

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: Papakura District data

January 2004

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1. Papakura 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 Papakura 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 Papakura District 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. Papakura District

Papakura District has a population of 40,665. Its 2.5% increase in population since the 1996 census represented the lowest growth rate in the Auckland Region.

A higher proportion of people in Papakura District (24.4%) said that they belong to the Maori ethnic group compared to 11.6% of people in Auckland Region as a whole. There are smaller proportions of Pacific people (7.9%) and Asian people (6.1%) than for the Auckland Region (14% and 13.8% respectively).

The median income of people in Papakura District is similar to the median income for people in the Auckland Region (\$20,700 compared to \$21,100).

Papakura District has 14 Class 4 gambling venues and a total of 229 gambling machines. There is one machine per one hundred and seventy-eight Papakura District residents (all ages). Four clubs operate 49 machines. Four venues operate machines (72) owned by the six trusts that make up the National Gaming Machine Trusts. Six venues operate machines (108) owned by other trusts and societies. The average number of machines at club venues is twelve. All non-club venues have eighteen machines. According to DIA all venues in Papakura were licensed on or before 17 October 2001. There is one standalone TAB agency in Papakura.

2.1 Census Unit Analysis Summary for Papakura District

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

Table 1: Summary of venues and machines for Papakura District

| | Numbers |
|--|----------------|
| Standalone TAB Agencies | 1 |
| Non-Standalone TABs | 2 |
| Class 4 Gambling Venues | 14 |
| Gambling Machines | 229 |
| Population per Gambling Machine | 178 |

Table 2 below gives a synopsis of the data analysis discussed above for Papakura District, 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 Papakura District

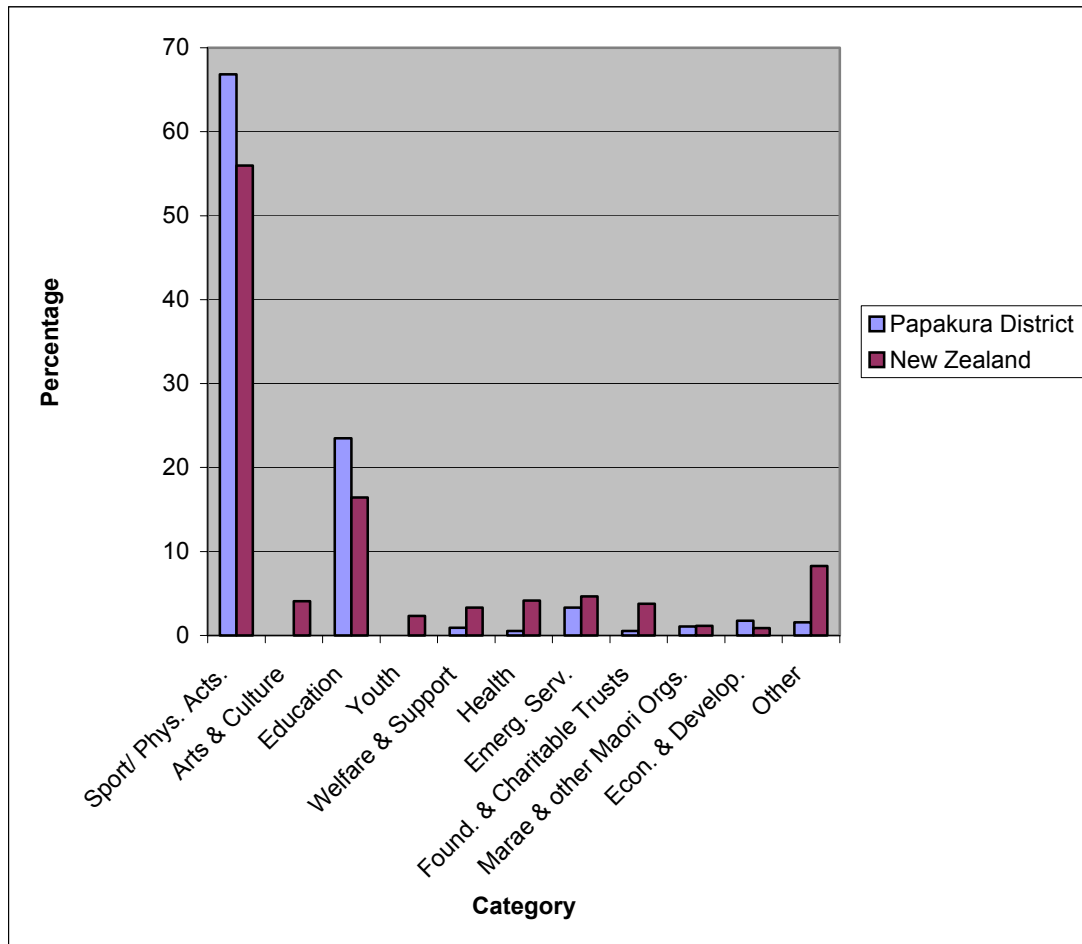
| Concentration of Gambling Machines | Likelihood of having high concentrations of gambling machines |
|---|--|
| • Deprivation | • Areas of medium deprivation less likely |
| • Household Income | • Low income areas more likely |
| • Age | • Older areas more likely |
| • Maori | • No areas of low concentrations of Maori |
| • Pacific | • Less likely |
| • Asian | • No areas of high concentration of Asian |

2.2 Grant Distribution in Papakura District

It is estimated that of the \$777 million dollars spent nationally on EGMs, \$219 million is spent in the Auckland region. At least \$0.8 million of this money was returned to Papakura District as community funding (as a proportion of the \$28 million provided in grants to the region through the six trusts making up the NGMT).¹

Overall, the Papakura District received a different distribution of funds to the national average of the six NGMTs; more money was allocated to Sport & Physical Activities, and Education than the national average (Figure 1). Individual trust allocations are discussed below (Figure 2).

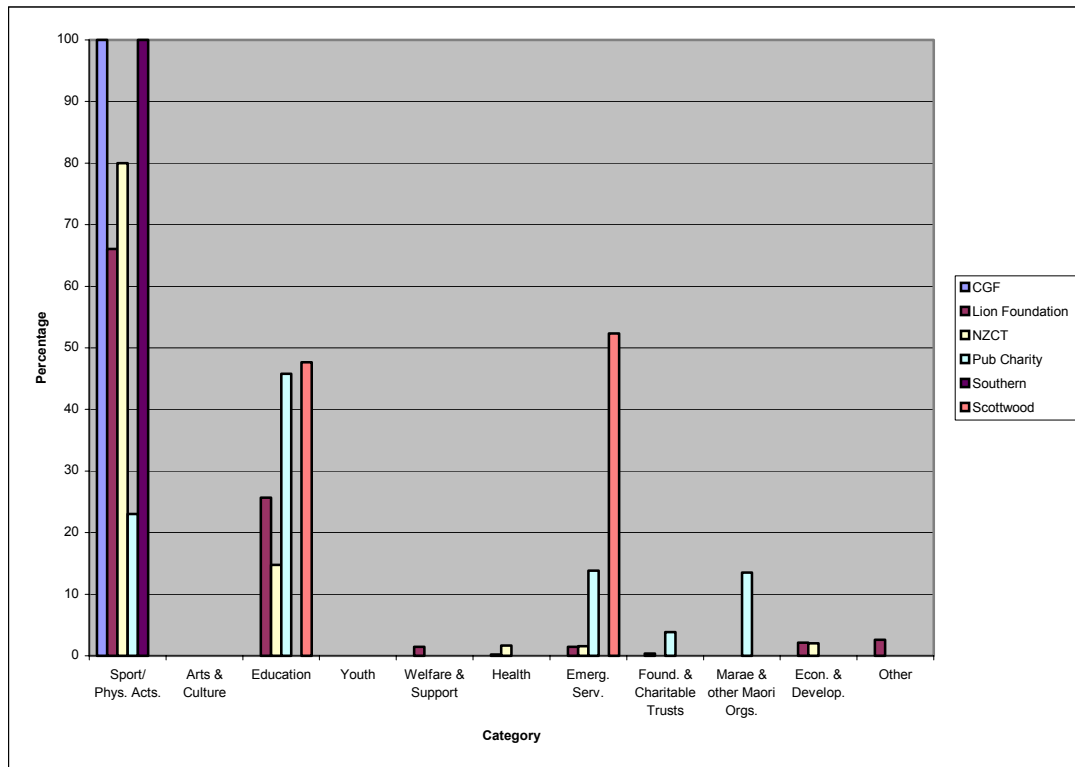
Figure 1: The distribution of funds by the National Gambling Machine Trusts within the Papakura District and the rest of New Zealand



¹ Papakura District 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 the Papakura District



Community Grants Foundation Inc.

The Community Grants Foundation Inc gave all the money awarded to Papakura District to Sport and Physical Activities.

Lion Foundation

The Lion Foundation divided 91.75 per cent of the money given to Papakura District between Sport & Physical Activities (66.08 per cent in Papakura compared with 55.98 per cent for all of New Zealand) and Education (25.67 per cent vs. 16.44 per cent). More money was also allocated to the Economy and Development category than the national average (2.13 per cent vs. 0.89 per cent). The amount given to Health (0.23 per cent) was much lower than the national average (4.16 per cent).

New Zealand Community Trust

The New Zealand Community Trust allocated most of its funding to Sport & Physical Activities at a much higher level than the national average (80.01 per cent and 55.98 per cent respectively). More money was also awarded to Economy & Development (2.05 per cent) than the average for all of New Zealand (0.89 per cent). Less funding was given to Education, Health and Emergency Services (14.74 per cent vs. 16.44 percent; 1.66 per cent vs. 4.16 per cent; 1.54 per cent vs. 4.67 per cent) than the national average.

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Pub Charity Inc.

Pub Charity Inc. allocated most of its funding to Education (45.78 per cent compared with 16.44 per cent for all of New Zealand). Both Emergency Services and Marae & other Maori organisations received a much higher funding level in Papakura than the rest of New Zealand (13.83 per cent vs. 4.67 per cent; 13.52 per cent vs. 1.16 per cent respectively). Sport and Physical Activities received less funding than the national average: 23.04 per cent compared with 55.98 per cent for all of New Zealand.

The Southern Trust

The Southern Trust made one grant to the Papakura District and all of the money went to Sport and Physical Activities.

The Scottwood Trust

The Scottwood Trust divided its funding in the Papakura District between Education and Emergency Services, both categories receiving more than the national average: 47.67 per cent for Education and 52.33 per cent for Emergency Services.

2.3 Gambling Helpline Data for Papakura District

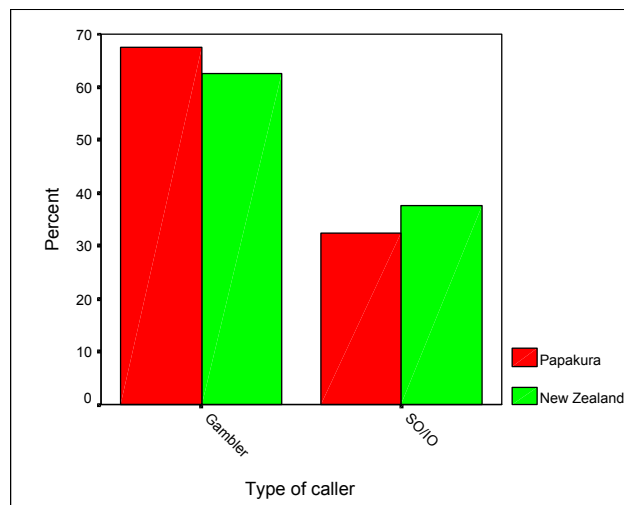
Note: To be read in conjunction with the copyright, limitations and disclaimer included in Appendix 1 of Part 1 of this report.

Overall, 271 callers (who had called during the operating period from November 1998 to November 2003) were identified as being primarily located within Papakura District. This equates to 1 in every 150 Papakura District residents. A further 19,931 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: 67.5% of callers from Papakura were gamblers (compared with 62.5% nationwide) and 32.5% were significant others/interested others (compared with 37.5% nationwide). See Figure 3 for details.

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

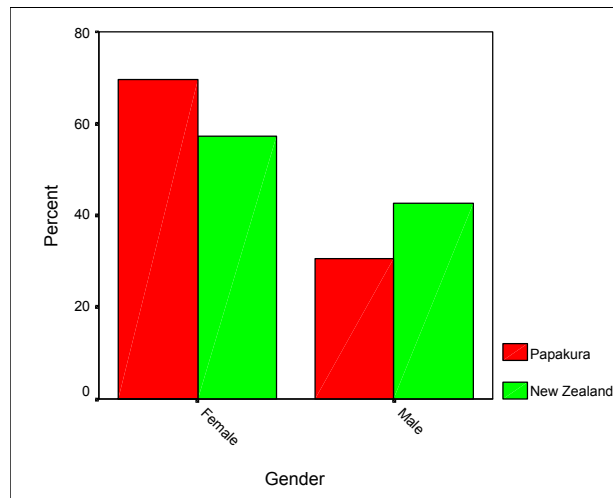


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Gender

Regardless of location, substantially more females than males contacted the Helpline. However, there were very large differences between the gender distribution of nationwide and Papakura callers. Of those callers from Papakura: 69.5% were female (compared to 57.4% nationwide) and 30.5% were male (compared to 42.6% nationwide). See Figure 4 for details. Data regarding gender were missing for 468 callers (2 from Papakura, 466 nationwide).

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

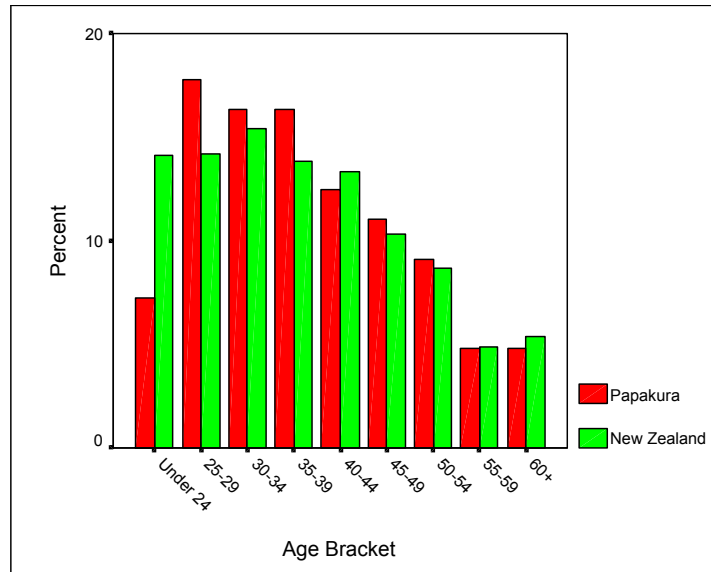


Age

Regardless of location, the age distributions were similar, with callers varying greatly in age but tending to be younger. However, there were several substantial differences, Papakura callers peaked at age 25-29 (17.8% compared with 14.2% nationwide), while nationwide callers peaked at age 30-34 (15.4% compared with 16.3% in Papakura). Substantially fewer people aged 24 and under called the Helpline from within Papakura (7.2%) than nationwide (14.1%). Furthermore, compared to nationwide callers, there were proportionally more callers from the Papakura district in the following age brackets: 25-29, 30-34, 35-39, 45-49 and 50-54. Conversely, there were more nationwide than Papakura callers in the following age brackets: Under 24, 40-44, 55-59 and 60+. See Figure 5 for details. Data regarding age were missing for 5435 clients (63 from Papakura and 5,372 nationwide) and due to small numbers of clients in some age groups, some age brackets were combined.

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

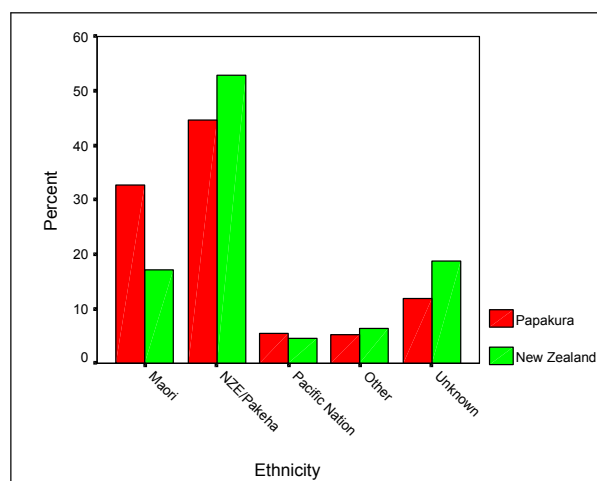


Ethnicity

Regardless of location, Pakeha made up the majority of callers. However, a number of substantial differences were observed with regards to the ethnic distribution of nationwide and Papakura callers. Almost half of the callers from the Papakura region were Pakeha (44.6%), compared with just over half of the nationwide callers (53%). With almost one-third, Maori accounted for the second highest proportion of callers in the Papakura region (32.8%), this was almost twice the national proportion (17.1%).

There were also substantial differences with regards to the proportions of Other (5.2% in Papakura compared with 6.5% nationwide), Pacific Nation (5.5% in Papakura compared with 4.6% nationwide) and Unknown (11.8% Papakura compared with 18.8% nationwide) callers. See Figure 6 for details. Due to small numbers, some ethnic groups were combined for analysis.

Figure 6: Gambling Problem Helpline Client Ethnic Distribution - National and Papakura (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. Data regarding DSM-IV scores were available for 77 (42.1%) of the gamblers who had called the Helpline from within Papakura, and 4,887 (39.2%) of nationwide callers. Overall, there were small differences between the distribution of Papakura and nationwide DSM-IV scores:

- 6.5% of Papakura callers could be classified as ‘problem gamblers’ (gained a score of 3 or 4), compared with 9.7% of nationwide callers; and,
- 90.9% of Papakura 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 quite noticeable regional differences in regards to those clients acknowledging having had suicidal thoughts. Overall, 80.2% of Papakura callers had not disclosed any suicidal ideation, compared with 88.1% of nationwide callers. There was substantial variance in regards to having had thoughts about committing suicide, 16.3% of Papakura callers disclosed that they had thought about committing suicide, compared with 9.1% of nationwide callers. Due to small numbers, some categories were combined, however it was observed that more Papakura (3.6%) than nationwide (2.7%) callers had either: planned, attempted in the last 12 months, or were currently at risk of committing suicide. These data relate to 252 Papakura and 18,277 nationwide callers.

Problem Mode

Data regarding problem mode were not available for all gamblers who had contacted the Helpline, this information relates to 155 Papakura and 10,135 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, 78.7% of Papakura callers cited non-casino gaming machines as their problem mode, compared with 77.4% nationwide and 14.2% of Papakura callers cited Casino gaming machines, compared with 10.5% nationwide. Almost twice as many nationwide (6.4%) than Papakura (3.9%) callers cited track betting as their problem mode. See Table 3 for details. Some modes of gambling were included within the Other & Multiple category due to small numbers.

Table 3: GPH Client Problem Gambling Mode Distribution - National and Papakura

| | Papakura (%) N=155 | New Zealand (%) N=10,135 |
|----------------------------|-------------------------------------|---|
| Non-Casino Gaming Machines | 78.7 | 77.4 |
| Casino Gaming Machines | 14.2 | 10.5 |
| Track Betting | 3.9 | 6.4 |
| Other & Multiple | 3.2 | 4.4 |
| Cards | 0.0 | 0.4 |
| Housie | 0.0 | 0.2 |
| Internet | 0.0 | 0.1 |
| Keno | 0.0 | 0.1 |
| Lotto | 0.0 | 0.4 |

2.4 Personal Counselling Data for Papakura District

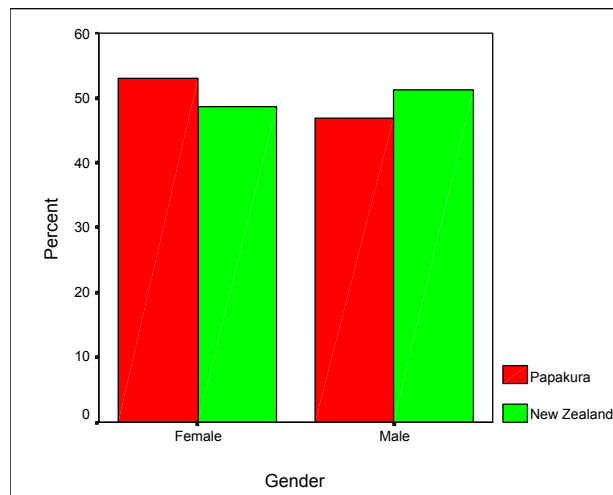
Note: to be read in conjunction with the limitations included in Section 4.7 of Part 1 of this report.

Overall, 4,996 records were accessed and analysed for people who attended face to face gambling counselling services between 1997 and 2002², 64 of these clients resided in the Papakura District³.

Gender

The gender ratio of Papakura clients was noticeably different to that of nationwide clients: 53.1% were female (compared to 48.7% nationally), 46.9% were male (compared to 51.3% nationally). See Figure 7 for details. Data regarding gender were unavailable for three nationwide clients.

Figure 7: Personal Counselling Gender Distribution - National and Papakura (N=4,993)



Ethnicity

Regardless of location, Pakeha accounted for the majority of clients. However, the distributions varied greatly according to location: 43.8% Papakura, compared with 47.9% nationwide.

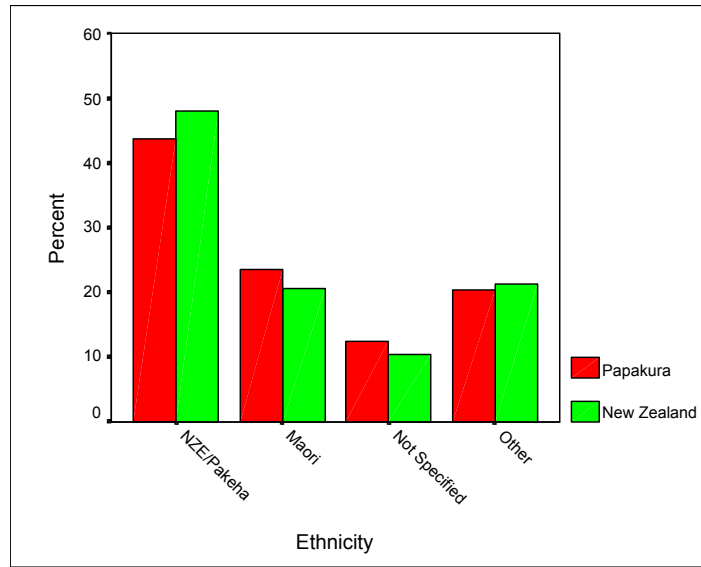
Substantial differences were also observed between the proportions of Maori (23.4% compared with 20.5% nationwide), Pacific Nation (3.4% compared with 8.7% nationwide), Not specified (12.5%, compared with 10.3% nationwide) and Other (20.3% compared with 21.2% nationwide) clients. See Figure 8 for details. Some ethnic groups were included in the Other category due to small numbers. Data regarding ethnicity were unavailable for four nationwide clients.

²These represented approximately 50% of all the clients who received face-to-face gambling counselling during the 1997-2002 period

³When data was retrieved, clients were categorised as residing in one of two locations: 1. Within the Papakura District, or 2. Elsewhere in New Zealand (i.e. Outside of the Papakura District).

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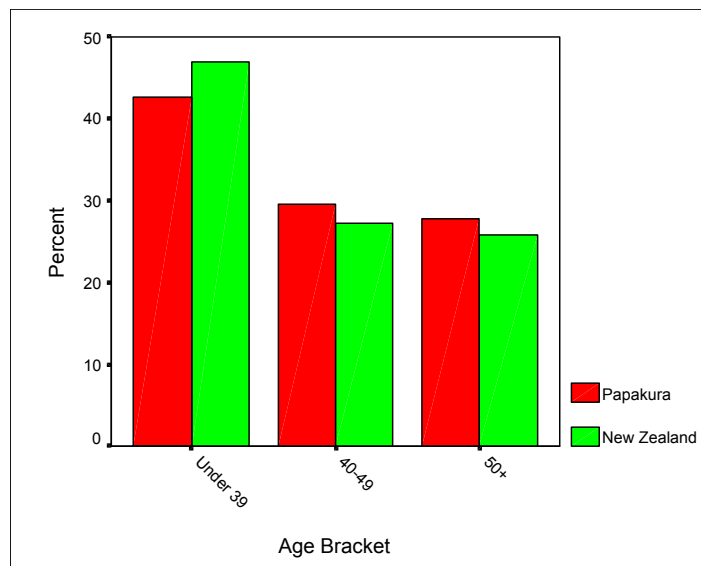
Figure 8: Personal Counselling Ethnic Distribution - National and Papakura (N=4,992)



Age

Overall, the age distributions were fairly similar regardless of location. The majority of clients were relatively young - aged 39 or under (35.9%, compared with 46.7% nationwide). There was also some variance with regards to the other age brackets: 40-49 (25% Papakura, 27% nationwide) and 50+ (27.8% Papakura, 26.3% 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 10 Papakura and 808 nationwide clients.

Figure 9: Personal Counselling Age Distribution - National and Papakura (N=4178)



2.5 Summary of Workshop Data for Papakura District

The following summarises data gathered from the workshop focus groups (4 industry groups and 1 community group) that were held in Auckland 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

Restrictions are considered beneficial to decrease the accessibility and availability of EGMs because of the view that those affected by problem gambling, particularly from lower socio-economic groups, not have the means or choice to travel to alternative venues. This relates well to the perception that Papakura has the highest number of people gambling on benefits. The main preference was to have no machines, although an increase in machine numbers would result in increased community funding, however status quo with no growth in the number of machines and sites was acceptable.

Decreasing community funding, particularly for trusts that provide childcare, and support for problem gambling was considered negative. It was also considered negative that funds accumulated from the lower socio-economic members of Papakura participating in gambling would not be recycled back into their communities.

Industry

Industry felt that the market demand should determine the number of EGMs and that limiting the number of EGMs per venue was not considered a feasible means of decreasing gambling activity. If there were fewer EGMs or venues in Papakura and more in other communities the Industry felt that people would travel to other venues decreasing community funding in the Papakura community and increasing it in other areas. Restrictions would also increase administration charges for the venue operator, and reduce entertainment opportunities within this region.

Tangata Whenua

Restricting the number of EGMs to a minimal amount would result in fewer people gambling because of decreased accessibility and availability. This would increase time spent at home with families and fewer negative gambling related harms such as child neglect or abuse and needy families requiring food parcels to survive. This group identified no negative aspects.

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

Community

One of the main points made by the Community group was gambling-related harms such as crime, theft and drug dealing to fund gambling addictions would occur if there were more EGMs. There would also be increased youth exposure to gambling and other ‘undesirable’ activities and behaviour and an escalation of people in crisis situations increasing pressure on social services and the quality of life for Papakura residents.

Industry

The overall point made was that venue operators would be exposed to additional administration charges resulting in fewer funds for the community.

Tangata Whenua

Tangata Whenua felt that there would be the inevitable increases in negative gambling-related harms such as crime, health problems, mental health problems, and undesirable exposure to youth.

Social Impacts of the same number of EGMs

Community

It was felt that research is required to identify the prevalence and extent of problem gambling in Papakura. It was noted that limited forms of gambling previously existed and EGMs are continuous forms that are highly addictive.

Tangata Whenua

Current numbers of EGMs contribute to increasing gambling-related harms for individuals, families and communities such as increasing debt for individuals, the increasing necessity of food parcels for families and inadequate supervision and maintenance of child well-being (for example, no school lunches). It was noted that these problems would continue if EGMs numbers remain the same.

Social Impacts of fewer EGMs

Community

A positive impact was that decreased community funding may result in less dependence on this source and encourage greater community involvement in finding alternative fundraising activities.

Industry

Local people and funding will move to other districts.

Tangata Whenua

This will positively reduce negative familial and inter-generation impacts; fewer machines will result in less negative harm.

Cultural impacts of More EGMs

Community

Increased numbers of EGMs will incur the normalization of gambling and impact on generational loss of values, for example, historically within Pacific peoples communities, gambling was considered a form of fundraising; the cultural and traditional shift of this activity in relation to EGMs is harmful. Increased accessibility contributes to increased participation and negatively impacts on familial structures.

Tangata Whenua

More machines would increase the numbers in prison. The high percentage of Maori in prison was noted and the impact that this has on entire families (whanau) and groups.

Cultural Impacts of the same number of EGMs

Community

Research is required to investigate problem gamblers from lower socio-economic groups and information about how many people attribute their gambling problems to EGMs is needed.

Economic impacts of More EGMs

Community

There would be more entertainment and employment opportunities.

Industry

Increasing the number of EGMs may result in increased employment opportunities and self-regulation of the economy, alternatively it was noted that administration costs would also increase.

Tangata Whenua

The increasing prison populations were noted and the fact that less money is spent on necessities such as clothing and food in particular areas. It was felt that increasing the number of EGMs would have indirect negative income impacts on other businesses in the district.

Economic Impacts of the same number of EGMs

Community

Community required research on the Trust funding that goes out of the district and funds other areas; this needs to be on a macro rather than micro level

Industry

This group stated that in order to avoid creating an unhealthy economy, the Council policy should not be too restrictive.

Economic Impacts of fewer EGMs

Community

Reduced availability of EGMs will lead to people gambling elsewhere, generating community funding for other areas and not Papakura. Alternatively, fewer EGMs may also mean more disposable income available to spend in other Papakura businesses, creating positive economic benefits and retail profit for these establishments.

Industry

Local people and funding will move to other districts and not be recycled into the local community.

Tangata Whenua

Fewer EGMs will result in increasing available income that may be spent in other community businesses with less than expected expenditure outside of Papakura.

Environmental impacts of More EGMs

Community

Increased EGMs may attract other undesirable practices/businesses and ‘drag down’ the Papakura district.

Industry

Industry felt that increasing the number of restaurant venues is unnecessary.

Tangata Whenua

Increasing the number of EGMs may result in an increase in adverse health-related behaviours such as smoking within a gambling environment.

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

Community

The Community group had mixed views on location: it was suggested that Class 4 venues should be limited and clustered to increase monitoring and control; alternatively, it was noted that reasonable spread should be considered to avoid the development of a ‘seedy’ area. Visible locations were supported as a way to identify possible problem gamblers early. It was generally considered that locality restrictions should be placed on other businesses such as ‘easy money’ places and pawnshops, away from gambling venues.

Industry

It was felt that new gambling venues should obtain town-planning approval for primary business, and that the policy must allow flexibility as each application is considered different. A final point was that lower socio-economic areas should not have concentrated areas of gambling venues.

Tangata Whenua

Gambling opportunities are close to home and restrictions should be placed on locations near kindergartens and schools. Tighter restrictions on new venues and EGMs in lower socio-economic areas should be addressed.

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

Community

This approach was considered sensible, however the equation used must incorporate a level of consistency in the provision and distribution of funding.

Industry

The ratio/equation to measure this was questioned, as was the point of this approach as important variables are dependent on the future growth of Papakura. It was stated that restricting EGMs per head of population was a fallacy.

Tangata Whenua

It was noted that Papakura has a high youthful population; therefore the number of EGMs per head of population must be determined only by those 18 years or older.

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.

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

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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?

Industry

Competent operators already exist in licensed premises and Councils and communities benefit by reduced administration costs and more community funding. However, this would restrict those who do not frequent licensed premises.

Tangata Whenua

This is positive as it limits the access of minors, which is currently operating in pubs and clubs. Furthermore, local venue operators are apt to monitor local regulars.

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: In the Papakura Industry there was general consensus on a restriction to licensed premises. Also, one group noted that the age limit should be raised from R18 to R20.

Social Impacts

Community

Community felt that EGMs should not be placed near schools, play areas or community groups providing services as this will result in increased child abuse for example, children left in play grounds while parents gamble in venues close-by.

Industry

It was felt that age-restrictions would not be enforced, as the culture or mindset of gambling operations does not exist in these types of businesses. Also noted were increased opportunities for child abuse, access to minors, and increased pressure on police and Councils with the responsibility of monitoring. A final negative point was that organized crime might occur.

Tangata Whenua

Negative health impacts will increase and it will be difficult to promote responsible gambling strategies.

Economic Impacts

Industry

Again, there may be an increase in organized crime.

Cultural Impacts

There were no positive cultural impacts found in any of the groups.

Tangata Whenua

Tangata whenua felt that increased accessibility is a concern for Maori, particularly the ramifications of increased social and economic gambling-related harms.

Environmental Impacts

Industry

Increased signage will negatively impact on Papakura's environment, for example, if there were 10 venues on O'Shannasy St, it could be comparable to Fort St. Negative visual impacts of 'crowding around doorways' would also affect Papakura's environment.

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

EGMs should not be restricted by proximity and all aspects of the community should have access to gambling venues. It was felt that double standards exist between the church and gambling (for example, bingo) and it was noted that the church receives funds from gambling activities.

Tangata Whenua

Restrictions are needed near retirement homes to avoid increasing negative gambling related harms on older people.

Economic Impacts

Tangata Whenua

If placed near retirement homes, the increased spending of older people on EGMs may result in some going hungry rather than asking for help or food parcels.

Cultural Impacts

Industry

It was noted that EGMs should not be restricted from people or their communities and again there was a double standard between churches and bingo.

Tangata Whenua

The embarrassment factor and shame associated with gambling impacts on the entire community, and elderly people in particular.

Environmental Impacts

Industry

Industry felt that there was little concern where EGMs were located as people would still frequent them wherever they are; they could drive to any location.

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

Community

Community noted that many organizations profit from EGM machines and if these were restricted, and community funding reduced, it would encourage greater community involvement in seeking alternative funds rather than relying on gambling profits. However, an ethical dilemma exists because community funding from gambling is dispersed to community work and services for this type of clientele.

Industry

Community funding is available for groups who are reliant on this for survival. It also benefits health care and educational facilities, for example, the provision of computers. One negative aspect was that not all groups are aware of the availability of this money.

Tangata Whenua

Funding is recycled locally, however it was acknowledged that there are opportunities for funds to be dispersed elsewhere. On the negative side, funding is not targeted back to where it came from; it should be recycled through food and clothing donations, rather than sport. Also, more funds should be returned to the community. However, this requires less community interaction when compared to fundraising through galas and so on, resulting in a complacency of community spirit.

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

Community

Community felt that host responsibility programmes are a great idea as they encourage good practice and the caring for other people. However, it was noted that this only works if there is monitoring and consistency of programmes to ensure effectiveness. It was felt that there must be disincentives if owners do not comply so the onus is on owner.

Industry

Host responsibility programmes must operate to deal with problem gambling because the law states it. The first line of defence is host responsibility; this should be the same as liquor licensing laws. Managers training for liquor also need skills for problem gambling, however the responsibility to 'deal with problem gambling' should not be put on owners.

A negative aspect is the fact that venue operators are not skilled in the area of problem gambling. The security of operators is an issue, as they have no authority to intervene.

Tangata Whenua

Tangata whenua would like to see host responsibility programmes and also think that self-barring should be included, EGMs should be turned off at a certain time of the day and training should be required. Reputations may be at stake so hosts are forced to take more control. The importance of education was noted as hosts are unsure how to identify problem gamblers. One negative aspect was that people will move from venue to venue.

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

Community

The Community felt that funding should go to problem gambling services and gambling research and education, as it is difficult to tell when someone has a gambling problem. There should be a transparent, recognisable and accountable host programme designed to alleviate problem gambling.

Papakura Community would like more money to go to sports clubs and the like to provide social activities for young people, so that they don't go gambling out of boredom. They felt that funds should stay in the community that generates the money and there should be an equitable distribution of funds as a large percentage goes to sports activities. The community don't like the centralised system of gambling funds distribution and felt that the government should get less money from gambling and that there should be a review and monitoring of fund distribution.

Industry

The Papakura Industry group do not want a casino or casino type developments; they want reasonable controls in place and a well-monitored industry operating with community benefits. At the same time they do not want the council to over-legislate as most issues of control and integrity are already dealt with in the current liquor licensing process. It was felt that problem gamblers could be helped.

It was also noted that most Papakura operators held their licenses before 17 October 2001, so adoption of a new policy may have little effect on the industry in Papakura, at the same time they don't want further controls put in place.

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Tangata Whenua

The tangata whenua group wanted to have a say in the location of venues as a responsibility to the Treaty; they wanted to be in partnership with the council. They did not say, “don’t gamble” but wanted people to be informed of their choices. They felt that the Papakura community should come together in peaceful march against gambling.

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

Community

The Papakura community group did not want the development process to be rushed as they felt that the District council was known for making rushed decisions. They did not want to end up with a default policy or one that need to be reviewed.

They felt it was important to consult with key ethnic groups

Industry

Papakura Industry expressed concern that the council would flaunt the law by going over time, especially if it held up the industry, which needs TLA approval. They felt that operators should not be disadvantaged or have their activities impeded by a delay in the adoption of a policy; policy should be in place subject to continual development. They believe that the council has an obligation to meet their deadline and indicated that there was the possibility of lawsuits if the council delays.

Tangata Whenua

Council should comply with the time frame but not limit consultation or accept a lower quality result.

3. Conclusions for Papakura District

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

A major obstacle to forming a picture of gambling in Papakura District 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 Papakura District:

- The concentration of EGMs and EGM venues is higher in areas of low household income and high deprivation.
- Higher concentrations of EGMs occur in areas of Papakura District with higher numbers of older people. Lower concentrations occur in areas with more Pacific people.
- 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 \$0.8 million they distributed last year in Papakura District, just over 65 percent goes into sports and physical activities; and about 22 percent to education, with the remainder being distributed amongst 9 other categories, including an “other” category. The distribution to sports and physical activities and education 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.
- 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. More women than men sought help from both types of services compared with national figures (70 percent female for the Helpline and 53 percent female for personal counselling). Substantially more Maori sought help than the national average.
- Views expressed during the workshops were divided between those who pointed

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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 Papakura District, the Territorial Authority needs to consider the following issues specific to the district:

That consideration is given to the impacts on special populations within Papakura District, particularly given the higher numbers of machines in areas with older people and the higher proportions of Maori 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.