Auckland UniServices Limited

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: Franklin District data

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Presented by	Billie Harbidge Auckland UniServices Limited Private Bag 92019 AUCKLAND Phone: +64 9 373 7522 Fax: +64 9 373 7412 Email: b.harbidge@auckland.ac.nz
Principle Investigator	Dr Peter Adams Centre for Gambling Studies, University of Auckland
Contact for more information	Phyllis Anscombe Policy Team Leader, Franklin District Council Phone: (09) 237 1314 - direct dial Email: phyllis_anscombe@franklin.govt.nz

IN ASSOCIATION WITH CENTRE FOR HEALTH SERVICES RESEARCH AND POLICY, UNIVERSITY OF AUCKLAND and MWH NEW ZEALAND LTD

Prepared by:
Centre for Gambling Studies
Faculty of Medical and Health Sciences
University of Auckland
PO Box 26-533
Epsom Auckland
New Zealand

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1. Franklin District 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 Franklin 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 Franklin 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. Franklin District

Franklin District has a population of 51,669, of which 37,245 live in the Auckland regional area (the area covered by this analysis).

15.9% of people in Franklin District are Maori compared to 11.6% of people in the Auckland Region. The population of Franklin contains smaller proportions of Pacific (3%) and Asian people (4.4%) compared to the Auckland Region (14% and 13.8% respectively).

The median income of people in Franklin is $21,300 compared to that of the Auckland Region ($21,100).

Within the Auckland Region area, Franklin District has fourteen Class 4 gambling venues and a total of 188 gambling machines. There is one machine per one hundred and ninety-five Franklin District residents (all ages) living within the Auckland Region. Of the non-club venues, four operate machines (72) owned by the six trusts that make up the National Gaming Machine Trusts and four operate machines (51) owned by other trusts and societies. Six clubs operate the remaining 65 machines. The average number of machines at club venues is ten and at non-club venues fifteen machines. According to DIA two venues (non-club) were issued gambling licences after 17 October 2001. There is one standalone TAB agency in Franklin District.

2.1 Census Unit Analysis Summary for Franklin District

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

Table 1: Summary of venues and machines for Franklin District

	Number
Standalone TAB	1
Non-Standalone TABs	4
Class 4 Venues	14
Gambling Machines	188
Population per Gambling Machine	195

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

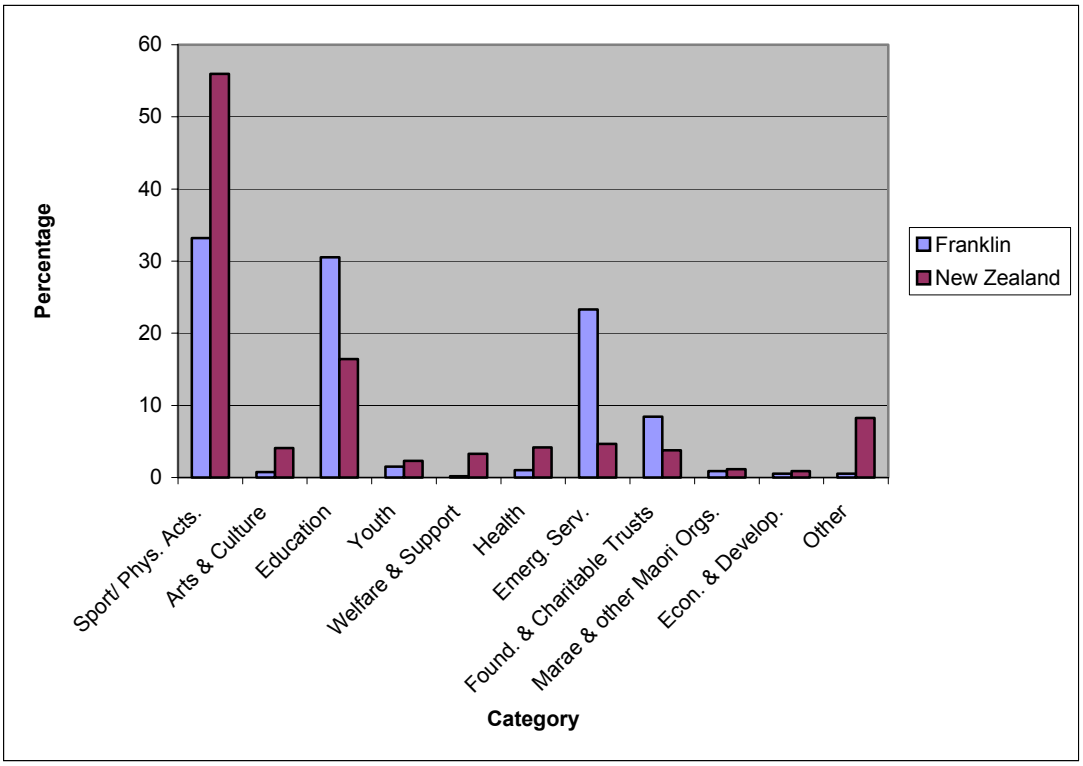
Concentration of Gambling Machines	**Likelihood of having high concentrations of gambling machines**
• Deprivation	• Clear gradient: Areas of high deprivation more likely
• Household Income	• Low income areas more likely
• Age	• Younger areas more likely
• Maori	• More likely
• Pacific	• More likely
• Asian	• No Areas of high concentration of Asian

2.2 Grant distribution in the Franklin District

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 Franklin 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]

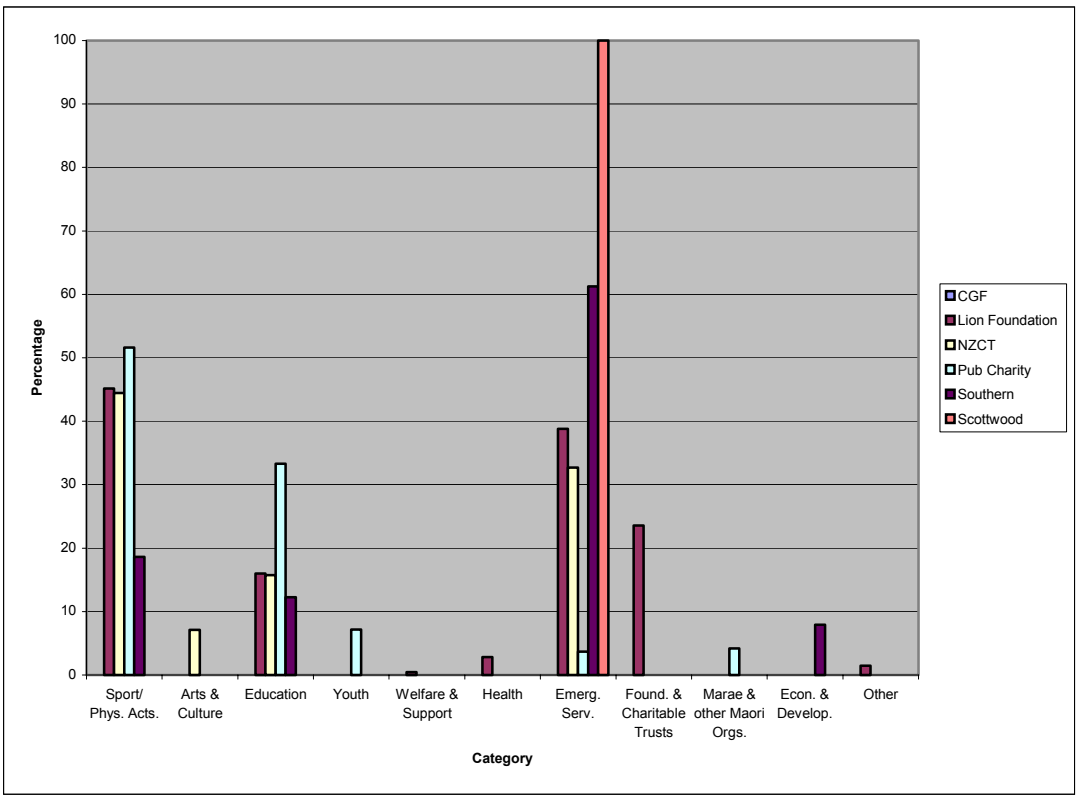
In general, the Franklin District received a different distribution of funds; more funding went to Education, Emergency Services and Foundations and Charitable Trusts, and less money to Sport & Physical Activities, Youth, Welfare & Support and Health (Figure 1). Differences in the individual trust allocations are discussed below (Figure 2).

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



[1] Franklin 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.

Figure 2: Funding allocation to the different categories by each of the National Gambling Machine Trusts operating in the Franklin District



Community Grants Foundation Inc.

The Community Grants Foundation Inc awarded no money to Franklin District.

Lion Foundation

The Lion Foundation awarded most of its money to Sport & Physical Activities, Emergency Services, Foundations & Charitable Trusts and Education. The amount of money allocated to Emergency Services and Foundations & Charitable Trusts in the Franklin District was much higher than the national average (38.82 per cent vs. 4.67 per cent; 23.57 per cent vs. 3.79 per cent respectively). Less money was given to Sport & Physical Activities (45.18 per cent compared with 55.98 per cent for all of New Zealand), Welfare & Support (0.44 per cent compared with 3.30 percent for all of New Zealand) and Health (2.81 per cent compared with 4.16 per cent for all of New Zealand).

New Zealand Community Trust

The New Zealand Community Trust allocated most of its funding to Sport and Physical Activities in the Franklin District but at a lower level than the national average (44.45 per cent and 55.98 respectively). Again, much more money was allocated to Emergency Services in the Franklin District than the national average (32.70 per cent vs. 4.67 per cent for all of New Zealand). More money was also

allocated to Arts and Culture (7.09 per cent for Franklin compared with 4.09 per cent for all of New Zealand). Education received a similar proportion of funds to the rest of New Zealand (15.76 per cent and 16.44 per cent respectively).

Pub Charity Inc.

Pub Charity Inc. allocated more funding for Education (33.31 per cent vs. 16.44 per cent for all of New Zealand), Youth (7.18 per cent vs. 2.32 per cent) and Marae & other Maori organisations (4.21 per cent vs. 1.16 per cent) than the national average. Franklin District again received slightly less funding for its Sport & Physical Activities category than the national average (51.63 percent compared with 55.98 per cent).

The Southern Trust

The Southern Trust awarded 61.24 per cent of the money allocated to Franklin District to Emergency Services, considerably more than the 4.67 per cent average for all of New Zealand. More money was also allocated to the Economic & Development category than the national average (7.90 per cent vs. 0.89 per cent for all of New Zealand). Less money was given to Sport & Physical Activity and Education than the national average (18.61 per cent vs. 55.98 per cent; 12.25 per cent vs. 16.44 per cent respectively).

The Scottwood Trust

The Scottwood Trust made one grant to the Franklin District and all of the money went to Emergency Services.

2.3 Gambling Helpline Data for Franklin District

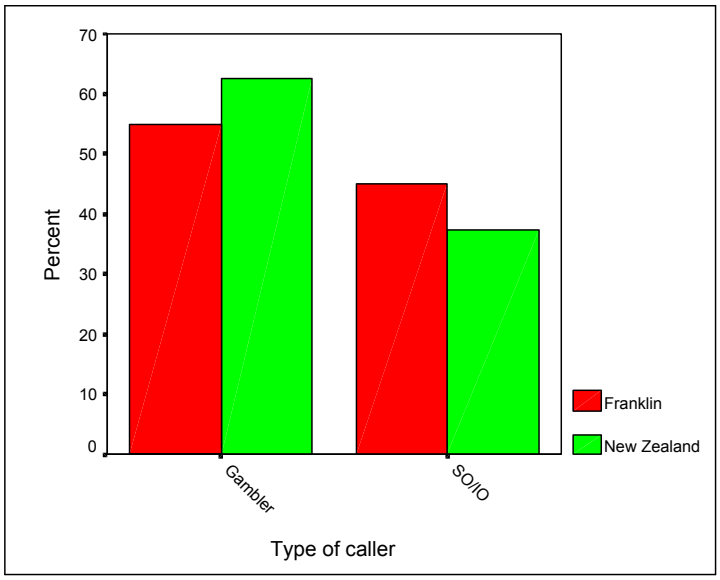
Note: To be read in conjunction with the copyright, limitations and disclaimer included in Appendix 1 of Part 1 of this report.

Overall, 151 callers (who had called during the operating period from November 1998 to November 2003) were identified as being primarily located within the Franklin District[2]. This equates to 1 in every 247 Franklin District residents (all ages). A further 20,051 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 considerable variance in the distribution of caller type according to the origin of call: 55% of callers from Franklin were gamblers (compared with 62.6% nationwide) and 45% of callers from Franklin were significant others/interested others (37.4% nationwide). See Figure 3 for details.

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

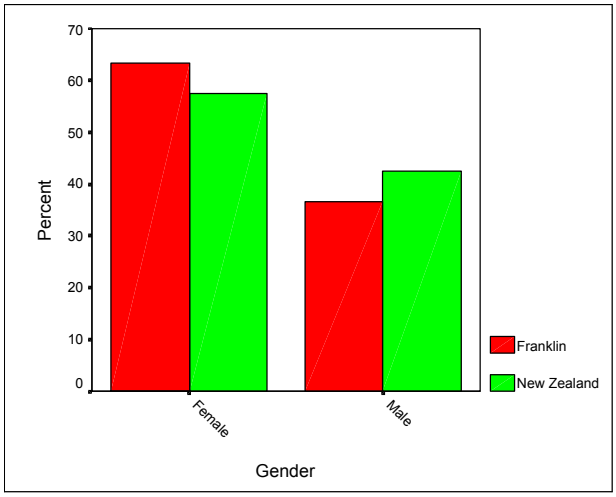


[2]When data was retrieved, callers were categorised as having called from one of two locations: 1. Within the Franklin District, or 2. Elsewhere in New Zealand (i.e. Outside of the Franklin District)

Gender

There were considerable differences between the gender distribution for Franklin and nationwide callers. Of those callers within Franklin's territorial authority district, 63.3% were female (compared with 57.5% nationwide) and 36.7% were male (compared with 42.5% nationwide). See Figure 4 for details. Data regarding gender were unavailable for 468 clients (1 Franklin, 467 nationwide).

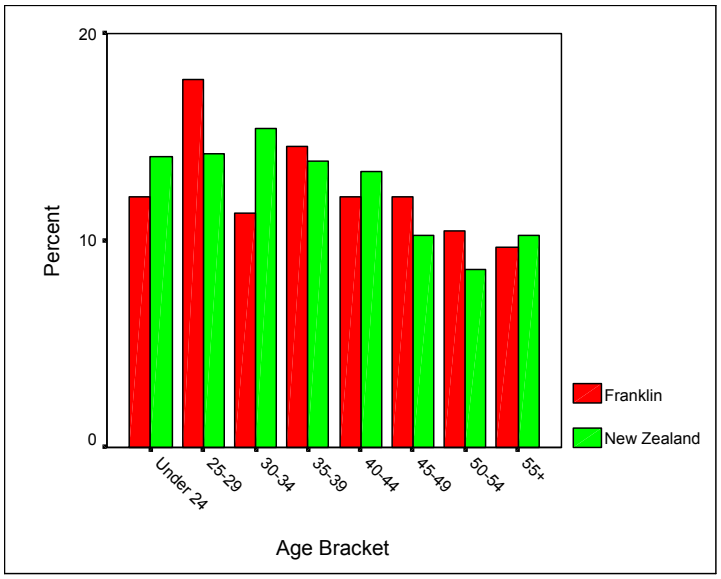
Figure 4: Gambling Problem Helpline Client Gender Distribution - National and Franklin (N=19,734)



Age

Due to small numbers of callers in the extreme age groups (Under 20, 60-64 and 65+) some age brackets were combined for analysis. Callers varied greatly in age, however, in general age distributions were similar for both Franklin and nationwide calls. There was a clear peak of callers aged 25-29 for Franklin (17.7% although this was substantially higher than the nationwide figure of 14.2%), while nationwide callers peaked slightly later at 30-34 (15.4%, this was much larger than the Franklin proportion of 11.3%). Compared to nationwide callers, there were more callers from the Franklin district in the following age brackets: 25-29, 35-39, 45-49 and 50-54. Conversely, there were more nationwide than Franklin callers in the following age brackets: Under 24, 30-34, 40-44 and 55+. See Figure 5 for details. Data regarding age were unavailable for 5435 callers (27 Franklin, 5408 nationwide).

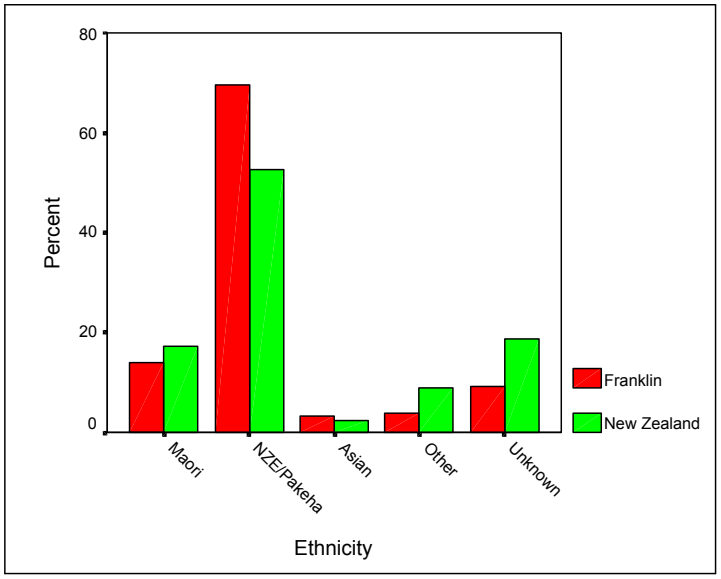
Figure 5: Gambling Problem Helpline Client Age Distribution - National and Franklin (N=14,767)



Ethnicity

There were clear differences with regard to the ethnic distribution of nationwide and Franklin callers. Over two-thirds of callers from the Franklin region were Pakeha (69.5%) compared with just over half of nationwide callers (52.7%). Maori accounted for the second highest proportion of callers in the Franklin region (13.9%), however, this was substantially lower than the National proportion (17.4%). In Franklin, equally small proportions of Other (3.3% compared with 4.1% nationwide) and Asian (3.3% compared with 2.3% nationwide) were observed. The ethnicity of twice as many callers was unknown for nationwide (18.8%) than Franklin (9.3%) callers. See Figure 6 for details. Some ethnic groups were included in Other due to small numbers.

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



Problem Gambling Diagnostic Scores

The DSM-IV is a standardized list of criteria for problem and pathological gambling. Data regarding DSM-IV scores were available for approximately 40% of both Franklin and nationwide gamblers. Overall, there was very little difference between the distribution of Franklin and nationwide DSM-IV scores: 88.5% of Franklin callers could be classified as 'pathological gamblers' (gained a score of 5 or more), compared with 86.2% of nationwide callers.

Suicidal Thinking

Overall, there was little variance regarding suicidal thinking. For example, 87.6% of Franklin callers had not disclosed any suicidal ideation, compared with 87.9% of nationwide callers. However, slightly more nationwide callers (9.2%) had thought about committing suicide than Franklin callers (8%), and substantially more Franklin callers (4.4%) had either planned, attempted in the last 12 months, or were currently at risk, than nationwide callers (2.7%).

Problem Gambling Mode

Data regarding problem mode were not available for all gamblers who had contacted the Helpline, this information relates to 79 Franklin and 10211 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 three-quarters (75.9%) of Franklin callers cited non-casino gaming machines as their problem mode (similar to the 77.5% of nationwide callers). The proportion of Franklin callers citing Casino gaming machines (7.6%) was lower than the nationwide proportion (10.6%).

Substantially more Franklin callers (10.1%) cited Track betting as their problem mode (compared with 6.4% nationwide). See Table 3 for details. Some modes of gambling were included within the Other & Multiple category due to small numbers.

Table 3: Problem Gambling Mode by Location (Franklin Territorial Authority District and nationwide)

Gambling Mode	Franklin (%) N=79	New Zealand (%) N=10211
Non-Casino Gaming Machines	75.9	77.5
Casino Gaming Machines	7.6	10.6
Track Betting	10.1	6.4
Other & Multiple	6.3	3.7
Sports Betting	0.0	0.7
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 Franklin District

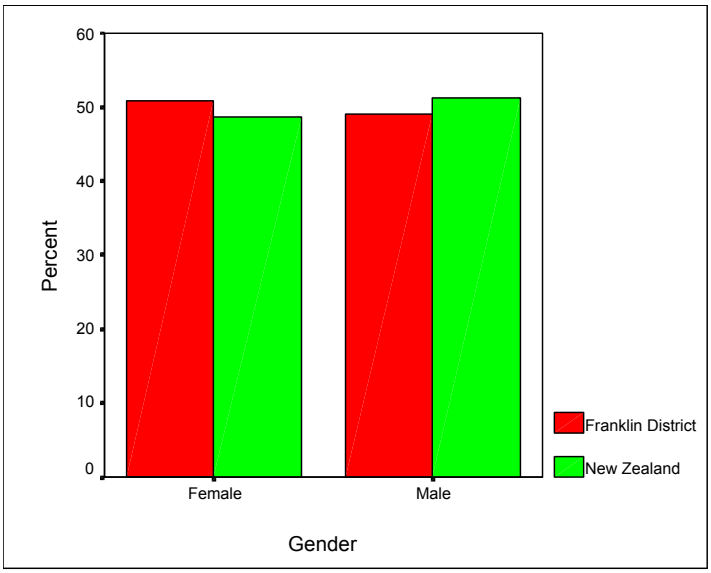
Note: To be read in conjunction with the limitations included in Section 4.7 of Part 1 of this report.

Overall, 4,996 records were accessed and analysed for people who attended face to face gambling counselling services between 1997 and 2002[3], and 59 of these clients resided in Franklin District[4].

Gender

There were some differences with regards to the gender ratio of Franklin and nationwide clients: 50.8% were female (compared to 48.8% nationally), 49.2% were male (compared to 51.2% nationally). See Figure 7 for details. Data regarding gender were unavailable for two nationwide clients.

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



Ethnicity

There were substantial differences with regards to the ethnic distribution of clients. Clients were predominantly of Pakeha ethnicity (52.5% Franklin, compared with 47.8% nationwide), and substantially more Franklin clients were Maori (28.8%, compared with 20.5% nationwide). However, much greater proportions of Other (this included Pacific Nation, Asian, Other and Unknown) were observed nationwide (31.7%) than in Franklin (18.6%). See Figure 8 for details. No information regarding ethnicity was available for four nationwide clients.

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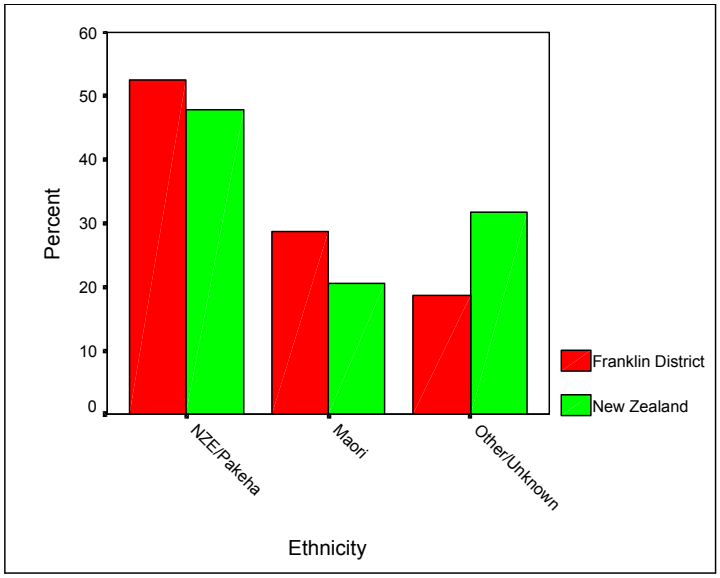
[3] These represented approximately 50% of all the clients who received face-to-face gambling counselling during the 1997-2002 period

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

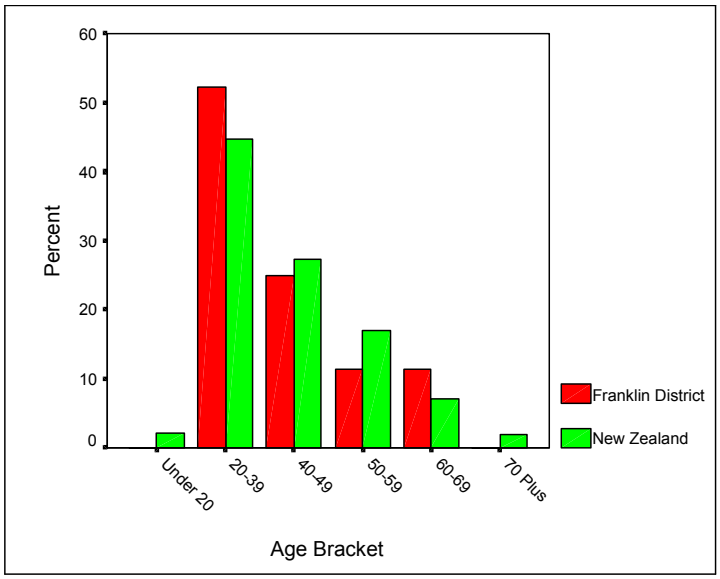
Figure 8: Personal Counselling Ethnic Distribution - National and Franklin (N=4,992)



Age

Regardless of location, clients tended to be younger although substantial variance was observed. Both distributions clearly peaked within the 20-39 age bracket (52.3%, compared with 44.7% nationwide) and approximately a quarter of clients from each location were aged 40-49 (25% Franklin, 27.3% nationwide). Further substantial proportions were observed for the 50-59 (11.4% for Franklin, 17% nationwide) and the 60-69 (11.4% for Franklin, 7.1% nationwide) age brackets. There were no Franklin clients aged 70 plus, compared to 1.9% nationwide. See Figure 9 for details. There were no available details regarding age for 818 clients (15 Franklin, 803 nationwide).

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



2.5 Summary of Workshop Data for Franklin District

The following summarises data gathered from the workshop focus groups that were held in Franklin District.

A semi-structured discussion guideline utilising six open-ended questions was developed, to effectively facilitate discussion in this workshop within the specified time frame. This section outlines specific themes that arose from each question.

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 thought a positive aspect of restricting numbers was that more control would be an improvement and that ideally there would be no machines. However, it was noted that restricting the number of machines would result in minimal change for Franklin District Council.[5]

On the negative aspects of restricting numbers, Franklin's community group cited a decreased need for social services and concern that people with gambling problems would migrate to other areas/venues. Interestingly the need for more research to determine whether or not problem gamblers move to other machines was cited as a positive impact. Decreased community funding was discussed, however it was decided that more information is required to find out where community funds are dispersed and to whom to determine whether the community levels of deprivation.

Industry
The industry groups cited that the Act will prevent any 'cowboy' sites operating with gambling as their primary business. The majority of venue operators in Franklin were depicted as responsible as they do not rely on gambling revenue to survive.

Industry felt that negative aspects of decreasing the number of EGMs would be less community funding, particularly for many organizations providing community assistance that are reliant on this income. There is concern regarding where alternative funds could be sought. Venue operators and businesses that currently attract visitors to the Franklin district will no longer be financially viable, particularly with increasing site rentals. It was noted that there were two separate groups affected (Chartered clubs and Hotels), and thought by some that clubs held an unfair advantage regarding funds distribution. It was also implied that surrounding businesses such as restaurants would be affected through a loss of turnover.

[5] The issue of market demand was raised in regard to the number of sites. It was proposed that market demand would result in a reduced number of sites in Franklin (i.e. 2 of 9 not 1 of 18). There were queries around the percentage of GDP spent on the negative harms arising from gambling and it was also noted that research was required to determine whether or not problem gamblers would move to other machines.

Restrictions were considered to limit the opportunities to be responsible hosts, affecting their ability to meet the legal requirements. Further negative impacts included a loss of business as trends of alcohol consumption have decreased creating a need for additional sources of revenue. Restrictions should be made on the number of venue locations rather than EGMs, and it was considered that people will move out the Franklin district to chase jackpots.

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

Community
The Community group thought increased pressures on support services such as churches, Plunket, budgeting services could result from increased gambling. This will result in increased negative gambling-related harms on individuals and families within Franklin, particularly domestic violence. It will be a determinant of societal breakdown.

Industry
In general, felt that there would be increased opportunities for fun, entertainment and leisure activities.

Social Impacts of the same number of EGMs

Community
Social impacts would be continued and increasing levels of negative gambling-related harms such as familial violence.

Industry
It was cited that the majority of people participating in gambling are recreational with only a small percentage identified as problem gamblers. The same number of machines will continue to provide entertainment, leisure and recreation and participation was noted as an individual's choice.

Social Impacts of fewer EGMs

Industry
Negative impacts include individual frustration from restricting access to partake in gambling, less opportunities of relaxation for the elderly and decreased community funds.

Cultural impacts of more EGMs

Community
They felt there would be increased pressures on current services such as Plunket and voluntary church organisations were noted and a cultural paradigm shift from giving to expecting will occur, particularly from Government.

Industry
As there is an under-representation of identified at-risk ethnic minorities in this district, an increase in the number of EGMs should be allowed within Franklin and policy within this area should not be targeted at such populations.

Cultural Impacts of fewer EGMs

Community
The Community group believe that negative impacts on recipients of funding will incur, thus clubs and trusts must be differentiated.

Industry
Industry felt that the likelihood of less EGMs within hidden premises will not result in any cultural effects.

Economic impacts of more EGMs

Community
The Community group thought that positive industry growth will occur, improving the GCP. Currently, there is a lack of service provision for problem gambling and funding is difficult to obtain, increasing EGM will positively influence this and address the transference of money from lower socio-economic areas to high socio-economic areas.

Economic Impacts of fewer EGMs

Community
It was noted that lower socio-economic areas will not get funding.

Industry
A negative aspect would be decreased funding to the community, particularly hospitals and businesses and venue operators will suffer because of revenues associated with decreasing liquor consumption. It was considered that fewer EGMs would interfere with the operant market and conflict with the wants of the community and 'punters'.

Environmental impacts of more EGMs

Community
Clustering of gambling venues will possibly result in the development of a 'seedy'/unattractive environment within Franklin, contributing to this will be increased signage of more gambling venues.

Environmental Impacts of the same number of EGMs

Community
It was noted that some areas within Franklin appear to have more EGM venues than others. Concern was shown for the wider Auckland area, particularly the targeting of lower socio-economic districts compared to higher socio-economic areas for example, South Auckland and Remuera respectively.

Industry
Environmental impacts associated with EGMs are currently a non-issue in Franklin as there have been few new venues operating although it was noted that TABs have the highest profile and signage. However, regulation and monitoring of venue concentration areas is required and the visual impact of this should be managed through the RMA.

Environmental Impacts of Fewer EGMs

Industry
Industry felt that fewer EGMs may encourage increased participation in alternative forms of gambling, such as the Internet, which will increase isolation and decrease socialisation.

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

Community
Community stated that lower socio-economic areas appear to have more EGMs than higher socio-economic areas and increased negative social gambling-related impacts. It was noted that the majority of people currently utilise EGMs for recreational purposes within Franklin, so numbers should not be so this increased harm could be avoided. EGMs should not be clustered to circumvent developing a 'seedy' area within Franklin and ideally gambling venues would not be placed near schools. In addition, concern was raised in regard to schools within the CBD and increased exposure of youth to gambling.

Industry
The Industry believes that the status quo currently works well within Franklin and the existing district plan mechanisms are acceptable. It was felt that differentiation between each of the Franklin wards should be considered and EGMs spread across these proportionately. It was noted that more information is required for existing venues operant after October 2001; what are their rights in regard to maintaining their current locations within the policy? Industry felt that it was critical that venue

providers who 'know about gambling' be involved in the decision making body. Finally, EGMs should be in an open environment to avoid the development of a 'gambling underground'.

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

Industry
Industry questioned why this does not apply to the issuing of liquor licenses. It was also felt it was inappropriate as there is no overall cap on population percentages. Any links made between the number of EGMs and population growth should be developed on differential populations within each ward.

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 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?

It was felt that bars with EGM rooms should have separate entrances so the socialisation aspect of the bar remains intact.

Industry
Industry felt that it should remain status quo, as it was felt that licensed premises provide appropriate age monitoring, which must be policed. It was cited that restricting to licensed premises provides more options for entertainment in one venue. It was also considered a good way to identify and shut down irresponsible hosts while enhancing those that are responsible.[6] Finally, it was noted that EGMs should remain where they are with some participants specifying that they should be restricted to clubs and taverns.

Negative aspects discussed by the Industry included the possibility that this restriction may lead to increased promotion of gambling which would affect the social fabric/environment of town and policing issues may not be adhered to.

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
The Community group do not want EGMs placed in residential areas or near shopping centres. Further negative aspects noted were an increased youth gambling participation and exposure and that there will be an increase in child neglect.

Industry
Industry noted youth accessibility as a negative aspect and it was mentioned that less monitoring and regulation will result in increased problem gambling.

Economic Impacts

Community
The Community group felt that a positive aspect would be that liquor licensed venues will lose money. On the negative side, increased availability will result in increased funds being spent and it was the laundering of drug money through EGMs was mentioned.

[6] EGM participation was considered an individual choice, it was felt that Government is targeting EGM venue operators without appropriate justification.

Industry
Industry felt that the availability of more community funding would be a positive economic aspect while the flow of money through businesses was noted as a negative economic impact.

Cultural Impacts

Most groups generally considered positive impacts on culture a non-issue.

Community
The Community group felt that a negative cultural impact would be that the cultural norms of Franklin will change.

Industry
Industry considered that there would not be cultural effects, as gambling is about social behaviour rather than culture. Conflicts with the purpose of gambling venues were mentioned as EGMs are considered a form of entertainment.

Environmental Impacts

Community
As a negative environmental impact, Community found it unacceptable for EGMs to be 'everywhere'.

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?

Industry felt that there should be restrictions on the distance to certain facilities.

Social Impacts

Community
Discussing the positive aspects, Community felt that locating EGMs near churches may increase the possibilities of reaching out to those affected by problem gambling; despite this safety issues were a concern. Others felt that status quo should remain and that it was a negative social impact for EGMs to placed near churches, or next to schools. They should not be any closer than they are now

Industry
Industry felt that status quo should remain. They felt that many villages within Franklin are currently located closely together and that restrictions on proximity will not be effective and reduce opportunities for gambling licenses

Economic Impacts

Industry
The Industry does not agree with restrictions relating to proximity. They did not feel that advertising and signage is everywhere. It was also noted that there are a limited number of alternative sources for community funding.

Cultural Impacts

Community
Community felt that any cultural impacts would be dependent on the type of area. Franklin works well at status quo, but more information is needed to explore what might happen in the future.

Industry
Industry felt that this restriction may result in discrimination against people who visit areas with EGMs from outside areas. It was also noted that there is no correlation between religion and gambling.

Environmental Impacts

Community
Again, Community felt that any environmental impacts are dependent on the type of area. At the moment EGMs and gambling in Franklin are considered controllable but more information is required about future impacts.

Industry
Industry considered a negative environmental impact to be the fact that small rural towns need EGMs to be restricted to licensed premises, as proximity restrictions are already in place. Resource consents should also be obtained, as a formal management tool to inform schools/kindergartens of new venue locations as well as a formal complaints process.

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

Community
Community felt the availability of community funding is a positive aspect, as there is limited time available to fundraise for particular groups. However, it was noted that the distribution of funds is not geographically equitable, and perceived to be based on sport-code and relationships with the operators. There is also less 'giving' to community appeals in today's society as most money (including spare change etc) is spent on EGMs. It was also mentioned that community groups have a sense of power in dispersing community funding which needs to be re-looked at, and an overhaul is required.

Industry
Community funding is highly sought after, and regularly supports sport groups through such things as uniforms and travel. This makes sporting more accessible to the community, as the costs of participation are decreased as a result of community funding. Plunket, libraries, and community benefits (such as Christmas lighting in Franklin) are also provided and the money contributes to maintaining recreational facilities (e.g. clean up graffiti, tagging). The current cosmopolitan scene is that "we are the community providing funds for the community."

However, there is a double standard regarding particular organizations who receive funds, thus EGMs near these premises/sites should not be limited.

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

Community
The Community group thought it was best to have responsibility as it clarifies what is expected of venue operators/owners. They felt that the host responsibility programme must be standardized and ensure an individual responsibility.

On the negative aspects, there is currently no policing and monitoring of hosts. Host responsibilities are important, but they must not be too specific to avoid loss of impact and produce no results or changes.

Industry
The Industry feels these programmes must offer gambling alternatives, and ensure safe usage (for example, stopping people using EFTPOS, giving regular punters a "look", not giving payouts in large notes as this is considered to make 'punters' think twice about putting it back into a machine). Host training is important to help staff and owners/operators identify problem gamblers and offer them alternatives. It was stated that existing operators know their patrons, and are in the best position to enforce control. However, it was also mentioned that venue operators/owners do not have any power to enforce host responsibility policy under the current Act.

On the negative aspects of a host responsibility programme, it was felt that currently the venue operator has all responsibility and no authority and it is also difficult to stop problem gamblers as they can move to other venues.

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

Community
The Community stated that gambling is considered to be the most easily hidden addiction.

*FDC may have opportunity with horse racing to give a positive perspective on gambling (this should be fun)

Industry
The Industry in Franklin District thought gambling was positive for the District citing the example of the Pukekohe Cosmopolitan Club, which offered many options for entertainment to the community including non-members. The financial support that the funds gave to community functions was also acknowledged. They would like to develop other entertainment options in pubs so that gambling could be conducted in a community environment. They also felt that clubs and hotels should be on an equal rating.

They would like to keep EGMs in clubs and pubs and maintain the status quo but allow for controlled growth in existing establishments that don't hold the maximum number of EGMs. The Industry thought that the distribution in Auckland should be looked at to avoid high concentrations of venues, using the example of Manukau, but wanted to ensure district plan restrictions did not restrict the growth of gambling entertainment opportunities within Franklin. Industry wanted straight guidelines to create certainty. There is a perception that Franklin does not have gambling problems.

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

Community
The Community group felt that it was better to get the information right rather than rush the policy development process.

Industry
The Industry wanted a policy developed in the short-term with allowance for reviews of the policy in the future, perhaps every two years. They would also like the council to work through Christmas, with a policy in place by March, with full consultation and minimal cost.

They identified potential negative economic impacts if the council is not able to issue consents for people wanting to set up new bars or expand their current business if there is a time delay. They also requested that all stakeholders should be given a copy of the draft policy.

3. Conclusions for Franklin District

Note: A fuller description of conclusions and recommendations relevant to Franklin 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 Franklin 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 Franklin District:

- The concentration of EGMs and EGM venues is consistently higher in areas of higher economic deprivation and lower household income.

- Higher concentrations of EGMs occur in areas of Franklin District with higher numbers of younger, Maori and Pacific peoples.

- 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 $0.6 million they distributed last year in Franklin District, just over 33 percent goes into sports and physical activities, about 30 percent to education, and 23 percent to emergency services, with the remainder being distributed amongst eight other categories, including an "other" category. The distribution to sports and physical activities is lower than averages across the whole of New Zealand but substantially higher for education and emergency services.

- 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. The gender ratio was about 63 percent female on the Helpline and 51 percent female for personal counselling, both higher than national averages.

- 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 Franklin 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 Franklin District, particularly as they relate to the specific needs and issues for younger, Maori and Pacific peoples.

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 higher economic deprivation.