

Annual Report

NORTHERN TERRITORY
WAGERING COMMISSION

2025-26

Letter to Minister

NORTHERN TERRITORY WAGERING COMMISSION

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30 September 2025

The Hon Marie-Clare Boothby MLA
Minister for Racing
Parliament House
Darwin NT 0800

Email: Minister.Boothby@nt.gov.au

Dear Minister

Re: Northern Territory Wagering Commission Annual Report

I am pleased to present the second annual report for the Northern Territory Wagering Commission (Commission) for the period 1 July 2025 to 30 June 2026.

In accordance with section 27 of the *Racing and Wagering Act 2024*, this report contains information about the operations of the Commission during the financial year.

Yours sincerely



Alastair Shields
Chair
Northern Territory Wagering Commission

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About the Commission

FAIR, SAFE AND ACCOUNTABLE WAGERING.

We control, supervise and regulate wagering operators licensed in the Northern Territory, including online operators providing wagering services to customers across Australia. We licence wagering operators, monitor compliance with the *Racing and Wagering Act 2024* and take disciplinary and other enforcement action where required. We engage with industry to promote integrity, best practice and ongoing compliance, while supporting consumer protection, harm minimisation and fair and efficient complaint resolution.

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A Message from the Chair

I am pleased to present the Northern Territory Wagering Commission’s second Annual Report, covering the 2025–26 financial year.

In our second year of operation, the Commission has continued to establish and strengthen the foundations for effective and accountable regulation of the Northern Territory wagering industry. A particular focus during the year has been on strengthening and documenting our governance arrangements. This work has included the development of a strategic plan, publication of the Commission’s Code of Conduct, and improvements to the way we report and manage conflicts of interest, stakeholder engagements, and gifts and benefits. These measures are important to maintaining the independence, integrity and transparency of the Commission and to ensuring that the community and industry can have confidence in our regulatory decision-making.

A further priority during the year has been the resolution of outstanding complaints. The Commission has placed particular emphasis on progressing and finalising complaints that had been made to the former Commission and which remained outstanding when the current Commission was established, while progressing the resolution of all complaints. The Commission has also commenced a review of its complaint-handling processes, and current delegations to identify opportunities to improve the timeliness and efficiency of complaint handling within the resources available to the Commission, while maintaining appropriate procedural fairness and regulatory rigour. The review reflects the respective roles of the Commission in determining complaints and the Director of Racing and Wagering in conducting investigations under the Act.

The wagering industry has also operated in challenging economic circumstances during the year. Increasing costs of doing business, including the costs associated with meeting regulatory and compliance obligations, have contributed to consolidation within the industry, with a number of smaller Operators surrendering their wagering licences. In this environment, the Commission has increased its focus on the financial position of licensees and

has initiated more regular reviews of licensees’ financial circumstances. Maintaining confidence that licensees are financially capable of meeting their obligations, including their obligations to customers, remains an important aspect of responsible regulation.

This Annual Report also marks the end of the Commission’s reporting responsibility for the racing industry. Legislative amendments that commenced on 22 June 2026 implemented the Northern Territory Government’s policy to establish Racing NT as the single control body for thoroughbred and greyhound racing in the Territory. As a result, the Commission was renamed the Northern Territory Wagering Commission and no longer has responsibility for the racing industry or the role of control body for greyhound racing. On behalf of the Commission, I acknowledge and thank the Darwin Greyhound Association for its ongoing passion, commitment and contribution to greyhound racing in the Northern Territory. I wish the Association and all those involved in greyhound racing every success in the future.

I thank my fellow Commissioners for their commitment and contribution throughout the year, and in particular our Deputy Chair, Cindy Bravos, for her continued support and leadership. I also acknowledge Commissioner Rachael Shanahan, who resigned from the Commission in November 2025. Rachael made a valuable contribution to the work of the Commission, and I thank her for her service.

I extend my thanks to the Director of Racing and Wagering, Melissa Garde, and to her staff for their professionalism and dedication throughout the year. I also thank Chief Greyhound Steward Edward Berry and the greyhound stewards for their commitment to maintaining the integrity of greyhound racing in the Territory and for their ongoing dedication to the industry.

Looking ahead, the Commission expects to make an important contribution to the development of a new Code of Practice concerning gambling harm minimisation. The Commission will also contribute to the statutory review of the *Racing and Wagering Act 2024*. Both processes provide important opportunities to consider how the Territory’s regulatory framework can continue to evolve and respond to emerging issues in the wagering industry.

The Commission remains committed to exercising its regulatory responsibilities independently, fairly and transparently, and to protecting the integrity of the Northern Territory wagering industry and the interests of the community.

Alastair Shields
Chair

Role of the Northern Territory Wagering Commission



Overview

The Northern Territory Wagering Commission is an independent statutory body established under the *Racing and Wagering Act 2024*. Commission members are appointed by the Northern Territory Minister for Racing in accordance with the Act and bring a range of experience and expertise relevant to the Commission’s regulatory responsibilities.

The Commission oversees a wagering industry that extends beyond the Territory, including Northern Territory-licensed online wagering operators providing wagering service to customers throughout Australia. Its regulatory focus is on maintaining the integrity of wagering, protecting the public interest and supporting a fair and well-regulated industry.

Our role

The Commission promotes probity, integrity and fairness in wagering through effective regulation, compliance and enforcement. We licence and oversee wagering operators, monitor compliance with the Act and take action where regulatory obligations are not met.

Our work supports consumer protection and harm minimisation, reduces opportunities for crime and dishonesty, and provides for the fair and efficient resolution of wagering complaints. We engage with industry and other stakeholders to promote good regulatory practice and continuous compliance.

Commission Members

AS AT 30 JUNE 2026



ALASTAIR SHIELDS
CHAIR

Alastair is a qualified lawyer and accountant with more than 35 years public sector experience including as a regulator, commercial lawyer and Chief Executive Officer. He is an experienced chair, holds a Masters of Public Administration, is a graduate of the Australian Institute of Company Directors, and a Fellow with CPA Australia.



CINDY BRAVOS
DEPUTY CHAIR

Cindy is an experienced executive leader and lawyer, specialising in compliance, regulation and public administration. Drawing on experience across international and national committees, she brings extensive expertise in governance, investigations, and the oversight of complex enforcement and compliance programs.



SUSAN KIRKMAN
COMMISSIONER

Susan has extensive executive leadership experience in strategic policy and financial management in the public and private sectors in the Territory and United Kingdom. She holds qualifications in accounting and risk management and is a graduate of the Australian Institute of Company Directors and CPA Australia.



IAN CURNOW
COMMISSIONER

Ian has extensive public sector executive leadership and has served on national and jurisdictional boards and committees. He brings strong expertise in governance, strategic policy, planning, risk management and statutory decision-making, with a solid background in regulatory and licensing frameworks.



SCOTT PERRIN
COMMISSIONER

Scott is a lawyer with a background in securities and finance and has held senior executive roles in global businesses. He was the inaugural Chief Executive of Racing.com and has long been involved in the thoroughbred racing industry as both a breeder and owner. Scott brings extensive knowledge of and experience in the wagering industry.

Commission and Director: Roles and Responsibilities

The *Racing and Wagering Act 2024* establishes distinct and complementary roles for the Commission and the Director of Racing and Wagering. The Commission is responsible for regulating the wagering industry and making statutory decisions on wagering matters. The Director supports these functions through investigations, compliance activities and regulatory advice.

The Commission

- controls, supervises and regulates the wagering industry
- determines wagering licence applications and other licence matters
- receives and determines complaints and other matters relating to wagering
- monitors compliance and takes disciplinary and other enforcement action
- receives and considers investigation reports
- issues directions and makes regulatory guidelines within its statutory powers
- promotes consumer protection and harm minimisation
- requests the Director to conduct investigations into wagering matters
- exercises other powers and functions conferred by the Act

The Director of Racing and Wagering

In supporting the Commission’s wagering functions, the Director:

- conducts investigations into complaints and other matters relating to the wagering industry for determination by the Commission
- investigates licence applications and provides reports for consideration by the Commission
- conducts compliance activities and gathers and analyses evidence
- provides investigation reports and technical and regulatory advice to support the Commission’s decision making
- undertakes other functions and exercises powers relating to wagering conferred by the Act

The Director also has separate statutory responsibilities for the regulation of the racing industry.

Strategic Plan 2026–2030

The Commission’s Strategic Plan 2026–2030 sets out its vision, purpose, values and strategic priorities for the regulation of the Northern Territory’s wagering industry, and drives the Commission’s operational and resourcing decisions over the plan period.



VISION

A trusted, transparent and responsible wagering environment that protects consumers from harm, promotes integrity and upholds public confidence in the Northern Territory’s licensed wagering industry.



OUR PURPOSE

To promote integrity, protect safety and strengthen trust in the Territory’s licensed wagering Operators.

► **CONSUMERS**

Informed to wager safely, protected from harm and treated fairly.

► **INDUSTRY**

Comply with all regulatory requirements, invest in innovation and deliver best practice controls.

► **COMMUNITY**

Wagering industry delivers tangible benefits to the NT community.

OUR VALUES



Independence
We are objective, impartial and free from conflicts of interest



Transparency
Our decisions are rational and open to scrutiny



Collaboration
We partner with government, industry and community to achieve outcomes



Integrity
We act honestly, ethically and accountably



Proportionality
Our regulatory actions are calibrated to risk and impact



Innovation
We embrace ideas and technology to continuously improve

Strategic Priorities

REGULATORY EXCELLENCE

Risk-based, transparent and effective regulation

- Best practice governance framework for accountability, transparency and integrity
- High standards of integrity and independence for Commission members
- Standards for financial stability, operational capability, responsible gambling and probity met by licensees
- Licence conditions and guidelines address emerging risks and best practice
- New wagering products and innovations sustain a safe and fair wagering environment
- Informed advice on contemporary legislation and regulatory frameworks provided to government

CONSUMER PROTECTION AND HARM PREVENTION

Protecting consumers and promoting responsible wagering

- Provide well informed, evidence-based advice to ensure the Code of Practice remains effective and contemporary
- Encourage licensees to standardise information and promote responsible wagering, tools and support services to customers
- Strengthen consumer protection measures through targeted directives
- Advocate nationally for the highest standards of customer protection, safe wagering and harm reduction

COMPLIANCE AND ACCOUNTABILITY

Monitoring performance, enforcing standards and resolving complaints

- Compliance assurance through risk-based monitoring, audits, inspections and reviews
- Transparent and timely complaint and dispute resolution
- Guidance and education to industry on obligations, and fair and safe wagering practices
- Promote awareness of our requirements and expectations to facilitate voluntary compliance
- Proportionate, consistent and transparent disciplinary action for non-compliance

KNOWLEDGE, INNOVATION AND COLLABORATION

Research, technology and partnerships to support continuous improvement

- Promote research partnerships to better understand gambling-related risks and harms
- Explore safer gambling monitoring tools and technological innovations to enhance real-time monitoring of wagering activity, and timely and meaningful intervention
- Identify new technologies to improve and streamline our operations

Changes to the Wagering Regulatory Framework



Photo courtesy of Marketing Tourism Events NT

Racing and Wagering Amendment Act 2026
The *Racing and Wagering Amendment Act 2026* commenced on 22 June 2026 and made significant changes to the regulatory framework established by the *Racing and Wagering Act 2024*.

The amendments changed the Commission's identity and statutory remit. The Northern Territory Racing and Wagering Commission became the Northern Territory Wagering Commission, with its functions and powers focused specifically on the regulation of the wagering industry.

Responsibility for the regulation and control of racing transferred to the Director of Racing and Wagering, with a new race control body framework established under the amendments.

Strengthened Commission governance
The amendments strengthened the governance and integrity requirements applying to Commission members. They include clearer eligibility requirements and obligations relating to interests and potential conflicts.

Commission members are prohibited from holding wagering accounts with wagering licensees or owning racing animals during their term. Members must also disclose relevant direct and indirect interests to the Minister.

A six-year aggregate limit on Commission membership was introduced, subject to exceptional circumstances, together with a one-year post-appointment cooling-off period preventing former members from working for a wagering licensee. These measures strengthen the independence, integrity and public confidence of the Commission.

Enhanced regulatory powers and processes
The amendments clarified and strengthened a number of the Commission's regulatory powers and processes.

The period for lodging a wagering complaint was extended from 14 days to 60 days after the complainant became aware of the relevant matter, subject to an ultimate two-year limit.

The Commission's powers to vary, revoke or impose conditions on wagering licences were clarified. The amendments also clarified the respective roles of the Commission and the Director in investigating and determining complaints and disciplinary matters, strengthening the framework for regulatory action against wagering licensees.

Annual reporting
Following the transfer of responsibility for racing regulation, the Commission is no longer required to include information about the Racing and Wagering Fund in its annual report.



Photo courtesy of Darwin Turf Club

AT A GLANCE

22 JUNE 2026	AMENDMENTS COMMENCED
Commission	Renamed the Northern Territory Wagering Commission
Wagering	Commission's statutory role focused on wagering regulation
Racing	Racing regulation transferred to the Director of Racing and Wagering and new race control body framework established
Governance	Stronger requirements for Commission members' interests, tenure and post-appointment employment
Complaints	Lodgement period increased from 14 to 60 days, subject to a two-year ultimate limit
Licensing	Powers to vary, revoke and impose licence conditions clarified
Regulatory roles	Commission and Director roles in investigation and determination clarified
Annual reporting	Racing and Wagering Fund reporting no longer required

The Year in Review



Photo courtesy of Darwin Turf Club



LICENSED OPERATOR STATISTICS	2025-26	2024-25
Active Customers	10.1 million	10.1 million
Wagers Accepted	1.8 billion	1.8 billion
Wagering Turnover	\$42.7 billion	\$41.4 billion
Tax Revenue	\$34.4 million	\$18.8 million
Territory Jobs	712	749

Licensing Activity

The Commission assessed and determined new licence applications, renewals and licence surrenders, ensuring Operators met standards for financial stability, operational capability, responsible gambling and probity. Licence conditions were monitored and updated to address emerging risks.



A licence is required to operate in the Territory's wagering sector. Approval must be obtained from the Commission for each licence type, including:

- Sports Bookmaker Licence - required to conduct wagering with members of the public online or over the telephone.
- Betting Exchange Licence - required to operate a platform allowing participants to place wagers against each other.
- On-Course Bookmaker Licence - required to conduct wagering with members of the public at a racecourse.
- Key Person Licence - required for directors, executive officers, or other managers with significant influence over the operations of a wagering licence holder.

The Commission granted licences only to applicants who satisfied stringent criteria for financial stability, operational capability, responsible gambling practices, and probity - including fit and proper assessments of key personnel.

Compliance and Enforcement

During the reporting period, a comprehensive program of proactive monitoring and auditing was undertaken to ensure Licensees met their regulatory obligations.

THIS WORK INCLUDED:
Inspections of online wagering Operators' premises and on-course bookmakers' stands.

Audits of wagering platforms, banking arrangements, monthly returns, shareholder and associated persons, and financial statements.

Examination of sports bookmaker and betting exchange Operators' terms and conditions, customer communications, and notifications of regulatory or legal proceedings.

COMPLIANCE AND ENFORCEMENT
Licensees were subject to audits, inspections and targeted reviews. Breaches were addressed through remedial measures including warnings, directions or imposing monetary penalties, ensuring a fair and secure wagering environment.

ENFORCEMENT EXAMPLE FAILURE TO PROVIDE ACTIVITY STATEMENTS

In November 2025, the Commission took disciplinary action against a licensed Operator for failing to provide mandatory monthly activity statements to customers. The requirement formed part of the Northern Territory Code of Practice for Responsible Service of Online Gambling 2019 and was incorporated into the Operator's licence conditions. The Commission found that the Operator had failed to issue activity statements to a large number of customers over 18 separate months between November 2022 and April 2024. The failures arose from technical and systems

issues, including statements being sent to outdated email addresses and bounce-back emails being quarantined by the Operator's systems.

The Commission treated each affected month as a separate contravention, rather than aggregating the conduct into a single breach. In doing so, it emphasised the recurring and systemic nature of the failure and the importance of activity statements as a consumer protection measure. The Commission considered that treating the conduct as one contravention would not adequately reflect the duration of the non-compliance or its potential cumulative impact on customers. Although the Commission acknowledged mitigating factors,

including the Operator's self-reporting of the issue and the fact that activity statements remained available online, it also considered the length of time taken to remediate the problem and the shortcomings in the Operator's governance and assurance framework.

The Commission imposed a fine of \$313,140, representing 60% of the maximum penalty available for each of the 18 contraventions. The decision provides a useful enforcement example of how the Commission responded to a compliance failure that is not necessarily the result of deliberate misconduct but instead arose from inadequate systems, controls and assurance processes.

Complaints

The Commission receives and assesses complaints from wagering customers and members of the public.

The majority of complaints are resolved within 3 months of lodgement, however more complex matters require detailed investigation and consideration and take longer. In some cases, investigations are not able to be finalised while there are active investigations and proceedings under way by other law enforcement bodies, and investigations can also be delayed by the time taken by licensees and complainants to respond to requests for information.

	2025-26	2024-25*
Complaints as at 1 July	128	104
Complaints received	575	562
Complaints finalised**	560	538
Complaints as at 30 June	143	128
Resolution rate	80 %	81 %

In 2025-26, 149 late complaints were received of which 136 were accepted, and one was yet to be determined as at 30 June.

*Complaint figures are compiled from statistics maintained by the Director of Racing and Wagering. The Director has advised that a review of data migration during the year identified some legacy and categorisation issues which have now been rectified. As a result, some of the previously reported data for 2024-25 has been updated from the published information in last year's annual report.

**Finalised complaints include matters resolved following consideration by the Commission, and complaints which the Director of Racing and Wagering declined to investigate. Complaints may be refused if they are trivial or vexatious; not first raised with the Licensee; or outside the Commission's remit.

	2025-26	2024-25*
Cancelled Bet	29%	33%
Funds Withdrawal	36%	30%
Account Closure	6%	13%
Responsible Gambling	14%	13%
Other	15%	11%

During the 2025-26 year, complaints concerning the inability to withdraw funds increased, while complaints concerning cancelled bets and account closures decreased, and responsible gambling complaints increased slightly.

Complaint Case Studies

01

CASE STUDY 1

Wagers placed after the result was known



In June 2026, the Commission determined a gambling dispute that arose after the customer placed an \$80 wager on Race 7 of the Cannington Greyhounds on 8 May 2024 after the race had been run and its result was known. The wager was initially accepted and resulted in winnings of \$4,648 being credited to the customer's account. The Commission was satisfied that the Operator was entitled, under its wagering terms and conditions, to void that wager and recover the \$4,648.

Prior to the funds being recovered by the Operator, the customer placed a number of further wagers using

the funds credited to his account, resulting in additional winnings of \$27,352. The Operator also voided those subsequent wagers on the basis that they were funded by the winnings from the original wager and relied upon provisions concerning fraudulent, improper or unacceptable activity. The Commission determined that the subsequent wagers were separate transactions and that there was insufficient evidence of impropriety in relation to those wagers to justify their cancellation. Accordingly, the Commission determined that the subsequent wagers were lawful and directed the Operator to recredit the customer with \$27,352.

The decision highlighted the importance of wagering Operators having effective systems to identify wagers placed after an event has occurred and acting promptly to void such wagers. The Commission noted that timely identification and cancellation can avoid situations in which customers are permitted to use incorrectly credited winnings to place further wagers, thereby creating additional disputes and potentially significant liabilities for Operators.

02

CASE STUDY 2

Failure to identify and respond to gambling harm

In July 2025, the Commission determined a gambling dispute concerning the responsible gambling practices of an online wagering Operator.

The complaint concerned the Operator's failure to identify and appropriately respond to a customer's wagering behaviour, which displayed numerous and repeated indicators of gambling harm. Within the first two days after the customer recommenced wagering, he deposited approximately \$46,000, placed more than 450 wagers with combined stakes exceeding \$315,000, engaged in two wagering sessions of approximately 11 hours each, repeatedly reloaded his account after funds were depleted and made repeated requests for bonus bets. Over the following four months, the customer deposited more than \$700,000, placed bets totalling almost \$6 million in stakes and sustained losses of approximately \$570,000.

The Commission found that the Operator had contravened its licence conditions by failing to have sufficient responsible gambling procedures in place to identify the customer's red flag behaviours, monitor his wagering and undertake appropriate customer interactions. The Commission considered that the Operator's response, which initially consisted primarily of a generic responsible gambling email and the allocation of a VIP account manager, was inadequate in the circumstances. The Commission was particularly concerned that the customer's account manager had a

remuneration structure linked to the customer's gambling activity and that opportunities for meaningful early intervention were repeatedly missed. The Operator was also found to have breached a licence condition requiring relevant telephone and other customer communications concerning wagering, complaints or disputes to be recorded.

The Commission imposed two fines of 170 penalty units, each representing the maximum penalty available at the time and each amounting to \$26,690. In addition, the Commission determined that the Operator's sustained failure to identify and appropriately respond to the customer's repeated markers of harm was sufficiently serious to undermine the integrity of subsequent betting transactions. Accordingly, the Commission declared all bets placed by the customer from 7 August 2021 to be unlawful. As a consequence, the betting contracts were null and void under the legislation, and the Commission considered that the Operator should return deposits made by the customer from that date until the closure of the account, less withdrawals and other relevant adjustments, an amount calculated at \$522,020.01. The decision emphasised the importance of early and meaningful intervention by wagering Operators when customers display multiple indicators of gambling harm, and the need for responsible gambling obligations to take priority over customer retention and commercial considerations.

03

CASE STUDY 3

Technical pricing error



In May 2026, the Commission determined five related gambling disputes concerning wagers placed on an AFLW match between North Melbourne and Carlton.

The complainants had placed Same Game Multi and other multi wagers after the market opened on 4 September 2023. The wagers were subsequently voided by the Operator after it identified a technical error in the calculation of the relevant 'anytime goal scorer' market, which had resulted in materially inflated odds.

The Commission considered evidence concerning the affected markets

and the correct odds that should have been offered. The Operator identified 44 affected wagers placed by 22 customers and advised that the offered odds had been inflated by between approximately 88 and 1,185 times the correct odds. In the five matters before the Commission, the Operator's incorrect pricing would have resulted in payouts of approximately \$234,336, compared with approximately \$659 based on the correct odds. The Commission was satisfied that the pricing error was a material technical error and that the Operator's wagering terms and conditions permitted it to void wagers affected by such an error.

The Commission determined that the five complaints were not substantiated and that the Operator was entitled to void the relevant wagers. The Commission noted that the wagers had been voided five days before the match was played, allowing the complainants an opportunity to place further wagers at the correct odds with the Operator or another wagering Operator. The decision reinforces the importance of clear and enforceable wagering terms and conditions addressing material pricing errors, and the Commission's role in determining whether those provisions have been appropriately applied in individual disputes.



Photo courtesy of Greyhounds WA

04 | CASE STUDY 4 Digitally altered documents and forfeiture of winnings

In February 2026, the Commission determined a gambling dispute concerning a customer who had opened an account in January 2022 and, before 4 May 2022, had deposited approximately \$202,000 and placed a number of winning and losing wagers.

On 4 May 2022, the customer deposited a further \$36,700 and subsequently placed a series of wagers, primarily on European and American basketball, resulting in an account balance of approximately \$595,626. When the customer sought to withdraw funds, the Operator requested information to verify the source of the funds and whether the account was being funded by third parties.

The Operator identified a number of discrepancies in documents provided by the customer, including digitally altered images of transaction cards and account statements containing inconsistent account numbers. During a subsequent telephone conversation with the Operator,

the customer admitted that he had digitally altered the transaction card images. The Operator suspended the account, refunded the \$36,700 deposit and forfeited the winnings generated from wagering activity on 4 May 2022, relying on its terms and conditions concerning third-party funding and the requirement that deposits be made using a card in the account holder's name.

The Commission was satisfied, on the balance of probabilities, that the documents provided by the customer had been digitally altered and that the Operator therefore had reasonable grounds to believe that the relevant warranties in its terms and conditions had been breached. The Commission determined that the Operator had acted in compliance with the applicable legislative and regulatory framework and was justified in forfeiting the winnings arising from the wagering activity undertaken on the day that the concerns arose.

05 | CASE STUDY 5 Reasonable suspicion of third party account use

In March 2026, the Commission determined a complaint from a customer who had opened an account in June 2025 and, after a period of wagering, sought to withdraw \$1,000 from an account balance of approximately \$4,000.

The Operator undertook additional verification checks following the withdrawal request and identified discrepancies concerning the customer's mobile telephone number and bank account details. The Operator subsequently requested further identification and banking documentation from the customer.

During its review of the documents provided, the Operator identified irregularities in a number of bank statements, including indications that information had been altered or redacted. A subsequent statement contained document properties indicating that it had been modified by a third party who appeared to have a connection to another

wagering account and whose wagering patterns and residential location raised further concerns. The customer declined a request to discuss the concerns by telephone and did not provide an authority allowing the Operator to verify the banking information directly with the relevant financial institution. The Operator consequently suspended the account and withheld the funds, relying on its terms and conditions concerning third-party use of accounts, falsification or tampering with documentation and breaches of its wagering terms.

The Commission was satisfied that the Operator had sufficient grounds to form a reasonable suspicion and had therefore acted in accordance with its terms and conditions. The Commission determined that the Operator was justified in suspending the customer's account and withholding payments.

Disciplinary Action

The Commission may take disciplinary action where Licensees breach laws or licence conditions, provide false information or fail to meet financial obligations.

Actions may include suspending or cancelling licences, amending licence conditions, issuing of warnings, requiring change to business practices or imposing financial penalties.

During the year, the Commission undertook 17 disciplinary actions (19 in 2024-25) to maintain standards and compliance in the wagering sector. All actions related to contraventions of the Act, Codes of Practice, licence conditions or other racing and wagering laws. They arose from compliance monitoring, complaints, self-reporting and investigations by other jurisdictions.

Of the 17 disciplinary actions taken during 2025-26, 8 involved warnings, reprimands or cautions, and 7 involved monetary penalties totalling \$0.5 million (12 actions totalling 0.3 million in 2024-25).

ACTIVITY LEADING TO DISCIPLINARY ACTION	2025-26	%	2024-25	%
Allowing a self-excluded person to wager	1	6%	4	21%
Failure to detect and respond to problem gambling	4	19%	3	16%
Urge to buy	1	6%	1	5%
Failure to record telephone calls	0	0	1	5%
Non-compliance with applicable laws in force in Australia	4	25%	4	21%
Failure to notify of change in business arrangement	0	0	3	16%
Failure to advise of change in premises	0	0	1	5%
Provision of false information to an Inspector	0	0	1	5%
Unauthorised advertising and marketing	0	0	1	5%
Incorrect settlement of wagers	2	13%	0	0
Failure to provide customer activity statements	1	6%	0	0
Deposit limits – pre-commitment tools	1	6%	0	0
Market left open after the event had commenced	1	6%	0	0
Telephone wagers do not meet criteria	1	6%	0	0
Activity statements sent to inactive customer	1	6%	0	0
Total Actions	17	100%	19	100%

Harm Minimisation - Account Prohibition and Closure

Sections 211 and 213 of the *Racing and Wagering Act 2024* provide the Commission with important preventative regulatory powers to address risks associated with unsafe wagering. Under these sections, the Commission may direct a betting exchange or sports bookmaker licensee not to open a wagering account for a specified person, and close the account of any person, where the Commission is satisfied that the person is engaged in unsafe wagering, should be protected from unsafe wagering, or demonstrates little or no understanding of wagering. In exercising this power, the Commission must consider relevant indicators, including whether the person demonstrates a lack of understanding of wagering or the terms and conditions of wagers, whether the person displays behaviours associated with problem gambling, and whether the person has multiple accounts with different licensees.

Together, these provisions allow the Commission to take action to prevent or reduce foreseeable harm, rather than relying solely on disciplinary action after harm has occurred. They are therefore an important component of the Territory's harm minimisation and consumer protection framework.

The exercise of these powers is subject to procedural safeguards and external review. A person affected by a decision under section 211, or a direction under section 213, may apply to the Northern Territory Civil and Administrative Tribunal (NTCAT) for review. The Act also provides for stays in specified circumstances while a review is determined. These review rights provide an important safeguard for affected persons and support confidence that the Commission's preventative regulatory powers are exercised lawfully, fairly and on the basis of appropriate evidence.

The Commission has issued directions to close accounts and prohibit account opening in respect of 5 individuals since these powers were conferred upon the Commission from 1 July 2024.

Guidelines Issued

The Commission issues and publishes practical guidelines to inform and assist Licensees and applicants on actions under the Act. Guidelines assist Operators to understand their obligations and give an indication to Operators and the public about how the Commission will enforce them but are not enforceable in their own right. During the year, two Guidelines were issued:

- GUIDELINE NO. 1/2025 - Premises and Nominee Requirements in the Northern Territory. This guideline clarified requirements for wagering licensees' physical NT premises and nominee arrangements, including requirements for premises to be genuine, dedicated, operational and under the licensee's control.
- GUIDELINE NO. 2/2025 - Terms and Conditions of Wagering. This guideline clarified requirements for licensees' customer terms and conditions, with an emphasis on fairness, transparency, accessibility and plain English, and specified key information that must be provided to customers concerning matters including account management, deposits and withdrawals, customer funds, wagering rules, payouts, promotions, account suspension and termination, and privacy.

Racing Industry Overview

As noted in the Legislative Changes section of this annual report, the Commission ceased to have any involvement in the oversight of the Northern Territory Racing Industry from 22 June 2026 and also ceased our role as the race control body for Greyhound racing from that date.

In order to provide consistent reporting, the Commission has elected to report on the whole of the financial year for the Racing Industry.

Photo courtesy of Greyhounds WA

GREYHOUND RACING

RACE CONTROL BODY

Northern Territory Racing
Wagering Commission
(until 22 June 2026)

Director Racing and Wagering
(from 22 June 2026)

REGISTERED
RACECOURSES **1**

THOROUGHBRED RACING

RACE CONTROL BODY

Thoroughbred
Racing Northern
Territory

REGISTERED
RACECOURSES **6**



Commission Activity as Race Control Body for Greyhound Racing

ACTIVITY LEADING TO DISCIPLINARY ACTION	2025-26	2024-25
Race Meetings	74	77
Races	575	643
Starters	3,349	3,856
Prize Money	\$1.2 million	\$1.3 million
Attendance	7,819	8,167

Beyond overseeing races, Stewards play an active role in educating owners and trainers about their responsibilities, conduct kennel inspections and test greyhounds for prohibited substances, maintaining high standards across the industry in the Territory.

We would like to thank our dedicated Chief Steward and Stewards, who together ensured that greyhound races in the Territory during 2025-26 were conducted fairly, safely, and in accordance with the Rules of Greyhound Racing.



Greyhound Racing Compliance and Enforcement

Testing

Urine samples are routinely collected from a representative sample of greyhounds both before and after races, as well as out of competition.

In 2025-26, a total of 282 swabs were taken, representing 8.42% of total starters.

Samples Taken	2025-26		2024-25	
Negative Samples	279	98.9%	286	99.3%
Positive Samples	3	1.1%	2	0.7%

As a result of the positive swabs, one trainer was suspended for 18 months and nother trainer was disqualified for a total period of 18 months, with 6 months suspended.

Kennel Inspections

Kennel Inspections are conducted for compliance with the Rules of Greyhound Racing and to ensure the welfare of racing greyhounds.

In 2025-26, 40 kennel inspections were conducted (34 in 2024-25), resulting in 2 rectification notices being given to the DGA and the relevant trainers. The rectification notices have since been complied with and the kennels re-inspected with no issues raised.

Greyhound Racing Offences and Penalties

Licensed or registered persons may be sanctioned for breaching the Rules of Greyhound Racing or the Greyhound Australasian Rules; or posing a risk to the integrity, welfare or reputation of greyhound racing. Pending a hearing, Stewards, or the Commission, may suspend licences, restrict greyhound participation, or impose other directions deemed necessary. Penalties for offences include fines, licence suspension or cancellation, and disqualification of greyhounds, with maximum fines set at 100 penalty units.

Breach of Racing Rules

BREACHES INCURRED	2025-26	TOTAL FINES	2024-25	TOTAL FINES
Late scratching	19	\$300	11	\$550
Preparation for racing (late to kennels)	2	\$100	3	\$150
General offences (no catcher)	4	\$200	2	\$100
Weight variation	4	\$200	6	\$300
Greyhound to be free of prohibited substances	33	0	2	\$500
Conduct detrimental to the interests of greyhound racing	6	\$1,400	1	\$1,000
Total	35	\$2,200	25	\$2,600



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Photo courtesy of Darwin Turf Club