

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: Waitakere City data

January 2004

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1. Waitakere 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 Waitakere 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 Waitakere 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. Waitakere City

The population in Waitakere is 168,750. 13.4% of the population is Maori compared to 11.6% for the Auckland Region. The percentage of Pacific Island people (14.5%) is similar to that for the Region (14%). Asian people make up 11% of the Waitakere population, compared to 13.8% of the Region as a whole.

Waitakere is a young city with 39% of the population aged less than 24 years. 8.8% of the population is aged 65 and over, compared to 10% of the population in the Auckland Region.

The median income in Waitakere is \$20,800 compared to \$21,100 for the whole of Auckland Region.

Waitakere City has 37 class 4 gambling venues operating a total of 492 gambling machines. There is one machine per three hundred and forty-three Waitakere City residents (all ages). Of the non-club venues, sixteen operate machines (279) owned by the six trusts that make up the National Gaming Machine Trusts while four venues operate machines (60) owned by other trusts and societies. Seventeen clubs operate 153 machines in Waitakere City. The average number of machines at club venues is nine machines, and at non-club venues seventeen machines. According to DIA five venues (3 club and 2 non-club) were issued gambling licences after 17 October 2001. There are six standalone TAB agencies.

2.1. Census Unit Analysis Summary for Waitakere City

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

Table 1: Summary of venues and machines for Waitakere City

	Numbers
Standalone TAB Agencies	6
Non-Standalone TABs	1
Class 4 Venues	37
Gambling Machines	492
Population per Gambling Machine	343

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

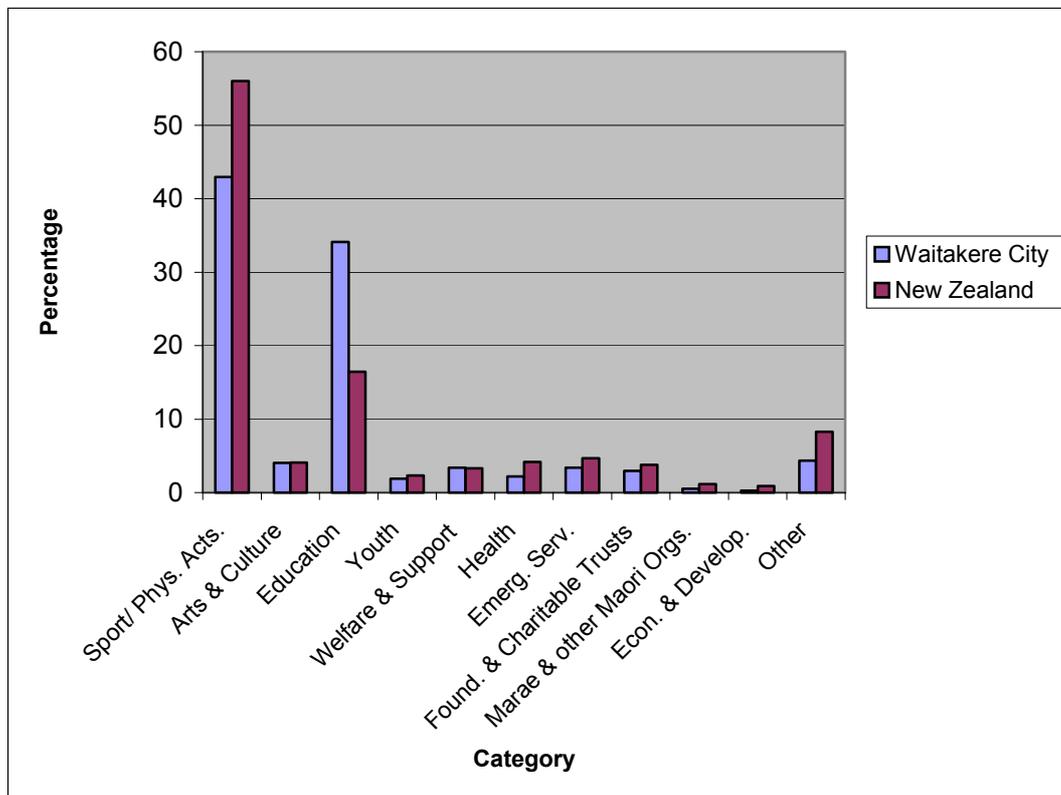
Concentration of Gambling Machines	Likelihood of having high concentrations of gambling machines
<ul style="list-style-type: none"> • Deprivation 	<ul style="list-style-type: none"> • Clear gradient: Areas of high deprivation more likely
<ul style="list-style-type: none"> • Household Income 	<ul style="list-style-type: none"> • Low income areas more likely
<ul style="list-style-type: none"> • Age 	<ul style="list-style-type: none"> • Older areas more likely
<ul style="list-style-type: none"> • Maori 	<ul style="list-style-type: none"> • More likely
<ul style="list-style-type: none"> • Pacific 	<ul style="list-style-type: none"> • More likely
<ul style="list-style-type: none"> • Asian 	<ul style="list-style-type: none"> • More likely

2.2 Grant Distribution in Waitakere City

It is estimated that of the \$777 million dollars spent nationally on EGMs, \$219 million is spent in the Auckland region. At least \$5.3 million of this money was returned to Waitakere 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).¹

Overall, Waitakere City received a similar distribution of funds to the national average except more money was allocated to Education than the national average (Figure 1). Analysis of the donations by the individual trusts highlighted some differences in the allocations of funds to Waitakere City as discussed below (see Figure 2).

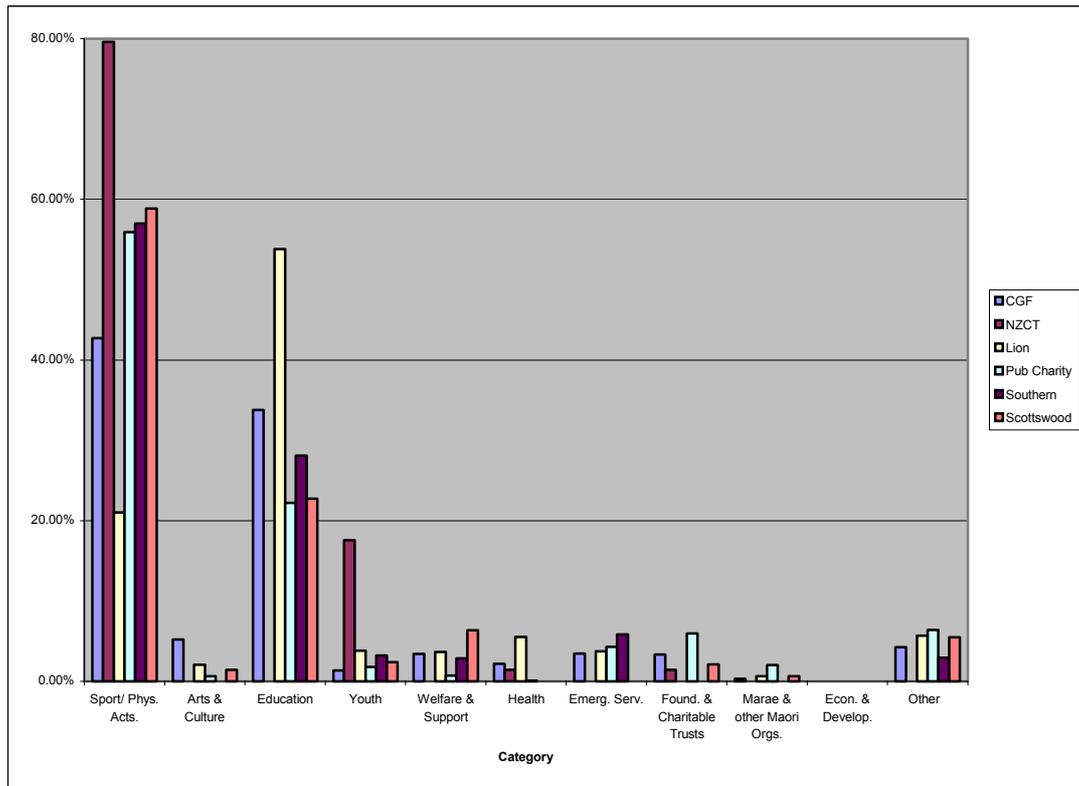
Figure 1: The distribution of funds by the National Gambling Machine Trusts within Waitakere City and the rest of New Zealand



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

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



Community Grants Foundation Inc.

Educational organisations in Waitakere City received twice as much funding from the Community Grants Foundation Inc. as the national average: 33.79 per cent compared with 16.44 per cent nationally. More funds were also allocated to Arts & Culture (5.19 per cent compared to 4.09 per cent for all of New Zealand). Sport & Physical Activities and Health both received less than the national level (42.73 per cent vs. 55.98 percent; 2.17 per cent vs. 4.16 per cent, respectively).

Lion Foundation

The Lion Foundation awarded more than half of its funds to Education in Waitakere City, more than three times the national average (53.79 per cent vs. 16.44 per cent for New Zealand). Youth organisations (3.83 per cent) and Health (5.51 per cent) also received more funding than the rest of New Zealand (2.32 per cent and 4.16 per cent, respectively). Considerably fewer funds were awarded to Sport & Physical Activities in Waitakere City (21.03 per cent vs. 55.98 per cent for New Zealand).

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New Zealand Community Trust

The New Zealand Community Trust allocated the majority of its money to Sport & Physical Activities (79.59 per cent vs. 55.98 per cent nationally). The rest of the money given to Waitakere City was allocated between Education, Health and Foundations & Charitable Trusts.

Pub Charity Inc.

Pub Charity Inc. had a similar distribution of funding to Sport & Physical Activities in Waitakere City as the national average (55.89 per cent vs. 55.98 per cent respectively); however, more money was allocated to Education (22.18 per cent vs. 16.44 per cent nationally) and Marae & other Maori organisations (2.03 per cent vs. 1.16 per cent respectively). Fewer funds were awarded to Welfare & Support groups (0.71 per cent vs. 3.30 per cent) and Health (0.07 per cent vs. 4.16 per cent) compared to the rest of New Zealand.

The Southern Trust

The Southern Trust gave a higher allocation of funds to Education in Waitakere City than the national average (31.79 per cent vs. 16.44 per cent) and Emergency Services (5.86 per cent vs. 4.67 per cent for all of New Zealand).

The Scottwood Trust

The Scottwood Trust allocated most of its funds to Sport & Physical Activities (57.01 per cent) and Education (28.11 per cent), both higher than the national average. Foundations & Charitable trusts were also allocated a higher level of funding (6.63 per cent compared with 4.67 per cent for all of New Zealand); no money was given to Health or Emergency Services.

2.3 Gambling Helpline Data for Waitakere City

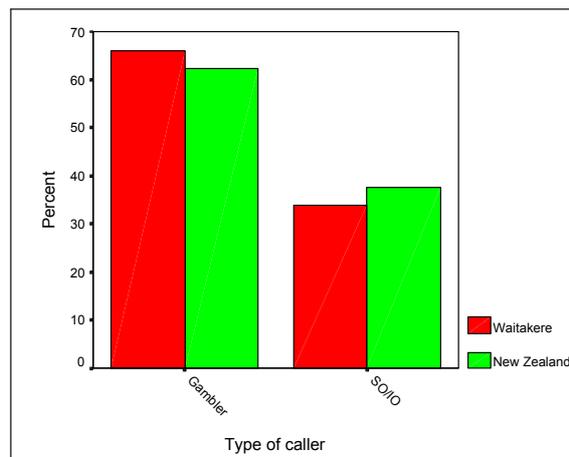
Note: To be read in conjunction with the copyright, limitations and disclaimer included in Appendix 1 of Part 1 of this report.

Overall, 886 callers (who had called during the operating period from November 1998 to November 2003) were identified as being primarily located within Waitakere City². This equates to 1 in every 191 Waitakere City residents.³ A further 19,316 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 some variance in the distribution of caller type according to the origin of call: 66.1% of callers from Waitakere were gamblers (compared with 62.4% nationwide) and 33.9% of callers from Waitakere were significant others/interested others (37.6% nationwide). See Figure 3 for details.

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



Gender

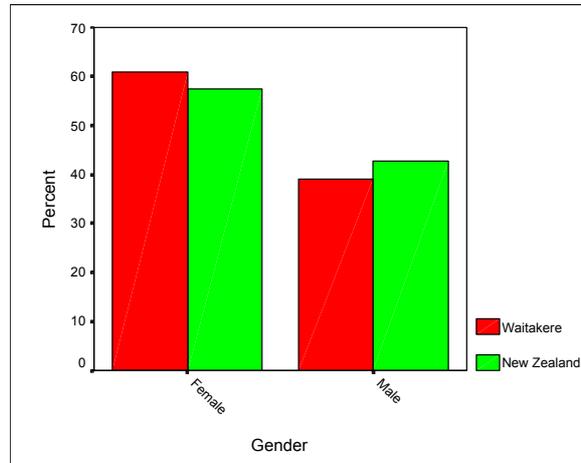
The gender distributions of Waitakere and nationwide callers were similar, with proportionally more female than male callers regardless of location. However, there were quite noticeable differences between the gender distribution of nationwide and Waitakere callers. Of those callers from Waitakere, 61% were female (compared to 57.4% nationwide) and 39% were male (compared to 42.6% nationwide). See Figure 4 for details. Data regarding gender were missing for 468 callers (12 from Waitakere, 456 nationwide).

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

³ See [Table 17, page 82](#) in the Part 1 report for more information.

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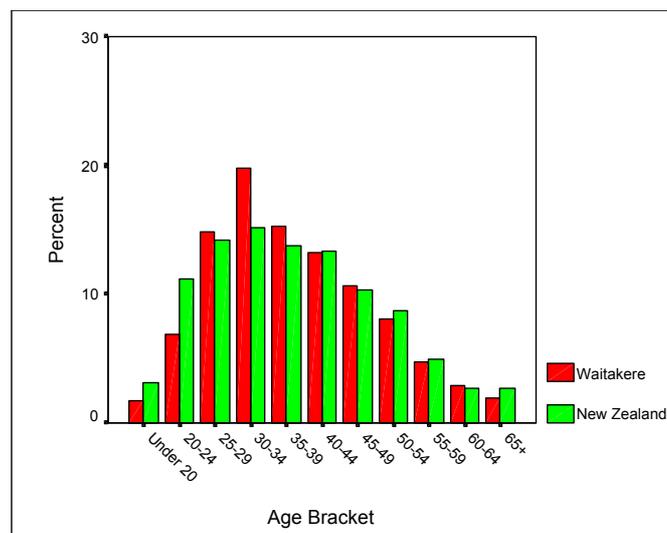
Figure 4: Gambling Problem Helpline Client Gender Distribution - National and Waitakere (N=19,734)



Age

Callers to the Helpline varied widely in age, however, in general age distributions were fairly similar for both nationwide and Waitakere calls. Caller's for both regions peaked in the 30-34 age bracket – however, the magnitude of the peaks differed substantially: 19.8% in Waitakere compared with 15.2% nationwide. There were also substantial differences between the distributions for the following age brackets: Under 20 (1.7% in Waitakere compared with 3.2% nationwide), 20-24 (6.8% in Waitakere compared with 11.2% nationwide), 35-39 (15.2% in Waitakere compared with 13.8% nationwide) and 65+ (2% in Waitakere compared with 2.7% nationwide). Equal proportions (13.3%) were observed for the 40-44 age bracket. See Figure 5 for details. Data regarding age were unavailable for 5435 callers (170 Waitakere, 5,265 nationwide).

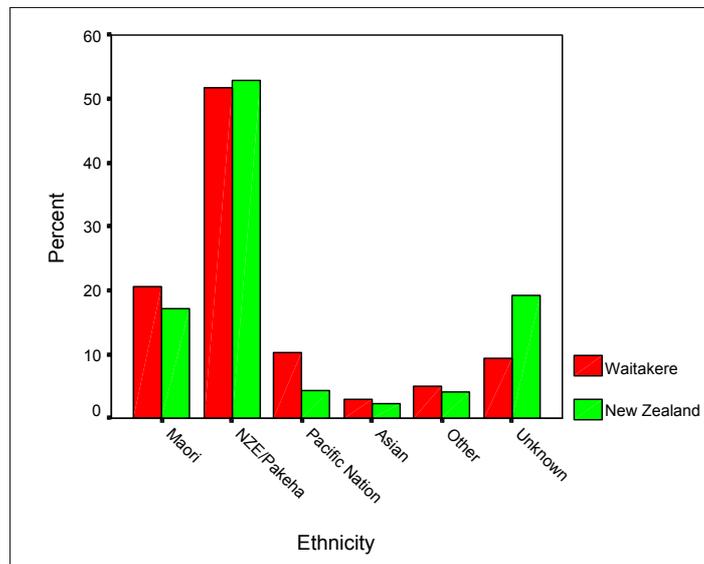
Figure 5: Gambling Problem Helpline Client Age Distribution - National and Waitakere (N=14,767)



Ethnicity

The ethnic distributions varied widely, however regardless of location, the majority of callers were Pakeha: 51.8% of Waitakere callers compared with 52.9% nationwide. Differences between the proportions of Maori, Pacific Nation and Unknown callers from the different regions were also particularly noticeable: 20.5% of Waitakere callers were Maori compared with 17.2% nationwide, and more than twice the proportion of Pacific Nation (10.3% in Waitakere compared with 4.4% nationwide) and Unknown callers (9.4% in Waitakere compared with 19.2% nationwide) were observed in Waitakere than nationwide. See Figure 6 for details.

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



Problem Gambling Severity Scores

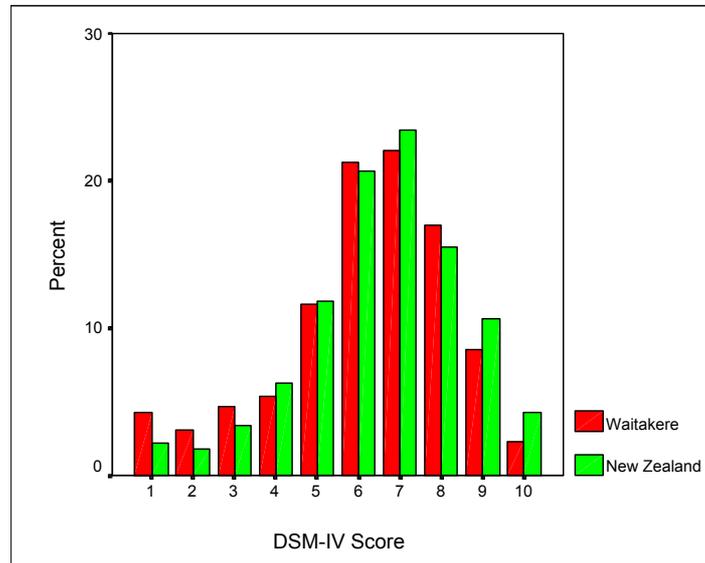
The DSM-IV provides a list of criteria for identifying problem gambling. The overall distributions for DSM-IV scores were similar regardless of location. From Waitakere, 10% of callers had a score of 3-4 (thus fulfilling the criteria for problem gambling), compared with 9.6% of nationwide callers. However, the proportions of callers from each region who had a score of 5+ (thus fulfilling the criteria for pathological gambling) were lower for Waitakere (82.7%) than nationwide (86.4%). There were several other substantial differences according to the origin of call. In particular, a lower proportion of Waitakere (22%) than nationwide callers (23.4%) peaked with a score of 7.

Substantially higher proportions of Waitakere callers were observed in relation to the following DSM-IV scores: 1 (2.2% nationwide, 4.2% Waitakere), 2 (1.8% nationwide, 3.1% Waitakere), 3 (3.4% nationwide, 4.6% Waitakere), and 8 (15.5% nationwide, 17% Waitakere). Conversely, substantially higher proportions of nationwide callers were observed in relation to the following DSM-IV scores: 7 (22% Waitakere, 23.4% nationwide), 9 (8.5% Waitakere, 10.7% nationwide), and (2.3% Waitakere, 4.3% nationwide). See Figure 7 for details. Data concerning this variable

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were only available for a relatively small proportion of callers categorized as gamblers, 259 Waitakere and 4705 nationwide.

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

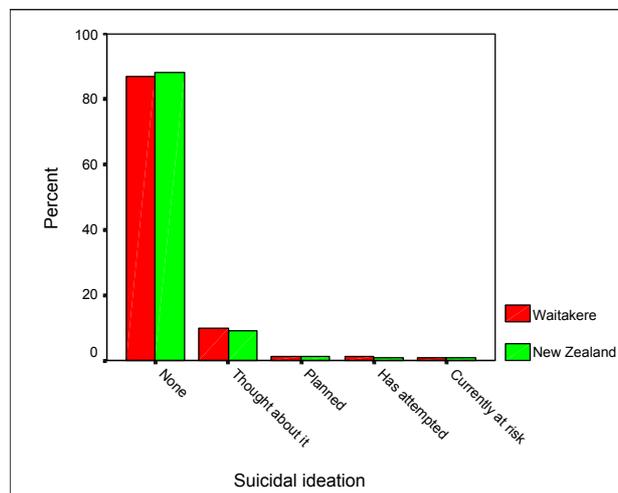


Suicidal Thinking

Figure 8 illustrates the distribution of suicidal ideation as recorded by the Helpline. It can be seen that the distributions are very similar, with 86.8% of Waitakere and 88% of nationwide callers indicating that they had no suicidal ideation.

Overall, slightly higher proportions of Waitakere than nationwide callers indicated that they had: thought about committing suicide (9.7% compared to 9.2%), or had attempted suicide in the previous 12 months (1.3% compared to .7%). Equal proportions had planned a suicide attempt (1.2%) or were classified as being currently at risk (.9%). These data pertain to 18479 callers (844 Waitakere, 17,635 nationwide).

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



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Problem Mode

Data regarding problem mode were not available for all gamblers who had contacted the Helpline, this information relates to 515 Waitakere and 9,775 nationwide callers. Overall, the most frequently cited problem mode of gambling was gaming machines (85.1% in Waitakere, compared to 88.2% nationwide). However, there was noticeable variance between the particular breakdown of gaming machine type, approximately two-thirds (63.7%) of Waitakere callers cited non-casino gaming machines as their problem mode, compared with over three quarters (78.2%) nationwide. Conversely, the proportion of Waitakere callers citing Casino gaming machines (21.4%) was more than double that of the nationwide proportion (10%).

Furthermore, the proportion of Waitakere callers citing Casino Tables (6.4%) was also more than double the nationwide proportion (3.0%). Therefore, Casino based modes of gambling accounted for the problem mode of 27.8% of Waitakere callers compared with 13% nationwide.

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

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

	Waitakere (%) N=515	New Zealand (%) N=9,775
Non-Casino Gaming Machines	63.7	78.2
Casino Gaming Machines	21.4	10.0
Casino Tables	6.4	3.0
Track Betting	6.0	6.4
Other & Multiple	2.5	2.3
Keno	0.0	0.1

2.4 Personal Counselling Data for Waitakere City

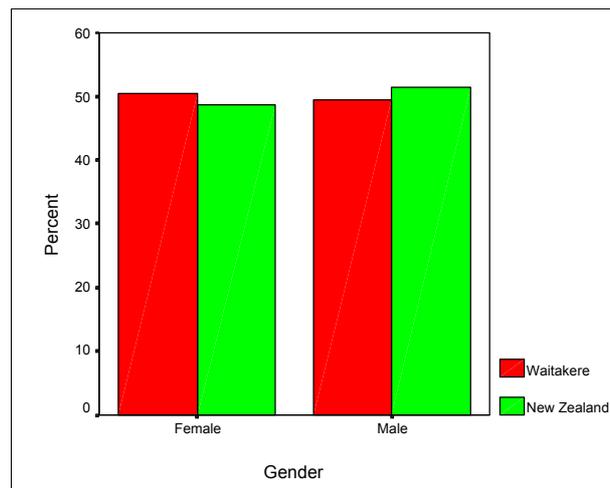
Note: to be read in conjunction with the limitations included in Section 4.7 of Part 1 of this report.

Overall, 4,996 records were accessed and analysed for people who attended face to face gambling counselling services between 1997 and 2002⁴, 372 of these clients resided in Waitakere City⁵.

Gender

There were some differences with regards to the gender ratio of Waitakere and nationwide clients: 50.5% were female (compared to 47.4% nationally), 49.5% were male (compared to 52.6% nationally). See Figure 26 for details. Data regarding gender were unavailable for two nationwide clients.

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



Ethnicity

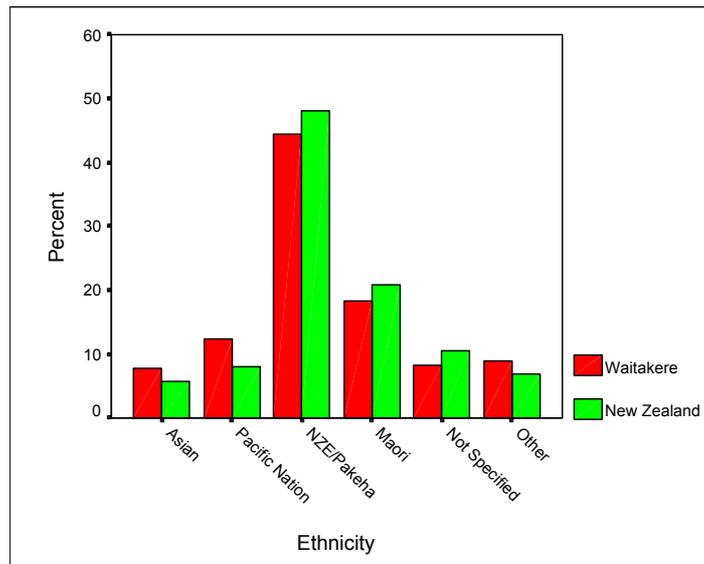
Clients were predominantly of Pakeha ethnicity (44.4%, compared with 49.9% nationwide), followed by Maori (18.3%, compared with 23.5% nationwide), Pacific Nation (12.4%, compared with 5.8% nationwide), Asian (7.8%, compared with 3.3% nationwide) and Other (8.9%, compared with 5.5% nationwide). See Figure 10 for details. No information regarding ethnicity was available for four nationwide clients.

⁴These represented approximately 50% of all the clients who received face-to-face gambling counselling during the 1997-2002 period

⁵When data was retrieved, clients were categorised as residing in one of two locations: 1. Within the Waitakere City District, or 2. Elsewhere in New Zealand (i.e. Outside of the Waitakere City District)

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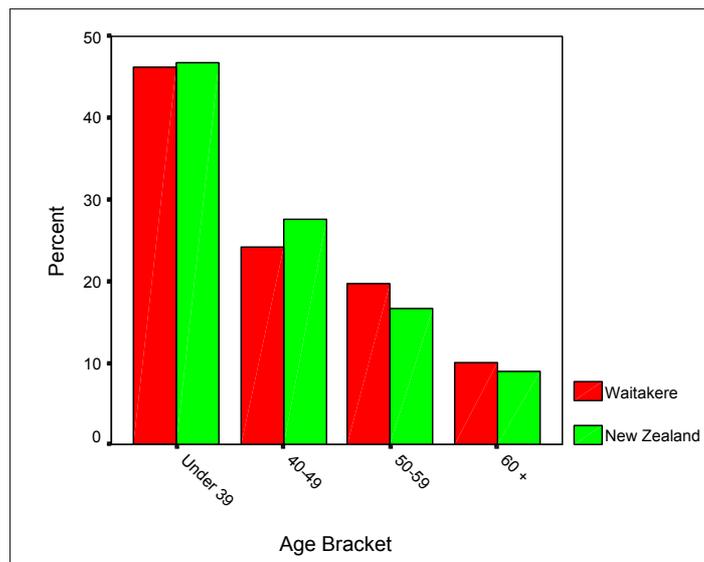
Figure 10: Personal Counselling Ethnic Distribution - National and Waitakere (N=4,992)



Age

Regardless of location, clients tended to be younger, and clearly peaked within the Under 39 age bracket (46.2%, compared with 46.9% nationwide). Almost one quarter of Waitakere clients were aged between 40-49 (24.1%) which was substantially lower than the nationwide proportion for this age bracket (27.5%). Further substantial proportions were observed for the 50-59 (19.7% for Waitakere, 16.7% nationwide) and the 60+ (10% for Waitakere, 8.9% nationwide) age brackets. See Figure 11 for details. There were no available details regarding age for 818 clients (82 Waitakere, 736 nationwide).

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



2.5 Summary of Workshop Data for Waitakere City

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

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

Limiting the number of EGMs per venue will result in easier access to such venues, increase sociability and decrease accessibility thereby reducing possible problem gambling opportunities.

Negative aspects included the fact that limiting the number of EGMs may lead to consumer frustration and potentially result in wider negative community effects. Also, people may move to other areas with more EGMs causing less community funds to be available and distributed locally.

Industry

Limiting the number of EGMs per venue will provide better control of the growth of gambling within this district. However, local problem gambling will not be removed by limiting the number of EGMs in Waitakere. It was noted that previously, people would find alternative forms of participating such as bookies. It was suggested that increasing the number of EGMs rather than decreasing the number would reduce the flow of people out of Auckland City. Limitations will also disadvantage new businesses.

Social Services

Social services did not consider status quo to be effective in reducing problem gambling, however, increased negative impacts would be associated with increased numbers. Limiting numbers was considered a positive means of decreasing accessibility, however research is required on the current effects of EGMs within Waitakere. It was specified that this should be conducted within each of the Waitakere wards. Restricting numbers to nine was acceptable, but fewer (i.e. 5 EGMs) were considered ideal.

On the negative aspects it was decided that limiting the number of EGMs was not an effective way to address problem gambling (quoted as having ‘an ambulance at the bottom of the cliff’). It was cited that public education and awareness is required, particularly since partaking in drugs and alcohol is considered to be rampant in Waitakere. Furthermore, longitudinal research is required which explores inter-

generational impacts. There is currently a lack of quality policy analysis and national deprivation index measures.

Mixed

A general theme in the Mixed group was that restrictions improve community control over the growth of gambling (i.e. operation, atmosphere and location of gambling venues). Decreasing exposure, access to and availability of gambling will plausibly decrease significant negative gambling related harms for individuals and families, particularly within identified at-risk populations (such as Pacific peoples, Maori and youth) in Waitakere.

Although it was also noted that restricting EGMs does not address other forms of gambling available, acceptable limits per venue were cited at five and nine EGMs; there was no support for increases in the number of EGMs.

Negative aspects included a reduction in community funding, in particular for trusts that currently deal with problem gambling. Other negatives included large gambling overheads for venue operators, as was the possibility of an increase in the number of small sites with fewer machines and there was discord in the group regarding the restriction of the number of EGMs as it was suggested that identified problem gamblers will move to other areas and spend money on gambling.

Summary Question 1a: What might be the (social, economic, cultural, environmental) impacts of more/fewer/same number of machines?⁶

Social Impacts of more machines

Community

Negative gambling-related harms such as poverty and child neglect will increase. Furthermore, increasing opportunities to gamble influences problem gambling and impacts on at-risk members of society for example women.

Industry

More EGMs would provide increased employment opportunities and funding.

Mixed

Increased numbers of EGMs would be difficult to police. It was noted that at-risk populations such as Pacific peoples in Manukau are negatively affected by gambling-related harms; increased accessibility may result in similar impacts in the Waitakere district.

Social Services

Increasing the number of EGMs would impact on the normalization of gambling. Although funds may be distributed within the community, a plausible wider picture

⁶ Waitakere Mixed: Individual merit must be acknowledged for each application

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must be considered including the phenomenal social cost of negative-gambling related harms.

Social Impacts of the same number of EGMs

Community

Problem gambling affects a percentage of the community. Raising education and awareness is required to reduce further increases in prevalence.

Mixed

Waitakere currently has the maximum number of EGMs, and should limit additional increases in order to stop further social harms. Increases would send a false-positive message to the community.

Social Services

Gambling-related harms have amplified throughout the past 5 years and include increasing cases of domestic violence, starvation, neglect, poverty, deprivation and child abuse/neglect. The number of people (gamblers and affected others) this impacts on in Waitakere has also increased. Research is required to quantify the current prevalence and social impacts.

Social Impacts of Fewer EGMs

Community

It is socially beneficial to reduce availability; however there was concern was raised that people will move to districts with more EGMs.

Industry

Industry felt that this may encourage movement out of the local district and may enhance the development of ‘underground’ gambling.

Mixed

Mixed participants felt that negative social harms would be reduced. They noted that the number of EGMs should be linked to venue and location and individual merits for each application should be acknowledged.

Social Services

People will move elsewhere to play EGMs if they are passionate about them.

Cultural impacts of more EGMs

Industry

Increasing the number of EGMs will result in atmospheric rather than cultural differences.

Mixed

The holistic well being (inclusive of spirituality) of Maori and Pacific peoples identity will be negatively affected.

Economic impacts of more EGMs

Community

Less familial income will be available for healthy living, particularly for children.

Industry

Industry noted that there would be increased funding to the Waitakere community.

Mixed

The economic benefits of increased numbers of EGMs for venue operators, government and community groups may encourage deprivation and poverty within Waitakere. The economy will remain unbalanced as increased costs of monitoring occur. Pacific peoples are marginalized and future generations in Waitakere will be negatively affected. The main points made suggested that economic gains will not be sustained as increased problem gambling will result in greater social harm and the unequal distribution of community funds will continue.

Economic Impacts of the same number of EGMs

Mixed

Mixed noted that normalisation and false positive messages influence communities.

Social Services

Social services felt that current increasing trends of poverty and deprivation within Waitakere will continue.

Economic Impacts of Fewer EGMs

Industry

Industry noted that fewer funds would be available to redistribute within the Waitakere district.

Mixed

Representatives within this group cited that community funding would not be significantly reduced.

Environmental impacts of More EGMs

Mixed

Increased numbers of EGMs will result in increasing negative visual impacts such as children waiting in cars, negatively impacting on Waitakere's environment.

Social Services

Increased availability of EGM venues are increasingly cited in areas such as shopping centres which is considered to negatively impact on the environment within Waitakere.

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

Community

Community felt that the location of EGMs should be restricted from shopping centres, early childhood centres, schools, bowling clubs, family restaurants and lower socio-economic areas. Investigating the primary purpose of the business is critical and appropriate locations should be decided on in consultation with appropriate local residents.

Industry

Although restrictions should be placed near schools, it was noted that in the past, pubs and churches were located parallel to each other. Restrictions to commercial zones do not benefit clubs, but small venues in residential areas are a concern. It was noted that 250metre zoning couldn't be used in Waitakere.

Mixed

The Mixed group support restricting EGMs by location and felt that EGMs in a specific area would ensure effective monitoring. In contrast, it was also noted that concentration in one area would be an 'eyesore'.

Social Services

In order to avoid increased accessibility and availability, EGMs should not be located near schools or shopping centres. Further restrictions should place them within licensed premises. It was felt that education is necessary to make an informed choice and that TABs should also be restricted.

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

Community

Community felt that this appears illogical, as population increases would result in more EGMs.

Industry

The national averages indicate EGM numbers in Waitakere would increase. This is accepted however the process appears arbitrary and requires an appropriate process for increased involvement for all in applying for class 4 venues. It was also cited that market demand should dictate the supply and demand of EGMs. Increased regulations resulting in local venue operators' leaving certain districts was also noted, particularly in South Auckland.

Mixed

The Mixed group considered that with rapid population increases it would be difficult to determine EGMs per head of population.

Social Services

Social Services felt that as Waitakere currently has less EGMs than the national average, the current level should be sustained. More Waitakere specific information is required rather than nation-wide information. It was noted that restrictions per head of population, might increase EGM numbers, which was not supported. The general preference was for numbers to remain status quo.

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?

Community

Community expressed support for venues with liquor licenses as they are considered controlled settings that also monitor clientele. Further restrictions should be placed on the amount of time venues are open and liquor license inspectors should be in control of gambling.

Negative aspects included the fact that licensed venues, such as restaurants, have child access and increases the exposure of youth to the normalisation processes of gambling.

Industry

Industry felt that licensed venues already have structures in place and currently limit access to minors. Host responsibilities and liquor licensing should also help control problem gambling.

Mixed

The Mixed group felt that if restricted to certain venues standards must be maintained and monitored regularly. It was noted that EGMs should be in licensed premises only.

Negative aspects included the possibility that licensed premises and gambling may encourage people to spend more money and confining gambling venues may create a monopoly.

Social Services

Restrictions will result in better control on age-restrictions. EGMs should be in the same areas, but not clustered, and not near shopping centres. A negative aspect was that there would be less policing if more venues could house EGMs.

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

Industry

EGMs will be more available to those utilizing the entertainment aspect of them, especially elderly people. It was also stated that this might keep families together.

Mixed

It would have positive effects on business, and increase community funding. However, there would be less policing and monitoring of age-restrictions and increased gambling participation. Also, concerns were raised in regard to the presence of trained staff on particular premises.

Economic Impacts

Industry

Industry noted that there would be an increased financial gain for retirement homes.

Cultural Impacts

Most groups generally considered positive cultural impacts a non-issue.

Mixed

The Mixed group thought that youth working in certain venues will be negatively exposed to gambling and that this may also influence loitering.

Social Services

Social Services thought that the safety of people and patrons is jeopardized.

Environmental Impacts

Social Services

Again, safety for individuals within Waitakere is jeopardized if EGMs were placed in non-licensed venues.

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

EGMs should not be placed in family restaurants.

Industry

For security reasons, EGMs should not be placed on pedestrian routes to schools and EGMs located in family environments may result in ‘families being split apart’. It was felt that there needed to be increased community input from churches and schools and that the Council needs to notify them. A final point made was that each application should be treated on its merits in terms of location.

Mixed

It was noted that existing permit holders who are discreet might have no negative social impact. It was also mentioned that community groups should be treated differently as some such as Maori are communally minded.

Economic Impacts

Industry

Industry felt that there would be negative economic impacts on church activities.

Mixed

The Mixed participants thought that people in communities should be informed of potential venues/businesses opening.

Cultural Impacts

Industry

It was noted that historically in strong communities, churches and pubs were closely located to each other.

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

Community

Community thought gambling funding is easier to obtain than through cake stalls and this funding is dispersed to kindergartens, sports and other community groups. However, community groups are considered dependent on this source of funding, and there is a lack of community spirit when raising funds. It was also perceived that much of the money is allocated to larger rather than smaller groups. This gives the Government the opportunity to avoid issues because funds/volunteers are funded from other sources.

Industry

Sports clubs are reliant on this funding and many organizations would not survive without it.

Mixed

The Mixed participants felt that many groups are dependent on this income, which must be locally controlled. Less pressure is placed on Government to subsidise these funds in the community and funding occurs at a high social cost to the community (i.e. problem gambling). It is considered a necessary evil that gambling subsidises community funding and that this can result in reduced community effort in fundraising.

Social Services

Positive aspects included the fact that sports, well-being and arts groups are funded. It was noted that the accessibility of gaining funds was credible, and to receive them is advantageous.

It was perceived that funding is mainly sport oriented and there is little funding attributed to organizations that address well-being. Also, it was noted that there is commonly misappropriated funds 'lost along the way'. In general, consensus was reached for an equitable distribution of funds across the needs of the city and each of the communities.

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

Community

Community thought responsible gambling should be indicated on EGMs and if placed in clubrooms, they should be limited to the use of club members only and there should also be time limits. These restrictions should be policed and inspected by the gambling authority as a means of retaining licenses.

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It was noted that the administration system regarding monitoring and compliance was questioned.

Industry

The Industry feels that there needs to be a rigorous code of practice, which must be standardised. It should be ‘hard to get’ EGMs and ‘easy to lose’ them. Self-banning should be supported although people may go elsewhere. Clocks should be visible, and some natural light should enter the room. It was noted that problems might eventuate for owner/operators if they identify patrons with problem gambling and that individuals must take responsibility, as it can affect all levels of society.

Social Services

Social Services felt that there must be national standardisation, safety and accountability with a proven standard of measure, and operators must update licenses annually. Also, clocks and more health promotion posters and warnings should be visible, EGMs should be switched off at 2:30 until 6:30 or 7:00pm to allow people to spend time at home with their children, or families after school. There should be specific disincentives for hosts such as fines and the possibility of losing their license.

In addition, host responsibilities need to include accountability, fines and health warnings and licenses must be proven with standards and safety measures.

Mixed

Host responsibility programmes are important for control, they provide an opportunity for hosts to select individuals with possible problems and allow for shared regularity giving the host some ownership.

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

Community

The Waitakere community wanted Waitakere City to maintain its low number of EGMs and reduce the number of problem gamblers. They felt that locations of EGMs were very important. They wanted greater publicity of help organizations, more education about problem gambling and the Waitakere community to be better educated, more aware and more involved in the decision making process. They expressed concern over Internet gambling and its impact on the community, as it becomes a larger sector in the gambling industry.

Industry

The Waitakere Industry group wanted a good host responsibility programme (and self-regulation) while acknowledging that costs are an issue and identified that controls need to be in place to meet supply and demand as gambling will grow in the future. They felt that venues should provide a balanced environment, for example, pool tables and EGMs together, and there should be variation in the industry within the options of gambling venues for consumers.

The Industry thought there should be greater transparency, so that every site must show where and how its funds are distributed.

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They think sensible by-laws should be put in place, allowing you to have the church close to the pub.

They would like support for the operators and to be treated more fairly with a balanced approach, not as the bad guys in this situation.

Mixed

The mixed group in Waitakere highlighted the breakdown of society and community in as a result of gambling and acknowledged the lack of control over gambling on the Internet. They would like gambling to be controllable in the future with the ability to expand or contract numbers of EGMs as the population changes. They believe that gambling is commercially driven and that if the demand is there, there will be gambling. They also felt that the policy should be kept as it is and that tying gambling with liquor licensing sets a minimal standard of acceptable behaviour.

Social Services

Members of the social services group wanted the placement of EGMs to be strategic and monitored, with no dark or hidden parlours as they felt visibility was a safety issue. They don't want EGMs in shopping centres or venues to be allowed to create a 'strip' of gambling locations. They want good control over gambling and stressed the importance of responsible future planning (30-50 years in the future) for Waitakere City as gambling is part of life and not everyone is addicted.

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

Community

The Waitakere community group wanted the policy completed properly and on time as it has been intimated for almost two years. However, most of the group agreed that it would be happy with a time extension if necessary.

Industry

The Waitakere Industry group had no sympathy for the council because they have known about this since 2001 and have done nothing about it; they would like the council to get the policy right the first time. They feel that if the industry has to comply with the law then so should the council; those who had 18 EGMs had to remove them as soon as possible as the law stated. Also, if the council requires an extension then commercial decisions cannot be made until the policy is put through. They also believe that few sites will be opening in the future so new policy won't make much difference. They would also like more information on the process required to increase the number of EGMs.

Mixed

The mixed group wanted Waitakere City council to get the policy right, with a wide consultation; they felt the government had acted unfairly and that a two-month extension was acceptable.

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Social Services

The social services group wanted the policy done properly. They felt it was important to look at the legalities, but wanted the process to be taken slowly, suggesting an interim policy with a review date. Other suggestions included a short-term policy subject to annual review while research, funded by central government, is conducted.

3. Conclusions for Waitakere City

Note: A fuller description of conclusions and recommendations relevant to Waitakere 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 Waitakere 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 Waitakere City:

- 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 Waitakere City with higher numbers of older, Maori, Pacific and Asian 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 \$5.3 million they distributed last year in Waitakere City, just over 40 percent goes into sports and physical activities; and about 33 percent to education, with the remainder being distributed amongst 9 other categories, including an “other” category. The distribution to sports and physical activities is lower than averages across the whole of New Zealand and higher for education.
- Eighty five percent of first time callers to the Gambling Problem Helpline identified EGMs as their primary mode of gambling, and 28 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.
- 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.

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In the development of the Draft Gambling Venue Policy for Waitakere 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 Waitakere City, particularly given the higher proportions of Maori and Pacific peoples and their specific needs and issues regarding gambling.

That consideration is given 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.