for the introduction of mandatory pre-commitment in their venues, including development and provision of staff training to all gaming staff in clubs before the roll out of a trial of pre-commitment. Research from trials of voluntary pre-commitment in Australia shows that gaming venue staff are integral to the effectiveness of a trial. Properly trained staff will ensure that patrons understand how the technology works, how to sign up and how to set realistic limits.

The Pre-commitment Trial Branch will procure a consultant, or consultant company, to deliver the staff training. This procurement process will be conducted between April to June 2012; with a consultant contracted by July 2012.

The consultant would be an approved / registered training provider, which has experience in developing and providing training to a number of industries. The training provider would be required to work with all parties to the trial (the Commonwealth, ACT Government and Clubs ACT) to develop a training package which adequately provided qualified training to venue staff and designed in a way that suited the gaming industry in the ACT.

The Pre-commitment Trial Branch will establish and manage the contract with this provider.

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Business planning provider

It is expected that with the introduction of the pre-commitment system into venues in the ACT, and also the introduction of a new central monitoring system, that venues may need to modify their business models. In particular, it is likely they will need to review how pre-commitment is incorporated on a more sustained basis into their business models and systems, and the administrative efficiencies which will follow from electronic reporting through a central monitoring system.

The Pre-commitment Trial Branch will procure an external consultant to work with individual venues to assess their business models, review how the pre-commitment system, including likely administrative efficiencies gained through the centralised monitoring system, have impacted on their business and recommend any changes that may be required to effectively and sustainably adjust their business model. This may include writing up and provision of recommendations to venues.

This procurement process will take place during October and November 2012.

The Pre-commitment Trial Branch will establish and manage the contract with this provider.

Establish agreement with the ACT Government

Following successful negotiations with the ACT Government, FaHCSIA will enter into a formal agreement (National Partnership Agreement or Memorandum of Understanding) with the ACT Government. This process, and the resulting agreement, will be managed by the Pre-commitment Trial Branch.

Comment [s9]: not sure what we use in this case

Once the agreement is in place, the Pre-commitment Trial Branch will provide the agreed funding package to the ACT Government.

Trial design and trial evaluation

Communications activities

Market research

Market research will be conducted to help inform the development of the communication strategy.

Infrastructure development

Timeframe: July 2012 – January 2013

Legislative amendments and regulatory approvals

It is currently unclear whether legislative amendments and regulatory approvals will be required to ensure the trial can take place in the ACT gaming environment.

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The ACT Government is responsible for making necessary amendments to their existing gaming legislation.

The ACT Gaming and Racing Commission will be responsible for progressing any necessary regulatory approval processes required to ensure infrastructure is implemented according to the timeframes in this Plan.

Infrastructure development and installation

Technical advice provided to FaHCSIA has indicated that...

Communications activities

Benchmarking research

Benchmarking research with target audiences will be used to determine the base level of understanding, awareness and attitudes against which to measure the impact of the communications campaign at various points throughout its implementation.

Public relations consultancy

Work to be undertaken by this consultancy will include:

- develop and implement a public relations strategy;
- develop intermediary and media lists;
- intermediary engagement;
- develop information and education products;
- develop an issues management plan;
- identify and approach potential supporters and spokespeople;
- proactive media relations; and
- develop and distribute editorial.

If required, a NESB communication consultancy will also be part of this public relations activity.

Website re-development and maintenance

The Australian Government's existing Problem Gambling website (<http://www.problemgambling.gov.au>) will be used as part of the communications campaign. The website will be updated to incorporate information regarding the pre-commitment trial, particularly from an awareness angle.

Creative agency and brand development

This activity will involve the development of a creative concept (the 'look and feel') for the communications campaign and its application across any and all products. This will involve several iterations and amendments based on market testing feedback.

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Information kits and training materials

A range of products will be developed and distributed as part of the campaign. These will include stakeholder information kits and club training materials with the following products:

- display folder;
- DL brochure;
- A4 fact sheet;
- training/education DVD;
- display banner; and
- coasters.

Concept testing will take place initially to test the effectiveness and appeal of these products. Following concept testing, material will be produced and distributed to clubs.

Advertising – Burst 1

Newspaper, magazine and radio advertising will occur as part of the communications campaign. The first burst of activity will be conducted prior to the commencement of the trial over several weeks between November 2012 and January 2013.

Tracking research – Wave 1

The Communications and Media Branch will conduct tracking research with target audiences to track the progress of the communications campaign against the benchmarking results. The first wave of this research will be conducted in January 2013.

Venue training programs

Venue staff training

The Pre-commitment Trial Branch will release the first instalment of funding (equal to 25 per cent of the funding) to the contracted training provider in July 2012. The consultant will immediately commence development of the training course and associated products for completion by September 2012. Each training session is expected to be half a day in length.

The Trial Oversight Committee will approve the final training course, associated products and the logistical scheduling of training to all venues. The second funding instalment (50 per cent) will be provided to the training provider following approval by the Committee.

The venue staff training program will commence in October 2012. The training will be delivered mainly at clubs to ensure that venue staff can receive training in their environment.

There may be some need to have additional consolidated training sessions provided closer to the beginning of the trial, to cater for those people who were unable to attend

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training at their club, or had been engaged as an employee after the training has occurred.

In January 2013, just prior to the commencement of the trial, a refresher course will be delivered to all venues.

Once all training has been delivered, by February 2013, the final 25 per cent payment of funding will be made to the training provider.

Pre-commitment specialist training

Player registration

Players will be capable of registering for the pre-commitment system from 1 November 2012; three months before the system becomes operational for use. This will reduce the burden on gaming venues and patrons once the system becomes fully operational on 1 February 2013.

Pre-commitment cards will be available at this stage from all clubs.

Implementation (Trial Period)

Timeframe: February 2013 – February 2014

Trial commencement

The trial will commence on 1 February 2013.

Participation fee

The participation fee is an incentive provided to venues to participate on the trial (and to ensure they participate in good faith knowing the potential impacts on their gaming revenue).

The participation fee will be provided to venues set at 20 per cent of each venue's 2010-11 gross gaming machine revenue. This assistance will be provided to venues on a monthly basis.

There will be two review points for the fee - at 4 months and 8 month into the trial (June and October 2013 respectively) - to assess whether there is any requirement for a revised structure. If these reviews indicate that the payment is not appropriate (requiring either an increase or decrease in amount), the subsequent payments will be altered accordingly.

Additionally, individual venues can make a claim for extra assistance in exceptional circumstances due to the implementation of mandatory pre-commitment. These applications will be approved by the Commonwealth after seeking advice from the Independent Financial Auditor.

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The payment and review of the participation fee, and any exceptional circumstance payments, will be administered by the Pre-commitment Trial Branch.

Communications activities

Tracking research – Wave 2

The Communications and Media Branch will conduct the second wave of tracking research with target audiences in April 2013.

Mid-trial evaluation

Research to evaluate the overall effectiveness of the communications campaign based on all previous phases of research.

Website maintenance

The website will require routine updates and maintenance during the campaign, but may also require further re-development and testing.

Advertising – Burst 2, 3 and 4

The remaining bursts of newspaper, magazine and radio advertising will occur during the trial. These three bursts will also each be conducted over several weeks in the following periods:

- Burst 2: February – April 2013;
- Burst 3: May – July 2013; and
- Burst 4: August – December 2013.

Independent evaluation

Business planning for venues

The business planning provider will provide 5 to 8 hours of business support planning to venues in the ACT at the end of the trial period in January / February 2014. The rationale for providing this assistance at the end of the trial is that this is a way the Commonwealth can assist with exiting the trial arrangements, to enable ongoing management by the ACT Government and venues into the future.

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Evaluation

Timeframe: February 2014 – August 2014

Communications activities

Post-trial evaluation

Research to evaluate the overall effectiveness of the communications campaign based on all previous phases of research.

Independent evaluation

- a rigorous evaluation of the trial over a three month period immediately following the trial period concludes in February 2014, and conducted by an independent research institution; and

The final evaluation report will be due to the Pre-commitment Trial Branch by 30 April 2014.

Productivity Commission inquiry into the mandatory pre-commitment trial

The National Gambling Reform Bill 2012 and related matters Bills, the Commonwealth's draft legislation to enact gambling machine reforms that include pre-commitment, provide for two independent inquiries to be undertaken by the Productivity Commission.

One of these inquiries will focus on the results of the trial of mandatory pre-commitment (as evaluated by the Independent Researcher/s).

The Productivity Commission will have six months following commencement of the inquiry, by August 2014, to submit its report on the inquiry and make recommendations to the Commonwealth.

Stakeholder Engagement

This project involves many stakeholders that can directly or indirectly impact the successful implementation of the trial and its findings. It is anticipated that the role of various stakeholders will change throughout the life of the project, due to the increased influence that certain groups will assume.

The ACT Government, Clubs ACT and representatives from non-affiliated clubs will be partners with the Commonwealth in conducting the trial.

A broad stakeholder management strategy, incorporating an assessment of influence and role, can be found at **Attachment C**.

DRAFT

Risk Management

There are a number of risks associated with the implementation of a trial. Some of the key risks include:

-

ACT Government

It is currently unclear how much capacity the ACT Government would have in managing the receipt of any funding (grants or procurement) and delivering a trial, as they currently rely on the New South Wales Government for their testing and approval processes and **do not** ... Without the assistance of the ACT Government throughout the project, the success of the trial will be highly compromised.

Infrastructure

There is a technical risk in that while the various components of the systems required for implementation have all worked in isolation, we require them to work together to achieve full pre-commitment. Additionally, the procurement and timeframes associated with implementation

Precedent setting

Paying for any costs for the implementation of a pre-commitment trial in the ACT may set a precedent for the roll-out of the reforms nationally.

Policy settings

The trial may show that full pre-commitment does not work, or that it does not reduce problem gambling. There is a risk in not testing options for recreational gamblers in that there could be increased public and stakeholder backlash.

However further work on options is being progressed through other technical workshops and this may need to be trialled somewhere else due to the tight timeframes. In addition, the Commonwealth would not want to put two untested systems in the one environment. It is also anticipated that the trialling of any low intensity options would raise costs significantly and complicate implementation and timing arrangements.

There is also a risk in not including hotels/taverns and outlying New South Wales venues into the trial in that we may see leakage to these venues. However this would also allow us to develop mitigation strategies for a roll-out of full pre-commitment in 2014. In addition hotels/taverns and pubs may extrapolate this development to promote that they should not be involved nationally.

Commonwealth ongoing involvement

It will be necessary to ensure that the agreement with the ACT Government includes the necessary exit points for the Commonwealth.

Monitoring and Evaluation

The evaluation of the trial will be comprised of technical, behavioural and economic components.

The technical component will test the effectiveness of the infrastructure and associated technology (for example, kiosk and card readers) and will assess:

- the effectiveness of the infrastructure and associated subsidiary technology (including reliability and accuracy) in delivering mandatory pre-commitment;
- whether the technology provides adequate privacy provisions for patron data; and
- the useability of the system for venues and patrons including the effectiveness of the customer interface.

The behavioural component will evaluate the effectiveness of mandatory pre-commitment in reducing harmful gambling behaviour (of at risk and problem gamblers), explore trial take up rates and determine flow on effects to the community. To achieve this the trial will assess:

- the differential impact upon different segments of gamblers (problem, at-risk, recreational, occasional/casual) and the broader community (family members, friends etc of at risk and problem gamblers);
- the extent of migration to other venues, or other forms of gambling to circumvent pre-commitment; and
- review uptake rates, including the type of pre-commitment limits being set by patrons (for example, high or low).

The economic component will test the impact of revenue on ACT and neighbouring venues in Queanbeyan and assess the impact on:

- gaming, food and beverage;
- community contributions;
- migration to other venues and other forms of gambling (as a direct result of mandatory pre-commitment); and
- patron numbers (membership/attendance rates).

Recommendations will be made on how best to implement the learnings of the trial to other jurisdictions. A review will be undertaken of existing gaming machines across Australia to support the integration of these findings to the States and the Northern Territory.

A full proposed trial evaluation methodology is at **Attachment E**.

ATTACHMENTS

Attachment A: Pre-commitment infrastructure

To conduct this trial, the procurement of technical infrastructure is required. There are three core technical applications required for the pre-commitment system:

- Identification - assigning a unique number to each player;
- Registration - managing player registration details and parameters; and
- Pre-commitment scheme management - tracking play associated with an ID number and acting on the registration information ie stopping play when limits are reached.

This infrastructure will be located in gaming venues and in networked infrastructure beyond gaming venues (see **Table 2** below and **Attachment A**). All of these infrastructure components will be procured by the Government for the purpose of the trial.

Table 2: Infrastructure for pre-commitment trial

In-Venue	Beyond the venue
<ul style="list-style-type: none"> • Pre-commitment cards • Electronic Gaming Machine player interface (including communications protocol) • Venue scheme management system • Kiosk • Cabling 	<ul style="list-style-type: none"> • Telecommunications • Operational and back-up computer-room facilities • Computer hardware • Software databases • Operating systems • Web server • Network security • Required applications: <ul style="list-style-type: none"> ○ Player identification application ○ Player registration application ○ Player pre-commitment management application ○ Central monitoring system

Central Monitoring System (CMS)

A CMS is a computerised system connected to venues to collect metering information from EGMs for revenue purposes. It can also provide a regulatory role in monitoring meter resets, upgrades and software changes.

The ACT does not have a CMS. Although pre-commitment solutions can be developed without a CMS it is important that a trial of pre-commitment technology includes interaction with a CMS to inform the national implementation of pre-commitment technology. The CMS is also required to ensure data integrity and overall trial success.

A CMS will be leased for the period of the trial. The lease will include hardware, support, installation and the actual monitoring. CMS is provided on a cost per day per machine model and is the industry standard.

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The alternative to leasing is to purchase the necessary hardware to operate a CMS and then simply pay for the monitoring only. Support, upgrades etc are additional costs.

Registration system

The registration system registers a player for pre-commitment and issues them a pre-commitment card. A player's identification is verified (using a drivers licence, electoral role information or other method of proving identity) through a one off process. Data is held on a central database with de-identified data being transmitted to a venue for pre-commitment activity to ensure that player privacy is protected.

The approach for this trial is to build and contract for the registration system, as there is a degree of uncertainty in what is available in the market. There are similar commercial solutions available; however it is not clear if they would meet the functionality required to successfully trial pre-commitment. Certainty will be achieved once a market assessment has been undertaken.

Identification system

The identification system will manage the ongoing identification of a player using pre-commitment. Each time a player inserts their pre-commitment card into the system; the player profile is updated and allows the player to play an EGM.

A central identification system effectively eliminates the ability for a player to simply move from one venue to the next ("venue hop").

The approach for this trial is to build and contract for the identification system as there is a degree of uncertainty in what is available in the market. There are similar commercial solutions available; however it is not clear if they would meet the functionality required to successfully trial pre-commitment. Certainty will be achieved once a market assessment has been undertaken.

Pre-commitment system

The pre-commitment solution operates at the venue level and manages the player activity during gaming. Each time the pre-commitment card is removed from the EGM and the end of play, the player profile is transmitted back to the identification system for central storage. When the pre-commitment card is inserted into a new EGM, the player profile is updated.

While the pre-commitment solution is operated in the venue the link to the identification system removes the ability for a player to play outside the system by venue hopping.

It is proposed that this aspect of the solution is purchased by the Commonwealth for the trial. At the end of the trial there are a number of options:

- Leave in venue and gift;
- Leave in venue and sell; or
- Remove from venue and dispose of commercially.

Preferred option would be to lease for period of trial, however market acceptance of this option is not yet known.

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Kiosks

Kiosks will be part of the identification, registration and pre-commitment solution. Costs are estimates for the hardware and software interface. Until a full market assessment has been completed costs cannot be finalised for this aspect, although

There are currently kiosks for loyalty programs and voluntary pre-commitment systems. However new kiosks will need to be developed for the purposes of pre-commitment.

Card Supplies

The estimated requirements for supply of sufficient pre-commitment cards for the duration of the trial have been calculated using several assumptions, as follows:

- 38 % of the ACT population play EGMs at least once per annum;
- 5 % of the annual 1.8 million interstate visitors play poker machines during their visit; and
- expectation for lost or replacement cards at 25 % of total required cards

What will the procurement process determine around the requirements for cards?

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PRE-COMMITMENT AND CENTRAL MONITORING SYSTEM

Technical Applications

- CMS
- ID
- Registration
- Pre-commitment management
- De-identified player data management
- Internet interface

Business Operations

- Installation / repair / maintenance
- Training / marketing / branding
- Network and data security
- Card management
- Help desk

Wide-Area Management System (WAMS)

Virtual private network to venues and third parties (e.g. regulator)

Internet

Back-up system

Player information is de-identified

Venue

Venue Regulation Manager (VRM): CMS, P.C. and help desk

CMS Technical Applications

- Collect meters and events / EGM
- Track and manage regulatory device approvals

Pre-Commitment Applications

- Manage ID
- Manage Registration
- Collect player data / ID
- Make pre-commitment decisions
- Interface with the WAMS, EGMs and Kiosk
- Reporting

Business Operations

- Help desk
- Maintain kiosks and consumables

Kiosk Pre-Commitment Applications

- Manage ID
- Manage Registration
- Reporting
- Possible Back-up for VRM
- May incorporate VRM

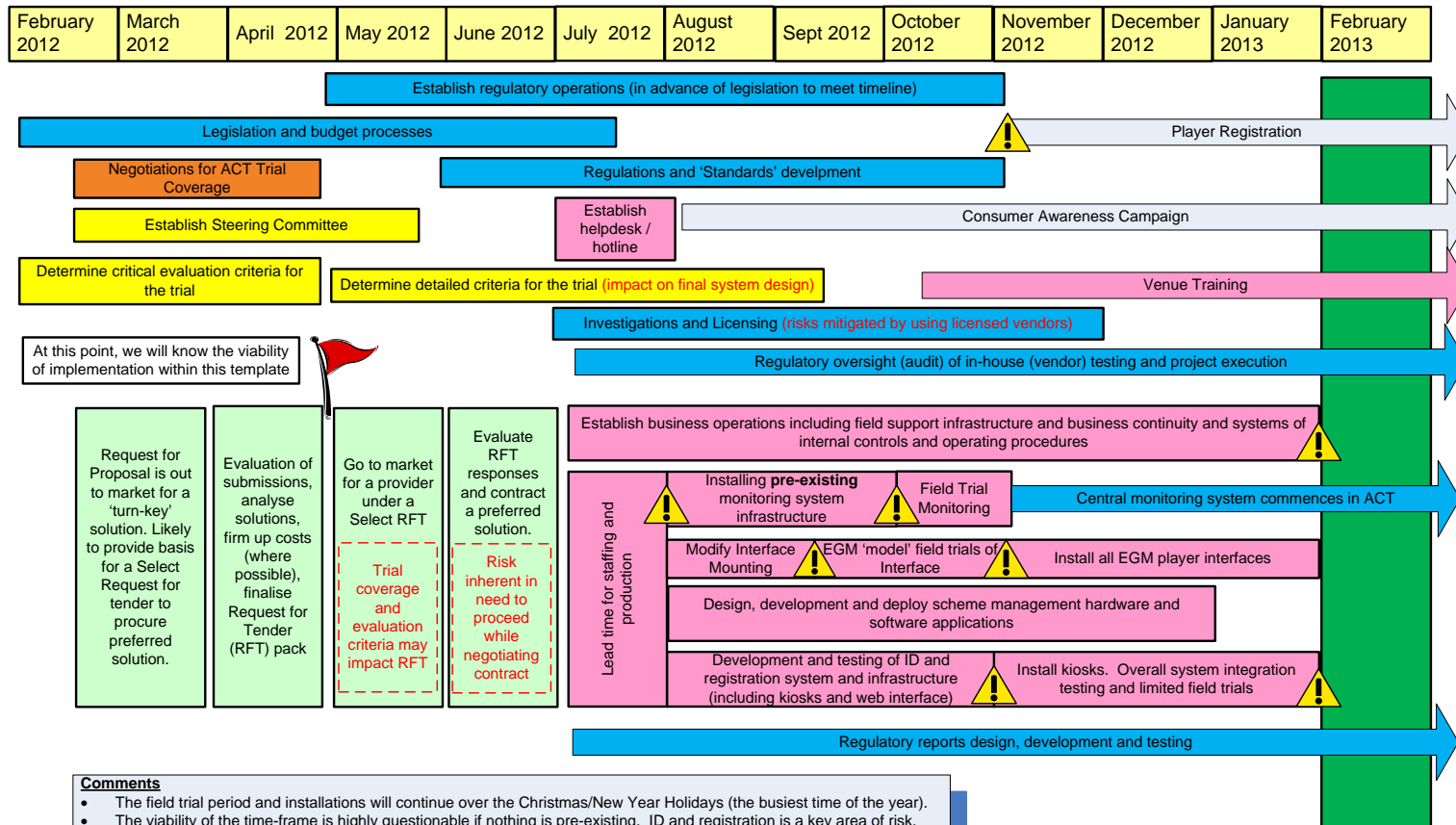
'Bolt-On'

- Interfaces EGM to VRM
- X-Series
- Standard user interface
- Standard hybrid card reader
- Separate from management functions such as loyalty and cashless, therefore up to 50% EGMs may have two user interfaces (existing subsidiary equipment and new P.C.) and P.C. ID is not linked to loyalty ID.

↔ Cabling or wireless

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Attachment B: ACT trial pre-commitment technical infrastructure timeframes



Comments

- The field trial period and installations will continue over the Christmas/New Year Holidays (the busiest time of the year).
- The viability of the time-frame is highly questionable if nothing is pre-existing. ID and registration is a key area of risk.
- Any technical difficulties resulting in a need for redesign and redeployment has the potential to blow out the schedule. The project will need to be tightly managed and testing must be undertaken in parallel with development – on site.
- Success will depend on the availability of product in the marketplace and a limited design and development cycle.
- For the project to be remotely achievable, it must be commenced immediately.
- There must be no impediments (e.g. ACT legislative instruments).
-
-
- A regulatory technical 'approval' is required to proceed.

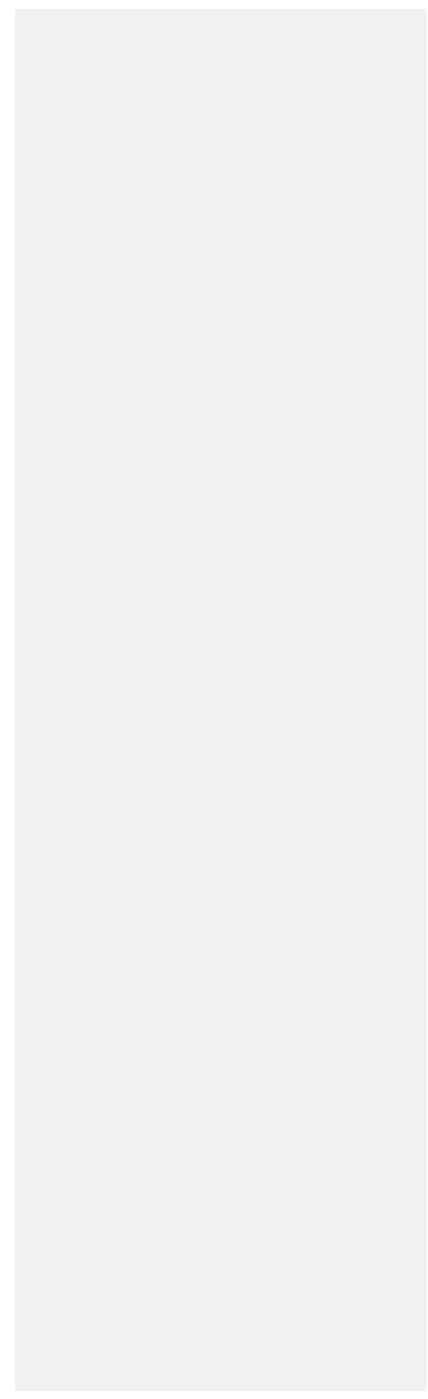
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Attachment C: Stakeholder Management Strategy

Stakeholder	Influence (H/M/L)	Role	Management Strategy
Oversight Committee	High		•
ACT Government	High	Key partner in the trial. Will be represented on the Oversight Committee by the ACT Gaming and Racing Commission.	•
Clubs ACT	High	Key partner in the trial. Will be represented on the Oversight Committee.	•
Non-affiliated clubs	High	Key partner in the trial. Will be represented on the Oversight Committee.	•
ACT Gaming and Racing Commission	High	ACT Government gambling regulator. Will be represented on the Oversight Committee.	•
Independent Technical Advisor	High	Will be on the Oversight Committee.	•
Independent Financial Auditor	High		•
Clubs Australia	Medium	Lobby group against the reforms with considerable public and media presence. Will be represented on the Oversight Committee.	•
Gaming Venues	High		•
Venue Staff	Medium	Venue staff will be responsible for ensuring EGM players are assisted in using the pre-commitment system effectively.	•
EGM players	Medium	EGM players will be required to be registered for pre-commitment to continuing playing in ACT gaming venues for the duration of the trial.	•
Minister for Families, Community Services and Indigenous Affairs	High		•
Community organisations	Low	Generally lobby in support of the reforms and have considerable public and media presence.	•

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Stakeholder	Influence (H/M/L)	Role	Management Strategy
Other State and Territory Governments (and their Gambling Regulators)	Low	Will be interested in the form, progress and findings of the trial.	•
			•
			•
			•



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Attachment D: Work Breakdown

<u>Phase</u>	<u>Activity</u>	<u>Tasks</u>	<u>Responsible Owner</u>
Planning and preparation	Finalise negotiations	Secure formal agreement	Problem Gambling Taskforce
	Establish Committee, Advisory Bodies and Trial Branch	Establish Oversight Committee	Problem Gambling Taskforce
		Establish Advisory Bodies	Problem Gambling Taskforce
		Establish Trial Branch	Problem Gambling Taskforce
	Procurement activity	Procure Infrastructure Provider	Pre-Commitment Trial Branch
		Procure Independent Researcher/s	Pre-Commitment Trial Branch
		Procure Independent Technical Advisor	Pre-Commitment Trial Branch
		Procure Independent Project Manager	Pre-Commitment Trial Branch
		Procure Independent Financial Auditor	Pre-Commitment Trial Branch
		Procure Training Providers	Pre-Commitment Trial Branch
	Establish agreement with the ACT Government	Enter NPA / MOU with ACTG	Pre-Commitment Trial Branch
		Provide ACTG funding	Pre-Commitment Trial Branch
	Trial design and trial evaluation		Independent Researcher/s
	Communications	Developmental market research	Communications and Media Branch

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<u>Phase</u>	<u>Activity</u>	<u>Tasks</u>	<u>Responsible Owner</u>	
Infrastructure development	Legislative amendments and regulatory approvals	Amend ACT gaming legislation (if required)	ACT Government	
		Provide regulatory approvals to Infrastructure Provider (if required)	ACT Government	
	Infrastructure development and installation		Infrastructure Provider	
	Communications activities	Website re-development		Communications and Media Branch
		Public relations consultancy		Communications and Media Branch
		Benchmarking research		Communications and Media Branch
		Creative agency / Brand development		Communications and Media Branch
		Advertising campaign		Communications and Media Branch
		Concept testing of stakeholder info and club training materials		Communications and Media Branch
		Production and distribution of info and training kits		Communications and Media Branch
	Venue training programs	Venue staff training		Training Provider/s
		Pre-commitment specialist training		Training Provider/s
	Player registration	Player registration commences		Infrastructure Provider

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<u>Phase</u>	<u>Activity</u>	<u>Tasks</u>	<u>Responsible Owner</u>
Implementation (Trial Period)	Trial commencement		
	Participation fee	Evaluation – 3 months into trial	Independent Researcher/s
		Evaluation – 6 months into trial	Independent Researcher/s
	Communications activities	Tracking research	Communications and Media Branch
		Advertising campaign	Communications and Media Branch
		Website maintenance	Communications and Media Branch
		Mid-trial Communications evaluation	Communications and Media Branch
	Independent evaluation	First payment to clubs	Pre-Commitment Trial Branch
Business planning for venues		Training Provider/s	

<u>Phase</u>	<u>Activity</u>	<u>Tasks</u>	<u>Responsible Owner</u>
Evaluation	Error! Reference source not found.	Review participation fee amount	Pre-Commitment Trial Branch
		Final payment to clubs (dependent on review outcome)	Pre-Commitment Trial Branch
	Communications activities <i>Post-trial evaluation</i> Research to evaluate the overall effectiveness of the communications campaign based on all previous phases of research. Independent evaluation	Final report	Independent Researcher/s

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<u>Phase</u>	<u>Activity</u>	<u>Tasks</u>	<u>Responsible Owner</u>
	Communications activities	Final Communications evaluation	Communications and Media Branch
	Productivity Commission inquiry into the mandatory pre-commitment trial	Review #1	Productivity Commission
		Review #2	Productivity Commission

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Attachment E: Trial Evaluation Methodology

The contractor will, in consultation with the Oversight Committee, develop and adopt a suitably robust methodology. A suggested methodology is below.

Note that final methodology will be agreed with the Trial Oversight Committee.

Stage 1	3 months pre-trial	Notes
Economic	Baseline (ACT casino), Queanbeyan venues) <ul style="list-style-type: none"> • Patron numbers • Food & beverage revenue • EGM revenue • Other gambling revenue ACT Clubs <ul style="list-style-type: none"> • Community contributions • EGM revenue • Other gambling revenue • Patron numbers 	Evaluator will need to factor in fluctuation in gaming expenditure over Christmas/NY period.
Behavioural	<ul style="list-style-type: none"> • Baseline survey/questionnaire 	<ul style="list-style-type: none"> • Could be CATI n=500 • Or survey/questionnaire to a random 60% of patrons • Could be used to recruit volunteers to explore the impact of the trial on family members and friends of at risk and problem gamblers as well as for focus groups.
Stage 2	commencement	
Technological	<ul style="list-style-type: none"> • Focus group (off site) to explore the useability of the system for venues and patrons including the effectiveness of the customer interface 	<ul style="list-style-type: none"> • n=<200
	<ul style="list-style-type: none"> • System reliability and responsiveness 	<ul style="list-style-type: none"> • reports from monitoring operator
behavioural	<ul style="list-style-type: none"> • 1st survey of impact upon family and friends of problem gamblers 	
Stage 3	6 months	
Behavioural	<ul style="list-style-type: none"> • Follow up survey/questionnaire/CATI to determine prevalence of harmful gambling behaviour 	n<500 <ul style="list-style-type: none"> • Could be same 500 from Stage 1 (longitudinal survey – assume drop out rate of around 30%)
Economic	(ACT casino), Queanbeyan, venues) <ul style="list-style-type: none"> • Patron numbers • Food & beverage revenue • EGM revenue • Other gambling revenue ACT Clubs	

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	<ul style="list-style-type: none"> • Community contributions • EGM revenue • Other gambling revenue • Patron numbers 	<ul style="list-style-type: none"> • conducted by independent auditor • agreement of QBN, & ACT venues to 'open book' policy
Technological	<ul style="list-style-type: none"> • Focus groups (patrons) offsite • Staff consultations 	5 groups 6 persons
	<ul style="list-style-type: none"> • System reliability and responsiveness 	<ul style="list-style-type: none"> • Reports from monitoring operator
Stage 4 – 12 months post trial commencement		
Economic	Baseline (ACT casino), Queanbeyan, venues) <ul style="list-style-type: none"> • Patron numbers • Food & beverage revenue • EGM revenue • Other gambling revenue ACT Clubs <ul style="list-style-type: none"> • Community contributions • EGM revenue • Other gambling revenue • Patron numbers 	
Behavioural	<ul style="list-style-type: none"> • Follow up survey/questionnaire/CATI to determine prevalence of harmful gambling behaviour 	<ul style="list-style-type: none"> • N=500 • Could be same 500 from Stage 1 (longitudinal survey – assume drop out rate of around 30%)
Technological	<ul style="list-style-type: none"> • Focus groups (patrons) offsite • Staff consultations 	5 groups 6 persons
	<ul style="list-style-type: none"> • System reliability and responsiveness 	<ul style="list-style-type: none"> • Reports from monitoring operator