

## *Timeline*

No culture has been found without some evidence of gambling, with the possible exception of the pre-European Indigenous Australian culture.

**1790s** – Gambling introduced to Australia by new settlers. Soldiers played card games such as cribbage and an early form of two-up called pitch and toss. Early administrators tried to stamp out these games, but were unsuccessful. Types of gambling were influenced primarily by those from Britain, but with some Asian and European influences.

**1800s** – Gambling permitted at racing clubs. Gambling by the elite and army officers was tolerated. Racing became most popular form of leisure activity for working class men. Asian gaming and public gaming such as two-up were regarded by many as immoral and were prohibited.

**1810** – First official horse race held.

**1840s-1860s** – Betting on horse racing a popular recreational activity with turf clubs established in many areas of Australia.

**1843** – First race meeting held at Brisbane.

**1850** – Queensland inherited a 'Games and Wagers Act' and an 'Art Unions Act' from New South Wales.

**1852** – Queensland inherited a 'Lotteries Act' from New South Wales

**1891** – First Tattersall's lottery conducted.

**1891** – First 'Melbourne Cup' carnival.

**1892** – Queensland's 'Totalisator Restriction Act' was the State's first legislation to permit legal gambling. The approach was to permit gambling at on-course totalisators with the intention of driving the illegal, off-course totalisators out of business.

**1916** – 'Golden Casket Art Union' began in Queensland. A charitable organisation called the 'Queensland Patriotic Committee' was given permission by the Government to stage the 'Golden Casket Art Union' to raise money for a fund for soldiers during WW1. The first prize was 5000 pounds. This was a lot of money at a time when the average weekly male wage was two to three pounds. The odds of winning were one in a million. Gamblers were willing to outlay the equivalent of half a day's pay to buy a ticket.

**1916-1919** – 60 000 pounds had been raised for this fund (above).

**1917** – First lottery conducted by 'Golden Casket'.

**1920-1929** – Queensland Government took control of the 'Golden Casket Art Union' to raise revenue. During this decade, the number of draws went from twice a year to once every ten days. Poker machines were introduced into clubs and some hotels. Within one year, the 'Golden Casket' raised 2 million pounds in revenue for the Government. It provided 2% of government revenue during this decade. Poker machines were declared illegal by the 'Supreme Court' in New South Wales. In clubs, there was some clouding of the issue because the profits from the machines went to the clubs, rather than to a machine owner. Some clubs continued to operate poker machines.

**1930-1939** – Minor gambling activities such as bingo, raffles and art unions became popular and legitimate. Early in this decade, poker machines appeared in hotels. They were then removed from hotels and clubs. By the end of the decade they began reappearing in some clubs, and began to generate substantial revenue. Minor gambling is associated with providing funds for welfare and charitable organisations. They were seen as respectable activities.

**1940-1949** – This decade saw a thriving legal gambling industry. It also saw an increase in illegal gambling activity such as 'Starting Price' (SP) bookies and private gambling clubs. 'TABs' (Totaliser Agency Boards) were established by the Government to counter the SP bookies.

The Government saw the illegal gambling as a growing concern for several reasons. It deprived them of revenue, but also caused problems with corruption. The introduction of the Government-run 'TABs' brought more money for the development of the racing industry and a renewed interest in racing from the public.

**1950-1959** – Gambling machines spread quickly throughout New South Wales.

1956 – New South Wales Government passed the 'Gaming and Betting (Poker Machines) Act', which gave the exclusive right to operate poker machines to registered clubs. The funds from the machines were to be used for community benefit. There was a rapid increase in the number of clubs, and club members.

**1959** – About 1100 clubs and 7000 poker machines in New South Wales.

**1960-1969** – Increase in Government ownership of 'TABs' and lotteries, regulation of private bookmakers and gaming clubs. The rationale for increased government ownership and regulation in this decade was the control of illegal gambling and the raising of funds, through gambling, for community services.

**1962 (Aug 11)** – Legal off-course betting provided by 'TABs'.

**1970-1979** – Popularity of 'Golden Casket' declined as other gambling opportunities increased. The first casinos in Australia were legalised in Tasmania and the Northern Territory. This decade saw a series of economic recessions which, along with other economic factors, saw governments looking for ways of raising more revenue and bringing about economic growth. Factors contributing to the decline of the 'Golden Casket' included a decrease in the chances of winning, a fall in the value of prize money due to inflation, profits were no longer seen as being beneficial to the community and other types of gambling were being introduced.

**1980** – 'Racing and Betting Act' introduced to enhance controls over wagering activities.

**1982** – 'Casino Control Act' is devised to provide legislation for legal hotel-casino complexes.

**1980-1989** – 'Golden Casket Lottery Corporation' introduced new products to try to stave off declining public interest (shifted its focus towards 'Gold Lotto' and 'Instant Scratch-Its'). The second wave of casino legislation saw casinos established in Queensland, Western Australia and South Australia.

**1985 (Nov 20)** – Queensland's first casino opened – 'Conrad Jupiters Casino' (Gold Coast)

**1986 (May 14)** – 'Sheraton Townsville Hotel and Casino' opened.

**1990-1999** – 'Golden Casket Lottery Corporation' offers products such as 'Saturday Gold Lotto', 'Oz Lotto', 'Powerball', 'The Pools', 'Super 66', 'Jackpot Casket' and 'Scratch-Its'. Legal casinos are introduced in New South Wales and Victoria. Gaming machines spread to all states in Australia, except Western Australia. Australia has approximately one twentieth of the world's gaming machines. Community concerns about the social harm caused by gambling are increasing. The federal and several state governments have held inquiries into the consequences of gambling. During the 1990s, gambling has become big business. Both governments looking for revenue and private industry looking for a share of the market have led to a proliferation in gambling. Continual technological developments have contributed to the modern form of gambling, with internet gambling, satellite telecasting, smart cards and the like. The chance of winning Gold Lotto is one in eight million.

**1991** – 'Gaming Machines Act' is devised to permit gaming machine use in licensed clubs and hotels.

**1992 (Feb 11)** – Gaming machines became operational in licensed clubs.

**1992 (Apr 30)** – Gaming machines became operational in hotels/taverns.

**1995 (Apr 11)** – 'Conrad International Treasury Casino' in Brisbane opened.

**1996 (Jan 24)** – 'Reef Hotel Casino' in Cairns opened.

**1996** – The 'Keno Act' was devised enabling the game of Keno to be extended from casinos to licensed clubs, hotels and TAB agencies throughout Queensland.

**1996-1997** – Queensland Government received \$199 million in revenue from the 'Golden Casket Lottery Corporation'.

**1997 (Jul 1)** – 'Keno' play available at non-casino venues.

**1997 (Aug 1)** – 'Lottery Licence' issued to 'Golden Casket Lottery Corporation Ltd'.

**1998** – 'Wagering Act' introduced to enhance controls over wagering activities. This act provided TAB Queensland (now UNITAB) with exclusive race and sports wagering licences for a period of 15 years and paved the way for its privatisation.

**1998 (Oct 1)** – The 'Interactive Gambling (Player Protection) Act 1998' commenced.

**1999** – A 'Review of Gaming in Queensland' recommended slowing the growth in the number of gambling venues and gaming machines and development of a 'Responsible Gambling Code of Practice. The key outcomes of this review were set out in the 'Green Paper on Gaming in Queensland' which recommended the need to balance the benefits and costs of gambling.

**1999 (Apr 1)** – 'Licensed Monitoring Operators' started monitoring gaming machine sites.

**1999 (Jun 3)** – First on-line gambling license issued.

**1999 (Jul 1)** – Regulation of 'TAB Queensland' by 'Queensland Office of Gaming Regulations' (QOGR) commenced.

**1999 (Sep 15)** – Privatisation of 'TAB Queensland'.

**1999 (Dec 1)** – Commencement of 'Charitable & Non-Profit Gaming Act 1999'.

**2000 (Mar)** – Gaming machine licences granted since this date have had additional conditions imposed concerning the location and operation of ATM and EFTPOS facilities.

**2000 (Apr 21)** – Release of 'Policy Direction for Gambling in Queensland'.

**2000 (Jul 1)** – Just as venues require a 'Liquor Nominee,' Gaming Nominee's are now required to ensure that gaming machine operations are conducted in accordance with legislation.

**2000 (Dec 1)** – Applicants for new gaming machine licence and gaming machine licensees wishing to significantly increase their number of gaming machines have to publicly advertise for community comment and submit a community impact statement and a statement of responsible gambling initiatives. Clubs operating more than 50 gaming machines must lodge 'Community Benefit Statements'.

**2001 (Jan 1)** – Maximum number of gaming machines operable in hotels and taverns increased from 35 to 40. Maximum number of machines in licensed clubs from this date is 280.

**2001 (May 8)** – Number of gaming machines in hotels capped.

**2001 (Jul 1)** – 'Major Facilities Levy' paid by hotels with metered wins over \$100,000.

**2001 (Dec 1)** – Gaming machine bank note acceptors limited to maximum note of \$20.

**2002 (May 29)** – 'Responsible Gambling Code of Practice' launched. Responsible gambling messages on the potential risks for gambling, 'Where-to-Get-Help' posters and information display boards outlining gambling operators' responsible gambling policies and practices were installed in around 2,700 gambling venues.

**2002 (Jul 1)** – Since this date the Office of State Revenue has collected gambling taxes, the 'Major Facilities Levy' and the 'Keno Licence Fee'. However, QOGR retains the compliance role regarding these taxes.

**2003 (Jul 1)** – Legislation that commencing on this date introduced the concept of gaming machine authorities and provided for a re-allocation scheme for hotel gaming machines that become available under the terms of the cap on hotel gaming machines.

Source:

Queensland Gambling Report 2001-02, Queensland Treasury.