

s 47F

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**From:** s 47F  
**Sent:** Wednesday, 26 June 2013 9:47 AM  
**To:** s 47F

**Cc:** CARROLL, Liza; CROKE, Leesa; s 47F

**Subject:** Update on preparatory work for ACT trial [DLM=For-Official-Use-Only]  
**Attachments:** Flowchart of ACT Trial Pre-commitment Research Projects (2).pdf; Final Meeting 4 Outcomes (2).docx

Good morning,

You may remember from our last Trial Oversight Committee meeting that we committed to provide you with the list of organisations conducting the preparatory work for the trial as we were in the final stages of procurement. At this time, we advised that Deloitte Access Economics and the South Australia Centre of Economic Studies were successful in their bids to undertake the evaluation strategy research. However, the contractors involved in the trial design work were yet to be finalised.

As part of the design work, 5 small scale research projects will be undertaken focusing on best practice approaches to each individual pre-commitment feature (limit setting, transaction history statements, self-exclusion, links to treatment services, and intelligent dynamic warnings messages). These projects will help inform a detailed report providing the final design options for the trial (the Design Options Report).

I am pleased to announce that the following organisations will be conducting the preparatory research for this design work:

- The Australian Institute of Family studies have stepped in to help us out with 3/5 small scale research projects (limit setting , transaction history statements and self-exclusion). We are very appreciative of their ability to commit to this work after a limited response from the market.
- Central Queensland University – will be conducting research into the remaining 2/5 small scale research projects (intelligent dynamic warnings and links with pre-commitment to treatment services)
- Communio (with Dr Sally Gainsbury) will draw on this research to inform the final decisions around the design of the trial. This will be reflected in a Design Options Report.

I have attached a diagram to assist in illustrating the nature of these research projects.

All projects have now commenced and are approaching the stakeholder engagement phases. As discussed at the last meeting, we are happy to facilitate consultation between the researchers and Trial Oversight Committee members who have expressed an interest to contribute to this phase of work. We will contact these members shortly to organise meeting times to provide input.

An agenda and proposed date for the next TOC meeting will be circulated shortly. This meeting will occur towards the end of July.

Kind regards,

s 47F

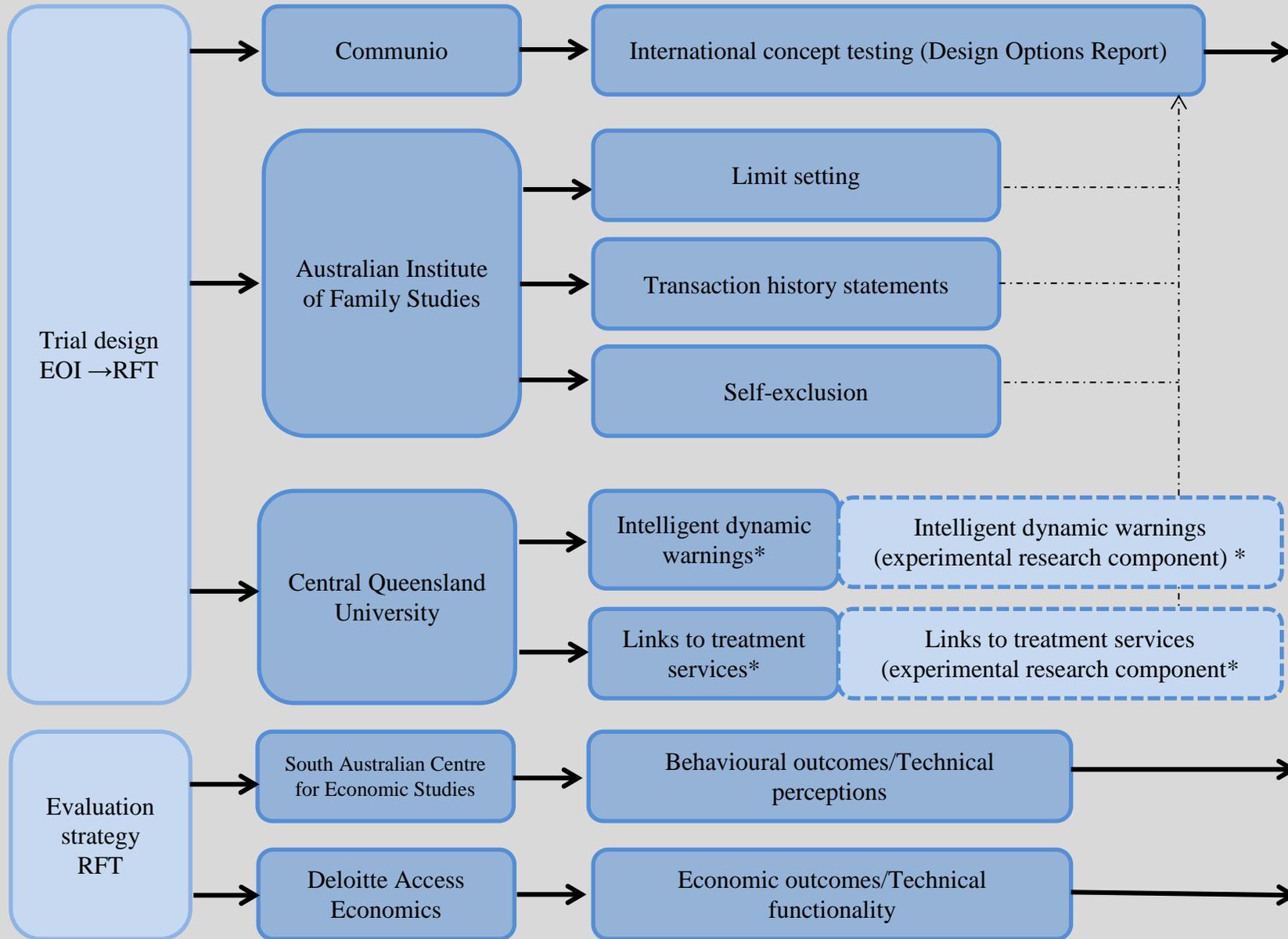
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Section Manager | Research and Evaluation  
National Gambling Regulation and Research



# Flowchart of ACT Trial Pre-Commitment Research Projects

## [Preparatory Work]



\*Project concludes June 2014. Preliminary findings available in August 2013.



# TRIAL OVERSIGHT COMMITTEE

## Meeting #4 – Agreed Outcomes

### Key Issues:

- The Trial Oversight Committee of the ACT trial of pre-commitment met for the fourth time on Friday, 10 May 2013.
- Dr Sally Gainsbury and David Aro from Communio, provided a presentation on the Dynamic Warnings Trial that is taking place in 10 venues across South East Queensland.
- The focus of the fourth meeting was to discuss progress on the preparatory work necessary to support the trial which includes the trial design and evaluation.
- This work is on track to commence in May 2013.
- The Committee will continue to meet to progress the preparatory work for the trial, while negotiations for the conduct of the trial are continuing in advance of final agreement.

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**From:** s 47F  
**Sent:** Wednesday, 10 April 2013 11:00 AM  
**To:** s 47F  
**Subject:** Agenda papers and agreed outcomes from TOC second meeting and third meeting [SEC=UNCLASSIFIED]  
**Attachments:** Agenda Paper 2.1 - Design Optimum Pre-C Features.DOC; Agenda Paper 2.2 - Evaluation Strategy for a Pre-C System.DOCX; Final\_Oversight Committee - Agreed Outcomes- Meeting 2.DOCX; Oversight Committee - meeting 3 - Agenda.DOCX; Oversight Committee- Agreed Outcomes - meeting 3.DOCX

Hi S .---

Attached are the agenda papers and the agreed outcomes from the second Trial Oversight Committee meeting on 10 December 2012 and the agenda and agreed outcomes from the third TOC meeting on 26 February 2013.

Regards

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**Problem Gambling Regulation and Research**

Department of Families, Housing, Community Services and Indigenous Affairs

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# ACT Trial Oversight Committee

10 December 2012

Agenda Item No: 2.1  
Originator: FaHCSIA

## UPDATE ON THE PRE-IMPLEMENTATION RESEARCH TO INFORM THE DESIGN OF AN OPTIMUM PRE-COMMITMENT SYSTEM – RESULTS TO INFORM THE ACT TRIAL

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### RECOMMENDATION

That Trial Oversight Committee (TOC) member's:

1. Note the proposed timeframes for this procurement with the intent to release tender documentation to the market prior to 31 December 2012.
2. Note the proposed procurement approach as outlined at **Attachment 1**.
3. Discuss and provide comment on the research specifications at **Attachment 2** which will form part of the tender documentation highlighting the research purpose and scope.
4. Agree that once comments on the specifications paper are received from TOC members, the specifications will be updated and the tender documentation will be released to market.

### PURPOSE OF THE PAPER

To update TOC members on the procurement approach to secure services for the design of an optimum pre-commitment system and to seek comment from members on the research specifications (statement of requirements, research questions, performance measures and evaluation criteria) so that tender documentation may be finalised and released to market.

### SUMMARY OF ISSUES FOR DISCUSSION

This research (*design of an optimum pre-commitment system*) is being commissioned by the Australian Government as part of the pre-implementation phase of the trial of pre-commitment in the Australian Capital Territory (ACT) and will be used to inform the best way to design a pre-commitment system.

This work will improve the quality of a trial of pre-commitment by providing robust advice on how an effective and efficient system could be designed that will maximise harm minimisation outcomes (maintaining recreational gambling norms and reducing at risk and problem gambling) and reduce any unintended negative consequences (such as unnecessary compliance burden from venues).

This work will draw on previous research findings and involve extensive stakeholder consultations. A comprehensive report will be developed detailing the design options for each pre-commitment feature (breaks in play, intelligent messages, limits, transaction statements and self-exclusion).

To date, there has been no research of this kind that has systematically drawn upon evidence based assumptions to build an effective pre-commitment design.

In order to maximise input from subject matter experts, service providers will be able to tender for a number of separate but related components of this research. The number of contracts awarded to a service provider will be subject to the discretion of the Department. This will allow each pre-commitment feature to be subcontracted individually to eligible service providers. There will also be a role for one primary provider to analyse and bring together each of these individual components into one final document that will detail the design of a pre-commitment system. The proposed procurement approach is outlined at **Attachment 1**.

The Department will undertake a two stage procurement process. The Department will release an expression of interest (EOI) to the open market by 31 December 2012, to identify suitably experienced providers. A briefing will also be provided to all interested parties after the EOI is released. A prequalified tender approach will then be used to invite requests for tender from eligible EOI respondents.

The research specifications intended to inform this research are at **Attachment 2** for discussion and comment.

## **BACKGROUND**

On 21 January 2012, the Prime Minister announced the Australian Government would sponsor a large scale trial of mandatory pre-commitment in the ACT consistent with the Productivity Commission's recommendations. The trial will test the design features of mandatory pre-commitment and substantiate if mandatory pre-commitment has sufficient advantages over voluntary pre-commitment to justify proceeding with its implementation, noting that implementation would require a further decision of the Parliament.

This announcement followed the establishment of in principle agreement from ClubsACT, non-affiliated clubs and the ACT Government to participate in the trial, pending further details about the trial's implementation.

The ACT trial represents an unprecedented investment in research into gambling and this research will be conducted over two key phases. Phase one will focus on the pre-implementation preparatory work for the trial and phase two will focus on the trial's implementation.

This research approach was outlined at the October 2012 TOC meeting where members discussed the preparatory work to design an optimum pre-commitment system. It was acknowledged that there is no one way to design a pre-commitment system and that the effectiveness of the system is likely to be highly sensitive to the design. It was agreed that the procurement documentation to design an optimum pre-commitment system would be reviewed for comment at the next meeting.

## **ATTACHMENTS**

- Attachment 1: The proposed procurement approach
- Attachment 2: Research specifications on the *design of an optimum pre-commitment system*
  
- Contact Person: Leesa Croke Branch Manager Problem Gambling Taskforce
- Phone No: s 47F

**THE PROPOSED PROCUREMENT APPROACH**

<b>Feature</b>	<b>Possible Design</b>	<b>Evidence</b>
<b>Breaks in Play</b>		
Provides for a compulsory pause in gambling	<ul style="list-style-type: none"> <li>• When should breaks occur?</li> <li>• How long should breaks be?</li> <li>• Can breaks be overridden?</li> <li>• Should all machines in a venue experience the break at the same time?</li> <li>• What would appear on the EGM during a break in play?</li> </ul>	<ul style="list-style-type: none"> <li>• Nova Scotia, Canada – My Play system (15 second break advising of time played after 60, 90, 120 minutes)</li> <li>• Norway (10 min break after every 1 hour of play)</li> <li>• South Australia – Worldsmart (ability for player to set a break in play)</li> </ul>
<b>Intelligent Dynamic Warnings*</b>		
Intelligent dynamic warnings are displayed on an EGM and provide information to players about their style of play	<ul style="list-style-type: none"> <li>• What information should messages display (money spent, how long they have been playing, style/speed/cost of play, possible warnings for when players are approaching their set limit)?</li> <li>• How often should messages be displayed?</li> <li>• Where should the messages be positioned?</li> </ul>	<ul style="list-style-type: none"> <li>• Netherlands, Sweden and Finland all use intelligent messages</li> </ul>
<b>Limit Setting</b>		
<p>Allows gamblers to set enforceable loss limits before they start playing to enhance informed consumer choice and safe gambling behaviours</p> <p>A default limit is also a limit setting feature. It is a pre-set system limit that would apply unless players voluntarily decided to change it to another value</p>	<ul style="list-style-type: none"> <li>• How long should limits apply for (eg 24 hrs, 1 week)?</li> <li>• What mediums should players be able to set limits on (eg at venue, via internet, phone, EGM)?</li> <li>• How can players be encouraged to set safe limits (eg a risk meter that identifies certain levels of expenditure as low, moderate and high)? What rational would be used to inform the safe limit and how would this be communicated clearly to players (eg: average wage)?</li> <li>• How often should players be prompted to set limits and should expired limits revert back to a default limit? Noting this functionality would most likely vary depending on the medium used to set the limit.</li> </ul>	<ul style="list-style-type: none"> <li>• Five pre-commitment systems have been trialled in Australia on a small scale in a few select venues</li> <li>• Pre-commitment has also been trialled and/or implemented in Norway and Nova Scotia &amp; mandatory limits set in counties such as Germany</li> <li>• A report on Default limits by Associate Professor Delfabbro has been commissioned by the Department and will be made available to the successful provider</li> </ul>
<b>Transaction History Statements</b>		
Reflect a players gaming history (money spent, lost and won), how many times a player reached their limit, when they last set their limit)	<ul style="list-style-type: none"> <li>• How could players access statements (at venue, via internet, phone)?</li> <li>• What information would be the most effective to include as part of the statement?</li> <li>• How should this information be presented to players to encourage understanding?</li> <li>• Should statements be automatically provided? If so, how often?</li> </ul>	<ul style="list-style-type: none"> <li>• Used in Nova Scotia and Canada</li> <li>• QLD – SIMPLAY – ‘balance check’ button on the EGM</li> <li>• Norway - Ability to access player history report, detailing how much money/time has been spent</li> </ul>

<b>Self-Exclusion</b>		
<p>Enables gamblers to exclude themselves from playing an EGM for a set amount of time by setting \$0 as their expenditure limit</p>	<ul style="list-style-type: none"> <li>• How will players who opt for self-exclusion nominate their period of exclusion (at venue, via internet, phone)?</li> <li>• Will there be options for excluding on particular days (e.g. pay day)?</li> <li>• What would the most effective limit be (week, month)?</li> <li>• Will there be a default period of exclusion for players who opt for self-exclusion and if so what should this be?</li> <li>• Is there an option for a player to revoke their card if they would like to exclude for an extended period of time? If yes, what is the optimum minimum time period?</li> </ul>	<ul style="list-style-type: none"> <li>• There is limited evidence to date on how pre-commitment can be used as a self-exclusion tool</li> </ul>
<b>Links to Treatment Services</b>		
	<ul style="list-style-type: none"> <li>• What types of existing treatment services can link in with the pre-commitment system?</li> <li>• How will treatment service do this (eg online – is this set up differently for counsellors to enable them to help set limits with clients or have discussion based on transaction history statements)?</li> <li>• How can pre-commitment be used to encourage people to seek treatment (eg help numbers on the bottom of transaction history statements)?</li> </ul>	<ul style="list-style-type: none"> <li>• No research to date</li> </ul>

## **RESEARCH SPECIFICATIONS**

### **Design of an optimum pre-commitment system**

#### **1. Background**

On 21 January 2012, the Prime Minister announced the Australian Government would sponsor a large scale trial of mandatory pre-commitment in the Australian Capital Territory (ACT) consistent with the Productivity Commission's recommendations. The trial will test the design features of mandatory pre-commitment and substantiate if mandatory pre-commitment has sufficient advantages over voluntary pre-commitment to justify proceeding with its implementation.

This announcement followed the establishment of in principle agreement from ClubsACT, non-affiliated clubs and the ACT Government to participate in the trial, pending further details about the trial's implementation.

The ACT trial represents an unprecedented investment in research into gambling and this research will be conducted over two key phases. Phase one will focus on the pre-implementation preparatory work to prepare for the trial and phase two will focus on the trial's implementation.

#### **2. Pre-Implementation Research**

This research (*design of an optimum pre-commitment system*) is being commissioned by the Australian Government in consultation with the ACT Trial Oversight Committee and forms part of the pre-implementation phase of the trial. It will be used to inform the best way to design a pre-commitment system.

This work will improve the quality of a trial of pre-commitment by providing robust advice on how an effective and efficient system could be designed that will maximise harm minimisation outcomes (encourage recreational gambling and reducing at risk and problem gambling) and reduce any unintended negative consequences (such as unnecessary compliance burden from venues).

This work would draw on previous research findings and involve extensive stakeholder consultations. A comprehensive report would be developed detailing the design options for each pre-commitment feature (breaks in play, intelligent messages, limits, transaction statements and self-exclusion).

To date, there has been no research of this kind that has systematically drawn upon evidence based assumptions to build an effective pre-commitment design.

While the Productivity Commission and the Joint Select Committee on Gambling Reform suggest a number of features that should be included in the system, neither detail the way these should be designed. These decisions are capable of enhancing or detracting from the systems effectiveness which is why it is so important to get the design right, to know which features to include and how they should be applied.

In recognition that pre-commitment is comprised of many different specialist features, service providers will be able to tender to conduct research that focuses on their feature of interest. A list of these features is at **Attachment A** (*this is the table at Attachment 1 to this paper*).

There will also be a role for one provider to analyse and bring together each of these individual features into one final document that will detail the design of a pre-commitment system. The service provider who conducts this overarching analysis will not be able to conduct any of the research on the individual pre-commitment features.

### 3. Research Question

What is the best way to design each pre-commitment feature to enhance the effectiveness of the system and what is the best way that these features should be applied to maximise harm minimisation outcomes?

### 4. Scope

This study will:

Examine the nature and application of pre-commitment features to promote responsible gambling behaviour on poker machines in a national and international context including:

- examining evidence from research in relevant public journals and grey literature; and
- examining evidence from the real world application of pre-commitment in Australia and international jurisdictions.

For the purposes of this study:

**Pre-commitment** is acknowledged to be comprised of many different features including: limit setting capabilities (time and/or money), breaks in play, default limits, intelligent messages, transaction history statements and self-exclusion. Pre-commitment systems can also be designed in a way that interacts with and enhances existing self-help and treatment services. Strengthening the accessibility and awareness of online resources and supporting existing counselling services.

**An effective and efficient system that maximises harm minimisation outcomes** refers to a pre-commitment system that:

- encourages the maintenance of healthy gambling norms for recreational gamblers;
- reduces at risk and problem gambling cognitions and behaviour;
- enhances linkages between the pre-commitment system and counselling and treatment services to improve recovery from problem gambling; and
- identifies the most efficient and effective way to apply pre-commitment features in order to minimise any unintended negative consequences (such as unnecessary compliance burden from venues through the application of less effective features).

### 5. Statement of Requirements

For each pre-commitment design feature the successful tenderer will design a research methodology that:

- addresses the project specifications;

- suggests scaled alternative options on how to apply each pre-commitment feature so that these options may be considered for comparative testing in future trials (eg a default limit with a value of \$A, \$B and \$C); and
- provides a hypotheses and rational for why these scaled options have been chosen.

The successful tender will also need to provide a literature review on their relevant pre-commitment feature from a national and international context, a program logic and an approach to draw out relevant information from extensive stakeholder consultations, including identifying which jurisdictions should be engaged.

The successful tender responsible for collating this information into developing an optimum pre-commitment system (general analysis), will design a research methodology that:

- addresses the project specifications
- draws on the findings of each of the pre-commitment design features research to inform the approach to the optimum pre-commitment system
- includes scaled options on how to apply the pre-commitment design features so that the most appropriate options may be considered for comparative testing in future trials (eg a default limit with a value of \$A, \$B and \$C)

The successful tender for this role will also need to develop an implementation plan detailing how they plan to analyse the information provided to design the final pre-commitment system. They will also need to provide a stakeholder consultation plan detailing how they will draw out relevant information from national and international consultations and which jurisdictions they will engage.

## 6. Performance Measures

When addressing these requirements each contractor will provide:

- an approved project plan at the commencement of the project (including timelines);
- progress reports with scheduling to be determined as part of the contract;
- a comprehensive draft report for peer review (to also include the literature review); and
- a revised final report addressing the issues highlighted by peer reviewers

## 7. Management of the Contract

The Problem Gambling Taskforce (the Taskforce) within the Department of Families, Housing, Community Services and Indigenous Affairs will manage the contract (s) for the research design of an optimum pre-commitment system. Communication between the Taskforce and each tenderer will occur regularly.

## 8. Evaluation Criteria

The following evaluation criteria will be used when assessing tenders for the Expression of Interest:

### 1. Capability and Capacity

- knowledge and experience relevant to the project including relevant skills in the conduct of research or evaluation;
- skills in statistical analysis and techniques;
- project staff
- infrastructure support and resources to meet project needs

### 2. Demonstrated experience/expertise in (a) one or more of the features (when applying for any of the pre-commitment feature research) or (b) social policy analysis (when applying for the general analysis) :

- completed or current project relevant to this research
- a demonstrated ability to engage with the Department and other relevant stakeholders (TOC members) on a regular basis, including participation at TOC meetings and the provision of progress reports where required.
- Referees (2)

*Note for TOC members:* Methodology and price will be additional criteria used to assess the Request for Tender responses during the final stage of the procurement.

# ACT Trial Oversight Committee

10 December 2012

Agenda Item No: 2.2  
Originator: FaHCSIA

## UPDATE ON THE PRE-IMPLEMENTATION RESEARCH TO DEVELOP AN EVALUATION STRATEGY FOR A PRE-COMMITMENT SYSTEM – RESULTS TO INFORM THE ACT TRIAL

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### RECOMMENDATION

That Trial Oversight Committee (TOC) member's:

1. Note the proposed timeframes for this procurement with the intent to release tender documentation to the market in early 2013.
2. Provide comment and discussion on the research specifications at **Attachment 1** which will form part of the tender documentation, highlighting the research purpose and scope.
3. Agree that once comments on the research specifications paper are received from TOC members, the specifications will be updated and the tender documentation will be released to market.

### PURPOSE OF THE PAPER

To update TOC members on the procurement approach to secure services for the development of an evaluation strategy for a pre-commitment system and to seek comment from members on the research specifications (statement of requirements, research questions, performance measures and evaluation criteria) so that tender documentation may be finalised and released to market.

### SUMMARY OF ISSUES FOR DISCUSSION

As a part of the pre-implementation phase of the trial, the Australian Government will commission research to develop an evaluation strategy that will detail the best way to test the effectiveness of a pre-commitment system. This research will help inform if mandatory pre-commitment has sufficient advantages over voluntary pre-commitment to justify proceeding with its implementation in all jurisdictions, noting that implementation would require a further decision of the Parliament.

This work will ensure that the right information is being sought, in the right way and at the right time prior to the commencement of the Australian Capital Territory (ACT) trial. This will allow sufficient lead in time for these information requirements to be put in place.

This work will draw on previous evaluation strategies and involve extensive stakeholder consultations with jurisdictions that have trialled or implemented pre-commitment. A comprehensive report would be developed outlining the best way to test the impact of a pre-commitment system on individuals affected by problem gambling, their friends and family and the broader community. The methodology outlined in the report will be capable of being applied to any geographical location, including the ACT.

The proposed procurement approach is to release a Request for Tender (RFT) to the open market in early 2013, at around the same time that the RFT for the research of the design of an optimum pre-commitment system is released.

The research specifications intended to inform the evaluation strategy are at **Attachment 1** for discussion and comment.

## **BACKGROUND**

On 21 January 2012, the Prime Minister announced the Australian Government would sponsor a large scale trial of mandatory pre-commitment in the ACT consistent with the Productivity Commission's recommendations. The trial will test the design features of mandatory pre-commitment and substantiate if mandatory pre-commitment has sufficient advantages over voluntary pre-commitment to justify proceeding with its implementation, noting that implementation would require a further decision of the Parliament.

This announcement followed the establishment of in principle agreement from ClubsACT, non-affiliated clubs and the ACT Government to participate in the trial, pending further details about the trial's implementation.

The ACT trial represents an unprecedented investment in research into gambling and this research will be conducted over two key phases. Phase one will focus on the pre-implementation preparatory work for the trial and phase two will focus on the trial's implementation.

This research approach was outlined at the October 2012 TOC meeting where members discussed the preparatory work to inform the trial. It was agreed that procurement documentation to secure services to develop an evaluation strategy would be reviewed for discussion and comment at the next meeting.

## **ATTACHMENTS**

Attachment 1: Research specifications on *the evaluation strategy for a pre-commitment system*

Contact Person: Leesa Croke Branch Manager Problem Gambling Taskforce  
Phone No: s 47F  
E-mail: s 47F

**RESEARCH SPECIFICATIONS**

**Development of an Evaluation Strategy for a pre-commitment system**

1. Background

On 21 January 2012, the Prime Minister announced the Australian Government would sponsor a large scale trial of mandatory pre-commitment in the Australian Capital Territory (ACT) consistent with the Productivity Commission's recommendations. The trial will test the design features of mandatory pre-commitment and substantiate if mandatory pre-commitment has sufficient advantages over voluntary pre-commitment to justify proceeding with its implementation.

This announcement followed the establishment of in principle agreement from ClubsACT, non-affiliated clubs and the ACT Government to participate in the trial, pending further details about the trial's implementation.

The ACT trial represents an unprecedented investment in research into gambling and this research will be conducted over two key phases. Phase one will focus on the pre-implementation preparatory work to prepare for the trial and phase two will focus on the trial's implementation.

2. Pre-Implementation Research

This research (*development of an evaluation strategy for a pre-commitment system*) is being commissioned by the Australian Government in consultation with the ACT Trial Oversight Committee and forms part of the pre-implementation phase of the trial.

This work will improve the quality of a trial of pre-commitment by providing an evaluation strategy that will detail the best way to test the effectiveness of a pre-commitment system in a community.

3. Research Questions

Respondents should outline how the following research questions will be measured and/or assessed:

- What would be an appropriate evaluation strategy that would provide the most informative and comprehensive approach to testing the effectiveness of a pre-commitment system on different gambling cohorts and the broader community?
- How would the impact of a pre-commitment system be assessed from a behavioural, technical and economic perspective?

Questions to consider to capture the impact of pre-commitment from a behavioural, technological and economic perspective are detailed below.

Tenders must consider alternative or additional research questions that could also be addressed as part of this research.

### *Behavioural*

- How would you measure the take-up rates of the different pre-commitment features?
- How would you test the effectiveness of individual pre-commitment features?
- How would you determine what types of pre-commitment limits were set by patrons?
- How would you measure if pre-commitment has affected the enjoyment of EGM players?

### *Technical*

- How would test the effectiveness of the infrastructure and associated subsidiary technology, including the customer interface?
- How would you assess if the privacy provisions for patron data were adequate?
- How would you assess people's perceptions about the reliability and usability of the system (venue staff and players)?

### *Economic and Social*

- How would you measure the impact of pre-commitment upon venues (revenue, patron numbers)?
- How would you determine the impacts of pre-commitment on employees in terms of job satisfaction and staff responsibilities (training and skills requirements)?
- How would you determine the impacts of pre-commitment upon the broader community?

## 4. Scope

The service provider will develop an evaluation strategy that details how a pre-commitment system should be evaluated effectively in a community setting by:

- examining evidence from published research in relevant journals and grey literature;
- examining evidence from similar large scale community evaluations conducted in Australia or overseas;
- identifying and developing mechanisms to evaluate the trial including primary and secondary data sources (surveys, interviews, focus groups, existing information) and other existing community level data (problem gambling help seeking rates and other relevant outcomes);
- identifying the advantages, limitations and relationships between these measures and how they will inform the research questions;
- developing a statistically appropriate methodology that will validly inform research findings; and
- proposing quality assurance strategies that identify confounding variables (eg co-morbidities) and how they will be controlled for. This includes identifying and discussing how unintended consequences of the trial will be controlled for and assessed (e.g. player migration to other venues or other forms of gambling).

For the purposes of this study:

**Pre-commitment** is comprised of many different features including: limit setting capabilities (time and/or money), breaks in play, default limits, intelligent messages, transaction history statements and self-exclusion. Pre-commitment systems can also be designed to interact and enhance existing self-help and treatment services. This would strengthen the accessibility and awareness of online resources and support existing counselling services.

**An effective pre-commitment system** refers to one that:

- encourages the maintenance of healthy gambling norms for recreational gamblers;
- reduces at risk and problem gambling (faulty cognitions and behaviour);
- enhances linkages between the pre-commitment system and counselling and treatment services to improve recovery from problem gambling; and
- identifies the most efficient and effective way to apply pre-commitment features to minimise any unintended negative consequences. This includes removing unnecessary compliance burden from venues (eg less effective measures).

## 5. Statement of Requirements

Respondents are required to propose a robust methodology capable of answering a series of related research questions about the effectiveness of a pre-commitment system. This should include a mix of qualitative and quantitative approaches using primary (new) and secondary (existing) data sources. A rationale is required detailing why each approach has been chosen, including their strengths and weaknesses and how they will address the research questions.

The successful tenderer will design and implement a research methodology that:

- addresses the project specifications;
- includes a comprehensive literature review;
- is capable of being applied in any geographical location; and
- draws on research being conducted simultaneously by the Australian Government on the development of an optimum pre-commitment system.

## 6. Performance Measures

When addressing these requirements the contractor will provide:

- an approved project plan at the commencement of the project (including timelines);
- regular progress reports with frequency to be determined as part of the contract;
- a comprehensive draft report outlining a proposed methodology for a robust evaluation strategy (that includes the literature review and will be peer reviewed); and
- a revised final report addressing any issues highlighted by peer reviewers.

## 7. Management of the Contract

The Problem Gambling Taskforce (the Taskforce) within the Department of Families, Housing, Community Services and Indigenous Affairs will manage the contract for the

evaluation strategy research. Communication between the Taskforce and the contractor will occur regularly.

## 8. Evaluation Criteria

The following evaluation criteria will be used when assessing tenders for the Request for Tender:

### 1. Capability and Capacity

- knowledge and experience relevant to the project including relevant skills in the conduct of research or evaluation;
- skills in statistical analysis and techniques;
- project staff; and
- infrastructure support and resources to meet project needs.

### 2. Demonstrated experience/expertise:

- completed or current project relevant to this research;
- a demonstrated ability to engage with the Department and other relevant stakeholders (Oversight Committee members) on a regular basis, including participation at the TCG and the provision of interim progress reports; and
- Referees (2).

### 3. Methodology

- adequacy of the proposed quotation to provide the service required

### 4. Price

- value for money

# TRIAL OVERSIGHT COMMITTEE

## Meeting #2 – Agreed Outcomes

### Key Issues:

- The Trial Oversight Committee of the ACT trial of pre-commitment met for the second time on Monday 10 December 2012.
- An update was provided to members on the National Gambling Reform Bills and the trial of dynamic warning messages in Queensland. An update was also provided by Clubs.
- The focus of the second meeting was to provide an update on, and to discuss, the preparatory work of the ACT trial, mainly the Department's procurement approach to secure services for:
  - The design of an optimum pre-commitment system
  - The development of an evaluation strategy for a pre-commitment system
- Specifically, the research scope, purpose and statement of requirements were discussed, so that tender documentation may be finalised and released to market.
- The Department intends to release an Expression of Interest for the design of an optimum pre-commitment system before the end of 2012, followed by a pre-qualified Request for Tender in early 2013. A Request for Tender for the development of an evaluation strategy will also be released to the open market in early 2013.
- The Committee will continue to meet to progress the preparatory work for the trial, while negotiations for the conduct of the trial are continuing in advance of final agreement.
- The Committee will continue to meet to oversee the establishment of the trial at key milestones throughout the preparatory phase of work.

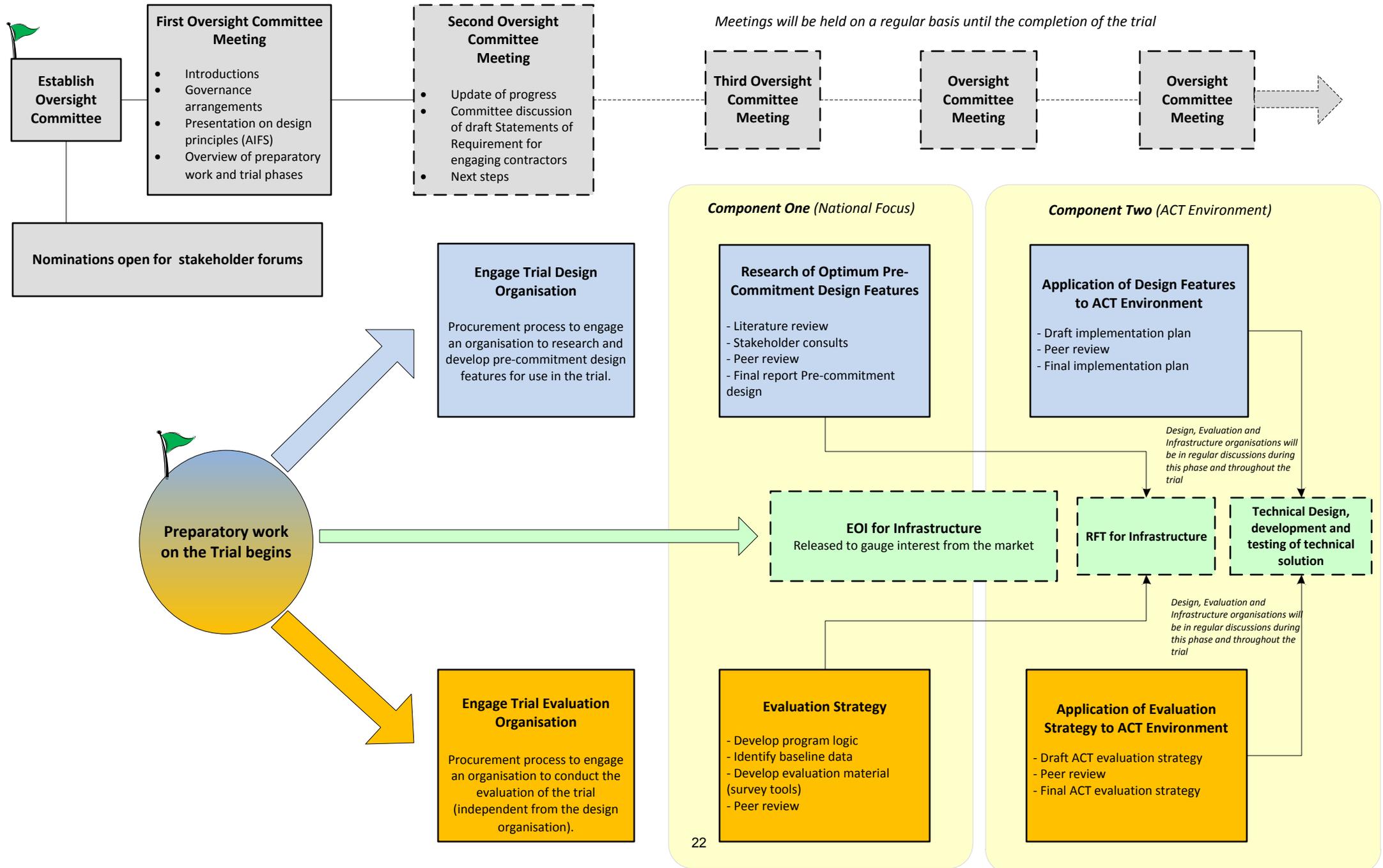
# TRIAL OVERSIGHT COMMITTEE

## Meeting #3 – Agreed Outcomes

### Key Issues:

- The Trial Oversight Committee of the ACT trial of pre-commitment met for the third time on Tuesday 26<sup>th</sup> February.
- The focus of the third meeting was to discuss progress on the procurement for the preparatory work necessary to support the trial, which includes the trial design and evaluation.
- There has been a strong interest in this procurement and it is expected that this work will commence in May 2013.
- Mr Jeff House provided an update on behalf of ClubsACT and Mr Rob Docker provided an update on behalf of The Tradies Group.
- ACT clubs voted against starting the trial until after the September 14 election, but have agreed to continue to work with the Government on preparatory work for a trial of mandatory pre-commitment – through the Trial Oversight Committee.
- The Committee will continue to meet to progress the preparatory work for the trial, while negotiations for the conduct of the trial are continuing in advance of final agreement.
- The Committee will continue to meet to oversee the establishment of the trial at key milestones throughout the preparatory phase of work.

# ACT Trial – Preparatory work





**The Hon Kevin Andrews MP  
Minister for Social Services**

Parliament House  
CANBERRA ACT 2600

Telephone: (02) 6277 7560  
Facsimile: (02) 6273 4122

MN13-001842

28 OCT 2013

Mr Jeff House  
Chief Executive Officer  
ClubsACT  
PO Box 4579  
KINGSTON ACT 2604

Dear Mr House

I write to you in your capacity as a member of the Trial Oversight Committee (TOC) for the proposed trial of mandatory pre-commitment in the Australian Capital Territory.

As you may be aware, the Australian Government supports a national voluntary venue-based pre-commitment programme for problem gamblers and has committed to ending the trial of mandatory pre-commitment in the Australian Capital Territory. Without the trial, you will appreciate that the work of the TOC will no longer be needed.

I would like to take this opportunity to thank you for your contribution as a member of the TOC. The engagement and collaboration of TOC members throughout the life of the project, including their valuable input to address and mitigate problem gambling, is appreciated.

If you would like to discuss this matter further, please do not hesitate to contact the Group Manager, Housing, Homelessness and Gambling Group, Mr Bryan Palmer, Department of Social Services on s 47F or at s 47F

Yours sincerely

  
KEVIN ANDREWS MP



**The Hon Kevin Andrews MP  
Minister for Social Services**

*Parliament House  
CANBERRA ACT 2600*

*Telephone: (02) 6277 7560  
Facsimile: (02) 6273 4122*

MN13-001842

28 OCT 2013

Ms Louise Gilding  
Executive Director  
Ministerial Cabinet and Policy  
ACT Government  
GPO Box 158  
CANBERRA ACT 2601

Dear Ms Gilding

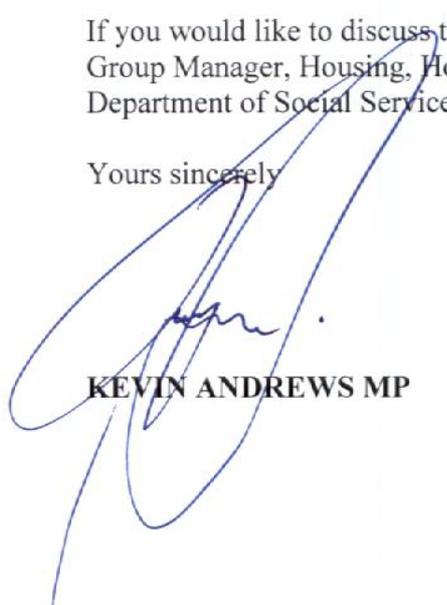
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Yours sincerely



**KEVIN ANDREWS MP**



**The Hon Kevin Andrews MP  
Minister for Social Services**

Parliament House  
CANBERRA ACT 2600

Telephone: (02) 6277 7560  
Facsimile: (02) 6273 4122

MN13-001842

Mr Rob Docker  
Chief Executive Officer  
The Tradies Group  
2 Badham Street  
DICKSON ACT 2602

28 OCT 2013

Dear Mr Docker

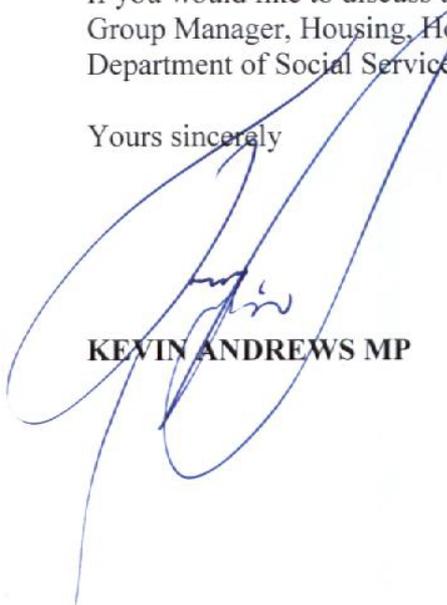
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Yours sincerely



**KEVIN ANDREWS MP**



**The Hon Kevin Andrews MP  
Minister for Social Services**

*Parliament House  
CANBERRA ACT 2600*

*Telephone: (02) 6277 7560  
Facsimile: (02) 6273 4122*

MN13-001842

Mr Greg Jones  
Chief Executive Officer  
ACT Gaming and Racing Commission  
PO Box 214  
CIVIC SQUARE ACT 2608

28 OCT 2013

Dear Mr Jones

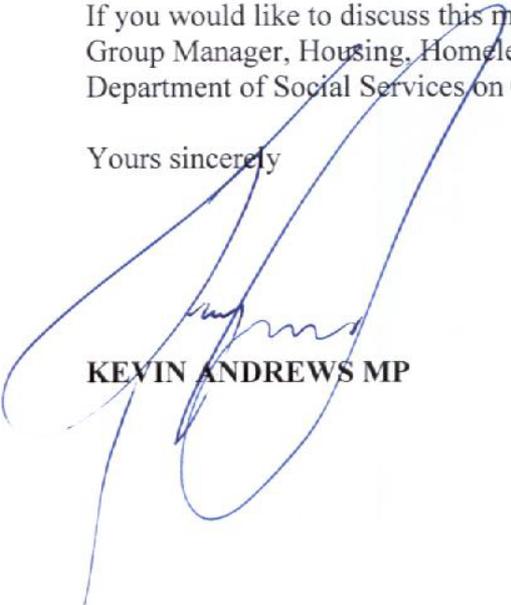
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Yours sincerely



**KEVIN ANDREWS MP**



**The Hon Kevin Andrews MP  
Minister for Social Services**

*Parliament House  
CANBERRA ACT 2600*

*Telephone: (02) 6277 7560  
Facsimile: (02) 6273 4122*

MN13-001842

Mr Geoff Long  
ACT Zone President  
Club Managers Association  
PO Box 154  
JAMISON ACT 2614

28 OCT 2013

Dear Mr Long

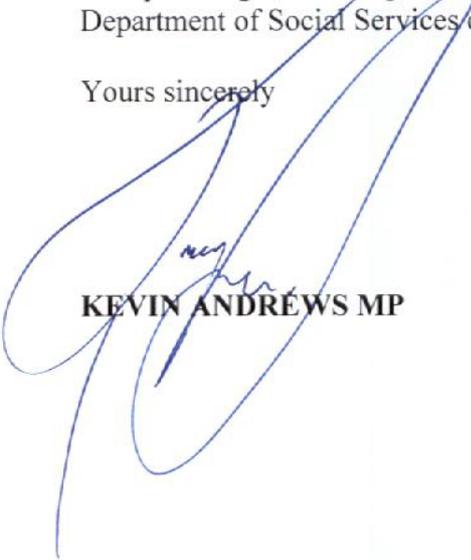
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Yours sincerely

  
**KEVIN ANDREWS MP**



**The Hon Kevin Andrews MP  
Minister for Social Services**

*Parliament House  
CANBERRA ACT 2600*

*Telephone: (02) 6277 7560  
Facsimile: (02) 6273 4122*

MN13-001842

28 OCT 2013

Ms Lyndal Ryan  
ACT Secretary  
United Voice  
Unit 5, 2<sup>nd</sup> Floor  
40 Brisbane Avenue  
BARTON ACT 2600

Dear Ms Ryan

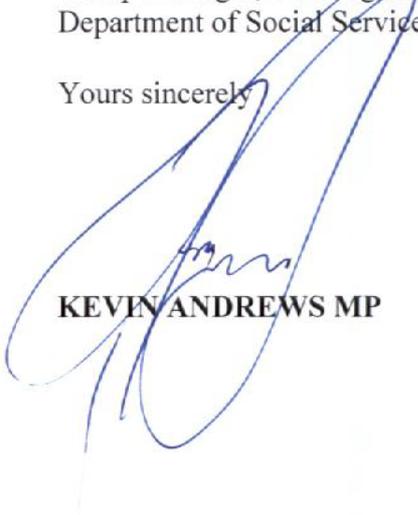
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Yours sincerely



**KEVIN ANDREWS MP**



**The Hon Kevin Andrews MP  
Minister for Social Services**

*Parliament House  
CANBERRA ACT 2600*

*Telephone: (02) 6277 7560  
Facsimile: (02) 6273 4122*

MN13-001842

Ms Susan Helyar  
Director  
ACT Council of Social Service  
Weston Community Hub  
1/6 Gritten Street  
WESTON ACT 2611

28 OCT 2013

Dear Ms Helyar

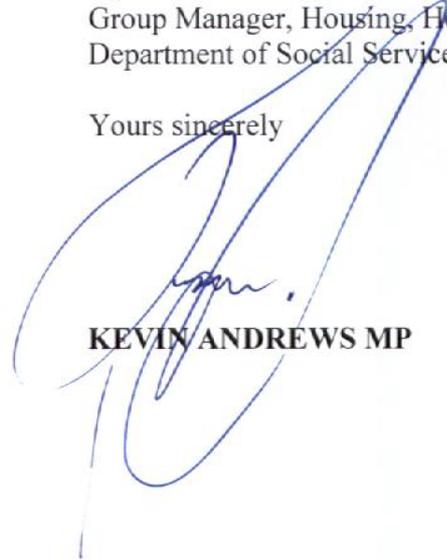
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Yours sincerely



**KEVIN ANDREWS MP**



**The Hon Kevin Andrews MP  
Minister for Social Services**

*Parliament House  
CANBERRA ACT 2600*

*Telephone: (02) 6277 7560  
Facsimile: (02) 6273 4122*

MN13-001842

Professor Alan Hayes  
Director  
Australian Institute of Family Studies  
Level 20 South Tower  
485 La Trobe Street  
MELBOURNE VIC 3000

28 OCT 2013

Dear Mr Hayes

I write to you in your capacity as a member of the Trial Oversight Committee (TOC) for the proposed trial of mandatory pre-commitment in the Australian Capital Territory.

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Yours sincerely

**KEVIN ANDREWS MP**



**The Hon Kevin Andrews MP  
Minister for Social Services**

*Parliament House  
CANBERRA ACT 2600*

*Telephone: (02) 6277 7560  
Facsimile: (02) 6273 4122*

MN13-001842

Mr Ben Edwards  
Executive Manager  
Longitudinal Studies  
Australian Institute of Family Studies  
Level 20 South Tower  
485 La Trobe Street  
MELBOURNE VIC 3000

28 OCT 2013

Dear Mr Edwards

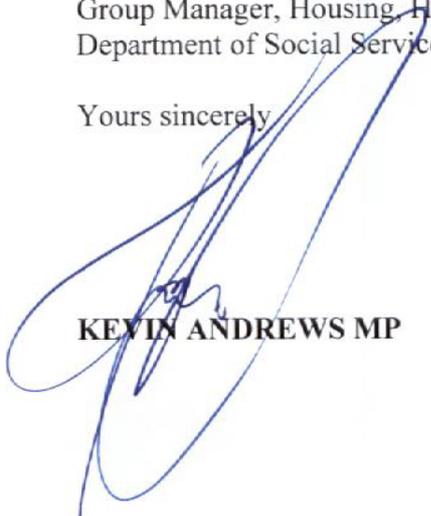
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Yours sincerely

  
**KEVIN ANDREWS MP**

s 47F

---

**From:** s 47F  
**Sent:** Monday, 12 August 2013 4:51 PM  
**To:** s 47F

**Cc:** CARROLL, Liza; s 47F

**Subject:** Fifth Trial Oversight Committee meeting - papers and final agenda [DLM=Sensitive]  
**Attachments:** Agenda\_Trial Oversight Committee\_Meeting 5 FINAL.DOCX; Agenda Paper - 1. Transaction history - AIFS.DOCX; Agenda Paper - 2. Limit Setting - AIFS.DOC; Agenda Paper - 3. Self-exclusion - AIFS.DOCX; Agenda Paper - 4. Intelligent dynamic warnings.DOC; Agenda Paper - 5. Links to treatment - CQU.DOC; Agenda Paper - 6. Design Options Report - Communio.DOC; Agenda Paper - 7. Evaluation strategy - South Australian Centre for Economic Studies.DOC; Agenda Paper - 8. Evaluation Strategy - DAE.DOC

Dear Trial Oversight Committee members,

Please find attached the final agenda and papers for the meeting on 19 August. There is a summary for each of the eight precommitment research projects:

1. Transaction history statements
2. Limit setting
3. Self-exclusion
4. Intelligent dynamic warning messages
5. Links to treatment services
6. Design Options Report
7. Evaluation Strategy (behavioural and perceived technical)
8. Evaluation Strategy (economic and technical)

If you have requested a parking space, I will send you through the details shortly. If you require parking and have not yet let me know, please advise asap so I can arrange.

When you arrive in the Centra Plaza foyer, please approach the security desk and advise them of your name. Someone will then meet you and take you to the meeting room.

Please feel free to contact me if you have any questions.

Kind regards,

s 47F

---

Research and Evaluation Section | National Gambling Policy, Legislation and Research Branch  
Department of Families, Housing, Community Services and Indigenous Affairs (FaHCSIA)  
s 47F | Fax: (02) 62 045285 | E: s 47F

 Please consider the environment before printing this email

# ACT Trial Oversight Committee

19 August 2013

Agenda Item No: 2.1  
Project 1 of 8  
Originator: FaHCSIA

## 1. TRANSACTION HISTORY STATEMENTS

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### **Organisation**

The Australian Institute of Family Studies (AIFS) led by Anna Thomas (Manager, Australian Gambling Research Centre).

### **Project Aim**

The AIFS will research the optimum design of transaction history statements to inform the trial of mandatory precommitment in the Australian Capital Territory. Transaction history statements are a feature of a precommitment system that allow gamblers to review their gambling history (e.g. time spent, money spent). A variety of different delivery mechanisms have been trialled and implemented in other jurisdictions including Australia and overseas.

### **Methodology**

The AIFS will gather information from a number of sources to inform the optimum design of transaction history statements. The AIFS will conduct a literature review of relevant social policy and public health research including seeking access to unpublished literature.

They will also conduct stakeholder consultations with industry, community groups, state and territory government officials, as well as government officials overseas.

The information gathered will be synthesised, de-identified and presented in a report on the optimum design of transaction history statements for a precommitment system.

### **Timeframes**

The final report is due 15 November 2013.

### **Relationship to other projects**

The research findings from the transaction history statements project will inform Commuio's Design Options Report. The Design Options Report will establish a robust framework on how an optimum precommitment system would be designed and trialled in a community setting. Commuio will test the transaction history statement design options through qualitative research conducted overseas and a simulated gaming environment experiment in Australia.

# ACT Trial Oversight Committee

19 August 2013

Agenda Item No: 2.1  
Project 2 of 8  
Originator: FaHCSIA

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## 2. LIMIT SETTING

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### **Organisation**

The Australian Institute of Family Studies (AIFS) led by Anna Thomas (Manager, Australian Gambling Research Centre).

### **Project Aim**

The AIFS will research the optimum design of the limit setting function of precommitment to inform the trial of mandatory precommitment in the Australian Capital Territory. Limit setting allows gamblers to set limits (e.g. money, time) prior to gambling. A variety of different delivery mechanisms have been trialled and implemented in other jurisdictions including Australia and overseas.

### **Methodology**

The AIFS will gather information from a number of sources to inform the optimum design of limit setting. The AIFS will conduct a literature review of relevant social policy and public health research including seeking access to unpublished literature.

They will also conduct stakeholder consultations with industry, community groups, state and territory government officials, as well as government officials overseas.

The information gathered will be synthesised, de-identified and presented in a report on the optimum design of limit setting for a precommitment system.

### **Timeframes**

The final report is due 15 November 2013.

### **Relationship to other projects**

The research findings from the limit setting project will inform Communitio's Design Options Report. The Design Options Report will establish a robust framework on how an optimum precommitment system would be designed and trialled in a community setting. Communitio will test the limit setting design options through qualitative research conducted overseas and a simulated gaming environment experiment in Australia.

# ACT Trial Oversight Committee

19 August 2013

Agenda Item No: 2.1  
Project 3 of 8  
Originator: FaHCSIA

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## 3. SELF-EXCLUSION

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### Organisation

The Australian Institute of Family Studies (AIFS) led by Anna Thomas (Manager, Australian Gambling Research Centre).

### Project Aim

The AIFS will research the optimum design of self-exclusion as part of a precommitment system to inform the trial of mandatory precommitment in the Australian Capital Territory. Self-exclusion is a feature of a precommitment system that allows gamblers to exclude themselves from the system for a set period of time.

### Methodology

The AIFS will gather information from a number of sources to inform the optimum design of self-exclusion. The AIFS will conduct a literature review of relevant social policy and public health research including seeking access to unpublished literature.

They will also conduct stakeholder consultations with industry, community groups, state and territory government officials, as well as government officials overseas.

The information gathered will be synthesised, de-identified and presented in a report on the optimum design of self-exclusion for a precommitment system.

### Timeframes

The final report is due 15 November 2013.

### Relationship to other projects

The research findings from the self-exclusion project will inform Communio's Design Options Report. The Design Options Report will establish a robust framework on how an optimum precommitment system would be designed and trialled in a community setting. Communio will test the self-exclusion design options through qualitative research conducted overseas and a simulated gaming environment experiment in Australia.

# ACT Trial Oversight Committee

19 August 2013

Agenda Item No: 2.1  
Project 4 of 8  
Originator: FaHCSIA

## 4. INTELLIGENT DYNAMIC WARNING MESSAGES

---

### **Organisation**

Central Queensland University (CQU) led by Professor Matthew Rockloff.

### **Project Aim**

CQU will research the optimum design of intelligent dynamic warnings to inform the trial of mandatory precommitment in the Australian Capital Territory. CQU will develop a report that provides scaled options on how intelligent dynamic warnings can be applied to address problem gambling, including proposed conditions for testing in a randomised control trial.

The research will explore how intelligent dynamic warning messages can serve as protective factors for recreational players (low risk/no risk) to prevent them from developing a gambling problem. It will also explore how messages may assist at risk gamblers to monitor and reduce behaviours linked to gambling related harm.

### **Methodology**

CQU will conduct a comprehensive literature review, focus groups and testing in a simulated gaming environment on how intelligent dynamic warning messages can be targeted to meet the needs of players. Focus groups will be conducted with 80 gamblers, with 20 people from each risk category of the Problem Gambling Severity Index (PGSI). Participants will be recruited through CQU's online panel of research participants (approximately 4000 people).

A further 100 participants will be required to take part in CQU's simulated gaming environment, which uses in-house Electronic Gaming Machine software on laptops. These participants will be recruited through newspaper advertisements, including at least 30 people from the moderate risk and problem gambling cohorts. Gamblers will be given real money (\$20) and will be able to keep any winnings. The use of real money is important to maintain the ecological validity of the experiment. Participants will be fully debriefed following the conclusion of the research session. The experiment will test which type of messages and forms of message delivery are most effective, as determined by player losses/style, enjoyment and recall.

### **Timeframes**

The report from focus group testing is due in November 2013.  
The final report is due to the Department on 30 June 2014.

### **Relationship to other projects**

The research findings from the intelligent dynamic warning messages project will inform Communio's Design Options Report. The Design Options Report will establish a robust framework on how an optimum precommitment system would be designed and trialled in a community setting. Communio will test the intelligent dynamic warning messages design options through qualitative research conducted overseas and a simulated gaming environment experiment in Australia.

# ACT Trial Oversight Committee

19 August 2013

Agenda Item No: 2.1  
Project 5 of 8  
Originator: FaHCSIA

## 5. LINKS TO TREATMENT SERVICES

---

### **Organisation**

Central Queensland University (CQU) led by Professor Matthew Rockloff.

### **Project Aim**

CQU will research the optimum design of links to treatment services to inform the trial of mandatory precommitment in the Australian Capital Territory. CQU will develop a report on how links to treatment services can be established through the use of a precommitment system to address problem gambling.

### **Methodology**

CQU will conduct a literature review to examine and analyse evidence from national and international research including from relevant public journals and unpublished literature. They will also conduct consultations with gambling treatment providers. This research will explore how messages can be used to link gamblers to treatment services through a variety of mediums in the precommitment system.

Focus group will be conducted with 80 gamblers, including 20 people from each risk category of the Problem Gambling Severity Index (PGSI). Participants will be recruited through newspaper advertisements and gambling treatment services (for example Gamblers Anonymous). These focus groups will test the understanding, appropriateness and perceived impact of messages designed to link players in need to treatment services.

CQU will also conduct a quantitative study using an internet-based survey. Participants will be recruited using CQU's online panel of research participants (approximately 4000 people). The survey will further test the effectiveness of messages linking 'at risk' players to treatment services. The impact of the messages will be assessed across the different risk categories of the PGSI. On the basis of previous experience, CQU is expecting to receive survey responses from around 20 problem gamblers, 80 moderate risk gamblers, 100 low risk gamblers, and around 950 non-problem gamblers. Prior focus group participants may also be asked to participate to supplement the small number of at risk and problem gamblers.

From the literature review, focus group, online survey and testing, CQU will develop a report on the optimum design for links to treatment services, including proposed conditions for testing in a randomised control trial.

### **Timeframes**

The report from focus group testing report is due in November 2013.  
The final report is due to the Department on 30 June 2014.

---

### **Relationship to other projects**

The research findings from the links to treatment services project will inform Communio's Design Options Report. The Design Options Report will establish a robust framework on how an optimum precommitment system would be designed and trialled in a community setting. Communio will test the optimum links to treatment services design options through qualitative research conducted overseas and a simulated gaming environment experiment in Australia.

# ACT Trial Oversight Committee

19 August 2013

Agenda Item No: 2.1  
Project 6 of 8  
Originator: FaHCSIA

## 6. DESIGN OPTIONS REPORT

---

### **Organisation**

Communio, with subject matter experts Dr Sally Gainsbury, Dr Michael Wohl and Dr Bo Bernhard.

### **Project Aim**

Communio will conduct research to design a trial of precommitment that can be applied to any geographical location, including the Australian Capital Territory. The research will establish a robust framework to develop an optimum precommitment system, detailing options for how aspects of this system could be applied in a trial to compare effectiveness of different delivery approaches.

This project will address the Productivity Commission's recommendations to:

- Test the design features of full precommitment for possible modification; and
- Substantiate that [if] full precommitment has sufficient advantages over partial precommitment to justify proceeding with its implementation in all jurisdictions.

### **Methodology**

Communio will conduct a literature review on the impact of different precommitment features (limit setting, transaction history statements, dynamic warning messages etc.) and combinations of features on gamblers. The review will also explore the methodologies used for social policy trials.

They will also conduct stakeholder consultations both nationally and internationally with relevant government officials, industry, community groups and academics. Communio will conduct focus groups, structured interviews and surveys in overseas jurisdictions with regular gamblers who have been exposed to precommitment to discuss their experiences with precommitment, and how precommitment features could be designed to increase effectiveness.

Research will then be conducted in a simulated gaming environment in Australia to test the impact of different combinations of precommitment features on gambling and how information about precommitment could be communicated to players to increase uptake and effectiveness.

### **Timeframes**

The final Design Options Report is due 20 January 2013.

### **Relationship to other projects**

The five research projects on precommitment features (transaction history statements, limit setting, self-exclusion, intelligent dynamic warning messages and links to treatment services) will be used to inform the Design Options Report.

# ACT Trial Oversight Committee

19 August 2013

Agenda Item No: 2.1  
Project 7 of 8  
Originator: FaHCSIA

## 7. EVALUATION STRATEGY (BEHAVIOURAL & PERCEIVED TECHNICAL)

### Organisation

The South Australian Centre for Economic Studies (SACES) with Dr Paul Delfabbro and ORC international.

### Project Aim

SACES will develop an evaluation strategy that details how to measure the efficiency and effectiveness of a mandatory precommitment system including its behavioural impact on the broader community and its perceived technical functionality and reliability. The evaluation strategy will be capable of being applied to any geographical location, including the Australian Capital Territory (ACT).

This work will inform best practice approaches to the evaluation of a trial of mandatory precommitment to assess if mandatory precommitment has sufficient advantages over voluntary precommitment to justify implementation in all jurisdictions.

### Methodology

SACES will conduct a literature review to gather evidence from published research, relevant journals and unpublished literature (where possible). This will explore strengths and weaknesses of previous evaluations of precommitment to inform the approach for the ACT trial.

They will also undertake stakeholder consultations with industry, state and territory governments, members of the Trial Oversight Committee, community representatives, academics and stakeholders who are familiar with precommitment (including those in overseas jurisdictions such as Nova Scotia, Sweden, Norway and New Zealand).

SACES will develop a survey instrument to be used as part of the evaluation. This will include components to measure problem gambling harms impacting family and friends. The survey instrument will be tested through focus groups and cognitive interviews.

### Timeframes

The final evaluation strategy is due to the Department by 22 November 2013.

### Relationship to other projects

This work will complement the evaluation strategy being developed by Deloitte Access Economics which focuses on economic outcomes and the technical functionality and reliability of a mandatory precommitment system.

# ACT Trial Oversight Committee

19 August 2013

Agenda Item No: 2.1  
Project 8 of 8  
Originator: FaHCSIA

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## 8. EVALUATION STRATEGY (ECONOMIC & TECHNICAL)

---

### **Organisation**

Deloitte Access Economics (DAE).

### **Project Aim**

DAE will develop an evaluation strategy that details how to measure the efficiency and effectiveness of a mandatory precommitment system including its economic impact on the broader community and its technical functionality and reliability. The evaluation strategy will be capable of being applied to any geographical location, including the Australian Capital Territory (ACT).

This work will inform best practice approaches to the evaluation of a trial of mandatory precommitment to assess if mandatory precommitment has sufficient advantages over voluntary precommitment to justify implementation in all jurisdictions.

### **Methodology**

DAE will conduct a literature review to gather evidence from published research, relevant journals and unpublished literature (where possible). This will explore strengths and weaknesses of previous evaluations of precommitment to inform the approach for the ACT trial.

They will also undertake stakeholder consultations with industry, state and territory governments, members of the Trial Oversight Committee, community representatives, academics and stakeholders who are familiar with precommitment (including those in overseas jurisdictions such as Nova Scotia, Sweden, Norway and New Zealand).

### **Timeframes**

The final evaluation strategy is due to the Department on 22 November 2013.

### **Relationship to other projects**

This work will complement the evaluation strategy being developed by the South Australian Centre for Economic Studies which focuses on behavioural outcomes and the perceived technical functionality and reliability of a mandatory precommitment system.

s 47F

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**From:** s 47F  
**Sent:** Friday, 12 October 2012 2:44 PM  
**To:** s 47F

**Cc:** CARROLL, Liza; CROKE, Leesa; LYE, Michael; s 47F  
**Subject:** Trial Oversight Committee - Agreed Meeting Outcomes [SEC=UNCLASSIFIED]  
**Attachments:** Oversight Committee Meeting 1 - Agreed issues \_ Communique.DOCX

Dear Committee Members

Thank you for your attendance at today's first meeting of the Oversight Committee.

As discussed in the meeting, the statement of agreed outcomes has been amended to reflect the ongoing negotiations of the trial. I have attached a final version of the 'Agreed Outcomes' of today's meeting. This document is considered 'not confidential', in line with clause 1(g) of the *Deed Poll of Confidentiality and Conflict of Interest* forms.

I will also circulate a revised Terms of Reference for the Committee, once changes have been made.

Thank you again for your contribution today.

Regards

s 47F

Problem Gambling Taskforce - FaHCSIA  
s 47F

 *Be green - read straight from the screen*

# TRIAL OVERSIGHT COMMITTEE

## Meeting #1 – Agreed Outcomes

### Key Issues:

- While negotiations for the conduct of the trial are continuing in advance of a final agreement, the Trial Oversight Committee of the ACT trial of pre-commitment met for the first time on Friday 12 October 2012.
- The focus of the first meeting was to discuss the establishment of the Committee and the preparatory work elements of the ACT trial.
- It is expected that the procurement for the preparatory work of the trial will begin before the end of 2012.
- Federal Member for Fraser, Dr Andrew Leigh MP, attended the first meeting and spoke to Committee members on the importance of the trial for the Government.
- CEO of ClubsACT, Mr Jeff House, also spoke to the Committee, about the trial from the industry's perspective.
- The Committee discussed the importance of the initial preparatory stages of the trial, particularly around the trial design and evaluation components, as these will establish the foundations of a robust and independent trial and give the trial the best opportunity of success.
- The Committee was also informed of the role it will play in providing advice on technical and implementation issues on the trial, to the Commonwealth and ACT governments, as well as to the independent contractors that form the independent trial management group.
- The Committee will continue to meet to oversee the establishment of the trial at key milestones throughout the preparatory phase of work.

s 47F

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**From:** Rob Docker s 47F  
**Sent:** Monday, 23 January 2012 7:53 AM  
**To:** BLACK, Susan  
**Subject:** MPC Trial

Hi Susan

I have not received formally the MPC trial offer.

Cheers

Rob

Sent from my iPhone

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**From:** Jeff House s 47F  
**Sent:** Friday, 27 April 2012 12:21 PM  
**To:** BLACK, Susan; GLARE, Scott; AGNEW, Dave  
**Subject:** Feedback on documents

Hi Susan & Scott,

Thanks for your time the other day. As promised, here's some feedback on the two documents provided to me (governance structure and tendering process). I've also provided some draft words for a number of amendments to the government's proposed amendments to the legislation.

1. Comments on the Governance Structure:

- a) Regarding the Org Flow Chart, given the department is represented on the Oversight Committee, I think the reporting line should be directly from the Oversight Committee to the Ministers rather than through the ACT/Fed departments. If the reporting line remains as is, then I would recommend that instead of the Gambling and Racing Commission I would have the Directorate of Economic Development;
- b) In terms of the membership of the committee, I make the following comments:
  - i) s 47F

- ii) In terms of ClubsACT's representation, I would like to be able to bring along a technical adviser as and when necessary. This person would not be a full member of the committee but be available to provide advice to me as required;

- iii) Regarding the proposed union representative, the club industry in the ACT is not a highly unionised industry and the vast majority of staff do not belong to a union. I believe this spot on the committee should be redefined as a Club Staff Representative as opposed to a representative from a union. There is also the question as to which union would be chosen as more than one union offers coverage in the club sector.

- iv) It would be useful for the affiliated club manager position to be rotational. Given the high meeting frequency of the committee, the burden of attending should be spread across a number of club managers rather than just one;

- v) I would also propose that I act as the Deputy Chair of the Committee;

- c) It is not clear to me how the committee will operate in terms of voting. Will there be a need to assign voting rights to members and which members will have voting rights? We should have a conversation about this prior to the establishment of the committee.

2. Pause in Substantive Work & Tender Process

As I indicated at our last meeting, I do not believe it is appropriate for any substantive progress to be made on the trial until the outcome of the federal legislation is known. I regard substantive progress as anything that would require the agreement of ClubsACT. Further, and on the same basis, I do not support releasing any material to the public relating to the first round of tenders, including an Expression of Interest until the outcome of the legislation is known. It is my view that as a result of Andrew Wilkie linking the legislation with the trial, that until the Parliament has had the opportunity to digest and vote on the legislation, neither the government nor ClubsACT are in a position to be confident about any agreement we may make. Therefore, we should both await the outcome of the legislation before recommencing substantive work.

3. Economic Impact Study

Based on our last discussion, I would like to propose that the Commonwealth fund a small economic impact study of the club industry in the ACT. This would be a 'pre and post' study that would provide baseline data on the economic wellbeing of the club industry prior to and following the trial. This could be conducted by the Independent Financial Auditor, assuming that entity has the necessary skill and experience base to conduct such an inquiry. The results of the study would ultimately be provided to the Productivity Commission and be incorporated into their review of the trial results.

#### 4. Productivity Commission Review

Firstly, I propose that the terms of reference for this inquiry be agreed between the Commonwealth and ClubsACT prior to the commencement of the trial.

Regarding the proposed review of the trial results by the Productivity Commission, I believe this review should examine not just the effectiveness of mandatory pre-commitment in reducing problem gambling but also the cost-effectiveness of mandatory pre-commitment. Therefore, I propose that the Commonwealth change their amendment as per the following (proposed amendments are in *blue*):

Amendment 1:

Guide to this Chapter

The Commonwealth is intending to agree to the conduct of a trial to determine whether requiring all persons who use a gaming machine to be registered delivers *sufficient* advantages over allowing persons to choose to be registered.

Amendment 2:

(2)(b) the terms of, and methodology for, the trial must be agreed between the body that is to design the trial, and the body that is to evaluate the trial. *ClubsACT must also agree to the terms of, and methodology for, the trial.*

Amendment 3:

(2)(d) (iv) *data on the impact of mandatory pre-commitment on gaming venues participating in the trial.*

Amendment 4:

(4) As part of the inquiry, the Productivity Commission must consider whether a pre-commitment system that requires all persons who use a gaming machine to be registered delivers sufficient advantages to individuals and communities over a pre-commitment system that allows persons to choose to be registered to justify implementing that requirement in all States and Territories. *The Productivity Commission must also review and assess the impact of mandatory pre-commitment on gaming venues and the broader gaming machine industry including impacts on the contribution the industry makes to the community.*

Also, I'd be grateful to get a copy of any other amendments the government is proposing so I can provide some comment.

Happy to discuss any aspect of the email and I look forward to hearing back from you in due course.

Kind regards  
Jeff



Jeff House  
Chief Executive

s 47F



[www.clubsact.com.au](http://www.clubsact.com.au)

s 47F

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**From:** GLARE, Scott  
**Sent:** Tuesday, 22 May 2012 1:45 PM  
**To:** Jeff House  
**Cc:** CROKE, Leesa; CATTERMOLE, Amanda  
**Subject:** Follow Up Email [SEC=UNCLASSIFIED]

Hi Jeff,

Thanks for the quick phone chat regarding the amendments to the legislation you suggested. As a short summary, the current proposals are as follows:

- In relation to the Guide to Section 190, we've included the wording you suggested around the trial determining whether requiring people to be registered to use a gaming machine delivers sufficient advantage over allowing people to choose to be registered.
- As I said on the phone, while ClubsACT will obviously be very closely involved in the conduct of the trial, it is important that the methodology for the trial be independent. Also, as the legislation does not specify that the trial is in the ACT, it wouldn't be appropriate for ClubsACT to be specifically included.
- On Section 194, we have included your suggestion that the assessment of the impact of the trial on venues be included in the trial methodology. Additionally, the terms of reference of the Productivity Commission review will include this assessment and broader impacts on the community.

I anticipate you will receive further responses soon.

It would be good to catch up again in person in the near future if you have time. Would you be available later this week?

Don't hesitate to give me a call at any time if you have any queries.

Thanks

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**Scott Glare**

**Branch Manager**

Problem Gambling Taskforce

Department of Families, Housing, Community Services and Indigenous Affairs

s 47F

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s 47F

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**From:** AGNEW, Dave  
**Sent:** Friday, 6 July 2012 1:09 PM  
**To:** s 47F  
**Subject:** FW: Documentation [SEC=UNCLASSIFIED]  
**Attachments:** ACT Trial Governance 280312.DOCX; Draft for Discussion\_ ACT Trial (2).pdf

This is the key email

**Dave Agnew**

Branch Manager | Property, Environment, Procurement and Security  
Department of Families, Housing, Community Services and Indigenous Affairs  
s 47F

PEPS - Supporting FaHCSIA's business through sustainable and effective accommodation solutions

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**From:** AGNEW, Dave  
**Sent:** Wednesday, 28 March 2012 2:48 PM  
**To:** s 47F  
**Cc:** CATTERMOLE, Amanda; BLACK, Susan  
**Subject:** Documentation [SEC=UNCLASSIFIED]

Hi Jeff

Attached for discussion at your TRG are two key documents.

The first is the DRAFT governance arrangements developed by us. There is some further consideration required on how we address those stakeholders that are not included (GTA etc). The options of a Stakeholder Group is still being considered.

The second document details the anticipated procurement activity for the Design, management, evaluation and infrastructure. This reflects our discussions last week and is a draft for discussion.

Happy to meet to discuss further.

Regards

Dave

**Dave Agnew**

Branch Manager | Problem Gambling Taskforce  
Department of Families, Housing, Community Services and Indigenous Affairs  
s 47F

s 47F

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**From:** AGNEW, Dave  
**Sent:** Friday, 6 July 2012 1:01 PM  
**To:** s 47F  
**Subject:** FW: Documentation [SEC=UNCLASSIFIED]  
**Attachments:** ACT Trial Governance 280312.DOCX; Draft for Discussion\_ ACT Trial (2).pdf; ACT Reg Conference 280312.PPTX

This was sent to s 47F

**Dave Agnew**

Branch Manager | Property, Environment, Procurement and Security  
Department of Families, Housing, Community Services and Indigenous Affairs  
s 47F

PEPS - Supporting FaHCSIA's business through sustainable and effective accommodation solutions

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**From:** AGNEW, Dave  
**Sent:** Wednesday, 28 March 2012 2:54 PM  
**To:** s 47F  
**Cc:** CATTERMOLE, Amanda; BLACK, Susan  
**Subject:** FW: Documentation [SEC=UNCLASSIFIED]

Hi s 47F

Attached are three documents.

The first is the DRAFT governance arrangements developed by us. There is some further consideration required on how we address those stakeholders that are not included (GTA etc). The options of a Stakeholder Group is still being considered.

The second document details the anticipated procurement activity for the Design, management, evaluation and infrastructure. Both documents reflect our discussions yesterday.

The third document is a powerpoint presentation that we intend to use tomorrow for the session on the ACT trial.

Documents 1 and 2 are for your information only and are not for wider distribution at this time. Please note that we will provide these to Jeff House for consideration as well.

Talk soon.

Regards

Dave

**Dave Agnew**