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Australian Government

 Department of Infrastructure, Transport,
Regional Development, Communications, Sport and the Arts

Meeting / Event Brief

MB25-000156

To: Minister Wells

Subject: MEETING WITH FREE TV AUSTRALIA

Date & Time:	11:15 am, Wednesday, 25 June 2025
Meeting type & Location:	Virtual
Staffing:	Barnaby Kerdel, s22(1)(a)(ii), s22(1)(a)(ii)
Intended objective:	Introductory meeting
Key Attendees:	Bridget Fair, Chief Executive Officer, Free TV Australia, with a biography at Attachment A .
Stakeholder's objective:	To meet you and discuss key policy issues. Key matters are covered below and a more detailed outline of Free TV's concerns and asks is at Attachment B .
Media	N/A – this is a private introductory meeting

Purpose – why you are attending:

- This is an introductory meeting with the Chief Executive Officer of Free TV Australia (Free TV), Ms Bridget Fair. We expect Ms Fair to outline the issues and priorities for the commercial television sector.

Key Matters / Issues:Wagering advertising reforms

- The Government undertook confidential consultations in late 2024 with key stakeholders, including Free TV, on a wagering advertising reform model. s47(1)(b)

[Redacted content]

s22(1)(a)(ii)

[Redacted content]

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s22(1)(a)(ii)

Sensitivities:

- Nil.

Background:

- Free TV is the national peak body representing all free-to-air commercial television broadcasters (Seven West Media, Nine Entertainment Co, Network 10, Southern Cross Austereo, WIN Network and Imparja).

Consultation:

- Internal: Office for the Arts; Office for Sport. External: ACMA.

Attachments:

- Attachment A: Biography
- Attachment B: Free TV Priorities

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**ATTACHMENT A
BIOGRAPHY**

Name: Bridget Fair

Position: Chief Executive Officer

Organisation: Free TV Australia

Phone Number: S47F

Social Media Handles/Tags: @BridgetFair and @FreeTVAustralia – X; Bridget Fair GAICD and Free TV Australia – LinkedIn; Free TV Australia - Facebook

Ms Fair joined Free TV Australia as Chief Executive Officer in February 2018. She previously held a number of senior roles with Seven West Media, responsible for corporate affairs, government relations, corporate strategy and external stakeholder management, and has also worked with the ABC and SBS.

Ms Fair is currently a Board Director for Women in Media, and has served as the former Chair of Screenrights. She has held positions as a Non-Executive Director of iSelect and as Director of OzTAM, Freeview and the Judith Neilson Institute for Journalism & Ideas.

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OFFICIAL**ATTACHMENT B
FREE TV PRIORITIES****Free TV's concerns**Wagering advertising reforms

- The Government undertook confidential consultations in late 2024 with key stakeholders, including Free TV, on a wagering advertising reform model. The consulted model prioritised protecting children and vulnerable people from the harms of wagering advertising, breaking the link between sports and wagering, and addressing the saturation and targeting of wagering advertising.

○ s47C

s47(1)(b)

s22(1)(a)(ii)

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s22(1)(a)(ii)

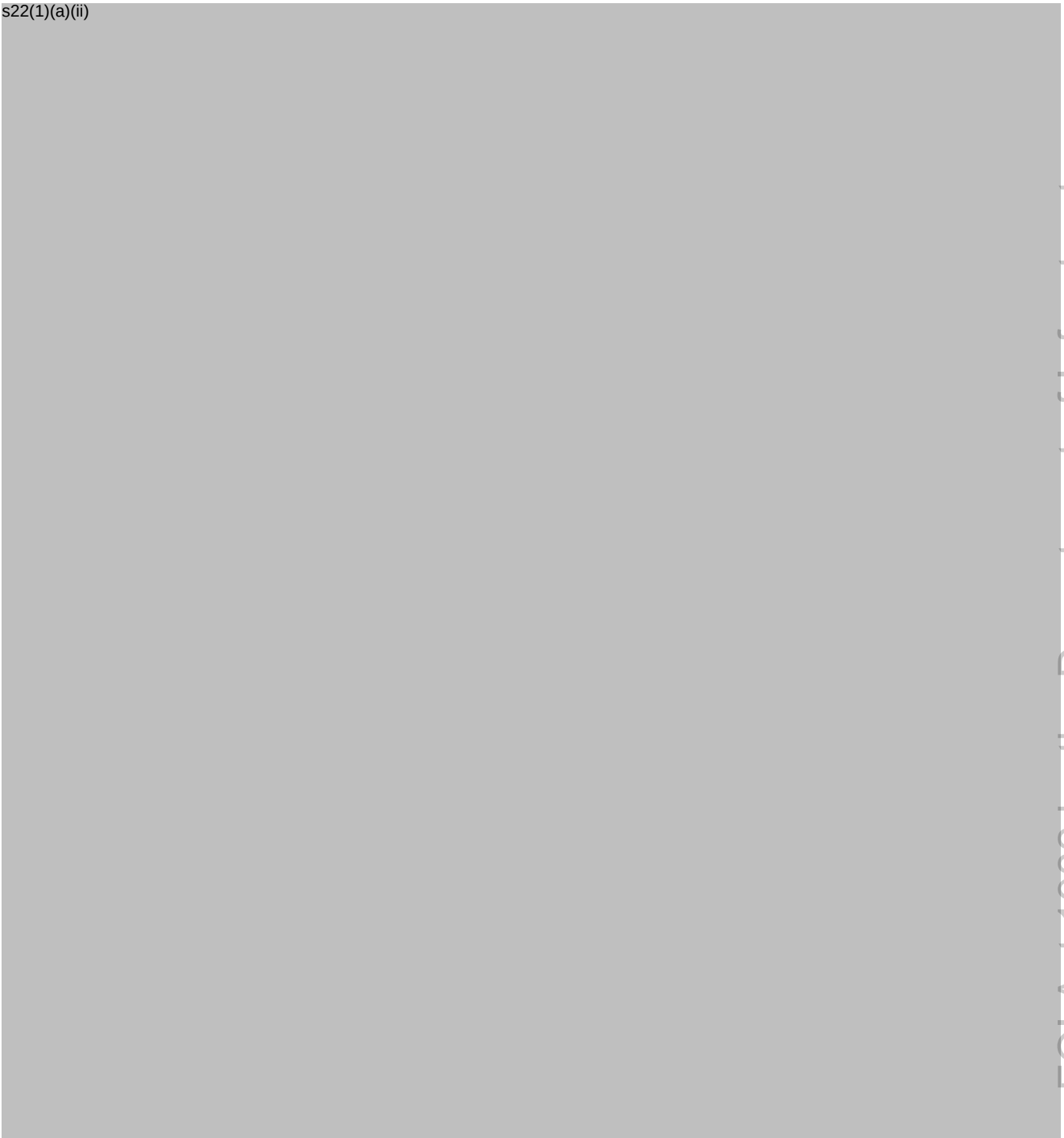
s22(1)(a)(ii)

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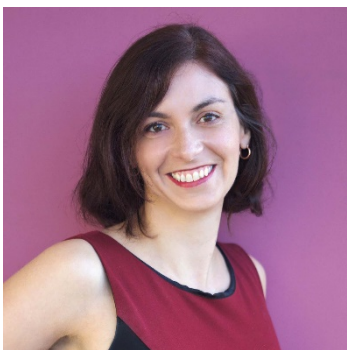
s22(1)(a)(ii)



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	<p>Name: Michael Coonan</p> <p>Position: Director of Public Policy</p> <p>Organisation: Free TV Australia</p> <p>Phone Number: Unknown</p> <p>Social Media Handles/Tags: Michael Coonan – LinkedIn</p> <p>Mr Coonan joined Free TV Australia in January 2024 as Director of Public Policy, having previously held policy, regulatory and government affairs roles at SBS and Foxtel. Prior to Foxtel, Mr Coonan worked at the Australian Communications and Media Authority in both broadcasting and telecommunications regulation. Mr Coonan is Vice President of the Australian Chapter of the International Institute of Communications, and a member of the Board of the Restless Dance Theatre.</p>
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	<p>Name: Natasha Eves</p> <p>Position: Regulatory Affairs Manager</p> <p>Organisation: Free TV Australia</p> <p>Phone Number: Unknown</p> <p>Social Media Handles/Tags: Natasha Eves – LinkedIn</p> <p>Natasha Eves was appointed Free TV Australia's Regulatory Affairs Manager in December 2021. Natasha joined Free TV from SBS, where she was External Affairs Manager, with responsibilities across policy, government relations, and industry engagement. Natasha has a background in media policy and arts and cultural policy, having previously held roles at the International Federation of Arts Councils and Culture Agencies, and the Australia Council for the Arts.</p>
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	<p>Name: Michael Coonan</p> <p>Position: Director of Technology Strategy</p> <p>Organisation: Free TV Australia</p> <p>Phone Number: s47F</p> <p>Social Media Handles/Tags: Giles Tanner – LinkedIn</p> <p>Giles Tanner was appointed Free TV's Director of Technology Strategy in October 2021. Until 2018 he headed the team responsible for radio frequency spectrum management at the Australian Communications and Media Authority (ACMA) and, from 2009-12, led the ACMA's work in realising the 'digital dividend' from analogue to digital TV conversion. From 1997-2005, he was the General Manager and, in 2004, an Acting Member, of the Australian Broadcasting Authority. He was awarded the Public Service Medal in 2014 for his work on the digital dividend and services to broadcasting and spectrum regulation.</p>
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Australian Government

 Department of Infrastructure, Transport,
Regional Development, Communications, Sport and the Arts

Meeting Brief

MB25-000157

To: The Hon Anika Wells MP, Minister for Communications, Minister for Sport

Subject: Meeting with Alliance for Gambling Reform

Date & Time:	Wednesday, 25 June 2025 at 1:45 pm
Meeting type & Location:	Online
Staffing:	Ministerial office to include.
Intended objective:	Introductory meeting with the Alliance for Gambling Reform
Key Attendees:	Reverend Tim Costello – Chief Advocate Mr Martin Thomas – Chief Executive Officer
Stakeholder's objective:	To meet the Minister and present the case for strong gambling reform including the full adoption of the Online Gambling Inquiry recommendations
Media	N/A

Purpose – why you are attending:

- You requested the meeting with the Alliance for Gambling Reform (AGR) as an introduction and to discuss online gambling-related policy issues.
- This is an opportunity to discuss key online gambling policy issues from a harm minimisation perspective.

Key Matters / Issues:

- AGR is likely to raise several policy issues related to its interest in gambling harm minimisation, including:
 - The House of Representatives Standing Committee on Social Policy and Legal Affairs inquiry into online gambling and its impacts on those experiencing gambling harm (Online Gambling Inquiry)**
 - AGR have publicly called for the full implementation of all 31 recommendations of the Online Gambling Inquiry, including a full ban on wagering advertising. AGR will be highly critical of the lack of progress on the Government response.
 - The Government undertook confidential consultations in August-October 2024 with key stakeholders, including AGR, on a wagering advertising reform model. The consulted model prioritised protecting children and vulnerable people from the harms of wagering advertising,

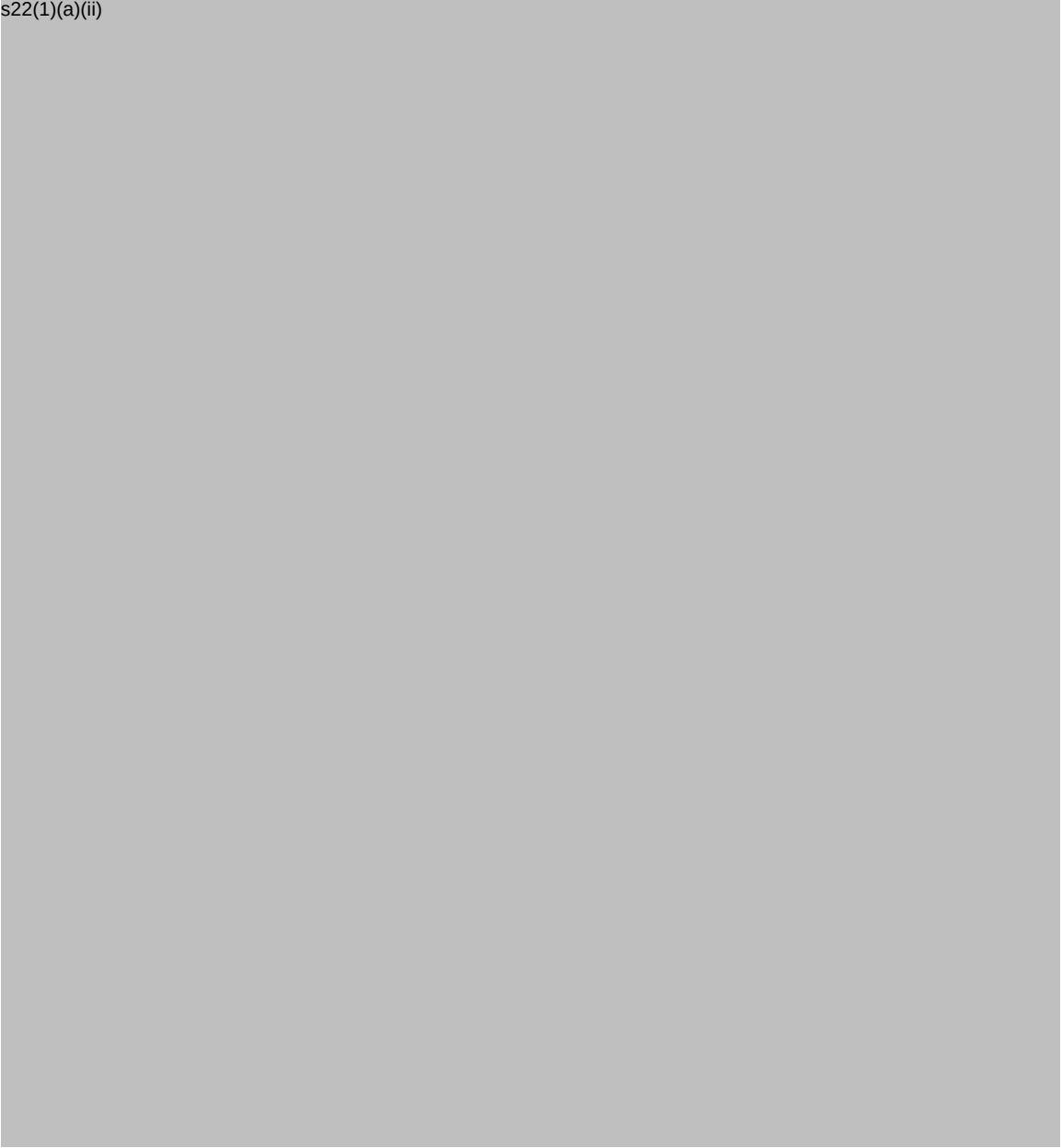
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breaking the link between sports and wagering, and addressing the saturation and targeting of wagering advertising.

- s47(1)(b)

- AGR has a long-running [online petition](#) which calls for a full ban of all wagering advertising. The petition currently has over 35,000 signatories.

s22(1)(a)(ii)



- The department does not anticipate any direct implications to AGR as a result of any gambling reforms. However, AGR has consistently advocated for the full implementation

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of all 31 recommendations of the Online Gambling Inquiry and will likely publicly criticise the government for any policy that falls short of this.

Sensitivities:

- Reverend Tim Costello has [publicly stated](#) he believes there is a conflict of interest in holding both the Communications and Sport portfolio together in relation to gambling policy/reform, and that it should instead sit with the Minister for Health.
- Wagering advertising reform is highly contentious, and AGR is expected to strongly oppose any lessening of the restrictions consulted on in 2024.

Background:

- AGR is a national advocacy network fighting to reduce gambling harm and to give a voice to those who have been impacted by gambling. They are very outspoken advocates regarding gambling advertising and broader gambling reform including the Online Gambling Inquiry and are often quoted in media reporting on these issues.
- On 28 June 2023, the Online Gambling Inquiry published its final report, which made 31 recommendations around consistent national consumer protection, online gambling regulation, gambling advertising, research and data, illegal offshore gambling and simulated gambling games. Responsibility is shared between the Communications and Social Services portfolio.
- BetStop is subject to a statutory review after one and three years of operation. Public consultation ran from December 2024 to April 2025. A final report is due to you by the end of February 2026 and must be tabled in Parliament.

Consultation:

- N/A – Consultation not required.

Attachments:

- Attachment A: Logistics Summary
- Attachment B: Biographies

ATTACHMENT A

LOGISTICS SUMMARY

Overview	
Meeting / Event Name	Meeting with the Alliance for Gambling Reform (AGR)
Date	Wednesday, 25 June 2025
Arrival Time	1:45 pm
Departure Time	
Duration	
Format	Online
Speaking Arrangements	
Other key information	

Virtual / Conference Call Details	
Dial in / Online Details	Phone numbers, meeting codes, etc
Online Platform	Webex / Teams / Platform
Video conference instructions	
Additional instructions	

ATTACHMENT B

BIOGRAPHIES

	<p>Reverend Tim Costello Chief Advocate Alliance for Gambling Reform</p> <p>Reverend Costello is currently the Chief Advocate at the Alliance for Gambling Reform.</p> <p>He also holds positions as Chair of the Community Council of Australia; member of the Multi-Stakeholder Steering Committee of the EU-Australia Leadership Forum; board member for the Campaign for Australian Aid; board member for the Australian National Development Index; Patron of SMSF and Patron of the National Youth Commission.</p> <p>Reverend Costello was formally Chief Executive of World Vision Australia (WVA) for 13 years.</p>
	<p>Mr Martin Thomas CEO Alliance for Gambling Reform s47F</p> <p>@reformgambling (Instagram, X, LinkedIn), Alliance for Gambling Reform (Facebook)</p> <p>Mr Thomas was appointed Chief Executive Officer in June 2024.</p> <p>He has over 20 years of experience driving social impact across Australia and internationally. He has served as Chief Executive Officer of Habitat for Humanity Australia and held senior leadership roles with Mission Australia, World Vision, and UNICEF Australia.</p>

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Meeting / Event Brief

MB25-000158

To: Minister Wells

Subject: MEETING WITH WIN CORPORATION

Date & Time:	12:00 pm, Wednesday, 25 June 2025 (30 minutes)
Meeting type & Location:	Virtual
Staffing:	Minister's Office to include.
Intended objective:	Introductory meeting
Key Attendees:	Andrew Lancaster, Chief Executive Officer, WIN Corporation, with a biography at Attachment A.
Stakeholder's objective:	To meet with you to discuss key policy and market issues for WIN.
Media	N/A – this is a private introductory meeting

Purpose – why you are attending:

- This is an introductory meeting with the Chief Executive Officer of WIN Corporation. (WIN), Mr Andrew Lancaster. We expect Mr Lancaster to outline the key issues for WIN as a regional commercial broadcaster.

Key Matters / Issues:

Wagering advertising reform

- The Government undertook confidential consultations in late 2024 with key stakeholders, including WIN, on a wagering advertising reform model. ^{s47(1)(b)}

s22(1)(a)(ii)

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s22(1)(a)(ii)

Background:

- WIN is Australia's largest commercial regional television broadcaster and one of only two commercial television broadcasters that are not part of a larger group that also operates metropolitan services (the other being Imparja). WIN operates commercial television services in Western Australia and in parts of Queensland, New South Wales, the Australian Capital Territory, South Australia, Victoria and Tasmania, and commercial radio services in Campbelltown and Wollongong.
- WIN has program affiliation (supply) agreements in place with the three traditionally metropolitan networks: Seven Network; Nine Network; and Network 10 (Paramount Australia). These agreements typically involve the payment of a fee by WIN in the larger markets, although there are differing arrangements in place in smaller licence areas.
- In addition to terrestrial commercial television services, WIN (along with Seven) are the joint-licensees for the Government-funded Viewer Access Satellite Television (VAST) service in Western Australia.

Consultation:

- Internal: Media Industry & Sustainability Branch.

Attachments:

- Attachment A: Biography

OFFICIAL**ATTACHMENT A
BIOGRAPHIES**

Name: Andrew Lancaster

Position: Chief Executive Officer

Organisation: WIN Corporation

Phone Number: s47F

Social Media Handles/Tags: WIN Corporation – Facebook; WIN Corporation Pty Ltd - LinkedIn

Mr Lancaster has worked in the media sector for over 31 years, with experience in metropolitan and regional television and radio. He is Chief Executive Officer of WIN Corporation and is also Chief Executive Officer of Birketu Pty Ltd, Nine Entertainment Co's largest individual shareholder.

Mr Lancaster is also a Director of Free TV Australia, Chair of the Illawarra Community Foundation, and Chair of the NRL team St George Illawarra Dragons.

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Department of Infrastructure, Transport,
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Meeting / Event Brief

MB25-000159

To: The Hon Anika Wells MP, Minister for Communications and Minister for Sport

Subject: MEETING WITH FOXTEL

Date & Time:	1:00 pm, Wednesday, 25 June 2025
Meeting type & Location:	Virtual
Staffing:	s22(1)(a)(ii) , s22(1)(a)(ii)
Intended objective:	Introductory meeting
Key Attendees:	Mr Patrick Delany, Chief Executive Officer, Foxtel, with a biography at Attachment A.
Stakeholder's objective:	To meet with you to discuss key policy and market issues for Foxtel.
Media	N/A – this is a private introductory meeting

Purpose – why you are attending:

- This is an introductory meeting with the Chief Executive Officer of Foxtel, Mr Patrick Delany. We expect Mr Delany to outline the key issues for Foxtel as a provider of subscription television broadcasting and online streaming services.

Key Matters / Issues:

Wagering advertising reform

- The Government undertook confidential consultations in late 2024 with key stakeholders, including Foxtel, on a wagering advertising reform model. s47C

- s47(1)(b)

s22(1)(a)(ii)

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s22(1)(a)(ii)

Background:

- The Foxtel Group operates a portfolio of consumer brands, including: Foxtel (Australia's largest subscription television provider); Kayo Sports (a sports streaming service); BINGE (an entertainment streaming platform); and Hubbl (a connected television device). The Foxtel Group broadcasts and streams more than 50 sports, including the AFL, NRL, Super Netball, cricket, and motorsports
- In April 2025, the Foxtel Group was acquired by DAZN Group Limited (DAZN – pronounced 'da zone'), a global sports streaming platform, after a sale by News Corp and Telstra. As part of the deal, DAZN provided News Corp and Telstra with 6% and 3% equity interests in DAZN, respectively. Sky News Australia was not part of the sale and remains 100% owned by News Corp Australia, a subsidiary of News Corp.

Consultation:

- Internal: Office for the Arts; Office for Sport; Media Industry & Sustainability Branch.

Attachments:

Attachment A: Biography

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**ATTACHMENT A
BIOGRAPHY**

Name: Patrick Delany

Position: Chief Executive Officer

Organisation: Foxtel Group

Phone Number: s47F

Social Media Handles/Tags: @foxtel – Facebook, Instagram, X, YouTube; @foxtel tv - TikTok

Mr Delany has been employed in the television industry since 1998. He was appointed CEO of Foxtel Group in January 2018, after serving as CEO of Fox Sports Australia since 2011. He has retained his role as CEO of the Foxtel Group following the DAZN acquisition. During his tenure, the Foxtel Group has launched Kayo Sports, a sports streaming service, and BINGE, an entertainment streaming service.

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MS25-000926



Australian Government

**Department of Infrastructure, Transport,
Regional Development, Communications, Sport and the Arts**

To: The Hon Anika Wells MP, Minister for Communications and Minister for Sport (for decision)

Subject: Disrupting Illegal Gambling Services

Timely Date: Please action by 22 July 2025 ^{s47C}

Recommendation:	
1. That you agree to the department ^{s47C}	
Agreed / Not Agreed / Please Discuss	
<p>The Hon Anika Wells MP</p> <p>Date:</p> <p>Comments:</p>	

Key Points:

1. Your office requested advice on how to enhance ACMA's disruption of illegal gambling services at a meeting with the department on 11 June 2025. ^{s47C}

The role of the ACMA

2. Under the *Interactive Gambling Act 2001* (IGA), it is an offence to provide or advertise a prohibited interactive gambling service or an unlicensed regulated interactive gambling service to customers located in Australia. Prohibited services include online casino-style games such as blackjack, poker, and roulette. In 2024, approximately \$1.8 billion was spent by Australians with offshore providers, representing 20% of the total Australian online gambling market.
3. The ACMA is responsible for enforcing compliance with the IGA. The ACMA has authority under the *Telecommunications Act 1997* to request Internet Service Providers (ISP) (i.e. Telstra and Optus) to block access to illegal gambling websites. To date, the ACMA has requested access to over 1,200 illegal gambling websites be blocked (around 240 sites per year). For further information see **Additional Information**.

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4. Website blocking is the most important compliance tool the ACMA has to deal with entities that have no Australian presence, but with the large volume of illegal services it is not a complete solution. s47C

s47C

5. The ACMA's investigations can be time consuming, limiting the number of websites blocked. There are options to expedite the ACMA's processes. s47C

6. s47C

Sensitivities:

7. Stakeholders have been critical of the effectiveness of website blocking, with illegal operators bypassing the blocks by changing the web address, s47C

Financial impacts:

8. s47C

Legal/Legislative impacts: N/A

Stakeholder Implications:

9. The wagering and sporting sectors raised concerns about an increase of illegal gambling activity as a result of any wagering advertising reforms imposed on domestic operators.

Consultation: ACMA; Post, International and ACMA Branch

Media Opportunities: N/A

Attachments:

s47C

Cleared By: Bridget Gannon
Position: First Assistant Secretary
Division: Media Policy
Mob: s22(1)(a)(ii)
Cleared Date: 26 June 2025

Contact Officer: Margaret Lopez
Branch: Broadcasting and Gambling
Ph: 02 s22(1)(a)(ii)
Mob: s22(1)(a)(ii)

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MS25-000926

Instructions for Ministerial Services: Nil.

Do you require a signed hardcopy to be returned: No.

Responsible Adviser: s22(1)(a)(ii)

PDMS Distribution List: Jim Betts, James Chisholm, Bridget Gannon, Margaret Lopez, s22(1)(a)(ii), s22(1)(a)(ii), s22(1)(a)(ii)

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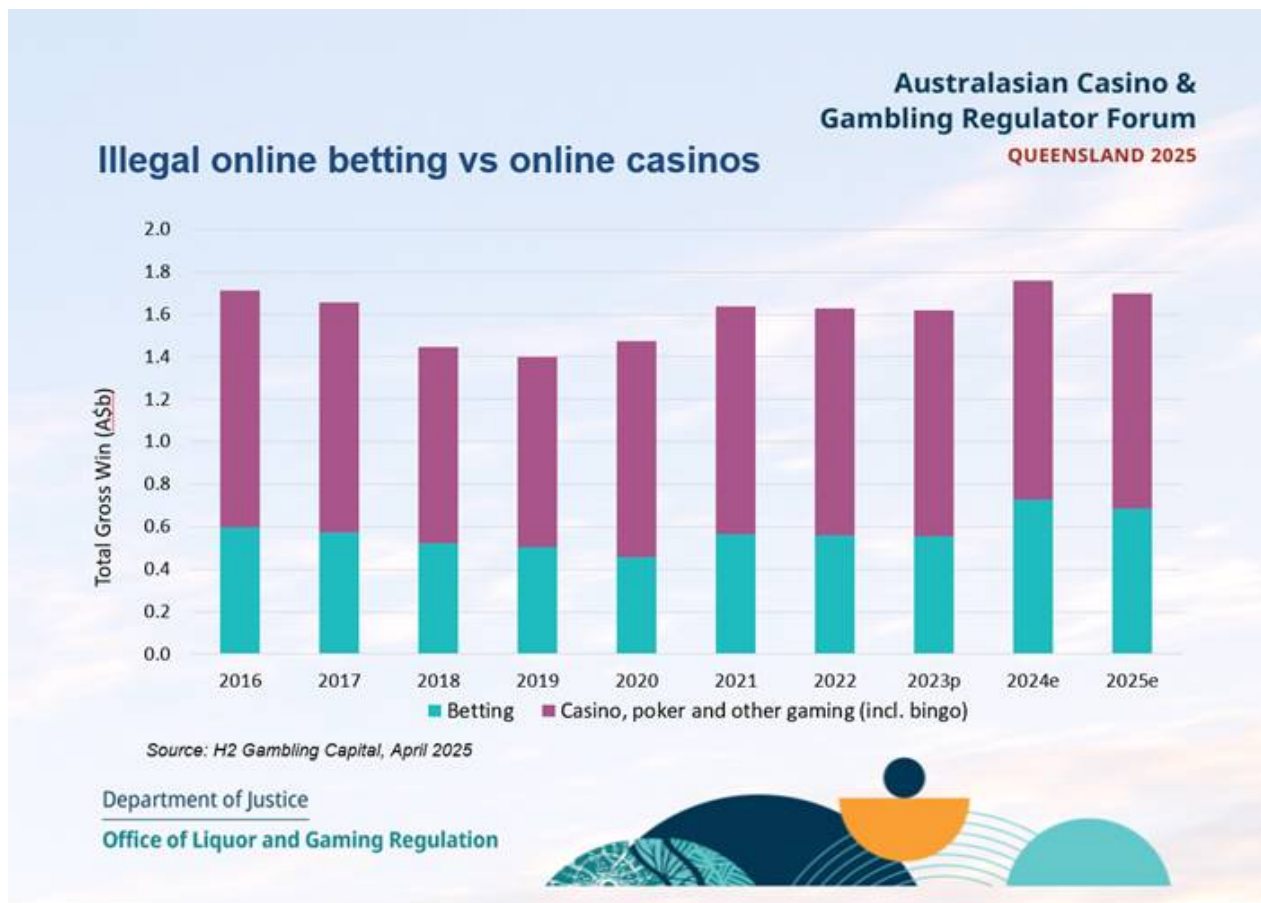
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Additional Information:**Illegal Gambling in Australia**

The IGA prohibits the provision and advertising of prohibited or unlicensed regulated interactive gambling services to customers located in Australia. Illegal gambling operators pay no Australian taxes or fees to racing or sports, and offer no harm minimisation or consumer protections. These services are prohibited under the IGA as the games offered can lead to gambling harms. There have also been reports of customers not being paid out winnings or deposits.

Australians may seek out offshore providers for better odds, promotions, accept larger bets or because they have been banned from domestic services (or have self-excluded via BetStop and are unable to access legal services). Illegal gambling makes up about 20% (around \$1.8 billion in 2024) of the total online gambling expenditure in Australia (\$9 billion). This split has been reasonably consistent over the last 5 years.



While there is a substantial civil and criminal penalty regime for contraventions, pursuing traditional approaches to enforcement is generally not feasible in the digital market where many of the operators are based overseas and operate with a high degree of anonymity in jurisdictions with minimal or no regulatory oversight.

Minister's powers to direct the ACMA

Section 14 of the *Australian Communications and Media Authority Act 2005* (ACMA Act) provides authority for the Minister for Communications to give written directions to the ACMA in relation to the performance of its functions and the exercise of its powers. This includes its powers in relation to the IGA. Any written direction must be published in the Gazette.

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MS25-000926

Website blocking

Since 2019, the ACMA has administered a website blocking regime to disrupt illegal gambling services. The ACMA pays \$50 per Internet Service Providers (ISPs) per site blocked and has requested access to over 1,200 illegal gambling websites be blocked to date (around 240 annually). The ACMA maintains a list of all blocked websites. In 2023-24, the ACMA concluded 50 investigations into offshore gambling services and took enforcement action where gambling services were found to be operating illegally, including requests to ISPs, including Telstra and Optus, to block access to these websites by Australians.

All investigations need to be consistent with whole of government guidelines for the use of section 313(3) of the *Telecommunications Act 1997* by government agencies for the lawful disruption of access to online services. Consistent with section 313, these guidelines set the threshold for making these requests being that the matter involves serious or criminal offences. In order to be satisfied of this threshold is met, the ACMA investigates the service to establish a contravention.

These investigations can be time consuming activities that involve extensive digital forensic analysis to identify providers, registration on services to be satisfied of the elements of a contravention, procedural fairness requirements and technical verification.

Stakeholders, including the domestic wagering and sports industry, have been critical of website blocking for illegal gambling sites as a tool to prevent access to illegal gambling services. In many instances, illegal operators change their website address to bypass the block (i.e. mirror sites). For example, they may add a number or a hyphen to enable customers to continue accessing the site. Around 75% of all sites blocked by the ACMA are mirror sites.

ACMA compliance alerts on illegal gambling

The ACMA issued 2 compliance alerts relating to illegal gambling advertising in 2025.

In May 2025, the ACMA issued a compliance alert regarding illegal gambling advertising being broadcast or streamed during international live sporting feeds. These international feeds may include virtual and/or physical advertisements for online gambling services including offshore gambling services and efforts should be made to remove these advertisements from live feeds. A range of exceptions may apply to these rules, including when:

- gambling advertisements are accidental or incidental to other content, and no benefit for providing the gambling advertisements was received
- the broadcaster or streamer did not add the gambling promotional content to the feed, it is not reasonably practicable for them to remove it and no benefit was received.

In June 2025, the ACMA published a compliance alert warning social media influencers that promoting illegal gambling services in Australia is illegal and may expose them to significant penalties. This followed a recent increase in reports about social media influencers promoting illegal sites. Examples of promoting or endorsing illegal online gambling services include:

- live streaming or showing yourself gambling on an illegal service (including demonstrating to your followers how to play a game or place a bet)
- including links in your content that directs people to an illegal gambling service
- promotional giveaways relating to an illegal gambling service.

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International approaches to illegal gambling

A number of countries have addressed illegal offshore wagering by adopting varying approaches to limiting access to unlicensed online gambling services:

- France legislated to break local monopolies on online gambling and introduced ISP and transaction blocking against illegal operators.
- Norway has employed blocking measures, such as website and payment blocking, to curb access to unlicensed gambling platforms. The success of these measures largely depends on the involvement of ISPs and the continuous updating of blocklists.
- Denmark and Spain have adopted complementary strategies, such as whitelists and official labels for licensed providers, to help consumers identify legal gambling options.
- Japan recently passed legislation banning advertising and promotional content directing users to overseas online casinos in an attempt to restrict offshore gambling.
- Brazil has a package of online gambling harm reduction measures before its Parliament including blocking illegal sites.
- New Zealand has recently passed the Racing Industry Amendment Bill which extends the existing land-based betting monopoly to include online gambling, as well legislating restrictions on offshore betting operations. New Zealand has also committed to introducing legislation to establish a regulated online casino industry to ensure a safe, fair and well-controlled environment. There will be 15 licences issued between 2026 and 2029. Legislation is expected to be enacted in early 2026.

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ATTACHMENT A

s47C

The Online Gambling Inquiry made 2 recommendations in relation to disrupting illegal offshore gambling including stronger sanctions against illegal operators; blocking financial transactions; and international co-operation to combat illegal gambling services:

Number	Recommendation
7	<p>The Committee recommends that the Australian Government develop and implement:</p> <ul style="list-style-type: none"> • Technological solutions and resources to quickly and more effectively block offshore gambling websites including skin gambling websites and mirror sites • A protocol for blocking transactions to known illegal gambling operators, in cooperation with Australian banks and other payment system providers • Stronger sanctions for companies and known individuals who profit from illegal gambling.
8	<p>The Committee recommends that the Australian Government lead the development, with international organisations and other countries, of multilateral agreements that:</p> <ul style="list-style-type: none"> • Improve international cooperation to combat illegal online gambling across borders • Aim to reduce gambling harm and protect public policy and research from gambling industry interference.

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- s47C – The ACMA is currently expanding website blocking activities to include additional ISPs with a growing market share. s47C
- s47C – The ACMA has undertaken preliminary work collaborating with financial institutions and payment systems providers through a Fintel Alliance Micro-laundering and illegal gambling working group (led by AUSTRAC), to share intelligence on transactions relating to illegal gambling service. s47C
- s47C Most banks already allow their customers to initiate their own blocks on gambling transactions. The Australian Banking

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Association stated during the Online Gambling Inquiry that over 500,000 bank customers have utilised this option.

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The IGA states that advertisements must be targeted at a mostly Australian audience. This qualification currently prevents the ACMA from taking action against advertisements on websites that have a global audience, such as Facebook and You Tube.

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Pages 28-29 (Document 5) removed in their entirety as exempt under section 47C of the FOI Act.

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MS25-000986



Australian Government

**Department of Infrastructure, Transport,
Regional Development, Communications, Sport and the Arts**

To: The Hon Anika Wells MP, Minister for Communications and Minister for Sport (for decision)

Subject: Review into the regulation of online keno and foreign matched lotteries

Timely Date: 22 July 2025, to allow further advice ahead of Cabinet consideration of wider gambling policy measures.

Recommendations:

1. That you **agree** that the Department progress detailed advice to you ^{s47C} following its Review into the regulation of online keno and foreign matched lotteries (the Review).
Agreed / Not Agreed / Please Discuss
2. That you **agree** that the Department provide you with a Review Report for public release, that summarises the Review process and the range of options that are outlined in this brief in **Additional Information**.
Agreed / Not Agreed / Please Discuss
3. That if recommendations 1 and 2 are agreed, that you **agree** the Department brief you with a draft letter to the Prime Minister, attaching the Review Report ^{s47C}.
Agreed / Not Agreed / Please Discuss

The Hon Anika Wells MP

Date:

Comments:

Key Points:

1. This submission was prompted by a request from your office for advice on next steps for the Review, and how and when findings could be released. It seeks your agreement to the department progressing detailed policy advice to progress this work, based on the Review's findings summary at **Attachment C**, and agreement to the department preparing a Review Report for you, and the Prime Minister's, consideration.

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MS25-000986

2. **The Review:** The Government committed to review the regulation of online keno and foreign matched lotteries to secure passage of the Interactive Gambling Amendment (Credit Card and Other Measures) Bill 2023 (the Bill). This Bill amended the *Interactive Gambling Act 2001* (IGA) to prohibit the use of credit cards, credit-related products and digital currency as payment methods for interactive wagering services.

3. This ban did not capture lottery services, which, together with keno-type lotteries, are not included in the definition of 'wagering services'. Both online keno and foreign matched lotteries are considered 'excluded lottery services' in the IGA, which means they are not subject to consumer protection measures implemented in recent years, such as BetStop, and can still be played using credit cards as payment. Further background is at **Attachment B**.

4. The review considered the issues with a harm reduction lens, rather than any commercial interest. No one action will satisfy all stakeholders, given the breadth of interests, including competition interests, interstate trade concerns from States and Territories who licence these products (or chose not to) and harm reduction advocates with a zero-tolerance approach to any potential harm. ^{s47C}

5.

^{s47C}

6.

^{s47C}

Sensitivities: As above.

Financial impacts: n/a.

Legal/Legislative impacts: ^{s47C}

Stakeholder Implications: The Review was raised at the last Senate Estimates in March 2025 and the department confirmed that it had provided advice to the Minister in February 2025. Given this, stakeholders will likely seek an update on progress and certainty about the outcome of the Review. To manage this, the Department proposes that a report be publicly released, which will also support transparency and provide stakeholders with a clear outcome. You have recently received a letter from the Premier of Western Australia, seeking an update on the Review (reference MC25-006619), for which a response has been drafted pending this submission.

Consultation: Australian Communications and Media Authority (ACMA), Department of Social Services (DSS) were consulted during the review.

Media Opportunities: Nil at this stage.

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MS25-000986

Attachments:

s47C

Attachment B: Letters to and from Prime Minister on initiation and parameters of the Review**Attachment C:** Summary of findings and stakeholder submissions

s47C

Cleared By: Bridget Gannon
 Position: First Assistant Secretary
 Division: Media Policy
 Ph: 02 s22(1)(a)(ii)
 Mob: s22(1)(a)(ii)
 Cleared Date: 27 June 2025

Contact Officer: Margaret Lopez
 Branch: Broadcasting and Gambling
 Ph: (02) s22(1)(a)(ii)
 Mob: s22(1)(a)(ii)

Instructions for Ministerial Services: Nil**Do you require a signed hardcopy to be returned:** No**Responsible Adviser:** s22(1)(a)(ii)

PDMS Distribution List: Jim Betts, s22(1)(a)(ii), James Chisholm, Bridget Gannon, Margaret Lopez,
 s22(1)(a)(ii), s22(1)(a)(ii), s22(1)(a)(ii).

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Pages 32-35 (Document 6) removed in their entirety as exempt under section 47C of the FOI Act.

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ASSISTANT MINISTER TO THE PRIME MINISTER
ASSISTANT MINISTER FOR THE PUBLIC SERVICE
MEMBER FOR PERTH
The Hon Patrick Gorman MP

Reference: MC24-091004

The Hon Michelle Rowland MP
Minister for Communications
Parliament House
CANBERRA ACT 2600

Dear Minister *Michelle*

Thank you for your letter dated 17 June 2024 to the Hon Anthony Albanese MP, Prime Minister, regarding a review into online keno and foreign matched lotteries. The Prime Minister has asked me to reply on his behalf.

I agree your request to conduct the review, including targeted consultation with stakeholders, as set out in your letter.

I ask that you settle timing for the announcement and public consultation with the Prime Minister's Office.

Thank you again for writing to the Prime Minister.

Yours sincerely

A handwritten signature in blue ink, appearing to read 'Patrick'.

PATRICK GORMAN

01 / 07 / 2024

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The Hon Michelle Rowland MP

Minister for Communications
Federal Member for Greenway

MS24-000613

The Hon Anthony Albanese MP
Prime Minister
Parliament House
CANBERRA ACT 2600

Dear Prime Minister

I am writing to seek authority to conduct an investigation into online keno and foreign matched lotteries, including targeted consultation with stakeholders.

The Terms of Reference is at **Attachment A**. Subject to your approval, the Department of Infrastructure, Transport, Regional Development, Communications and the Arts will conduct a 6-week targeted consultation with the wagering, lottery and newsagency industries, harm minimisation advocates, community and charity peak bodies, and states and territories. Comment will be sought on the questions set out in the Issues Paper at **Attachment B**.

This work forms part of the Australian Government's agenda to minimise online gambling harms in Australia, which includes our pending response to the House of Representatives' Online Gambling Inquiry.

Background

On 12 October 2023, the Senate Environment and Communications Legislation Committee's (the Senate Committee) inquiry into the *Interactive Gambling Amendment (Credit and Other Measures) Act 2023* (Credit Amendment Act), recommended that the legislation be passed and that I undertake a review over the next 12 months into the regulation of online keno under the *Interactive Gambling Act 2001* (IGA). The Senate Committee recommended that the review consider the potential for how credit and digital payment bans and other harm reduction policies may be applied to keno-type lotteries (online keno).

In evidence before the Senate Committee, Financial Counselling Australia (FCA) and the Alliance for Gambling Reform (AGR), raised concerns about highly repetitive or frequently drawn online keno. FCA and AGR noted that online keno is drawn every 3 minutes, allowing people to use their credit cards to spend up to \$10,000 at a time, and up to \$50,000 if pre-paying for games, and urged the Government to extend the Credit Amendment Act to include online keno.

The Hon Michelle Rowland MP
PO Box 6022, Parliament House Canberra
Suite 101C, 130 Main Street, Blacktown NSW 2148 | (02) 9671 4780

The Credit Amendment Act, which passed the Parliament on 6 December 2023 and will commence in full on 11 June 2024, amends the IGA to ban the use of credit cards, credit related products (such as digital wallets or e-wallets) and digital currency (such as cryptocurrency) for online wagering. The ban does not extend to lotteries, such as online keno and foreign matched lotteries.

During debate on the Bill, I confirmed that I had asked my department to investigate the regulation of keno-type lotteries under the IGA.

s47(1)(b)



Subject to the outcomes of this investigation, I will write to you and seek further policy authority for any legislative or other actions as required.

Yours sincerely



Michelle Rowland MP

21 / 5 / 2024

Encl.

Attachment A: Terms of Reference

Attachment B: Issues Paper

Attachment A

Terms of reference

The department's advice to the Minister for Communications will consider:

- Nature and size of online keno and foreign matched lotteries in Australia;
- The impact of existing, new and emerging keno type lotteries and foreign matched lotteries in Australia;
- Adverse experiences from customers playing these lottery products, including loss of deposits or non-payment of winnings;
- The definition of an 'excluded lottery service' under the *Interactive Gambling Act 2001* (IGA) and whether it remains 'fit for purpose', and whether these products go against the intent of the IGA to minimise gambling harms from internet technologies; and
- Policy options including credit and digital payment bans or other restrictions, that could be applied to these products.



Australian Government

Department of Infrastructure, Transport,
Regional Development, Communications and the Arts

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Issues Paper: Investigating the regulation of online keno and foreign matched lotteries

May 2024

Introduction

The Australian Government is committed to creating a safe online gambling environment underpinned by a robust legislative framework.

In response to the final report from the [Senate Standing Committee on Environment and Communications' inquiry into the Interactive Gambling Amendment \(Credit Card and Other Measures\) Bill 2023](#), the Minister for Communications, the Hon Michelle Rowland MP, has asked the Department of Infrastructure, Transport, Regional Development, Communications and the Arts (the department) to conduct an investigation into the regulation of keno-type lotteries under the *Interactive Gambling Act 2001* (IGA).

The department is also seeking comment on another new online lottery service – foreign matched type lotteries – that are provided to Australians.

This Issues Paper seeks your input to inform the department's policy advice to the Minister regarding the regulation of these lottery services under the IGA. This paper seeks your feedback on the following issues:

1. Whether online keno and foreign matched lottery products are consistent with the intent of the IGA and the Government's harm minimisation policy objectives.
2. The impacts of these products, including gambling harm risks to Australian consumers.
3. Whether policy options, including credit and digital payment bans or other restrictions should be applied to these products.

This investigation will complement initiatives the Government has already put in place to reduce gambling harms, including:

- introducing 7 evidence-based [consistent gambling messaging taglines](#) to replace 'Gamble Responsibly' from March 2023,
- launching [BetStop – the National Self-Exclusion Register](#) (NSER) for online wagering in August 2023, with over 20,000 people registered (as of March 2024),
- introducing [mandatory customer pre-verification](#) in September 2023,
- banning the use of credit cards for online wagering, commencing in June 2024, and
- introducing mandatory minimum classifications for gambling-like content in computer games, commencing in September 2024.

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Out of Scope

The department is not seeking your views on the following matters:

- land-based products, including Keno played in pubs and clubs,
- matters covered by the [House of Representatives Standing Committee on Social Policy and Legal Affairs' Inquiry into online gambling and its impacts on those experiencing gambling harm](#), or
- the operation of the NSER (which will be reviewed separately within 12 months of launch as required under the IGA).

Issues for Consultation

1. Regulatory framework

Lotteries under the IGA

The intent of the IGA is to minimise the scope of problem gambling in Australia by limiting the types of interactive gambling services available to Australians. The key offence provisions apply to the offering of prohibited interactive gambling services (including online blackjack, roulette and poker, which are played for money or anything else of value) or unlicensed regulated gambling services to consumers in Australia.

In 2018 the *Interactive Gambling Amendment (Lottery Betting) Act 2018* was introduced to prohibit the provision of lottery betting services (betting on the outcome of a lottery) to customers physically present in Australia. It also clarified that an example of a lottery is a 'keno-type lottery' (section 4), effectively prohibiting bets on the outcome of keno draws.

4 – Definitions

lottery includes an electronic lottery.

Note: A keno-type lottery is an example of a lottery.

Section 8D of the IGA provides for a definition of 'excluded lottery service' (s 8D(1A)). Subsection 8D(1) provides that an excluded lottery service is a service for the conduct and supply of tickets for a lottery (including an electronic lottery, but excluding online scratch or online instant lotteries). The ordinary dictionary meaning of 'lottery' is relevant to section 8D.

The Minister is empowered under paragraphs 8D(1B)(a) and (b) of the IGA to impose legislative conditions that an excluded lottery not be 'a highly repetitive or frequently drawn form of a keno type lottery' or a similar lottery (see below).

8D – Excluded lottery service

1. For the purposes of this Act, an *excluded lottery service* is:

- a service for the conduct of a lottery; or
- a service for the supply of lottery tickets.

1A. Subsection (1) does not apply to a service unless such other conditions (if any) as are specified in the regulations have been satisfied.

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May 2024

1B. Without limiting subsection (1A), a condition specified in regulations made for the purposes of that subsection may provide that the lottery must not be:

- a. a highly repetitive or frequently drawn form of a keno type lottery; or
- b. a similar lottery.

2. Subsection (1) does not apply to an electronic form of:

- a. scratch lottery; or
- b. other instant lottery.

To date, lottery services have been exempt from a number of gambling harm minimisation measures, including the NSER and the ban on the use of credit cards for online wagering.

2. Changing nature of the industry

Online keno

Online keno is a game of chance, drawn every 3 minutes that offers players the opportunity to win prizes by selecting numbers and matching them with the drawn numbers. It is considered to be a type of lottery under the IGA (section 4 – keno-type lotteries).

Players select a set of numbers (usually 10-20 numbers) from 1-80 and bet that their numbers will match any of the 20 numbers which are randomly selected from a group of 80 numbers.

Traditionally, keno has been available in pubs and clubs and licensed under state and territory gambling regulations. More recently it has been made available online to consumers in some jurisdictions.

Submissions to the Senate Committee into the *Interactive Gambling Amendment (Credit Card and Other Measures) Bill 2023* from harm minimisation advocates raised concerns about the fast rate and high spending limit offered by online keno products. For example, online keno allows consumers to spend up to \$1,000 every 3 minutes. It was also argued that some platforms allow consumers to pre-pay for up to 50 games and play multiple games simultaneously, exposing consumers to gambling harms.¹

Successive Parliamentary inquiries (including reports by the [Parliamentary Joint Committee on Corporations and Financial Services inquiry into the Regulation of the use of financial services such as credit cards and digital wallets for online gambling in Australia](#) in November 2021 and the [House of Representatives Standing Committee on Social Policy and Legal Affairs inquiry into online gambling and its impacts on those experiencing gambling harm](#) in June 2023) have heard evidence that lotteries have a lower risk of gambling harm than other forms of online gambling and should be exempt from further restrictions.

However, several harm minimisation advocates argued in submissions to the [inquiry by the Senate Standing Committee on Environment and Communications](#) into the *Interactive Gambling Amendment (Credit Card and Other Measures) Bill 2023* that the harms that can result from online lotteries have been understated, referencing the changing nature of the industry as mobile technology advances.²

¹ Inquiry by the Senate Standing Committee on Environment and Communications into the Interactive Gambling Amendment (Credit Card and Other Measures) Bill 2023 (October 2023), p.14-16.

² Alliance for Gambling Reform, [Submission](#) to the Inquiry by the Senate Standing Committee on Environment and Communications into the Interactive Gambling Amendment (Credit Card and Other Measures) Bill 2023, p.2.

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Foreign matched lotteries

Foreign matched lotteries are another emerging product which allows consumers to access international lottery draws when they would otherwise be ineligible to do so.

Foreign matched lottery products are offered by several gambling operators licensed in the Northern Territory. Australian customers are given an opportunity to participate in lotteries around the world, including Powerball and Mega Millions in the United States, and other lotteries in Europe (such as SuperEnalotto in Italy and EuroMillions in the UK, France and Spain) and South America (such as Mega-Sena in Brazil). These lotteries offer large jackpots, sometimes in the hundreds of millions of dollars.

Customers pick numbers through a service provider's app or website. The service provider purchases a ticket in the overseas jurisdiction where the lottery is held. The service provider owns the overseas ticket and will pay out any prizes won from the matched ticket.

Foreign matched lotteries, along with some online keno products are currently promoted to Australians via a variety of mediums including direct marketing (e.g. emails), out of home (e.g. billboards), television, radio, social media, sporting ground advertising and sports sponsorship.

Consultation Questions

1. Do you consider the definition of an 'excluded lottery service' under the IGA is fit for purpose?
2. Are lottery products such as online keno and foreign matched lotteries consistent with the intent of the IGA to minimise gambling harms from internet technologies, and the Government's harm minimisation agenda?
3. Are you aware of any adverse experiences from customers playing these products, including loss of deposits or non-payment of winnings?
4. What harm minimisation measures, if any, should be applied to these products?
5. Are there any other impacts of online keno and foreign matched lottery products in Australia?

Next Steps: Making a Submission

Please note: This Issues Paper has been circulated on a limited basis and is strictly confidential. If you wish to disclose, or discuss the contents of the Paper to any third party, prior written permission from the department must be obtained.

The department invites comments on the issues set out in this paper by COB **[insert]** July 2024. Submissions can be made via:

- Email to Online.Gambling@communications.gov.au; or
- Mail addressed to:

Director
Broadcasting and Gambling Regulation Section
Media Industry and Sustainability Branch
Online Safety, Media and Platforms Division
Department of Infrastructure, Transport, Regional Development, Communications & the Arts
GPO Box 594 Canberra, ACT 2601.

Further information can be sought from the following departmental contacts:

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- s22(1)(a)(ii) – Director, Broadcasting and Gambling Regulation (s22(1)(a)(ii) Online.Gambling@communications.gov.au)
- s22(1)(a)(ii) – Assistant Director, Broadcasting and Gambling Regulation (s22(1)(a)(ii) Online.Gambling@communications.gov.au)

Background Information

This Issues Paper is in response to the 12 October 2023 [inquiry by the Senate Standing Committee](#) into the [Interactive Gambling Amendment \(Credit Card and Other Measures\) Bill 2023](#) (the Bill), which amends the IGA to prohibit the use of credit cards, credit-related products and digital currency as payment methods for interactive wagering services. The ban does not capture lottery services, which, together with keno-type lotteries, are not included in the definition of 'wagering services' (betting on racing and sports).

The Senate Committee made two [recommendations](#): that the Bill be passed, and that the Minister for Communications undertake a review over the next 12 months into the regulation of keno-type lotteries under the IGA. It recommended that the review 'consider the potential for how credit and digital payment bans and other harm reduction policies may be applied to keno-type lotteries'. The Minister agreed with the Committee's recommendation and asked the department to conduct an investigation.

On 11 December 2023, the *Interactive Gambling Amendment (Credit and Other Measures) Act 2023* was given Royal Assent, and will commence in full on 11 June 2024.

The legislation was in response to the November 2021 report of the [Parliamentary Joint Committee on Corporations and Financial Services inquiry into the Regulation of the use of financial services such as credit cards and digital wallets for online gambling in Australia](#), which recommended that the Government ban the use of credit cards for online wagering, but not for lotteries, owing to the evidence of low levels of harm compared to other forms of online gambling, such as sports wagering.

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OFFICIAL : SENSITIVE**Attachment C: Summary of findings and stakeholder submissions**

Note: This document contains commercial-in-confidence information from industry stakeholders and must not be shared with third parties without consent.

On 15 July 2024, DITRDCA sent an Issues Paper to **42 stakeholders** as part of its targeted consultation process, including harm minimisation advocates, community and charity peak bodies, academics, the states and territories, newsagency representatives and the lottery and wagering industries. We received **32 submissions** by 31 October 2024, with extensions granted to allow for several jurisdictional elections.

s47C

Industry are clearly divided based on the service or product offered:

- wagering providers (betting on racing and sports) recommend amending the definition of an 'excluded lottery service' under the IGA (consider the products are inconsistent with the IGA); extending harm minimisation measures (NCPF, including BetStop).
- online keno and FML providers – as market rivals, argue online lotteries do not have the same harm profile as online wagering and recommend maintaining status quo.

○

s47(1)(b)

s47(1)(b)

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Harm reduction advocates and academics - offer similar arguments as wagering providers to remove regulatory carve-outs for online lotteries and to extend harm minimisation measures, although recommend more research to understand potential harms.

- **Specific evidence of harm** – only s47(1)(b) and s47(1)(b) provided specific examples. s47(1)(b)

DITRDCA asked stakeholders 5 consultation questions:

Questions	Analysis of stakeholder responses
1. Do you consider the definition of an 'excluded lottery service' under the IGA is fit for purpose?	<ul style="list-style-type: none"> • Not fit for purpose - 12 stakeholders s47(1)(b) <ul style="list-style-type: none"> ○ s47(1)(b) made specific reference to the definition and/or Minister's instrument making powers. • Fit for purpose - 7 stakeholders s47(1)(b) <ul style="list-style-type: none"> ○ recommend no changes.
2. Are lottery products such as online keno and foreign matched lotteries consistent with the intent of the IGA to minimise gambling harms from internet technologies, and the Government's harm minimisation agenda?	<ul style="list-style-type: none"> • Inconsistent and undermines harm minimisation agenda: 14 stakeholders agree s47(1)(b) • s47(1)(b) argue high frequency online keno products should be treated separately from low risk lotteries, including FML.
3. Are you aware of any adverse experiences from customers playing these products, including loss of deposits or non-payment of winnings?	<ul style="list-style-type: none"> • s47(1)(b) provided specific examples, including 'significant' financial losses, spending more than planned, chasing losses continuing to play after 'near misses', high credit card debt, aggressive direct marketing and incentives, and non-payment of winnings. • Recognition of potential harms – s47(1)(b) • s47(1)(b) - there is a traditional view amongst clients that harms from online keno and lotteries are not real / comparatively less harmful. • s47(1)(b) advise that complaints about non-payment of winnings relate to verification of identity

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Questions	Analysis of stakeholder responses
	<p>issues. Once those are worked through, the payments have been made and complaints resolved.</p>
<p>4. What harm minimisation measures, if any, should be applied to these products?</p>	<ul style="list-style-type: none"> Extend credit card and digital payments ban to online keno and lotteries: supported by 14 stakeholders ^{s47(1)(b)} <p>[REDACTED]</p> <ul style="list-style-type: none"> ^{s47(1)(b)} [REDACTED] supports extending credit card ban to online keno if justified by evidence. Impact of extending credit card and digital payments ban: ^{s47(1)(b)} <p>[REDACTED]</p> <ul style="list-style-type: none"> ^{s47(1)(b)} [REDACTED] Extend harm reduction regulations - 13 stakeholders support ^{s47(1)(b)} <p>[REDACTED]</p> <ul style="list-style-type: none"> - extend NCPF measures, such as BetStop. <ul style="list-style-type: none"> ACMA has advised there's no technical restrictions to extending BetStop so individuals can self-exclude from to lotto online keno and FML. Licensed providers would need to integrate their systems with the register. ^{s47(1)(b)} [REDACTED] – harm minimisation <u>insufficient</u> - issue is critical and should include preventive, whole-of-government strategy including technological solutions to limit access to online keno and FML. NT referred to their NT Code of Practice for Online Gambling, currently being reviewed.
<p>5. Are there any other impacts of online keno and foreign matched lottery products in Australia?</p>	<ul style="list-style-type: none"> Financial impacts – ^{s47(1)(b)} [REDACTED] are particularly concerned about economic impacts of FML. <ul style="list-style-type: none"> FML may reduce revenue for state governments and small businesses sustainability. Cross border / constitutional issues – NSW, SA and Qld concerned that online keno providers that are licensed in other jurisdictions (Vic and NT) believe this guarantees national coverage. Potential compensation payouts – ^{s47(1)(b)} [REDACTED]

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The following stakeholders did not provide a submission to the Review:

- Victorian regulator (arranged to meet with DITRDCA in lieu of a submission)
- Professor Charles Livingston - Gambling and Social Determinants Unit, School of Public Health and Preventative Medicine, Monash University
- Central Queensland University – Experimental Gambling Laboratory
- Wesley Mission
- Gambling and Social Determinants Unit, School of Public Health and Preventative Medicine, Monash University
- Aboriginal Drug and Alcohol Council South Australia
- Sports Integrity Australia.

OFFICIAL: Sensitive**Attachment D - Online keno and foreign matched lotteries industry matrix**

Online keno is offered by 3 licenced providers in Australia: Annexio Australia Pty Ltd (LottoGo), Lottoland (KenoGo) and The Lottery Corporation. There are 5 key Foreign Matched Lotteries (FML) industry players in Australia: Global Players Inc (The Lottery Office), Gaineroo Pty Ltd (The Lott), Annexio (LottoGo), Multi-Media Pty Ltd and SGT 40 Pty Ltd.¹ These providers are not affiliated with the operators of the overseas lotteries from which they purchase matching tickets.

Annexio is the only business to offer both online keno and FML under the flagship brand LottoGo.

The Lottery Office currently sponsor both Gold Coast teams (Titans and Suns) in the NRL and AFL. They also have partnership deals with some stadiums for in-stadium advertising, including with Venues NSW, so revenue for this would flow back to State Governments primarily.

Lottoland operates the 'Keno Go' online keno service in Australia, and has greatly increased its TV and in-stadium advertising in the last several years. They do not appear to currently have any direct partnerships with any professional sporting clubs, leagues or stadiums but have previously sponsored Australian sports (the Manly Sea Eagles' Brookvale Oval was previously named 'Lottoland' under a sponsorship agreement). The classic 'Keno' brand also offers online keno services and anecdotally does some, but not as much, advertising as 'Keno Go'. They also do not appear to have any direct partnerships with sports organisations.

Broadcasters and stadium owners (Councils/State Governments) would be generating income off ad hoc Keno advertising on TV and in-stadium during sporting matches.

s47(1)(b)

Name of provider	Product/s offered	s47(1)(b)	Scope of licence/s
Global Players Network Pty Ltd (The Lottery Office)	<ul style="list-style-type: none"> Offers FML in 8 major global lotteries (20 draws weekly), including US Powerball, US Mega Millions, European Millions, UK Lotto, Italian Super Jackpot, La Primitiva (Spain). Does not offer online keno. 		<ul style="list-style-type: none"> Licensed and regulated by NT. Holds a Mail Order Lotteries License to sell lottery tickets by mail and an Internet Gaming license to sell online under the <i>Gaming Control Act 1993</i> (NT) in and from NT.
Annexio Australia Pty Ltd (LottoGo)	<ul style="list-style-type: none"> Online keno (LottoGo). FML² in US Mega millions, US Powerball and Euro Millions in every state and territory under NT licence. 		<ul style="list-style-type: none"> Holds a NT internet gaming business licence under the <i>Racing and Betting Act 1983</i> (NT) (10 years from 2017), which permits Annexio to conduct a lottery, a game and sell tickets in a lottery or foreign lottery via the internet in and from the NT. Also authorises online keno games. LottoGo is advertised and offered nationally, even in states where local laws restrict keno sales to in-venue only (Qld and NSW).
Lottoland (KenoGo)	<ul style="list-style-type: none"> Online keno (KenoGo). Online sports betting. 		<ul style="list-style-type: none"> Victorian Gambling and Casino Commission granted

¹ Note that Multi-Media Pty Ltd and SGT 40 Pty Ltd (4D Lotto) did not provide submissions to the Review.

² Annexio prefers to call its FML products Lottery Messenger Services (LottoGo).

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Name of provider	Product/s offered	s47(1)(b)	Scope of licence/s
			<p>Victorian State license (20 years until 2042), under the <i>Gambling Regulation Act 2003</i> (Vic).³</p> <ul style="list-style-type: none"> • KenoGo is advertised and offered nationally, including in states where local laws restrict keno sales to in-venue only (Qld and NSW). • Internet sports betting issued by the NT Racing Commission under the <i>Racing and Betting Act 1983</i> (NT) since Dec 2015.
Gaineroo Pty Ltd (TheLotter)	<ul style="list-style-type: none"> • FML - 38 draws a week, including Euro Lotto Spain, US Mega Luck, Super Lotto Italy, and EU Jackpot. • Does not offer online keno. 		<p>Licensed and regulated in the Northern Territory (10 years until 2032) under the <i>Gaming Control Act 1993</i> (NT). Internet gaming business licence permits Gaineroo to conduct a lottery, conduct a game and sell tickets in a lottery or foreign lottery, by means of the internet in and from the NT.</p>
The Lottery Corporation ⁴ (The Lott and Keno brands, Oz Lotto, Powerball, TattsLotto and Keno games through retail and online networks).	<p>Does not offer FML products.</p> <p>Operates a portfolio of traditional lottery games (78% of business), in-venue Keno (15%) and online keno (2%) through its state-based licensed entities (excluding WA):</p> <ul style="list-style-type: none"> • Golden Casket Lottery Corporation Limited (QLD, TAS and NT) • New South Wales Lotteries Corporation Pty Ltd (NSW and ACT) • Tattersall's Sweeps Pty Ltd (VIC and TAS) • Tatts Lotteries SA Pty Ltd (SA) • Tatts NT Lotteries Pty Ltd (NT) • Tatts Online Pty Ltd. • Keno (ACT) Pty Ltd (50 year licence until 2072) 		<ul style="list-style-type: none"> • Lotteries – holds exclusive and/or long-term licences to operate in all Australian states and territories (excluding WA), across 3,858 lottery outlets. • In-venue Keno – licensed to provide in clubs and pubs in Victoria, NSW, Queensland, South Australia and the ACT. • Online keno – licensed to provide in Victoria - under Victorian state licence conditions (20 years until 2042) and the ACT.

³ Note: On 21 February 2022, the Victorian Minister for Consumer Affairs, Gaming and Liquor Regulation granted Victoria's 2 Keno licences to both Tabcorp/The Lottery Corporation and Lottoland to provide online keno, and land-based products (hotels and clubs) for a 20-year term (expires 14 April 2042). This includes point-of-consumption keno tax and harm minimisation requirements under the *Consumer and Other Acts Miscellaneous Amendments Act 2020* (Vic). Both providers are required to pay keno taxes into the Consolidated Fund and then to the Hospitals and Charities Fund and the Mental Health Fund. Source: Independent Review Panel: Report of Independent Review Panel in relation to the regulatory review and licence allocation processes associated with the award of the Keno licence in the State of Victoria from 15 April 2022. <https://www.justice.vic.gov.au/safer-communities/gambling/keno-licences-report-of-independent-review-panel>

⁴ The Lottery Corporation is a top 50 ASX listed company and Australia's largest monopoly lottery provider (85% market share), valued at \$11 billion, with approximately 10 million customers nationally. In 2022 Tabcorp's Lotteries & Keno business demerged to form The Lottery Corporation.

OFFICIAL: Sensitive

Name of provider	Product/s offered	s47(1)(b)	Scope of licence/s
	<ul style="list-style-type: none"> • Keno (Qld) Pty Ltd (50 year licence until 2047) • Keno (NSW) (34 year licence until 2050) • Keno (Vic) Pty Ltd (20 year licence until 2042) • Keno (SA) Pty Ltd (40 year licence until 2052) • Keno Online Pty Ltd. 		

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Australian Government

 Department of Infrastructure, Transport,
 Regional Development, Communications, Sport and the Arts

Meeting / Event Brief

MB25-001030

To: The Hon Anika Wells MP, Minister for Communications and Minister for Sport

Subject: Meeting with the Prime Minister and Nine Entertainment

Date & Time:	9.30 am, Wednesday, 23 July 2025
Meeting type & Location:	In person, Prime Minister's Office, Australian Parliament House
Traditional custodians:	Ngunnawal and Ngambri peoples
Staffing:	Barnaby Kerdel, s22(1)(a)(ii)
Intended objective:	To hear out Nine Entertainment's issues and priorities, s22(1)(a)(ii)
Key Attendees:	<ul style="list-style-type: none"> The Prime Minister, the Hon Anthony Albanese MP Mr Matt Stanton, CEO and Managing Director, Nine Entertainment Mr James Boyce, Director Regulatory, Public Affairs & Communications, Nine Entertainment. Biographies are at Attachment B.
Stakeholder's objective:	To meet with the Prime Minister, the Hon Anthony Albanese MP, and you, to raise gambling advertising s22(1)(a)(ii)
Media	N/A – this is a private meeting

Purpose – why you are attending:

- This is a meeting with the Prime Minister and Nine Entertainment.

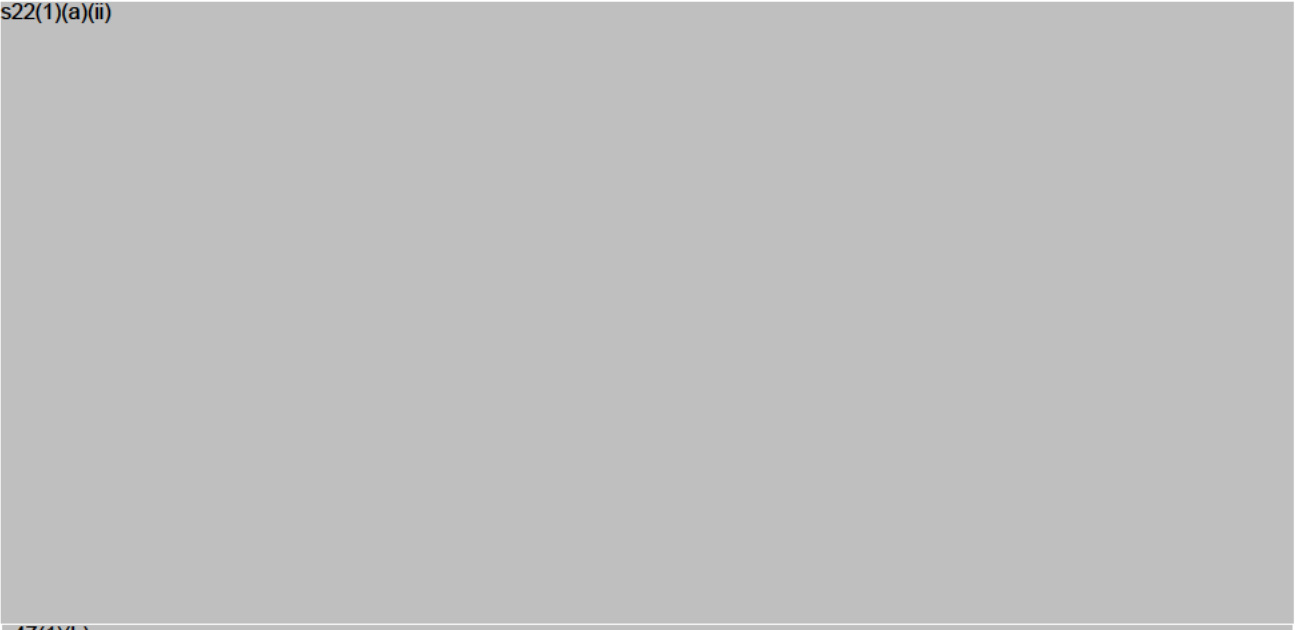
- s47(1)(b)

Key Matters / Issues:

s22(1)(a)(ii)

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s22(1)(a)(ii)



s47(1)(b)



○

s47C



s22(1)(a)(ii)



s22(1)(a)(ii)



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s22(1)(a)(ii)

Background:

- Nine Entertainment operates a portfolio of consumer brands across television, video on demand, print, digital, and radio. Nine's brands include the 9Network, major newspapers such as The Sydney Morning Herald, The Age and Australian Financial Review, digital properties such as nine.com.au, 9Honey, Pedestrian Group, and Drive, subscription video platform Stan, talk-back radio and majority investments in Domain and Future Women.

Consultation:

- Internal: Office for the Arts, Office for Sport, Broadcasting & Gambling Branch, Competition and Spectrum Branch, Consumer Safeguards Branch. External: Sport Integrity Australia.

Name: Bridget Gannon
Position: First Assistant Secretary, Media Policy
Division
Ph: 02 s22(1)(a)(ii)
Mob: s22(1)(a)(ii)
Date: 15 July 2025

Contact Officer: James Penprase
Position: Assistant Secretary, Media Reform
Division: Media Policy
Ph: 02 s22(1)(a)(ii)
Mob: s22(1)(a)(ii)

Attachments:

- Attachment A: Logistics Summary
- Attachment B: Biographies
- Attachment C: Additional matters that may be raised by Nine
- Attachment D: s22(1)(a)(ii)

ATTACHMENT A

LOGISTICS SUMMARY

Overview	
Meeting / Event Name	Meeting with the Prime Minister and Nine Entertainment
Date	9.30 am, Wednesday, 23 July 2025
Arrival Time	9:30 am
Departure Time	9:50 am
Duration	20 minutes
Format	N/A
Speaking Arrangements	N/A
Other key information	N/A

Physical Location Details	
Location (full address)	Prime Minister's Office, Australian Parliament House, Canberra ACT 2600
Parking arrangements	N/A
Traditional Custodians	Ngunnawal and Ngambri peoples
Map	N/A
Other key venue information	N/A

Visit / Meeting Organiser Contact Details	
Minister to be met by	s22(1)(a)(ii)
Title	A/g Executive Assistant, Office of the Prime Minister
Contact Phone	M: s22(1)(a)(ii), P: 02 s22(1)(a)(ii)
Secondary Contacts	E: s22(1)(a)(ii) @pm.gov.au

Virtual / Conference Call Details	
Dial in / Online Details	N/A
Online Platform	N/A
Video conference instructions	N/A
Additional instructions	N/A

Meeting / Event Runsheet	
Time	Meeting starts at 9.30 am
Time	Meeting expected to finish at 9.50 am

ATTACHMENT B

BIOGRAPHIES

	<p>Name: Matt Stanton Position: Chief Executive Officer and Managing Director Organisation: Nine Entertainment Co Phone Number: 02 s47F Social Media Handles/Tags: LinkedIn: Matthew Stanton, Nine; X: @9Comms</p> <p>Mr Stanton was appointed Nine's CEO in March 2025, having served as Acting CEO since September 2024. He was previously Chief Financial and Strategy Officer after joining Nine in August 2022. As of May 2023, Mr Stanton took on the role of Managing Director, Olympics and Paralympics and was responsible for negotiating Nine's 10-year rights deals with the IOC for the Summer and Winter Olympic Games from 2024-2032 and the rights to the 2024 and 2026 Paralympics.</p> <p>Mr Stanton's prior roles include Chief Executive Officer of Barambah Organics, Chief Transformation Officer at Woolworths, and Chief Executive Officer of Bauer Media (now Are Media).</p>
	<p>Name: James Boyce Position: Director Regulatory, Public Affairs & Communications Organisation: Nine Entertainment Co Phone Number: s47F Social Media Handles/Tags: LinkedIn: James Boyce, Nine; X: @9Comms</p> <p>Mr Boyce joined Nine as the Director of Regulatory, Public Affairs and Communication in March 2025. Prior to joining Nine, Mr Boyce was Head of Government and Regulatory Affairs ANZ at Paramount, of which Network 10 is a subsidiary.</p> <p>He previously held a variety of senior public affairs and government advisory roles, including as the Senior Press Secretary to the former Leader of the Opposition and former Prime Minister, the Hon Tony Abbott. Mr Boyce also spent several years as a journalist for Network 10, Radio 2UE and 2GB.</p>

ATTACHMENT C

ADDITIONAL MATTERS THAT MAY BE RAISED BY NINE

Nine Entertainment's concernsWagering advertising reforms

- In late 2024, the Government undertook confidential consultations with key stakeholders, including Nine, on a wagering advertising reform model. ^{s47C}

[REDACTED]

- ^{s47(1)(b)}

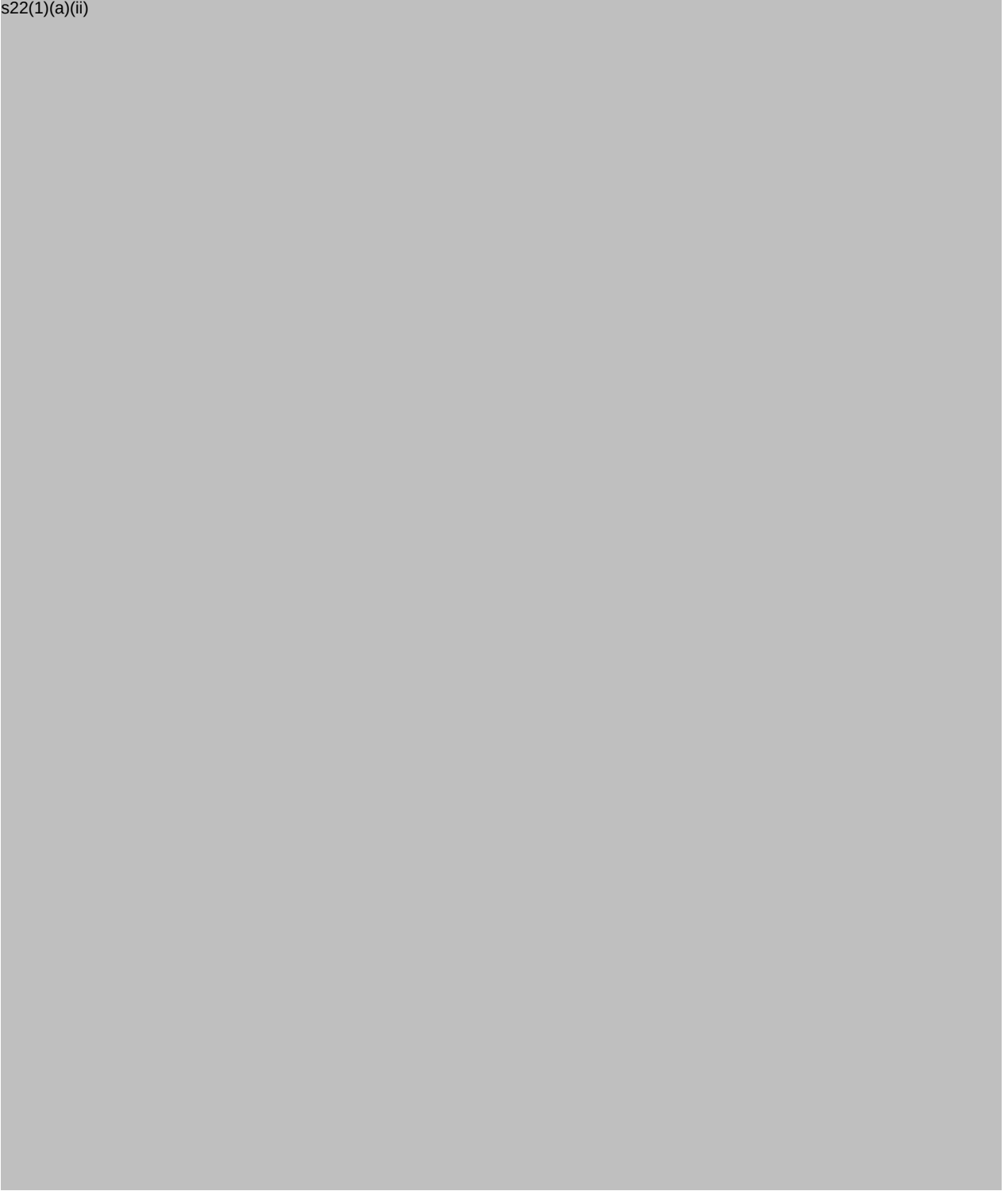
[REDACTED]

^{s22(1)(a)(ii)}

[REDACTED]

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s22(1)(a)(ii)



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QB25-000158

Online Gambling**ONLINE GAMBLING****ISSUE:** Government response to the Online Gambling Inquiry and gambling reform**Grab:**

- For MO advisers to complete

Values Statement:

- For MO advisers to complete

Key Facts:

- At 31 August 2025, BetStop has recorded (according to the ACMA):
 - 47,965 registrations (31,438 active exclusions)
 - 39% of current registrants have chosen a lifetime ban.

Liberal Legacy:

- For MO advisers to complete

Labor's Solution:

- For MO advisers to complete

Key points:

- The government is closely considering all 31 recommendations from the final report of the Online Gambling Inquiry.
- In May, June and July 2025, the Australian Communication and Media Authority (ACMA) released the outcomes of recent investigation and enforcement actions. These actions found multiple gambling providers breaching laws related to BetStop, e-marketing and spam.
- Gambling providers either received formal warnings, were required to undertake changes and/or were fined. This demonstrates strong action by the ACMA to ensure providers are acting in accordance with the regulatory framework.
- The ACMA also issued two compliance alerts relating to illegal gambling advertising:
 - In May 2025, the ACMA issued a compliance alert to broadcasters and streaming services regarding the inclusion of illegal gambling advertising during international live sporting feeds.
 - In June 2025, the ACMA published a compliance alert warning social media influencers that promoting illegal gambling services in Australia is illegal and may expose them to significant penalties.
- The government has commenced a review of BetStop's regulatory framework as required under legislation, and public consultation has closed. The review is due to be completed in early 2026.

Sport integrity and offshore wagering (refer to QB25-000435)

- Offshore betting operators pose a significant risk to Australian sport as they are not subject to Australia's regulatory system.

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Online Gambling

- The ACMA is responsible for enforcing compliance with the *Interactive Gambling Act 2001*.
- This includes administering a website blocking regime to disrupt illegal offshore gambling services by requesting internet service providers block access to these websites for Australians.
- The ACMA also engages closely with international regulators to share information and coordinate enforcement activities, including through the International Association of Gaming Regulators.

Key Facts and Figures:

- At 31 August 2025, BetStop has recorded (according to the [ACMA](#)):
 - 47,965 registrations (31,438 active exclusions)
 - 79% of current registrants are aged 40 or under
 - 39% of current registrants have chosen a lifetime ban.
- Australians lost \$32.2 billion to the gambling industry in 2023-24. ([Queensland Treasury](#))
- In 2023-24, wagering losses accounted for 26% (\$8.4 billion) of all gambling losses (gaming, including poker machines, was 62% and lotteries was 12%) ([Queensland Treasury](#)).
- In 2024, 65.1% of Australians adults participated in at least one form of gambling, with lotteries (52.7%) the most popular. Race betting (17.8%) and sports betting (12.5%) were in the top 5 ([AIFS prevalence study](#)).
- In 2024, 3.3 million Australians bet on sport, with 10% of those classified as problem gamblers and a further 17% classified as moderate risk ([Roy Morgan, reported by The Guardian](#)).
- In 2025, 19.4% of Australian adults reported gambling at risky levels in the past year ([ANU](#)).
- An individual's gambling typically impacts up to 6 affected others for problem gamblers, up to 3 others for moderate risk gamblers, and 1 other person for low risk gambling. This equates to approximately 3 million affected Australians ([AIFS](#)).
- The ACMA has blocked over 1,300 illegal gambling websites since 2019 ([ACMA](#)).

Sensitivities:

- Wagering advertising reform is contentious and stakeholders hold divergent views.

Background:

Online Gambling Inquiry

- On 28 June 2023, the House of Representatives Standing Committee on Social Policy and Legal Affairs published the final report to its [inquiry into online gambling and its impacts on those experiencing gambling harm](#) (Online Gambling Inquiry).
- The report made 31 recommendations around consistent national consumer protection, online gambling regulation, gambling advertising, research and data, illegal offshore gambling, and simulated gambling games.
- Responsibility for the government's response is shared between the Communications and Social Services portfolios.

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Online Gambling

- Recommendation 26, which seeks a 4-phase total ban on gambling advertising across all platforms, has emerged as the most high-profile recommendation, with widespread support from the public, harm reduction advocates and some Members of Parliament.
- A ban on online gambling advertising (during sports broadcasts, in-stadia advertising and logos on players' uniforms) would have financial impacts for broadcasters and sports. Sporting codes earn significant revenue through broadcast sports rights deals. Major sporting codes also receive product fees from bets placed on their sport.

Harm minimisation measures delivered since 2022

- Since 2022, the government has implemented a number of gambling harm minimisation measures, including:
 - Banned the use of credit cards for online wagering
 - Launched BetStop, the National Self-Exclusion Register
 - Forced online wagering companies to send their customers monthly activity statements outlining wins and losses
 - Provided direct funding for specialist financial counselling to support people affected by problem gambling
 - Introduced new minimum classifications for video games with gambling-like content
 - Introduced new, evidence-based tag lines in wagering advertising
 - Introduced nationally consistent staff training
 - Established mandatory customer ID verification for online wagering

Big compliance action

- Sportsbet paid \$2.5 million in fines for spamming over 37,000 consumers who had tried to unsubscribe.

Senate Order for the Production of Documents

- On 23 July 2025, the Senate agreed to an Order for the Production of Documents related to the government's response to the Online Gambling Inquiry (OPD No. 8).
- Senator the Hon Don Farrell tabled your response on 31 July 2025. The response provided access to 7 redacted documents and noted 7 documents were subject to a public interest immunity claim in full.
- Senator David Pocock, who moved the motion, was highly critical of the lack of transparency with the response and moved a second motion which the Senate agreed to on 28 August 2025 (OPD No. 88).
- Senator the Hon Don Farrell tabled your response to OPD No. 88 on 2 September 2025 which maintained the public interest immunity claim made in OPD No. 8.
- On 2 September 2025, the Senate agreed a third motion moved by Senator Pocock (OPD No. 141) requiring Senator the Hon Don Farrell to attend the Senate to explain why OPD No. 8 had not been complied with.
- Senator the Hon Don Farrell appeared before the Senate on 3 September 2025 and maintained the public interest immunity claim over the documents.

QB25-000158

Online GamblingBetStop – the National Self-Exclusion Register

- BetStop launched on 21 August 2023 and allows consumers to exclude themselves (for periods of three months up to a lifetime) from all Australian licensed interactive wagering services.
- BetStop is subject to a statutory review after one year of operation and a statutory evaluation after three years of operation. An independent reviewer, Mr Richard Eccles, was appointed by the former Minister for Communications to conduct the review, and is supported by a secretariat from the department.
- Public consultation was held from December 2024 to April 2025.
- A final report for the review must be delivered to the Minister by the end of February 2026 (which is within 18 months of the end of the first 12 months of operation), and tabled in Parliament.

Simulated gambling (Classification reform)

- New mandatory minimum classifications came into force on 22 September 2024 to address community concerns about children accessing gambling-like content in computer games.
 - An R 18+ (Restricted) classification applies to games with ‘simulated gambling’ and legally restricts access to these games to persons aged 18 and over, aligning with current age restrictions for real-world gambling.
 - An M (Mature) classification rating applies to games containing ‘loot boxes’ that can be purchased, highlighting the risks associated with these products which should be considered by parents and carers.

Media:

- [Loot boxes are still rife in kids’ mobile games, despite ban on ‘gambling-like’ features](#), The Conversation, 30/9/25
- [‘My addition spiralled’: gambling crisis harms laid bare in new report](#), The Canberra Times, 24/9/25
- [Online TV viewers should have power to block gambling ads, former SBS chair says](#), The Guardian, 22/9/25
- [Gambling lobby’s sponsorship of Australian parliament’s sports club condemned by crossbench MPs](#), The Guardian, 17/9/25
- [NBL partners with social-first betting platform Dabble ahead of NBL26](#), Ministry of Sport, 16/9/25
- [The push to open up live in-play sports betting in Australia](#), The Straight, 10/9/25
- [Minister moves to toughen BetStop scheme](#), The Australian, 3/9/25
- [‘Scambling’ is an online gambling scam targeting First Nations communities](#), ABC News, 29/8/25
- [Explosion in unregulated offshore bookmakers exposing Australia sporting codes to risks of match-fixing and corruption](#), Herald Sun, 24/8/25

QB25-000158

Online Gambling

Date last updated by Department:	2 October 2025	Clear by Adviser:	Name DD Month YYYY
Contact Officer:	Ruvani Panagoda A/g Assistant Secretary, Broadcasting and Gambling	Contact Officer Phone Numbers:	s22(1)(a)(ii) s22(1)(a)(ii)
Cleared by:	Margaret Lopez A/g First Assistant Secretary, Media Policy	Clearance Officer Phone Numbers:	s22(1)(a)(ii) s22(1)(a)(ii)

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