

**GAMBLING IMPACT ASSESSMENT:**  
*For Auckland City Council, Manukau City  
Council, North Shore City Council, Waitakere  
City Council, Franklin District Council,  
Papakura District Council, and Rodney District  
Council*

**Part Two: Manukau City data**

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## **1. Manukau City Territorial Authority Data**

**Note:** It is important to read this report in conjunction with the Introduction and Regional Overview report (Part 1).

The following report was commissioned by the seven territorial authorities within the Auckland region to inform the development of their local gambling venue policies required by the recently passed Gambling Act 2003. Under this new Act, territorial authorities have specific responsibilities in relation to consents for “Class 4” gambling venues, i.e. local venues providing either electronic gambling machines (EGMs) or race or sports betting. Prior to drafting their gambling venue policies, the Act requires territorial authorities to conduct an assessment of the social impacts of gambling on their communities.

The current sub-report (Part 2) collates information pertaining to the Manukau City district alone. This information was collected from available sources over a six-week period in November and December 2003. It collates information from databases on population characteristics, the allocation of community benefit funds by the six main EGM trusts, and trends in help seeking for problem gambling within the district. It also summarises feedback from a workshop that sought public views on the future role of the Manukau City Council with respect to Class 4 gambling.

Information on population characteristics was derived from 2001 census information available on line from Statistics New Zealand in relation to the number of local gambling venues and the number of EGMs per “Census Area Unit” (CAU). These concentrations were analysed with respect to demographic variables that included ethnicity, deprivation indices and household income. Data on the distribution of community benefit funding was derived from the six National Gambling Machine Trusts (NGMTs). The systems for collecting data on the proceeds from gambling in Chartered Clubs and on the community benefits distributed from smaller localised societies are not available so the information collated represents only part of the funds distributed. Information on help seeking for problem gambling was derived from two sources; client records from the Gambling Problem Helpline for the period November 1998 to November 2003 and from the Problem Gambling Committee database for personal (face-to-face) counselling for the period 1997 to 2002. Public feedback was collected from one two-hour facilitated workshop that incorporated five focus groups. Members in each focus group were asked discuss their views regarding a standard set of issues regarding the role of territorial authorities on their management of Class 4 gambling. The notes taken from each session were analysed according to themes then clustered into theme categories as presented in this report.

**Note:** For a fuller description of procedures and limitations to data collection methods, please consult the methodology section: Section 1 of the Introduction and Regional Overview Report (Part 1).

## **2. Manukau City**

Manukau City has a population of 283,197. Its growth rate of 11.4% is the second highest in the Auckland Region. 27% of people in Manukau are under 15 years of age compared with 22.9% of people in Auckland Region. Slightly higher proportions of people in Manukau said they belonged to the Maori (16.5%) and Asian ethnic groups (15.1%) than for the Auckland Region as a whole (11.6% and 13.8% respectively). The Manukau population contains a much higher proportion of Pacific people (26.9%) than the Auckland Region as a whole (14%).

The median income of people in Manukau City is \$19,000 compared to \$21,100 for the Auckland Region.

Manukau City has 90 Class 4 gambling venues and a total of 1172 machines. There is one machine per two hundred and forty-two Manukau City residents (all ages). Of the non-club venues, twenty-six operate machines (376) owned by the six trusts that make up the National Gaming Machine Trusts and forty-one operate machines (577) owned by other trusts and societies. Twenty-three clubs operate 219 machines. The average number of machines at club venues is ten and at non-club venues fourteen machines. According to DIA sixteen venues (all non-club) were issued gambling licences after 17 October 2001. There are eleven standalone TAB agencies in Manukau City.

## **2. 1 Census Unit Analysis Summary for Manukau City**

Table 1 below provides overall data on the number of standalone TAB outlets, non-standalone TAB outlets and class 4 venues in Manukau City. It also provides the total number of gambling machines and the population per gambling machine.

**Table 1:** Summary of venues and machines for Manukau City

	<b>Numbers</b>
<b>Standalone TAB Agencies</b>	11
<b>Non-Standalone TABs</b>	16
<b>Class 4 Venues</b>	90
<b>Gambling Machines</b>	1172
<b>Population per Gambling Machine</b>	242

Table 2 below gives a synopsis of the data analysis discussed above for Manukau City, with respect to the concentration of machines in more deprived areas (as measured by the NZDep index), household income, age and ethnicity.

**Table 2:** Summary of gambling machine concentrations by key variables for Manukau City

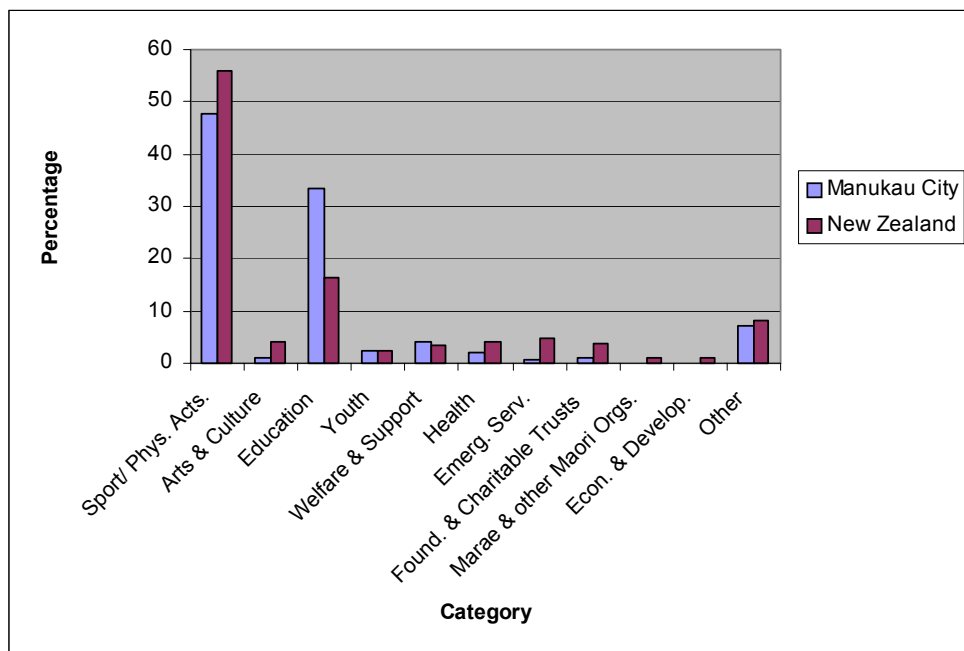
<b>Concentration of Gambling Machines</b>	<b>Likelihood of having high concentrations of gambling machines</b>
• Deprivation	• Areas of high and medium deprivation more likely
• Household Income	• Low income areas more likely
• Age	• Older areas more likely
• Maori	• Less likely
• Pacific	• More likely
• Asian	• More likely

## 2.2 Grant Distribution in Manukau City

It is estimated that of the \$777 million dollars spent nationally on EGMs, \$219 million is spent in the Auckland region. At least \$4.2 million of this money was returned to Manukau City as community funding (as a proportion of the \$28 million provided in grants to the region through the six trusts making up the NGMT).<sup>1</sup>

Overall, Manukau City received a different distribution of funds with more money allocated to Education than the national average (Figure 1). Differences within each trust are discussed below (see Figure 2).

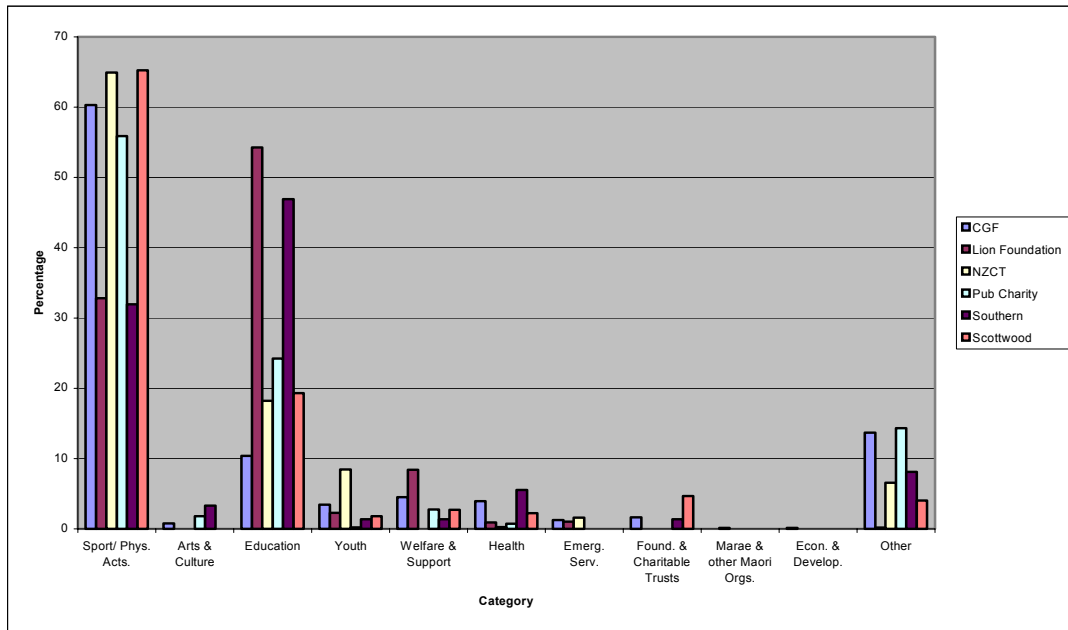
**Figure 1:** The distribution of funds by the National Gambling Machine Trusts within Manukau City and the rest of New Zealand.



<sup>1</sup> Manukau City would in addition have received a (similar) proportion of the estimated \$54 million provided in grants to the Auckland region by local gambling trusts.

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**Figure 2:** Funding allocation to the different categories by each of the National Gambling Machine Trusts operating in Manukau City



**Community Grants Foundation Inc.**

The Community Grants Foundation Inc allocated most of its funding in Manukau City to Sport & Physical Activities (60.31 per cent compared with 55.98 per cent for all of New Zealand). More money was also given to Youth (3.41 per cent vs. 2.32 per cent for all of New Zealand) and Welfare & Support (4.49 per cent compared to 3.30 per cent for all of New Zealand) in Manukau City. Less money was distributed amongst Education, Emergency Services and Foundations & Charitable Trusts than the national average (10.37 per cent vs. 16.44 per cent; 1.24 per cent vs. 4.67 per cent; 1.64 per cent vs. 3.79 per cent respectively).

**Lion Foundation**

The Lion Foundation awarded more of its funds to Education and Welfare & Support in Manukau City than the national average (54.24 per cent vs. 16.44 per cent; 8.39 per cent vs. 3.30 per cent respectively). Fewer funds were allocated to Sport & Physical Activities (32.83 per cent), Health (0.89 per cent), and Emergency Services (1.04 per cent) than for the rest of New Zealand.

**New Zealand Community Trust**

The New Zealand Community Trust allocated funding to six categories, most going to Sport & Physical Activities (64.92 per cent compared with 55.98 per cent for all of New Zealand). Education, Youth and Foundations & Charitable Trusts all received higher funding allocations in Manukau City; Health received less than the national average (0.24 per cent compared with 4.16 per cent for all of New Zealand).

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**Pub Charity Inc.**

Pub Charity Inc. had a very similar distribution of funds to Sport & Physical Activities to the national average (55.89 per cent vs. 55.98 per cent respectively). More money was allocated to Education in Manukau City than the national average (24.24 per cent vs. 16.44 per cent) however, fewer funds were awarded to Youth (0.22 per cent vs. 2.32 per cent) and Health (0.75 per cent vs. 4.16 per cent) compared to the rest of New Zealand.

**The Southern Trust**

The Southern Trust gave a much higher allocation to Education in Manukau City than the national average (46.94 per cent vs. 16.44 per cent); more money was also given to Health (5.53 per cent vs. 4.16 per cent for all of New Zealand). Fewer funds were distributed amongst Sport & Physical Activities (31.95 per cent); Youth, Welfare & Support and Foundations & Charitable Trusts all received 1.38 per cent of the Southern Trusts funds, all less than the national average.

**The Scottwood Trust**

The Scottwood Trust allocated most of its funds to Sport & Physical Activities (65.25 per cent) and Education (19.29 per cent), both higher than the national average. More funds were given to Foundations & Charitable trusts (4.67 per cent compared with 3.79 per cent for all of New Zealand); less money was given to Youth, Welfare & Support and Health than the national average.

## 2.3 Gambling Helpline Data for Manukau City

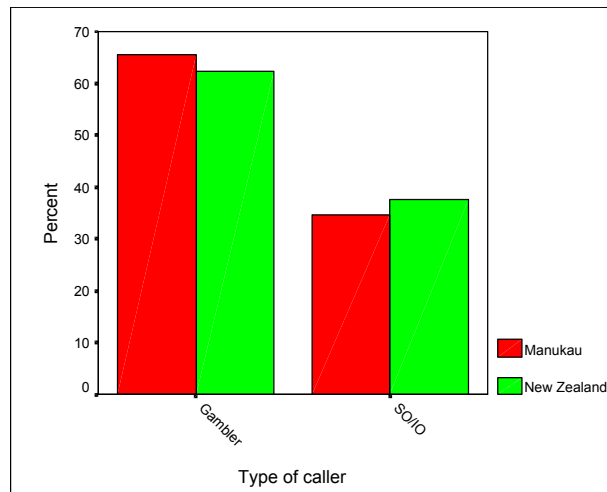
**Note:** To be read in conjunction with the copyright, limitations and disclaimer included in Appendix 1 of Part 1 of this report.

Overall, 1,425 callers (who had called during the operating period from November 1998 to November 2003) were identified as being primarily located within Manukau City<sup>2</sup>. This equates to 1 in every 199 Manukau City residents. A further 18,777 clients were identified as having called from outside this district.

### Type of Caller

Distribution of caller type (Gambler, Significant Other/Interested Other) was fairly even across each location. Overall, 12,636 *gamblers* had called the Helpline: 933 of these were located within Manukau (accounting for 65.5% of Manukau calls), 11,703 were nationwide (accounting for 62.5% of nationwide calls). Just over one third of calls from Manukau were made by a Significant Other/Interested Other (492 calls, accounting for 34.5%). Similarly, 37.7% of nationwide calls were made by a Significant Other/Interested Other (7074 calls). See Figure 3 for details.

**Figure 3:** Gambling Problem Helpline Client Type Distribution - National and Manukau (N=20,202)



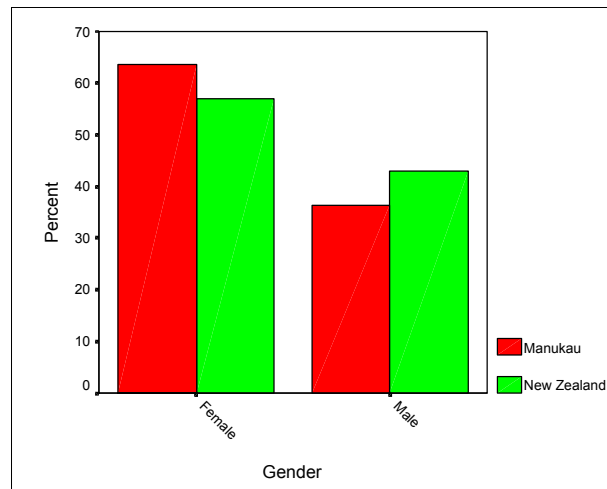
<sup>2</sup>When data was retrieved, callers were categorised as having called from one of two locations: 1. Within the Manukau City District, or 2. Elsewhere in New Zealand (i.e. Outside of the Manukau City District)

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## Gender

Overall, there were slight gender differences according to the origin of call, with the Manukau region having a slightly higher proportion of female callers than nationwide. Of callers to the Manukau region, 63.6% were female and 36.4% were male. For nationwide calls, 57.1% of callers were female and 42.9% were male. See Figure 4 for details. Data regarding gender were unavailable for 468 callers (15 Manukau, 453 nationwide).

**Figure 4:** Gambling Problem Helpline Client Gender Distribution - National and Manukau (N=19,734)

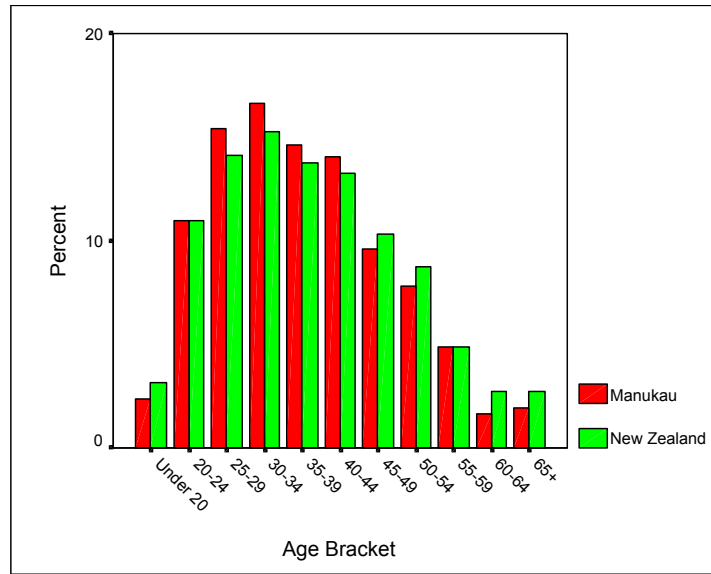


## Age

Callers to the Helpline varied widely in age, however, in general age distributions were fairly similar for both nationwide and Manukau calls. Callers tended to be younger and clearly peaked for both regions in the 30-34 age bracket. However, there were some noticeable differences, there were proportionally more Manukau than nationwide callers from the following age brackets: 25-29, 30-34, 35-39 and 40-44. Conversely, there were proportionally more nationwide than Manukau callers from the following age brackets: Under 20, 20-24, 45-49, 50-54, 60-64 and 65+. Equal proportions were observed for the 55-59 age bracket. See Figure 5 for details. Data regarding age were unavailable for 5435 callers (291 Manukau, 5144 nationwide).

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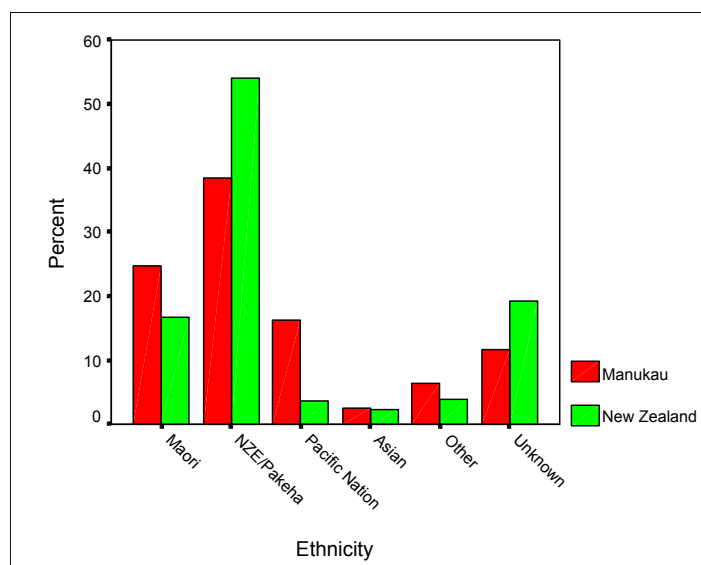
**Figure 5:** Gambling Problem Helpline Client Age Distribution - National and Manukau (N=14,767)



**Ethnicity**

The ethnic distributions varied widely according to location, however regardless of location, the majority of callers were Pakeha: 38.4% of Manukau callers compared with 54% nationwide. Differences between the proportions of Maori and Pacific Nation callers from the different regions were also particularly noticeable: almost a quarter (24.6%) of Manukau callers were Maori compared with 16.8% nationwide, and more than four times the proportion of Pacific Nation callers was observed in Manukau (16.3%) than nationwide (3.7%). Greater proportions of Other and Asian callers were also recorded for Manukau than nationwide, while the opposite was observed for Unknown ethnicity. See Figure 6 for details.

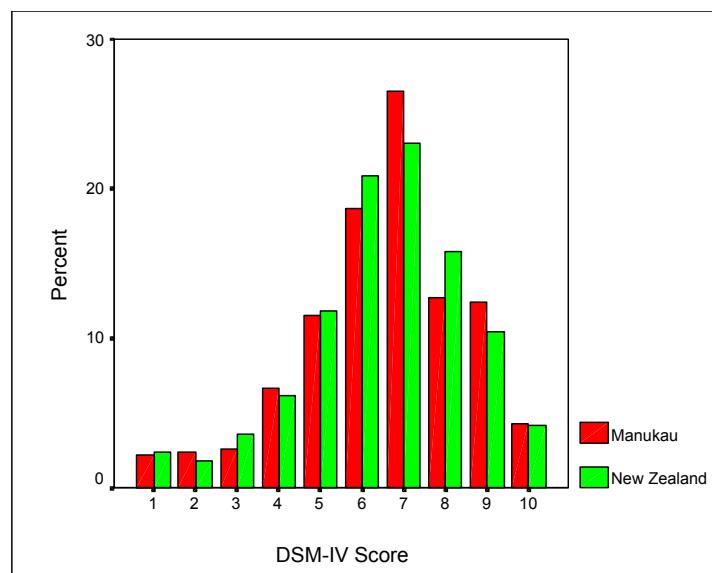
**Figure 6:** Gambling Problem Helpline Client Ethnic Distribution - National and Manukau (N=20,202)



### Problem Gambling Diagnostic Scores

The DSM-IV consists of a set of standardised criteria used internationally to identify mental health disorders including problem gambling and pathological gambling. The overall distributions for DSM-IV scores were similar regardless of location. From Manukau, 9.3% of callers had a score of 3-4 (thus fulfilling the criteria for problem gambling), compared with 9.8% of nationwide callers. Exactly the same proportion (86.2%) of callers from each region had a score of 5+ (thus fulfilling the criteria for pathological gambling). However, there were several differences in the distributions according to the origin of call. In particular, a higher proportion of Manukau than nationwide callers peaked with a score of 7 (26.6% Manukau, 23.1% nationwide) or 9 (12.4% Manukau, 10.4% nationwide). Conversely, a higher proportion of nationwide callers (15.8%) scored 8 than those from Manukau (12.7%). Data concerning this variable were only available for a relatively small proportion of callers, 418 from Manukau and 4,546 nationwide. See Figure 7 for details.

**Figure 7:** Gambling Problem Helpline Client DSM-IV Score Distribution - National and Manukau (N=4,964)

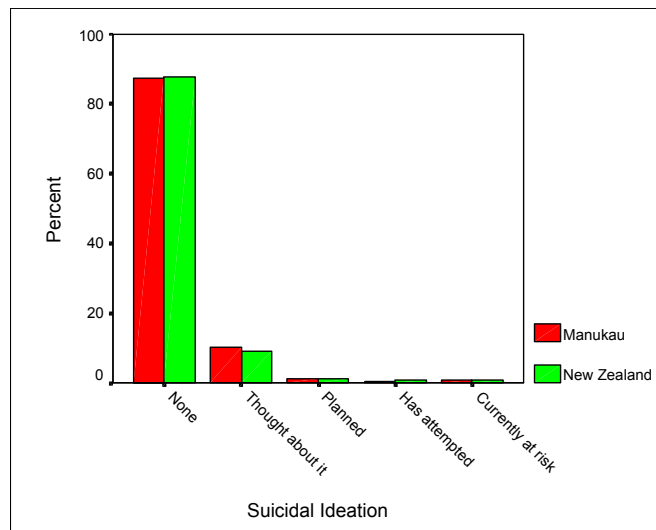


### Suicidal Thinking

Figure 8 illustrates the distribution of those who acknowledged they were having suicidal thoughts as recorded by the Helpline. It can be seen that the distributions are very similar, with 87.4% of Manukau callers and 88% of nationwide callers indicating that they had no suicidal ideation. Overall, more Manukau callers indicated that they had thought about committing suicide than nationwide callers (10.4% compared to 9.1%). Conversely, slightly more nationwide than Manukau callers had planned a suicide attempt (1.2% compared to 1.1%), attempted suicide in the previous 12 months (.8% compared to .5%) and were assessed as currently being at risk (1% compared to .6%). These data pertain to 18479 callers, 1,328 of which originated in Manukau.

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**Figure 8:** Gambling Problem Helpline Client Suicidal Ideation Distribution - National and Manukau (N=18,479)



**Problem Gambling Mode**

Data regarding problem mode were not available for all gamblers who had contacted the Helpline, this information relates to 828 Manukau and 9462 nationwide callers. Overall, the most frequently cited problem mode of gambling was gaming machines. However, there was noticeable variance between the particular breakdown of gaming machine type, approximately two-thirds (66.5%) of Manukau callers cited non-casino gaming machines as their problem mode, compared with 78.4% nationwide. Conversely, the proportion of Manukau callers citing Casino gaming machines (19.8%) was twice that of the nationwide proportion (9.7%).

Furthermore, the proportion of Manukau callers citing Casino Tables (5.3%) was higher than nationwide (3.0%). Therefore, Casino based modes of gambling accounted for the problem mode of 25.1% of Manukau callers compared with 12.7% nationwide.

Regardless of location, the proportions citing Track betting, Other & Multiple, Sports Betting and Keno were fairly evenly distributed. See Table 3 for details. Some modes of gambling were included within the Other & Multiple category due to small numbers.

**Table 3:** Gambling Problem Helpline Client Problem Gambling Mode Distribution - National and Manukau

	<b>Manukau (%) N=828</b>	<b>New Zealand (%) N=9,462</b>
Non-Casino Gaming Machines	66.5	78.4
Casino Gaming Machines	19.8	9.7
Track Betting	6.3	6.4
Casino Tables	5.3	3.0
Other & Multiple	1.3	1.6
Sports Betting	0.7	0.7
Keno	0.0	0.1

## 2.4 Personal Counselling Data for Manukau City

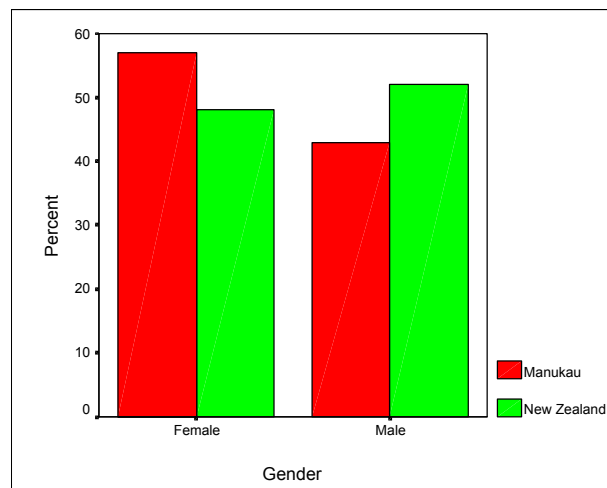
**Note:** To be read in conjunction with the limitations included in Section 4.7 of Part 1 of this report.

Overall, 4,996 records were accessed and analysed for people who attended face to face gambling counselling services between 1997 and 2002<sup>3</sup>, 419 of these clients resided in Manukau City<sup>4</sup>.

### Gender

The gender ratio of clients in Manukau was noticeably different to that of nationwide clients: 57% were female (compared to 48% nationally), 43% were male (compared to 52% nationally). See Figure 9 for details. Data regarding gender were unavailable for two nationwide clients.

**Figure 9:** Personal Counselling Gender Distribution - National and Manukau (N=4,994)



### Ethnicity

Regardless of location, Pakeha accounted for the majority of clients. However, the distributions varied greatly according to location: 34.4% Manukau compared with 49% nationwide. There were also large differences between the proportions of Pacific Nation (17.2% compared with 7.6% nationwide) and Asian clients (8.4% compared with 5.6% nationwide) with both groups having more representation in Manukau. The proportions of Maori clients were fairly similar, with 21.7% in Manukau compared with 20.5% nationwide. There were also differences in the proportions of clients from unspecified (8.8% compared with 10.5% nationwide) and Other (9.5% compared with

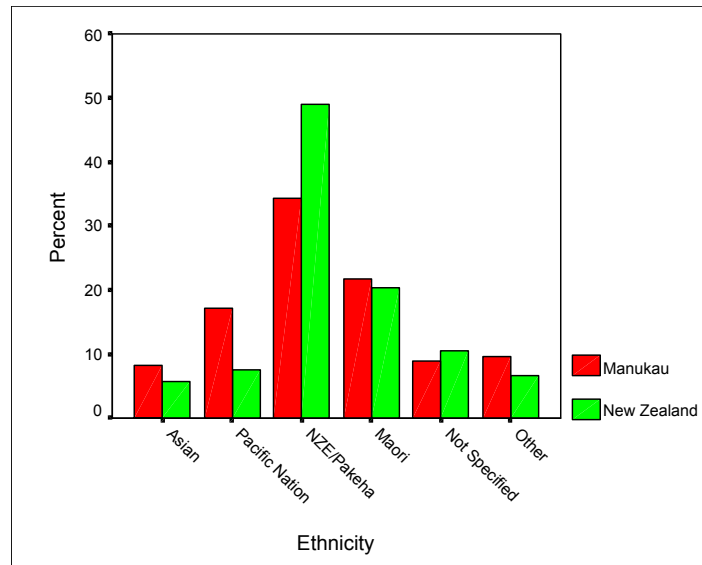
<sup>3</sup>These represented approximately 50% of all the clients who received face-to-face gambling counselling during the 1997-2002 period

<sup>4</sup>When data was retrieved, clients were categorised as residing in one of two locations: 1. Within the Manukau City District, or 2. Elsewhere in New Zealand (i.e. Outside of the Manukau City District)<sup>1</sup>

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6.7% nationwide) ethnic groups. See Figure 10 for details. No data regarding ethnicity were available for four nationwide clients.

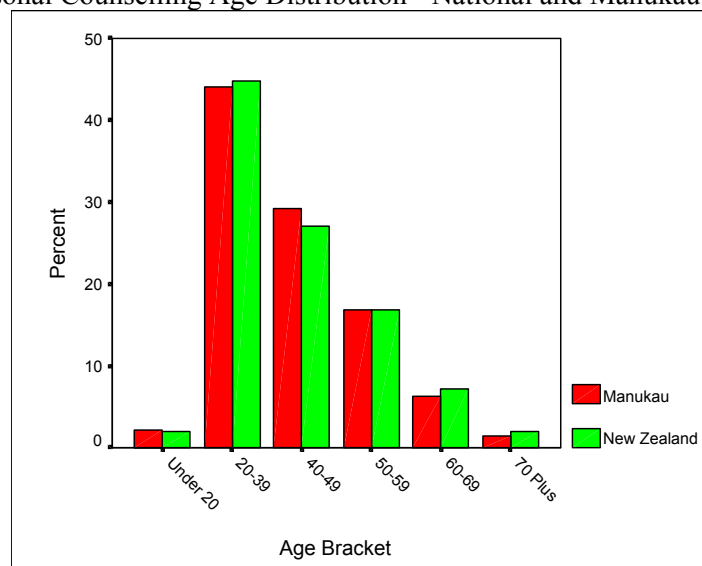
**Figure 10:** Personal Counselling Ethnic Distribution - National and Manukau (N=4,992)



**Age**

Regardless of location, clients tended to be younger, and clearly peaked within the 20-39 age bracket (35.1%, compared with 37.6% nationwide). Almost one quarter were aged between 40-49 (23.2% for Manukau, compared with 22.8% nationwide) and further substantial proportions were observed for the 50-59 bracket (13.4% for Manukau, compared with 14.2% nationwide). Relatively small proportions were aged Under 20 (1.7% for both Manukau and nationwide), 60-69 (5% for Manukau, 6% nationwide) and 70 Plus (1.2% for Manukau, 1.6% nationwide). See Figure 11 for details. There was no information pertaining to age for 86 Manukau and 732 nationwide clients.

**Figure 11:** Personal Counselling Age Distribution - National and Manukau (N=4,178)



## **2.5 Summary of Workshop Data for Manukau City**

The following summarises data gathered from the workshop focus groups that were held in Manukau City.

A semi-structured discussion guideline utilising six open-ended questions was developed, to effectively facilitate discussion within the specified time frame.

### **Question 1: What are the positive aspects (benefits) and negative aspects (costs) of restricting the number of poker machines allowed in bars and clubs?**

#### ***Community***

Restricting EGMs to nine per venue ensures that adequate benefits remain within the community and it may also maintain the viability of sports clubs. However, it was cited that this does not benefit Pacific peoples although identified as six times more at risk of developing problem/pathological gambling behaviour. Negative gambling related harms for low-income people with disabilities were mentioned.

The overall negative impact on the Manukau community was stated and it was considered a fallacy that sports clubs would die because of less community funding. A general concern emerged in regard to the distribution of funds or lack thereof within lower socio-economic communities.

#### ***Industry***

Underlying positive aspects included the appeal and increasing demand for venues currently operating and restrictions ensure easier methods of policing.

The reduction in community funding was cited as a negative aspect as was the loss of employment for both industry and community groups. It was suggested that problem gamblers would travel out of Manukau to other venues thus impacting on one's travelling distance. Restricting the numbers of EGMs was not considered an effective means of reducing gambling.

#### ***Mixed***

Restricting the number of EGMs was considered a positive measure of control for the growth of gambling in lower socio-economic areas. One of the emergent ideas encompassed how many EGMs would be acceptable per venue. Some participants agreed that fewer machines would reduce negative social impacts and an ideal nil EGMs per venue was noted. Others cited status quo (nine EGMs) as acceptable for business productivity and viability, and would refrain from supporting further restrictions.

On the negative aspects, Mixed agreed that fewer than nine EGMs per new venue would risk the financial viability of businesses in conjunction with reduced benefits to the business and local community. Reductions in community funding impacts on all

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groups receiving funds, particularly trusts dependent on gambling grants. Negative impacts also included the movement of people out of Manukau due to decreased accessibility to EGMs, and also because of decreased entertainment opportunities, particularly within venues in which gambling is not the primary purpose.

***Tangata Whenua***

Tangata whenua supported restricting the number of EGMs per venue to assist in reducing financial hardship and familial violence associated with problem gambling. One negative aspect noted was the current lack of research in this area.

**Summary Question 1a: What might be the (social, economic, cultural, environmental) impacts of more/fewer/same number of machines?<sup>5</sup>**

**Social impacts of more EGMs**

***Industry***

Industry felt that increased employment and business opportunities would occur.

***Tangata whenua***

It was cited that this would increase opportunities to gamble and plausibly result in increased negative gambling-related harms such as the neglect and abuse of children. It would also contribute to increasing the prevalence of addictive behaviours within Manukau.

**Social Impacts of the same number of EGMs**

***Industry***

Industry stated that Manukau is currently below the national average.

***Mixed***

It was stated that a small percentage of problem gamblers are responsible for the proposed restrictions on the entire population, therefore current restrictions on the number of EGMs are adequate. It was also stated that certain gambling venues are able to increase the number of EGMs on site through amalgamation. It was suggested that these types of venues be restricted. It was also noted that taxes are paid to the government for social service provision. It must be acknowledged that the primary purpose of trusts is not to subsume government responsibility.

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<sup>5</sup> Manukau Mixed: The Act legislates a restriction therefore more EGMs is a non-issue

***Tangata Whenua***

Tangata whenua felt that status quo should remain.

**Social Impacts of fewer EGMs**

***Industry***

Industry identified underage gambling as a result of increased Internet use and the movement of people to other areas with more EGMs. They felt that limitations impede on the public's freedom of choice.

***Mixed***

Two things were noted: local funds will be spent elsewhere and gambling is an individual's choice.

***Tangata Whenua***

There would be less community funding.

**Cultural impacts of more EGMs**

***Industry***

Industry noted that increased numbers of EGMs could incur a dilution of funds per machine for venue operators.

**Economic impacts of more EGMs**

***Industry***

It was noted that increased employment and business opportunities impact on community funding.

**Economic Impacts of the same number of EGMs**

***Community***

Community felt that the economic impacts are currently acceptable.

***Industry***

As Manukau is below the national average of EGM per person the current situation is acceptable.

***Mixed***

It is critical that community funding from Manukau gambling venues be directed back into the Manukau community and this must be determined on the basis of each ward. Alternatively, it was noted that money spent on gambling prevents excess loss and negative harm to the community (such as hungry children) through recycled community funds.

### **Economic Impacts of fewer EGMs**

#### *Mixed*

Fewer EGMs will not decrease gambling-related problems as other sites and areas will be in demand and fewer employment opportunities will be available.

### **Environmental impacts of more EGMs**

#### *Tangata Whenua*

More EGMs venues may result in business developments from owners/operators outside of the Manukau area.

### **Question 1b: What are your views on restricting poker machines by location?**

#### *Community*

Locations should be carefully considered and EGMs should not be located near family oriented environments such as Hunter's Corner in Papatoetoe as this impacts negatively on residents. Venues should also be restricted in their proximity to liquor outlets and other businesses such as counselling services.

#### *Industry*

It was cited that market demand should determine EGM venue locations, irrespective of high demand in lower socio-economic areas. Community education is necessary for consumer information and informed choice of participation and unlicensed venues and TABs should be restricted.

#### *Mixed*

There is a need for increased (and enforced) control over the primary business of gambling venues. They felt that the current monitoring of licensed venues was questionable and it is logical to employ planning/resource consent and liquor license restrictions. Also noted, was that the proximity of gambling venues to each other should be examined to avoid a 'ghetto-ised' cluster. Restrictions should be placed on the number of gambling venues in conjunction with the number of EGMs, determined on the basis of differential wards within Manukau. It was suggested that market demand and the process of natural selection within each of these areas should determine the location of new sites.

#### *Tangata Whenua*

Although support for restrictions on EGMs by location was evident, it was specified that wider community consultation is necessary with separate opportunities for consultation with Maori. It was noted that the RMA must be accounted for and zoning adhered to particularly with respect to the protection of significant historical/cultural areas (for example, no venues near Marae or Kohanga Reo). A final point was that EGMs should remain within licensed premises.

**Question 1c: What are your views on restricting poker machines per head of population in an area?**

*Community*

Current levels of EGMs are causing too much harm. A restriction per head of population requires the development of a ratio that would be beneficial to all areas.

*Industry*

This is illogical and difficult to implement, as it is likely that void of community consent, EGMs would be reduced in certain areas and increased in others. Certain areas have high population growth whilst others do not.

*Mixed*

It was cited as insignificant, particularly in Manukau with high percentages of lower socio-economic groups. However, implications should be based on a ward basis rather than regional. A local reference group should be developed for consultation on venue licensing.

*Tangata Whenua*

The restriction of EGMs per head of population was considered non- inclusive and non-viable because there is a concentration of venues around high-risk populations. The preferred option was to restrict EGMs by ‘actual’ location of venues.

**Question 1d: What are your views on placing restrictions on TAB locations?**

There was general consensus amongst all Territorial Authority workshop groups that any restrictions placed on TABs should be the same as EGM venues, although some mentioned tighter controls were necessary if EGMs are introduced.

Diversity was apparent and although not everyone agreed, there was a general preference for TABs to not have EGMs and remain horse racing and sports betting venues. One of the major points associated with this question was the feeling that current TABs policing is inadequate and there are no restrictions placed on minors, some suggesting two separate entrances could be used. Furthermore, it was noted that TAB profits are currently sustainable and EGMs would increase profits, as TABs do not give funding back to the community. It was suggested that any policy should specify funds being returned to the community, with a ‘By (specific district) For (specific district)’ perspective.

TAB gambling was also seen to be a different form of gambling from EGMs, attracting different crowds of people and producing insignificant numbers of problem gamblers. It has been in the country for many years now and was not considered a major factor in the proliferation of gambling in New Zealand. There was concern that this form of gambling would fall under the auspices of gambling policy, and mention that it should be looked at separately.

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Some felt that the placement of EGMs in TABs would make them appear ‘shabby’, and EGM use will be disguised. Concerns were raised that EGMs will eventually become the primary business for TABs, following on from comments made regarding the need for more research investigating other gambling forms such as Internet gambling that may be available in TABs, as it is uncertain what effects these forms will have on current TAB operations.

Finally, it was noted that a collaborative transparent process with a reference group within each council should be used to determine new licenses and renewals.

**Question 2: What are the positive aspects (benefits) and negative aspects (costs) of restricting or keeping poker machines to/in particular types of venues?**

***Community***

Restrictions enable manageable age monitoring but this is considered harmful for clubs.

***Industry***

Support was given to the restriction of EGMs within licensed venues in order to maintain standards and ensure appropriate monitoring of minors and host responsibility. One negative point was the loss of control.

***Mixed***

It was noted that EGMs should be restricted to registered clubs as host responsibility policies are already established and funding can automatically be distributed within the community. However, these processes require education, audits and transparency. It was also suggested that liquor license monitoring and inspectors be utilised for EGM monitoring. On the negative side, it was noted that venue operators have all the responsibility of problem gambling but no authority (i.e. they have no ability to remove people).

***Tangata Whenua***

These restrictions would control age monitoring and it is imperative that EGMs are not placed in family based centres such as restaurants, dairies, supermarkets; EGMs should only be in gambling venues.

**Summary Question 2a: What impacts (social, economic, cultural, environmental) might there be if machines were in other than licensed premises, e.g. an Internet café, dairy or petrol station?**

Note: There was general consensus in the Manukau Industry and Mixed groups that EGMs should be restricted to licensed premises.

**Social Impacts**

***Community***

Community felt that this would result in increased child abuse and neglect, youth accessibility and proliferation of such forms as Internet gambling.

***Industry***

This will result in a loss of control, a decline in venue standards and increased youth exposure.

***Mixed***

There will be increased availability, accessibility and exposure, in conjunction with less monitoring and control.

***Tangata Whenua***

There is an increased potential for crime and unhealthy lifestyles.

**Economic Impacts**

***Community***

Although there would be increased community funding, it was considered that 'Manukau loses overall'.

***Industry***

There would be increased benefits to the industry, Government and community trusts.

***Mixed***

There will be increased economic interest associated with being a responsible host.

**Positive Cultural Impacts**

Positive cultural aspects were generally considered to be a non-issue by most groups.

***Community***

Community noted negative gambling-related impacts on children, particularly since this age group is exposed to an increasing technology culture.

***Industry***

Negative aspects would be the increased availability for youth and the fact that increased accessibility influences individual choice.

## **Environmental Impacts**

### ***Community***

The negative impacts of prostitution were considered overwhelming. Also, EGMs should not be visible.

### ***Industry***

EGMs should be restricted to the Sky City and pubs; this develops a culture of acceptability. Also EGMs should not be ‘in your face’ and kept out of front windows.

## **Summary Question 2b: What impacts (social, economic, cultural and environmental) might there be if machines were restricted in their proximity to certain facilities such as schools, retirement homes, churches, marae etc?**

## **Social Impacts**

### ***Industry***

This should relate to the District Plan and business operators should not have restrictions placed on them. An existing rights issue was mentioned.

### ***Mixed***

They should not be located near schools.

### ***Tangata Whenua***

EGMs should be kept as far away as possible, with a required distance of 1 kilometre. Also, venues should not be visible; this includes no signage or sandwich boards on the street.

## **Economic Impacts**

### ***Industry***

Industry felt that this is unfair to business operators.

## **Negative Cultural Impacts**

### ***Tangata Whenua***

Tangata whenua felt a negative impact would be the use of cultural icons to advertise and attract customers.

## **Environmental Impacts**

### ***Industry***

Industry felt that this depends on the size of the restriction (for example, 100 – 500 metres) and a negative example given was ‘if a mother drops her children off to kindy and then goes next door to gamble.’

**Question 3: What are the positive aspects (benefits) and negative aspects (costs) of recreational groups receiving funding from gambling?**

*Industry*

Community funding provides sustenance for local groups such as sports, schools, kindergartens, hospitals, hospices, pet-care, elderly support, and small businesses. There is concern about alternative funding if this is reduced.

On negative aspects, it was perceived that too much of the EGM revenue is given to Government. Less EGMs would result in less community funding causing groups to fail. It was also noted, that there is currently a problem with the dispersion of funds.

*Mixed*

Mixed participants felt that sporting and recreational trusts are dependent on gambling grants to keep themselves 'afloat'. Community funding contributes to community spirit and facilities that are available to communities.

Costs of this situation were the fact that communities and individuals pay taxes for social services so trusts should not have to take on this responsibility through EGM community funding. It was further noted that applications forms for community funds are not accessible nor are all members of the community aware of them. It is necessary for fund recipients to be identified publicly, and that the allocation of funds be transparent. It was then noted that there is a difficulty for Trusts dispersing funds, as they are unable to promote trust money that is available.

*Tangata Whenua*

Sports clubs are mainly male dominated domains associated with alcohol consumption, which is associated with drink driving. Furthermore, clubs encourage member to utilise their facilities including gambling facilities, which limit time spent together as families.

**Question 4: What are the positive aspects (benefits) and negative aspects (costs) of host responsibility programmes by venues?**

*Industry*

Host responsibility programmes will control drunk driving and under-age gambling, it is therefore dependent on the social and moral obligations of the operator. The Industry felt that the current liquor licensing controls are ideal to utilise. A negative aspect is the cost of compliance.

*Mixed*

Host responsibility programmes must include regulations such as a timeout period when venue operators shut machines down for 15 minutes every 2 hours. Control is important and there should be the authority to act when a problem gambler is

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identified. The programme should be standardised across all venues and warnings, information and educational programmes are necessary.

Negative aspects include the fact that hosts have all the responsibility but no authority over the people they are responsible for (i.e. no power to remove people). Also, it is perceived that legislative restrictions are impossible, as venue operators are required to be clinical psychologists though they are unable to provide this (refers to harm minimisation requirements under the Act).

***Tangata Whenua***

A host responsibility programme needs to be effective and wider consultation with local communities is necessary.

They felt changes are dependent on customer self-identifying their own problem which cannot be effectively monitored from venue to venue. It must be highlighted that ‘cups of tea’ are not host responsibility.

**Question 5: What is your vision (or future direction) for gambling in your City?**

***Community***

The Manukau community want EGMs restricted to gambling venues only.

***Industry***

The Manukau Industry group wanted to maintain EGMs in licensed premises and have a level playing field between TABs, clubs and bars. They think there should be a minimal acceptable level of behaviour, which is already in place with current liquor licensing laws, and that gambling should be allowed where the district plan allows liquor licenses.

The industry felt that numbers of EGMs should expand or contract as the population does and that as the gambling business is commercial and demand driven, patrons will decide if the business will survive.

***Mixed***

The mixed Manukau group felt that there should be a consultation process with the local community on applications for venue licenses. They suggested a council reference/steering group/committee that was representative of the community and the industry that decided on the issuing of new licenses and renewals in Manukau with a focus on proximity to schools and kindergartens.

They discussed the example of Las Vegas, which looks good as a city but the communities on the periphery look like ghettos; in other countries, such as America, the state works with the industry.

Some of the members of the mixed groups wanted nil growth, including TABs, and felt that the central government policy needed to get it right. Others in this group wanted no further restrictions on EGM numbers because they felt this did not impact

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on problem gambling. They would like a design change in the actual machines. They think that machines should be kept in pubs because of the restrictions already in place due to licensing (e.g. 18 years) and to limit the gambling temptation created by EGMs in other places, such as bowling alleys.

They would like the Council to educate about problem gambling and its potential danger, using gambling funds, without removing the freedom of choice for others to gamble. Some of the group thought that the Council did not need to regulate gambling.

***Tangata Whenua***

The Tangata Whenua group wanted venue operators to have a healthy responsible attitude towards the community in their area. They wanted to ensure funds were going to community groups and that host responsibility policies and procedures were developed with community consultation and adhered to.

**Question 6: What are your views on the following possible courses of action re: development of GVP?**

***Community***

The community groups questioned what will happen if the policy is not in place by the March deadline, and who will be in a position to make decisions. They also highlighted the fact that a delay will affect business employment.

***Industry***

Manukau Industry want the policy in place by March and done properly; they do not want a review of the policy in June 2004. They feel that if the GVP is delayed it will affect business and applications for new licenses, with some operators already approved but now having to wait until the policy is in place to know what to do next. The trusts operators also want the policy completed by its due date. Questions arose about who would be in a position to make decisions if the policy is not in place.

***Mixed***

Some of the mixed groups supported an extension if necessary, others wanted it done on time. However, it was acknowledged that it is important to get the legal regulations right or the same process will have to be repeated in three years. They suggested a provisional policy was put in place by March 2004, a skeleton policy for people to work towards and make adjustments over time.

***Tangata Whenua***

Tangata Whenua felt that the time available to the council should be utilised and if it isn't done properly the community will still be able to be involved through action groups. They felt that Manukau City Council had been proactive in the undertaking of the Social Impact Study and consulted many groups; they also mentioned that the policy process being undertaken seemed appropriate. They were curious as to what the penalty would be for a late policy.

### **3. Conclusions for Manukau City**

**Note:** A fuller description of conclusions and recommendations relevant to Manukau City is provided in Section 4 of the Introduction and Regional Overview Report (Part 1).

A major obstacle to forming a picture of gambling in Manukau City is the absence of data sources to monitor social and economic impacts. For example, while data is presented around distribution of grant money by the six large national trusts, it excludes a substantial (well over half of the overall total) amount of money that is distributed by local clubs and trusts. Furthermore there are no readily available sources to track expenditure on gambling within the district (i.e. the amount of money spent by gamblers in each territorial authority or regionally), there is no readily available data on economic benefits such as job creation, or data on negative impacts such as rates of bankruptcy or property crime. An appendix in Part 1 of this report (Introduction and Regional Overview) provides an indicator framework which details the types of information that should be routinely collected in the future.

The following lists key observations from the data that was available regarding gambling in Manukau City:

- The concentration of EGMs and EGM venues is consistently higher in areas of lower household income and in areas of medium and high economic deprivation.
- Higher concentrations of EGMs occur in areas of Manukau City with higher numbers of older, Pacific and Asian peoples. Lower concentrations occur in areas with more Maori.
- Because of the wide range of organisations receiving funding, it is not possible to judge the equity of the distribution of community benefit funds from EGM gambling. However, analysis of grants by the six main national trusts suggest that of the \$2.3 million they distributed last year in Manukau City, approximately 48 percent goes into sports and physical activities; and about 33 percent to education, with the remainder being distributed amongst 9 other categories, including an “other” category. The distribution to sports and physical activities is lower than averages across the whole of New Zealand and higher for education.
- Eighty six percent of first time callers to the Gambling Problem Helpline identified EGMs as their primary mode of gambling, and 25 percent identified casino tables or casino EGMs as their primary mode.
- The largest proportion of those seeking help for their gambling on either the Gambling Problem Helpline or face-to-face counselling services fell between the ages of 20 and 39. The gender ratio was more female than national figures with 64 percent female for the Helpline and 57 percent female for personal counselling. Higher rates than nationally were recorded to both types of services for Pacific, Maori and Asian clients.

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- Views expressed during the workshops were divided between those who pointed out the benefits to community organisations from the proceeds from gambling versus those concerned about reducing the negative social and economic impacts of more gambling.

In the development of the Draft Gambling Venue Policy for Manukau City, the Territorial Authority needs to consider the following issues specific to the district:

That consideration is given to the impacts on special populations within Manukau City, particularly given the higher proportions of Maori, Pacific and Asian peoples and their specific needs and issues regarding gambling.

That consideration is given to the likely negative and positive impacts of increasing, decreasing or maintaining the status quo of venues/machine numbers particularly in relation to their higher concentration in areas of lower household income.