

**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: North Shore City data**

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## **1. North Shore 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 North Shore 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 North Shore 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 in the Introduction and Regional Overview Report (Part 1).

## **2. North Shore City**

North Shore City has a population of 184,821 representing growth of 7% since the 1996 census. 10.9% of people are aged 65 and over compared with 10% of people in the region.

6.7% of people in North Shore City said they belong to the Maori ethnic group compared to 11.6% of people in the Auckland Region. The percentage of Pacific people is lower than for the Region (3.3% compared to 14%) while the percentage of Asian people living in North Shore City is similar to that for the Auckland Region (12.7% compared to 13.8%).

The median income for people in North Shore City is \$23,300, the highest for the Auckland Region (\$21,100).

North Shore City has 48 Class 4 gambling venues and a total of 667 gambling machines. There is one machine per two hundred and seventy-seven North Shore City residents (all ages). Twenty-one venues operate machines (342) owned by the six trusts that make up the National Gaming Machine Trusts. Thirteen venues operate machines (209) owned by other trusts and societies. Fourteen clubs operate the remaining 116 machines. The average number of machines at club venues is eight, and at non-club venues sixteen machines. According to DIA six venues (all non-club) were issued gambling licences after 17 October 2001. There are three standalone TAB agencies in North Shore City.

## **2.1 Census Unit Analysis Summary for North Shore City**

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

**Table 1:** Summary of venues and machines for North Shore City

	<b>Numbers</b>
<b>Standalone TAB Agencies</b>	3
<b>Non-Standalone TABs</b>	13
<b>Class 4 Venues</b>	48
<b>Gambling Machines</b>	667
<b>Population per Gambling Machine</b>	277

Table 2 below gives a synopsis of the data analysis discussed above for North Shore 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 North Shore City

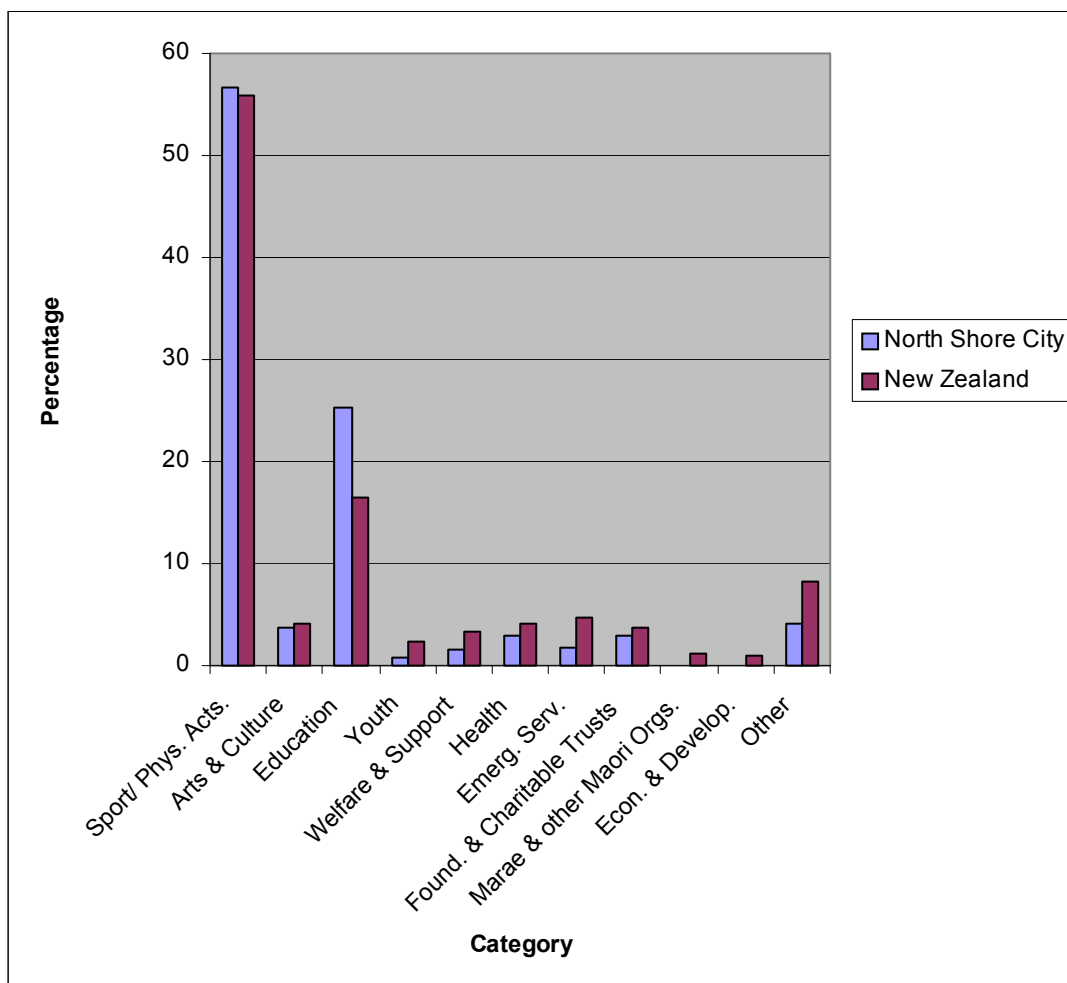
<b>Concentration of Gambling Machines</b>	<b>Likelihood of having high concentrations of gambling machines</b>
• Deprivation	• No areas of high deprivation
• Household Income	• Low income areas more likely
• Age	• Younger areas more likely
• Maori	• Less likely
• Pacific	• Less likely
• Asian	• Less likely

## 2.2 Grant distribution in North Shore 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 North Shore 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>

When the total amount of money awarded to North Shore City was compared with the national average only Education organisations received more funding (Figure 1).

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

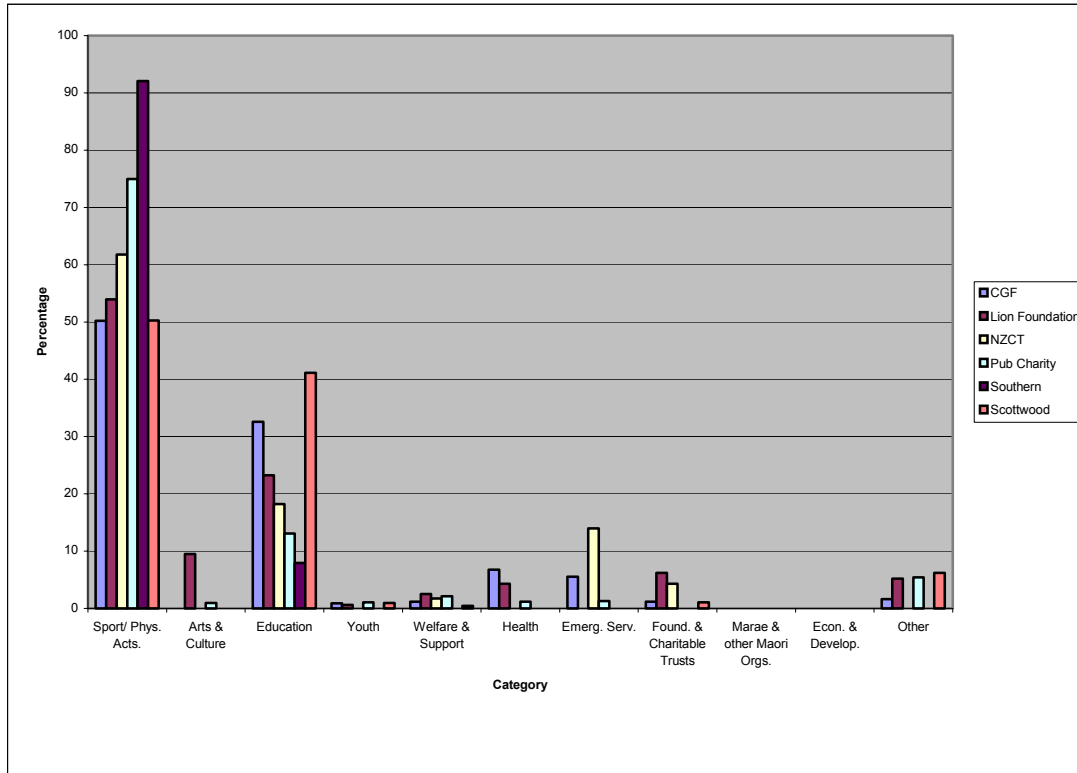


<sup>1</sup> North Shore City would in addition have received a (similar) proportion of the estimated \$54 million provided in grants to the Auckland region by local gambling trusts.

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The individual trusts had some differences in their allocations of funds to North Shore City as discussed below (see Figure 2).

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



**Community Grants Foundation Inc.**

Educational organisations in North Shore City received twice as much funding as the rest of New Zealand (32.58 per cent vs. 16.44 per cent); more money also went to Health and Emergency Services (6.78 per cent and 5.52 per cent respectively). Community Grants Foundation Inc allocated fewer funds to Youth (0.87 per cent compared with 2.32 per cent nationally), Welfare & Support organisations (1.19 per cent compared with 3.30 per cent nationally) and Foundations & Charitable Trusts (1.16 per cent vs. 3.79 per cent).

**Lion Foundation**

The New Zealand Community Trust gave 23.26 per cent of its funds to Education in North Shore City, more than the national average of 16.44 per cent. More money was also received by Arts and Culture (9.49 per cent vs. 4.09 per cent) and Foundations & Charitable organisations (6.22 per cent compared with 3.79 for all of New Zealand). Less money was awarded to Youth (0.63 per cent vs. 2.32 per cent) and Welfare & Support (2.53 per cent vs. 3.30 per cent).

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**New Zealand Community Trust**

The New Zealand Community Trust awarded 93.99 per cent of its funds to three categories in North Shore City: 61.78 per cent went to Sport & Physical Activities compared to 55.98 per cent for all of New Zealand, Education received 18.21 per cent (16.44 per cent nationally) and Emergency Services were allocated 14.00 per cent (4.67 per cent across the whole of New Zealand).

**Pub Charity Inc.**

Almost three-quarters of the funds Pub Charity Inc. allocated to North Shore City went to Sport & Physical Activities (74.94 per cent) much higher than the national average of 55.98 per cent. As a result less money was awarded to Educational groups (13.06 per cent), Youth (1.04 per cent), Welfare & Support (2.11 per cent), Health (1.17 per cent) and Emergency Services (1.30 per cent).

**The Southern Trust**

The Southern Trust gave a massive percentage of its funding to Sport & Physical Activities in North Shore City: 92.06 per cent compared with 55.98 per cent for all of New Zealand. This reduced allocations in all other areas; Education received the remaining 7.94 per cent (16.44 per cent for New Zealand).

**The Scottwood Trust**

The Scottwood Trust allocated most of its funds to Sport & Physical Activities (50.25 per cent vs. 55.98 per cent nationally) and Education (41.12 per cent), a much higher level of funding for Education than the national average of 16.44 per cent.

## 2.3 Gambling Helpline data for North Shore City

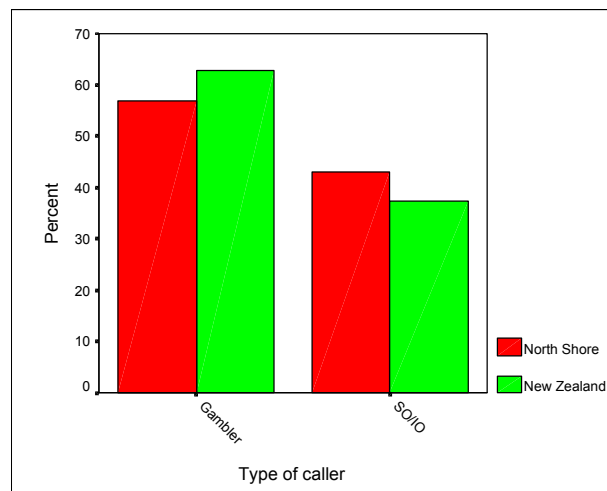
**Note:** To be read in conjunction with the copyright, limitations and disclaimer included in Appendix 1 of Part 1 of this report.

Overall, 582 callers (who had called during the operating period from November 1998 to November 2003) were identified as being primarily located within North Shore City<sup>2</sup>. This equates to 1 in every 318 North Shore City residents. A further 19,620 clients were identified as having called from outside this district.

### Type of Caller

Regardless of location, proportionally more gamblers than significant others/interested others called the Helpline. However, there was a lot of variance in the distribution of caller type according to the origin of call: 56.9% of callers from North Shore were gamblers (compared with 62.7% nationwide) and 43.1% were significant others/interested others (compared with 37.3% nationwide). See Figure 3 for details.

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



### Gender

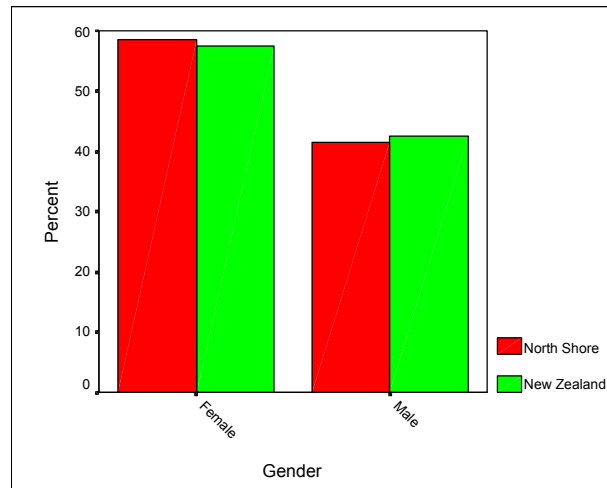
Regardless of location, proportionally more females than males called the Helpline. However, some differences were observed according to the callers location, for the North Shore, 58.6% were female (compared to 57.5% nationwide) and 41.4% were

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

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male (compared to 42.5% nationwide). See Figure 4 for details. Data on gender was missing for five North Shore callers and 463 nationwide callers.

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



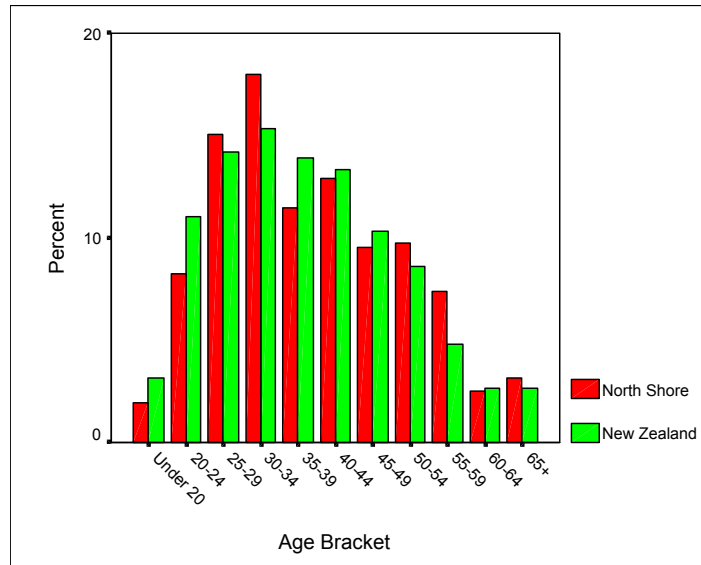
### Age

Callers to the Helpline varied widely in age, however in general, distributions were similar for both North Shore and nationwide callers. Callers tended to be younger and peaked at the 30-34 age group (however North Shore's peak was particularly pronounced - 18% compared with 15.3% nationwide).

There were several other noticeable differences in the distributions, 15% of North Shore callers were aged 25-29 (compared with 14.2% nationwide) and there was a lot of variance in the 35-39 age group: 11.4% North Shore compared with 13.9% nationwide). There were comparatively fewer North Shore than nationwide callers in the following age brackets: Under 20, 20-24, 35-39, 40-44, 45-49, and 60-64. Conversely, there were proportionally more North Shore than nationwide callers in the age groups: 25-29, 30-34, 50-54, 55-59 and 65+. See Figure 5 for details. Age data were missing for 5435 clients (110 North Shore, 5,325 nationwide).

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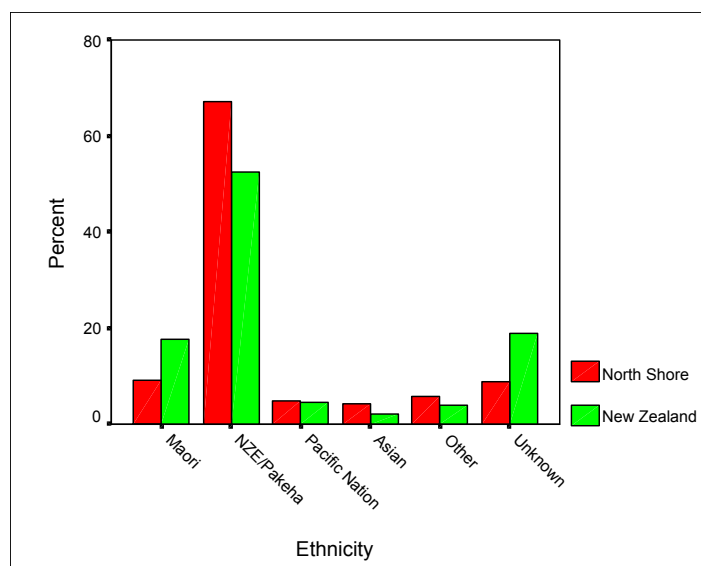
**Figure 5:** Gambling Problem Helpline Client Age Distribution - National and North Shore (N=14,767)



**Ethnicity**

Regardless of location, Pakeha made up the majority of callers followed by Maori. However, a number of differences were observed with regards to the ethnic distribution of nationwide and North Shore callers. Proportionally the North Shore had substantially more callers of Pakeha (67.2% compared with 52.4% nationwide), Pacific Nation (4.8% compared with 4.6% nationwide), Asian (4.3% compared with 2.3% nationwide) and Other (5.7% compared with 4.1% nationwide) ethnicity. More than twice as many nationwide (19%) than North Shore (8.9%) callers were classified as Unknown. See Figure 6 for details.

**Figure 6:** Gambling Problem Helpline Client Ethnic Distribution - National and North Shore (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. Overall, data regarding DSM-IV scores were available for 44% (146) of the gamblers who had called the Helpline from within the North Shore, and 39% (4818) of nationwide callers. However, there were some differences between the distribution of North Shore and nationwide DSM-IV scores: 10.3% of North Shore callers could be classified as ‘problem gamblers’ (scored 3 or 4), compared with 9.6% of nationwide callers, and 87% of North Shore callers could be classified as ‘pathological gamblers’ (gained a score of 5 or more), compared with 86.1% of nationwide callers.

### **Suicidal Thinking**

There were some regional differences regarding clients who acknowledged having suicidal thoughts. For example, 89% of North Shore callers had not disclosed any suicidal ideation, compared with 87.9% of nationwide callers. Slightly more North Shore callers (9.9%) had thought about committing suicide than nationwide callers (9.2%). Conversely, noticeably more nationwide callers (2.9%) had either planned, attempted in the last 12 months, or were currently at risk, than North Shore callers (1.2%). These data relate to 535 North Shore and 17,944 nationwide callers.

### **Problem Gambling Mode**

Data regarding problem mode were not available for all gamblers who had contacted the Helpline, this information relates to 296 North Shore and 9994 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, 59.8% of North Shore callers cited non-casino gaming machines as their problem mode, compared with 78% nationwide. Conversely, the proportion of North Shore callers citing Casino gaming machines (23.3%) was more than twice that of the nationwide proportion (10.2%).

Furthermore, the proportion of North Shore callers citing Casino Tables (8.4%) was much higher than nationwide (3.1%). Therefore, Casino based modes of gambling accounted for the problem mode of 31.7% of North Shore callers compared with 13.4% nationwide.

There were also noticeable differences with regard to the proportions of Track betting (7.1% North Shore compared with 6.4% nationwide) and Sports betting (0% North Shore compared with 0.7% nationwide). The proportions citing Other & Multiple, Keno and Housie were fairly evenly distributed. See Table 3 for details. Some modes of gambling were included within the Other & Multiple category due to small numbers.

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

	<b>North Shore (%)</b> <b>N=296</b>	<b>New Zealand (%)</b> <b>N=9,994</b>
Non-Casino Gaming Machines	59.8	78.0
Casino Gaming Machines	23.3	10.2
Casino Tables	8.4	3.1
Track Betting	7.1	6.4
Other & Multiple	1.4	1.4
Sports Betting	0.0	0.7
Keno	0.0	0.1
Housie	0.0	0.2

## 2.4 Personal Counselling Data for North Shore City

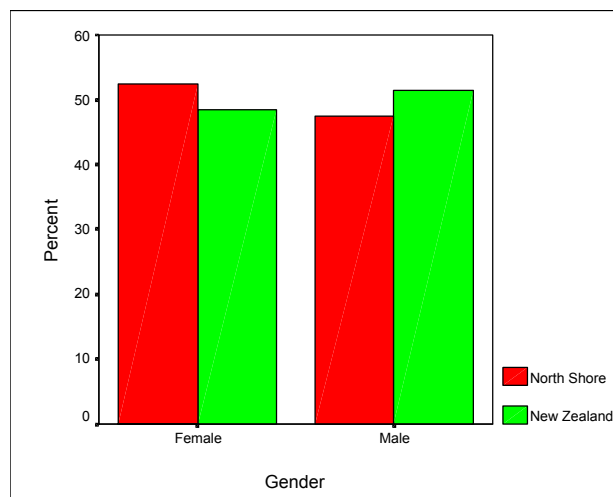
**Note:** To be read in conjunction with the limitations included in Section 4.7 of Part 1 of this report.

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>, 295 of these clients resided in North Shore City<sup>4</sup>.

### Gender

The gender ratio of North Shore clients was noticeably different to that of nationwide clients: 52.5% were female (compared to 48.5% nationally), 47.5% were male (compared to 51.4% nationally). See Figure 7 for details. Data regarding gender were unavailable for two nationwide clients.

**Figure 7:** Personal Counselling Gender Distribution - National and North Shore (N=4,994)



### Ethnicity

Regardless of location, Pakeha accounted for the majority of clients. However, the distributions varied greatly according to location: 63.4% North Shore compared with 46.8% nationwide. Substantial differences were also observed between the proportions of Maori (10.8% North Shore compared with 21.2% nationwide), Pacific Nation (3.4% compared with 8.7% nationwide), Asian (9.2% compared with 5.6% nationwide) and Other (3.4% compared with 7.2% nationwide) clients.

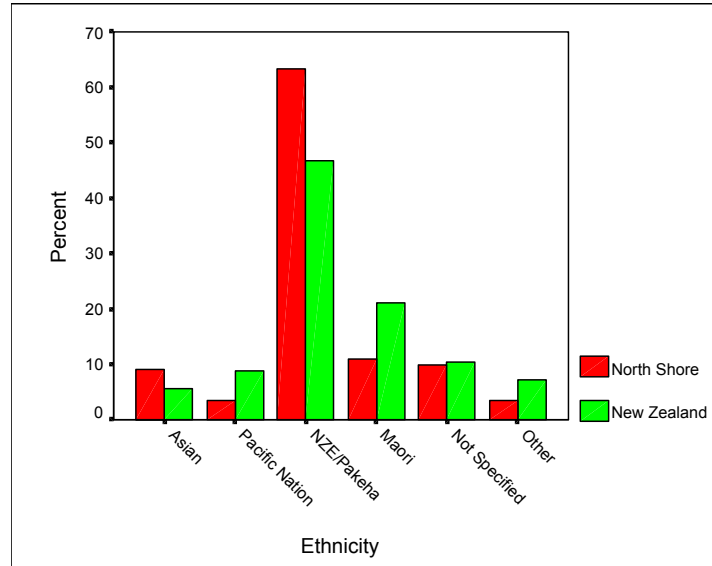
<sup>3</sup>These represented approximately 50% of all the clients who received face-to-face gambling counselling during the 1997-2002 period

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

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There were also differences in the proportions of clients from unspecified ethnic groups (9.8% compared with 10.4% nationwide). See Figure 8 for details. No data regarding ethnicity were available for four nationwide clients.

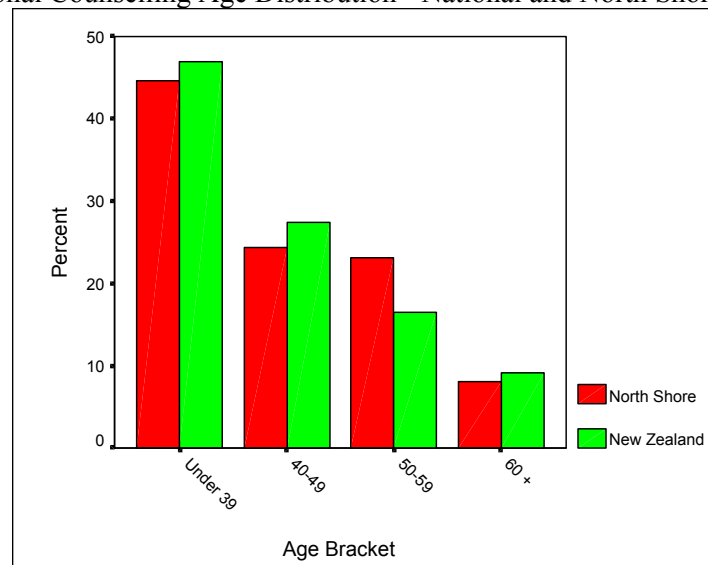
**Figure 8:** Personal Counselling Ethnic Distribution - National and North Shore (N=4,992)



**Age**

Overall, the age distributions were fairly similar regardless of location. The majority of clients were relatively young - aged 39 or under (44.5%, compared with 47% nationwide). Substantial variance was also observed with regards to the other age groups: 40-49 (24.4% North Shore, 27.5% nationwide), 50-59 (23.1% North Shore, 16.5% nationwide) and 60 or over (8% North Shore, 9.1% nationwide). See Figure 9 for details. Some age groups were combined due to small cell numbers and there were no available details regarding age for 57 clients (57 North Shore and 3,940 nationwide).

**Figure 9:** Personal Counselling Age Distribution - National and North Shore (N=4,178)



## **2.5 Summary of Workshop Data for North Shore City**

The following summarises data gathered from the workshop focus groups that were held in North Shore 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***

The Community group argued that restricting the number of EGMs was not as important as restricting the number and types of venues. It was also considered imperative that there be a variety of recreational venues that do or do not have EGMs available; gambling must not be primary business.

No social negatives were cited, however commercial negatives for businesses were acknowledged.

#### ***Industry***

Industry expressed few positives for restricting the numbers of EGMs, apart from the statement that this will gratify those lobbying for problem gambling.

Industry considered that a limit on the number of EGMs would result in less community funding and less employment opportunities. Current restrictions are considered to place bars and clubs in the North Shore in an unviable proposition, particularly those who must reduce their current number of EGMs under the Act. A negative impact was the displacement of local people to uncontrolled venues or environments who offered more EGMs with the potential for increased drink driving.

#### ***Mixed***

The mixed group thought a positive aspect would be improved dispersion and competition between trusts and noted there would be more control on growth.

One of the main negative aspects may be an increase in the number of sites as well as reduced community funding. The lack of possible alternatives was noted. Other negatives included the impacts of problem gamblers moving to gambling venues outside of the North Shore and also the potential for reduced availability to develop black market or illegal gambling.

**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 the more EGMs**

***Community***

Community felt that increased isolation, dependency and other negative gambling-related harms for individuals and families such as loss of assets would eventuate if the numbers of EGMs increased.

***Industry***

Industry thought that increasing numbers goes with increased opportunities for employment and community funding. As well this provides the basis for appropriate research on problem gambling in New Zealand.

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

***Community***

Community felt that a sustainable restriction on the number of EGMs might not result in the extinction of negative gambling-related harms; instead it was considered that these harms would continue, as the number of EGMs is currently high.

**Social Impacts of fewer EGMs**

***Community***

Community felt that fewer opportunities for community funding might encourage more participation in community based leisure activities. Furthermore, less social acceptability will decrease the prevalence and incidence of problem gambling

***Industry***

Fewer EGMs may make Community groups seek funds from other districts.

***Mixed***

The mixed group thought problem gamblers and funding would migrate to other districts and there would be decreased community funding.

**Cultural impacts of more EGMs**

***Community***

Community stated that the normalization of gambling would increase in conjunction with negative gambling-related problems and affect others such as children.

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<sup>5</sup> NorthShore Industry: Existing differentiation between trusts and operations must be acknowledged

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***Industry***

Industry felt there would be an increase in the impacts on lower socio-economic areas with particularly high populations of Maori and Pacific peoples.

**Cultural Impacts of the same number of EGMs**

***Community***

Community stated that the current levels of familial dislocation would continue and increase within extended familial contexts.

**Cultural Impacts of fewer EGMs**

***Community***

Community cited that fewer EGMs would incur fewer problems (such as familial breakdown) and people will look for alternative social activities and forms of fundraising.

***Mixed***

The mixed group stated that less funding will be available for community groups reliant on this source of income.

**Economic impacts of more EGMs**

***Community***

The possibility of increased levels of crime or fraud within the North Shore was cited, with negative repercussions for the government such as increasing numbers of people in prison. Although Government revenue may increase, the costs of addressing increasing numbers of problem gamblers will also.

***Industry***

The economic impact will be reflected in increased community funding.

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

***Community***

A negative impact would be the loss of family homes and assets and the risk of further deteriorations.

***Industry***

Community funding would remain the same.

***Mixed***

The mixed group noted that the current recycling of community funds will remain and supported the localization of money. Economic restrictions were not supported as it was considered that the economy dictates itself and its own self-control.

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

#### ***Industry***

The Industry felt that fewer EGMs would decrease employment opportunities within the North Shore and that research is required to assess this over time.

#### ***Mixed***

A negative aspect would be less community funding but fewer EGMs would also reduce overheads for the operator.

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

#### ***Community***

Community felt that more EGMs will result in a reduction in other recreational activities, lowering community interaction. Furthermore, possible increases in other business such as Cash Converters and plausibly masseuse parlours will negatively impact on the North Shore environment.

#### ***Industry***

Increased EGMs may lead to clustering and increased signage, which was seen as a negative environmental impact. It was noted that EGM signage is not necessary within licensed premises as people are aware of clubs or pubs selling alcohol.

### **Environmental Impacts of the same number of EGMs**

#### ***Community***

Community felt that in order to prevent further negative environmental impacts the process of introducing new EGM venues into the North Shore should be controlled.

#### ***Mixed***

The mixed group felt that, with the exception of a few, the majority of North Shore venues are currently considered attractive, organized and well run. It was noted that the building/venue standards within this district should be determined by population growth.

### **Environmental Impacts of fewer EGMs**

#### ***Community***

It was noted that fewer EGMs would increase improvements and opportunities within the North Shore environment.

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

#### ***Community***

The Community group advocated gambling free zones within communities.

*Industry*

Industry felt that restricting EGMs to licensed venues was an acceptable location restriction. The differentiation of primary business between licensed and unlicensed venues must be considered for any new applications.

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

*Community*

Community did not support this suggestion, as increasing populations would be problematic in regards to this issue.

*Industry*

Industry felt that harm-minimisation policy and procedure were considered more important than the restricting the number of EGMs.

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

There was general consensus amongst all 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 noted that TABs should not have EGMs and remain horse racing and sports betting venues. One of the major themes associated with this was that TABs current policing is inadequate and there are no restrictions placed on minors. A response to this point was that two separate entrances could be used. Another was that TABs do not give funding back to the community. It was noted that TAB profits are currently sustainable and EGMs would increase profits. Thus, it was noted that any policy should specify funds being returned to the community, with a 'By (specific district) For (specific district)' perspective.

TAB gambling was also cited as a different form of gambling from EGMs, which attracts different crowds of people, and results in insignificant numbers of problem gamblers. It has been in existence for many years now, and thus 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.

It was considered that EGMs placed in TABs would make them appear 'shabby', and EGM use will be disguised. Furthered to suggest that EGMs will eventually become the primary business for TABs. This fits in line with comments made in regard to the need for more research that investigates other gambling forms that may be available

in TABs such as Internet gambling, as it is uncertain what effects this will have on current TAB operations.

Lastly, it was noted that a collaborative transparent process with a reference group within each council should 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***

Community supported restricting EGMs to particular venues. It was cited that gambling should not become a 'passer-by' activity. The idea that reducing accessibility was linked to reducing negative gambling-related problems was considered. Finally, the key issue should relate to intent to attend so if restrictions are placed on venues, this limits exposure and the level of societal norm that already exists. On the negative side of things, restricting EGMs to particular venues may result in the concentration of crime in a particular locality.

***Industry***

Industry supported restricting EGMs to bars and clubs as it was considered a means of controlling access, particularly for minors. Venue operators in certain areas know their communities and patrons, thus community control is increased and problem gamblers will know which bars to avoid. A negative aspect would be the monopoly for the liquor industry.

***Mixed***

The mixed group felt that increased control on minors would be a positive aspect and venues with liquor licenses were appropriate because of long history of successful restriction. On the negative side the compliance of policing venues was questioned and considered uncontrollable.

**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?**

**Social Impacts**

***Community***

A positive social impact would be that alcohol would not be available in these premises. A negative aspect would be that this increases the availability of gambling and will result in more negative gambling-related harms, particularly child neglect (such as, children roaming around and being left in cars unsupervised) and increased exposure of youth and non-gamblers to this activity.

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***Industry***

For Industry, positive aspects included a reduction in negative social stigma and more public awareness. Expanding into different types of venues will result in a loss of control and does not minimize gambling-related harms. In addition, responsibility will be placed on venue operators in an uncontrolled environment.

**Economic Impacts**

***Community***

New customers will be attracted but it was noted that increased funds will be for businesses rather than communities

***Industry***

On a positive note, there will be more opportunity for business development, increased community funding and more EGMs in alternative locations for those who do not frequent pubs.

**Cultural Impacts**

There were generally considered to be no positive cultural impacts by most groups, although the North Shore Industry group mentioned, “Let’s not mention Marae, nothing special”.

***Community***

Community felt that cultural changes related to the normalization of gambling will result from increased availability and it was noted that the social fabric of North Shore society would also change.

***Industry***

Industry felt that this has the potential to create enclaves of particular cultural groups centred around gambling venues.

**Environmental Impacts**

***Community***

Community considered that the alternative locations would negatively impact on the nature of the current environment and land use in the North Shore.

***Industry***

Industry felt that a positive environmental impact would be the need for the Council to review their parking policies.

**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**

*Community*

Community think that separation and distance are not the major issues but it is critical to focus on location, management and control. The North Shore community is highly mobile, thus making it difficult to determine restrictions on distance.

*Industry*

It would be difficult for the Council to determine the restrictions on distance and this is identified as reducing choice and as ‘social invasion’.

*Mixed*

Mixed participants felt that EGMs should be restricted to licensed venues; the source of income should be near recipients, although restrictions will prevent under-age gambling. It was felt that youth are not using EGMs in the North Shore and as anyone can be affected (females, smokers, non-drinkers) restricting by proximity was not supported.

**Economic Impacts**

*Community*

Community felt that there would be no difference and focusing on this issue results in less attention being given to proper checks and balances. On the negative aspects, Community decided that EGMs should be at a specified distance from sports grounds and not placed in supermarkets. Furthermore, they should be kept away from all community facilities

*Industry*

Industry felt that there is no economic benefit and the local community funding will decrease.

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

*Community*

Community felt that there is a positive impact however the process is considered unethical; gambling advertising is as unethical as the method of accumulating funds. Another negative aspect is the moral dilemma that community groups have by taking gambling funds that.

***Industry***

There is 'unlimited' access to funding that would otherwise not be available. The level of current services and the technology required would be severely impacted on (for example, St John's: community care projects, vehicles, technology required would be reduced, and staff training would suffer; Cancer Society). Community funding also contributes to employment in the community. It was also noted that the community identity within the North Shore would be lost.

However, it was felt that there is too much emphasis on once source of funding and it is also considered 'easy money' and not everyone is aware of how to gain access to these funds.

***Mixed***

A positive aspect for the mixed group was that funds are dispersed to many community groups (e.g. canoe club). As a result of this funding, participation in sports and reduced costs provide a wide range of extra-curricula activities for the community, including arts.

Increased reliance or dependence on this source of funding was cited as a negative aspect as was the insecurity of community funding. The application process was considered confusing and time consuming as a result many groups miss out on funds. Finally, it was perceived by some participants that for funding larger groups, such as the NPC, is prioritised over local sports.

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

***Community***

Community felt that HRP's are required to monitor people's use of EGMs and aid in decreasing problem gambling. It was cited that EGMs should have a time-out period (i.e. a compulsory break after a person has played a machine for a specified amount of time) and information regarding access to treatment and help is required in all venues.

***Industry***

Industry feel that a HRP is essential and it should be nationalised as it decreases the harm of gambling, sets standards and raises awareness of responsibilities. The funding from central Government should go to a National Host Responsibility campaign, as compliance monitoring will be costly.

***Mixed***

The mixed group felt that it should be standardised and it was noted that responsible sites are already doing this and organised venues are better than proliferated corner shops. Self-limitations should be recognised on cash and credit cards. The operator must be responsible, viable and licensed for this to be efficient. If host responsibility programmes are not universal, there is a risk that problem gamblers will move from responsible venues to those that are not.

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

### ***Community***

The North Shore Community group wanted the council to have a more responsible involvement and holistic view, but with a neutral objective role in the process and management of gambling. They wanted the cultural and social costs of gambling recognized as well as the economic consequences. They would like gambling venues and their environments improved and a focus on host programmes and controls, as gambling is a hidden problem. They felt there was a need to publish the statistical profile of problem gamblers and environments that create gambling and have wider ranging impacts.

### ***Industry***

The Industry group feel that gambling is an integral part of society and they want to see it continue in a responsible and integrated manner with well run balanced organizations/ venues with food, liquor and gambling. They feel that the move away from the traditional establishment and the proliferation of small-scale venues is the reason for the current position.

They would like some recognition of how much money goes to into problem gambling societies, the role of the industry in creating jobs and the returns to the community from taxes.

The Industry recognises that having too many EGMs is not profitable and that the market dictates a feasible number. They think there should be more liaising between trusts and TLAs and that any policy change should retain some flexibility

### ***Mixed***

The mixed group did not think that the amount of money collected is directly proportionate to the number of EGMs. They stressed the importance of keeping money in local communities rather than going to national programmes and suggested a policy should be set for money to remain locally. It was also suggested that grant recipients should be made public with sites displaying a list of beneficiaries.

The mixed group would like the collaboration between councils and trust operators improved with a formal structure in place for consultation. Furthermore, site operators feel they need advocates within council.

This group also identified the entertainment value of gambling to most people while at the same time indicating that they did not want problem gambling. They think the council must be able to manoeuvre their decision and make changes in their policy. The mixed group thought that an application should be taken on its own merits because every area is different with different social impacts. They expressed concern that the councils would lump everyone together with one policy that did not address the different environments in each council area; they would like separate policies. They felt there should be set parameters such as the age of the player and number of EGMs, and that the primary purpose of a venue should not be as a 'pokie bar'.

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

*Community*

The North Shore community group wanted the policy done properly first time around.

*Industry*

The North Shore Industry group did not want the policy extended because it would delay decisions regarding business; the industry is on hold until the policy comes in. However, some trust operators would prefer it to be done properly. It was suggested that an interim policy could be put in place.

*Mixed*

The policy should be done as fast as possible, and it should have been done earlier. The process needs to be well publicised, involving other stakeholders such as those who receive funding.

### **3. Conclusions for North Shore City**

**Note:** A fuller description of conclusions and recommendations relevant to North Shore 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 North Shore 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 North Shore City:

- The concentration of EGMs and EGM venues is consistently higher in areas of lower household income.
- Higher concentrations of EGMs occur in areas of North Shore City with higher numbers of younger people. Lower concentrations occur in areas with more Maori, Pacific and Asian people. In part this may be related to the relatively small percentages of Maori and Pacific people living in North Shore City.
- 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 \$4.2 million they distributed last year in North Shore City, just over 56 percent goes into sports and physical activities; and about 25 percent to education, with the remainder being distributed amongst 9 other categories, including an “other” category. The distribution to educational activities is higher than averages across the whole of New Zealand.
- Eighty three percent of first time callers to the Gambling Problem Helpline identified EGMs as their primary mode of gambling, and 32 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 about even for the Gambling Problem Helpline and more female (53%) than nationally for personal counselling. A substantially higher proportion of clients to both types of services were Pakeha clients than recorded nationally. Asian clients are also more strongly represented.

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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 North Shore 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 North Shore City, particularly regarding the higher concentration of machines in areas with younger people and the rates of Asian people seeking help.

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.