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Manukau City Council

Gambling venue and racing board venue policy

We would like to make an oral submission

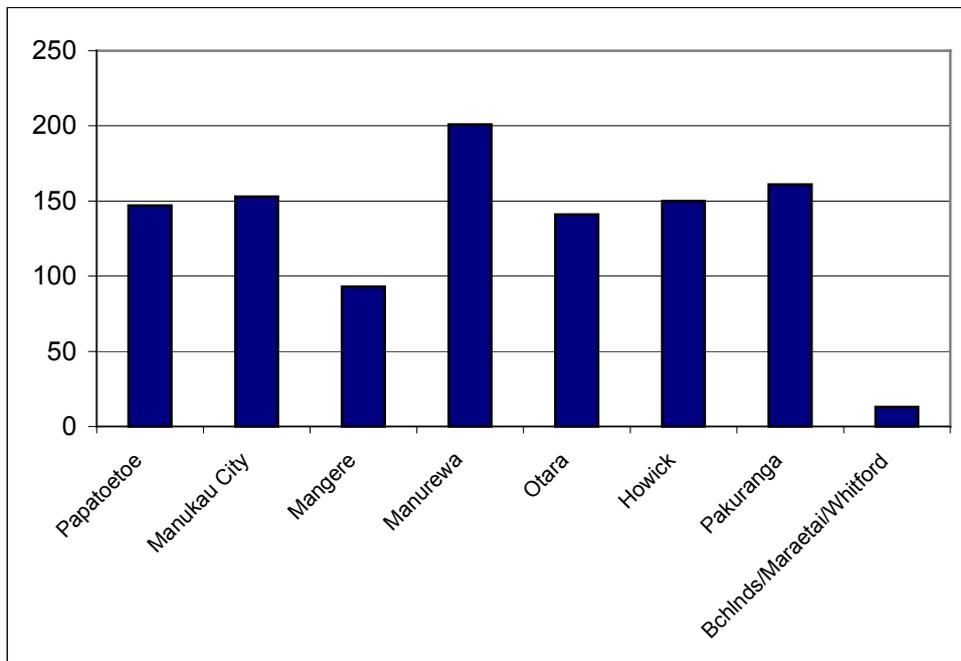
Thank you for the opportunity to make a submission on the Manukau City Council's gambling venue policy.

We note that the council has suggested a cap on the number of venues and gaming machines. Child Poverty Action Group submits that given the characteristics of Manukau City, this is inadequate, and that a sinking lid policy, such as that operational in Auckland City, be adopted instead.

Nationally, 47% of gambling venues are in decile one, two and three areas. Non-casino gaming machines, ie pokies, are five times more likely to be concentrated in decile one and two areas. TAB venues are three times more likely to be located in the most socially and economically deprived areas.

According to the 2006 census, the Manukau City unit areas with the highest proportion of low-income households include those in Manurewa, Papatoetoe and surrounding areas, and Manukau City. The gaming industry is as aware of this as Child Poverty Action Group, thus we find the preferred locations for gaming venues and pokie machines are Papatoetoe, Manurewa and Pakuranga. Pakuranga appears to be an exception at first glance, but pockets of Pakuranga have a very high proportion of low-income households (Figure 1). Manurewa has the distinction of being the regions gaming machine capital. With 200 gaming machines, it trumps any other part of the greater Auckland area apart from Central Auckland, which has the casino and is a tourist and entertainment area. Outside the central city, the highest number of gaming machines in Auckland City occurs in Onehunga/Royal Oak, which, with 175 machines, trails well behind Manurewa.

Figure 1: Gaming machines in Manukau City by suburb, March 2007.



Research from Australia indicates that gambling behaviour at a community level is “supply driven”, that is “the amount of gambling activity in an area is associated with the density of gambling opportunities in that area”.¹

Arguments that gambling is a legal activity, and people are free to spend their money as they wish are simply fatuous. This argument assumes a level of rational behaviour that in many cases simply doesn’t exist. Over 20% of gambling revenue comes from people with gambling problems, and several recent cases have recently highlighted the fact that the industry is lackadaisical at best about dealing with problem gamblers. For this reason CPAG believes the proposed voluntary code of conduct is inadequate to deal with the social impact of gambling within Manukau City.

A problem gambler is not a rational individual. Moreover, research by the Salvation Army found that of their clients affected by gambling, approximately three-quarters had children directly affected by the loss of household income arising from gambling.² This includes problem gamblers who report domestic or other violence related to their gambling. Gambling is not a harmless recreational pastime.

Equally concerning is the argument that the gaming industry is some sort of public service enterprise. Evidence from both Australia and New Zealand shows that money from gaming does

¹ He Oranga Pounamu, Submission to Christchurch City Council proposed change of gambling venue policy, August 2006. Attached to this submission.
² Salvation Army & Abacus Counselling & Training Services Ltd. (2005). *Salvation Army Social Services Project Final Report*. Manukau City: Salvation Army.

not make its way back to the communities it came from.³ One former trust member admitted that few applications from low socio-economic areas were successful because the applicants often lacked the skills to put one together. Worthy projects were often rejected.⁴ In essence, gaming redistributes much needed cash from decile one and two communities into middle and upper income sports and recreation clubs, government coffers, and gaming trusts. Indeed, recently published distributions of one trust showed its biggest beneficiaries were racing and harness clubs. While the racing industry no doubt contributes some probably low-paid jobs to Manukau City, it sucks far more out from its poorest communities.

To claim that sports clubs would not survive otherwise is to ignore the fact that other funding models are available, including funding in which communities have a greater say in what happens to the monies extracted from them (for example licensing trusts, which have elected members).

People from low-income communities are very aware that gambling sucks money out of their communities, and that their neighbourhoods are being gutted in the process. Yet these communities often have a great deal of difficulty being heard at local government level. We note, for example, the apparent lack of any mention of the gaming policy review on the council's website. Given the high concentration of gaming machines in Manukau City, and their detrimental effects, it appears at first glance that greater efforts need to be made by the council to consult with affected communities. This is reinforced by research conducted in Christchurch, which found that the worst affected communities were the most enthusiastic about getting pokie machines out of their neighbourhoods.⁵

Gambling in low-income areas hurts the families in those communities, and in particular children. The evidence suggests that easy access is the biggest issue here. And – good news for the industry – gambling addiction has also been found to be inter-generational. While the government claims 20% of profits from gaming machines as tax and thus has no incentive to minimise gambling, councils have no such financial stake. We also observe that, prima facie, the council's relatively liberal policy towards gaming flies in the face of its oft-articulated commitment to the economic and social well-being of tangata whenua and Pasifika peoples. For these reasons CPAG submits that the proposed caps on gaming venues and pokie machines is inadequate. We are aware that the Otara Gambling Action Group has requested the council adopt a "sinking lid" policy on gaming machines and we endorse this. The council has a duty to prevent South Auckland being the gaming industry's cash cow through more positive policies than have been adopted to date.

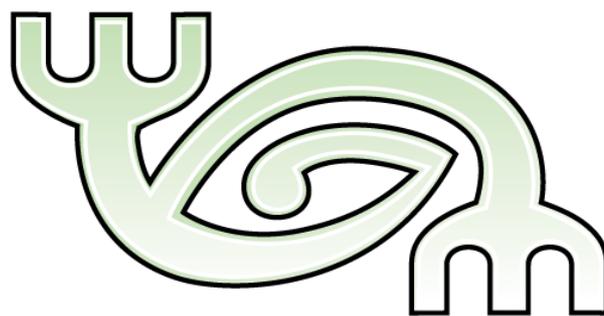
³ Adams, P., Rossen, F., Perese, L., Townsend, S., Brown, R., Brown, P. & Garland, J. (2004). *Gambling Impact Assessment for Seven Auckland Territorial Authorities*. Centre for Gambling Studies, University of Auckland.

⁴ Personal communication, 2006.

⁵ Ibid, fn 1.

**Submission to the
Christchurch City Council**

**Proposed Change of
Gambling Venue
Policy**



He Oranga Pounamu

Submitted by He Oranga Pounamu August 2006

Contents

- 1. **Acknowledgements** 3
- 2. Executive Summary and Recommendations 4-7
- 3. Introduction 8-9
- 4. Background 10-12
- 5. Methodology of Consultation 13
- 6. **Key Findings** **14**
 - Gambling Not Necessarily a Recreational Activity 14
 - Problem Gambling 15-16
 - Self Responsibility 16-17
 - Poor Consultation Process 17-18
 - No More Machines: A Thorough Review Required 18-20
 - Gambling Scourge on Whanau 20
 - Return to Marae Based Fund Raising 20-21
 - Gambling and Maori Wardens 21
 - New Arrangements to Allocate Funds to Community Groups 22
 - Community Funding – Where Does It Go? 23
 - Gaming Machines Haemorrhage Communities 23
 - Council Consultation with Maori 24
 - Benefits of Gambling 24

	Personal Costs of Gambling	25
7.	Summary of Recommendations.....	26-29
8.	Bibliography	30
9.	Christchurch City Council Gambling Venue Policy Views.....	31
	Policy Change Informed Consent and Participation.....	31
10.	Christchurch City Council Gambling Venue Policy Views.....	32
	Questions	32-34
11.	Appendix One:	
	Individuals and Organisations Consulted in the Preparation of Submission	

1. Acknowledgements

He Oranga Pounamu acknowledges the contribution given by the Christchurch City Council in the preparation of this submission. Appreciation is extended to those organisations and individuals who contributed at such short notice in the preparation of this report. Warm thanks are given to the staff of He Oranga Pounamu who assisted and supported Dr Lorna Dyll in the preparation of this submission. It is hoped that the findings and recommendations be considered by the Christchurch City Council and given careful and serious consideration.

2. Executive Summary and Recommendations

Maori are very aware that gambling has the potential to be addictive to individuals which then creates many problems in whanau, hapu, iwi and communities. Problems with gambling are more likely to occur if gambling venues are sited in areas which are easily accessible, concentrated in low income communities and employ a wide range of different marketing and advertising strategies to attract and encourage people to engage in gambling.

Maori are significantly affected by gambling related harm yet receive very few of the perceived benefits from gambling. Little funding comes back to Maori communities even though Maori contribute a disproportionate share of money through the casino, TAB, and gambling venues.

Before making any changes to the current gambling venue policy, Maori consulted and urge to the CCC to undertake a complete stock take on the cost and benefits of gambling, to encourage the Government to review its gambling policy and to take some responsibility for the harm that it is creating on a daily basis.

Evidence is not yet available that gambling harm minimisation interventions are effective for Maori. No information is available as to how stringent they are being policed and enforced by the Department of Internal Affairs.

There is a need to review how funding from gambling is collected and distributed back to communities and new mechanisms established for distribution. Current arrangements are not working for Maori.

The CCC's consultation with Maori on the development and review of the CCC's gambling venue policy has been limited. Those working in the community have little understanding as to the full implications of the different options. There is unanimous support that there should be a formal ongoing relationship established between Maori and the CCC to enable Maori to contribute to district plans and the development of Council policies.

There is a need for the CCC to facilitate more recreational opportunities for communities, so gambling is not the main recreational activity for many individuals.

The consensus view is that until there is a thorough review of the gambling policy and a comprehensive stock take of the harm gambling creates in the CCC area and in particular for Maori, it is recommended that the status quo prevail. In addition the following recommendations are proposed.

- We recommend that the CCC support and endorse the following:
 - a) The continuation of the current status quo policy whilst the Council takes a thorough stock take of the wide effects gambling and gambling related harm has on the community, consistent with its responsibilities under the Local Government Act 2002
 - b) No more gambling machines be introduced in the CCC area until there has been a total review of the effects of gambling harm and appropriate arrangements are in place to reduce problem gambling
 - c) A similar approach currently proposed by the Maori Party in relation to control of the sale of tobacco is applied in relation to gambling
 - d) The removal of all gambling machines in the Christchurch area as gambling is addictive, affects all generations, encourages greed, and increases criminal offending
 - e) The stricter enforcement of harm minimisation regulations
 - f) Maori involvement in enforcement of the harm minimisation requirements

- g) The regulation of casino promotion and marketing as it uses many different means to attract people to the venue
- h) A review of the arrangements for administering and distributing community funds from gambling for community activities
- i) A greater tax on gambling machines and this funding given to an independent Board to allocate to activities and initiatives which add value to the community
- j) Funding reallocated to community groups within those specific communities which have contributed
- k) More recreational activities in the community which are fun, intergenerational and do not exploit people
- l) More funding be provided from the CCC to support the development and maintenance of recreational activities, such as that funding provided by the Burwood Pegasus Council to support physical and sport recreational activities
- m) A return to the old ways of fundraising which required groups to be innovative and to engage with communities
- n) Greater education and programmes to raise the awareness by young people and the population generally of the risks associated with gaming and gambling

- o) A commitment to improve Council's consultation processes to ensure it meets its statutory responsibilities to Maori

- p) The continuation of the relationship that existed between Maori and the Banks Peninsula should continue with the CCC.

- **If CCC changes its policy:**

- a) No gambling venues be approved in low income communities and especially in areas where it is recognised that there are issues related to social deprivation
- b) No more gaming machines be located in communities were Maori live, as they make our communities pohara, (poor) and they create more problems
- c) Businesses applying for a Sale of Liquor Licence and gambling venue licence pay and place a full page advertisement in their local papers requesting public submissions. The same sorts of warnings that now are required to be on cigarettes should apply to these notices
- d) Any new venues and gaming outlets be placed in those communities which are rated as having a high social economic status (Soc.Dep.1-2) and not placed in communities which are low socio economic (Soc.Dep.8-10)
- e) A single venue with a number of gambling machines be considered as perhaps a better way to provide a recreational opportunity as it would make it easier to implement and police required host responsibilities.

3. Introduction

The purpose of this submission is to respond to the Christchurch City Council's (CCC) decision on 25 May 2006, to review its Gambling Venue and TAB Policy adopted in May 2004. In developing and reviewing its policy, the Council is required to use the Special Consultative Procedure detailed in the Local Government Act 2002, and Sections 101 and 102, of the Gambling Act 2003.

This submission has been prepared by He Oranga Pounamu to assist the CCC meets its statutory requirements: (a) under the Gambling Act 2003; to consult with organisations representing Maori in the territorial authority district, and (b) under the Local Government Act 2002; to establish and maintain processes to provide opportunities for Maori to contribute to the decision-making processes of the local authority.

In addition, the CCC is also required to consider ways in which it may foster the development of Maori capacity to contribute to its decision-making processes and to provide relevant information to assist Maori to participate in the process.

Although the CCC has received 2060 written submissions and 138 requests to make oral submissions, very few submissions are likely to have been received from Maori organisations, in particular, those organisations which represent mana whenua and taura here interests. The CCC has a similar role as mana whenua in being responsible to act as "kaitiaki" or guardian of the people elected to serve. In being charged with this responsibility, the CCC is required to make policy decisions which are in the best interests of the people in its area, and to implement policies which achieve positive community outcomes and to have special regard of the views of Maori.

Consideration must also be given to responsibilities of governance bodies in relation to Te Tiriti o Waitangi.

Acknowledgement is given to the CCC in contracting with He Oranga Pounamu, to facilitate consultation with Maori organisations to provide a submission which captures some Maori views on the proposed change in gambling venue policy by the CCC.

This submission does not represent all Maori views: like non Maori, there are likely to be a diverse range of views on gambling. Organisations and individuals consulted have considerable mana and respect in the communities they work with and for. Those interviewed have the standing to speak on behalf of the organisations they work with or for on a paid or voluntary basis. Consultation has not been as extensive as desired. It has been constrained by the short time frame and the lack of information the public and Maori have had regarding proposed change in gambling venue policy of the CCC.

Despite the CCC's efforts to inform the public of its proposed review of its policy, Maori consulted were unsure of the short and long term implications of each option for their communities. The questionnaire that some individuals received (mainly via other organisations rather than directly from the Council) meant nothing. Therefore, they did not make a submission in their own right or the organisation(s) they are involved in.

This submission provides an opportunity for those consulted to provide their views and it is presented in the following way:

- Background Information
- Methodology of Consultation
- Views of Informants
- Key Findings
- Summary and Recommendations
- Appendix One: List of Individuals and or Organisation Consulted.

4. Background

In the process of preparing this submission a number of important reports have been released by the Ministry of Health on gambling.

- The Reports are:

- 1) Problem Gambling in New Zealand Analysis of the 2002/3 New Zealand Health Survey¹
- 2) Problem Gambling Geography of New Zealand 2005²
- 3) Preventing and Minimising Gambling Harm 2007-2010 Consultation Document.³

These three reports provide extensive information on the health effects of gambling, the distribution and access of gambling venues and utilisation of gambling treatment services and proposed purchasing initiatives by the Ministry of Health. In all three reports, it is highlighted the harm that gambling creates for Maori. From the New Zealand Health Survey, it is estimated that Maori make up almost a third of problem gamblers (28.5%) even though Maori are just over 10% of the adult New Zealand population. Over half of problem gamblers are likely to be heavy drinkers and smokers and report that they have poor health in all aspects of their life. The following profile of problem gamblers has emerged: they are likely to be aged 25 to 34 years of age, to identify as Maori or Pacific, be employed, have low educational attainment and to live alone.

Looking at the geography of gambling in New Zealand, venues are more likely to be located and concentrated in socio-economically deprived areas. Non-casino gaming machines are five times more likely to be concentrated in the two most deprived deciles. A similar pattern also exists for TAB venues in that they are three times more likely to be located in the most socially and economically deprived areas.

Maori and Pacific populations are disproportionately exposed to gambling. Research from Queensland, Australia now indicates that gambling behaviour at a community level is “supply driven”, that is “the amount of gambling activity in an area is associated with the density of gambling opportunities in that area”. Christchurch City as an area has an interesting distribution of gambling opportunities, and has a higher ratio of casino gambling machines than Auckland at 59.4 per 10,000 people as at 30 June 2005. Canterbury and South Canterbury District Health Boards areas together have over 3,100 gaming machines which are sited in 258 venues along with 96 TAB outlets creating gambling problems.

The Canterbury DHB area has on average 10.6 per 10,000 people who have sought help with problems with gambling. This figure is higher than the national average 8.6 per 10,000 people. It should also be noted that approximately 85% of individuals who have problems do not present. Canterbury and South Canterbury in comparison to the rest of the country have a number of gambling treatment services. There is only one Maori provider “He Waka Tapu”, in Christchurch contracted to provide gambling treatment services.

The Ministry of Health’s proposed purchasing plan for 2007-2010, has a number of projects which will increase the visibility of problem gambling in the community and in health settings. A major screening program is proposed along with a social marketing campaign as well as secondary and tertiary prevention by working with individuals and families. Although Maori are recognised along with Pacific populations to be three to six times at risk of problem gambling than non Maori (Europeans) no additional funding is planned to be allocated specifically to reduce gambling related harm for Maori other than the continuation of the Maori service delivery. Further research is planned and the Ministry of Health’s purchasing plan needs to be considered by the CCC. There are likely to be more individuals and families in the future who will seek help with problems of gambling even though seeking help has declined from 2004 to 2005.⁴

With the proposal to create the opportunity of more class four gambling venues, the number of people affected by problem gambling is likely to increase. *The status quo option is the most appropriate or poses the least risk at this time given that no information is yet available as to how effective current services purchased, nor how influential harm minimisation regulations are in a New Zealand setting in reducing gambling related harm.*

All three reports identify that problem gambling and gambling related harm is a serious public health issue. It particularly impacts upon Maori, and this creates many up stream and down stream effects such as criminal offending, family dysfunction, poor parenting, violence and abuse, poor health, depression and other co addiction issues. The CCC needs to consider its important statutory duty of facilitating the most positive social, economic and cultural environment in which Maori people live when considering moving from the current status quo to a more liberal environment which would also increase gambling opportunities.

5. Methodology of Consultation

This submission has been facilitated with the financial assistance of the CCC. It has been undertaken in accordance with the CCC's statutory responsibilities in relation to Maori under both the Gambling Act 2003 and the Local Government Act 2002. A short time frame was given to prepare this submission. He Oranga Pounamu was contracted to prepare this submission and it invited Dr Lorna Dyall from the University of Auckland, who has a special interest in gambling as a health issue for Maori, to assist in consulting with Maori organisations and preparing a submission. A number of Maori organisations and individuals were approached by He Oranga Pounamu and asked if they would be interviewed regarding their views on the CCC's gambling venue policy and proposed change (see Appendix).

A semi structured questionnaire was developed to guide interviews covering the proposed options and costs and benefits of gambling for Maori. Not all participants were asked the questions due to the limited time they had available for the interview. The majority of interviews were not taped but notes were taken by the interviewer. This submission represents the views of participants and summarises the key themes that emerged.

6. Key Findings

- **Gambling Not Necessarily a Recreational Activity**

There were different views in relation to gambling, initially, some participants stated that they weren't bothered about it and they considered that people should be free to gamble and individuals should be encouraged to take some responsibility for their behaviours. All participants interviewed knew someone close in their immediate family/whanau or close social network that had a gambling problem. They were acutely aware of the impact gambling has on other members of the whanau. For example, gamblers taking money from other whanau members was a common experience, not reported, but required whanau members to take control and request money to be repaid.

Participants identified that over time, Maori involvement in gambling has changed from traditionally playing cards, to betting on horses, raffle tickets, "Housie", Golden Kiwi, Casino, and scratches and new forms of gambling keep on evolving. Gambling in and outside of the home by way of new technology is now increasingly becoming accessible to the gambler. This allows for exploitation, and young people are especially vulnerable, as they are experienced with new forms of interactive gaming technology and are being socialised to become the next generation of problem gamblers.

There was agreement that problem gambling is an addiction and although the discussion was focussed on pokie machines and the casino, in the near future, trading on the internet and interactive gaming could also be equally addictive. On line electronic gambling, texting, use of the telephone for gambling were all areas of concern.

It was considered that there is a need for greater education and awareness of the risks associated with gaming and gambling for young people and the population generally, Further, participants thought that the CCC should accept and address that gambling takes money out of communities. "It should be seen as a form of "daylight robbery" as it takes funds from one hand, especially from poor communities, to give to another hand, those who are able to apply and are deemed acceptable by trusts to receive funds".

- **Problem Gambling**

Maori have a high level of engagement in gambling yet have the least economic resources to gamble and this contributes to increasing social and economic inequities between Maori and non Maori. When the casino was first established in Christchurch there were high standards of dress and this limited access to this venue. Over the years, the standard of dress has fallen and now the casino is accessible to many individuals which has had impacts upon their whanau. The casino is often marketed and seen as a fun place to visit and socialise. However, participants reported that when you visit you see many people whom you know well who do not see you as they are totally fixated on gambling especially playing the machines. *The pokie machine have a real appetite, they create similar effects as diabetes on our health. You can never quench their thirst, they are always hungry.*

Participants consider the casino a dangerous place for Maori yet felt that it was a beacon to people if there was a hui or meeting in town. Visitors to the city often were attracted to the casino and if they had a few hours to spare they would visit with the hope of making money.

Participants identified that on a Thursday at lunch time there is a free “Housie” session for two hours with great prizes and this attracts many Maori to attend. When the two hour session finishes many stay on and lose their money. Housie on the Marae can no longer compete with marketing and promotion of games and events at the casino.

If the pokies were to be removed, it was considered that people would probably return to other forms of gambling such as betting on the TAB. It was noted that this gambling provider is meant to give funding back to the community. The question was raised as to “what community donations and overall value do Maori get back from the TAB”.

A participant described the events that had happened in her whanau. A member of her family initially used to go to “Housie” which was fun, she met other members of the whanau and together they socialised. Here you did not drink. Her family also had links with racing horses, they knew some of the jockeys and therefore, she bet on the horses. This person became a regular gambler and then later a problem gambler, but this was not really known by the family. This person then was asked to look after her mother’s finances as she was unwell. Later it was noticed that money had been spent which could not be accounted for in terms of running her mother’s household expenses. This person

was confronted and was told to pay the money back. Only then was, it was realised that this person had a gambling problem.

You have “binge drinking” and you have “binge gambling”. In both situations you don’t know how to stop which has huge impact on the whanau. Other participants commented that they had had similar experiences in their whanau.

It was considered the promotion and marketing of the casino should be regulated as it was dangerous place and it uses many different means to attract people to the venue, knowing that once there they will stay. Other means of fund raising cannot compete with the casino and pokie machine venues even though they are more dangerous than other forms of gambling such as “housie on the Marae”.

• **Self Responsibility**

There was agreement that people needed to be encouraged and supported to take some responsibility of their behaviour. Regulations should not govern everything you do as they can be invasive in one’s personal life. However, people believed that some regulations are needed as they shaped the environment and influenced how people lived in. It was considered that the CCC needed to act responsibly. It should think carefully about what it was doing and allowing to happen.

For example, a participant explained that the Council has just spent quite a lot of money at Aranui in improving the physical surroundings of that area. A lot of money has been put on upgrading local houses and improving a park which is right next door to a pub. This park now had a children’s play area, and this was positive. The park and children’s playing area, however, has now become a dumping place. Children are left there to play or they roam around the area unsupervised and their safety is now at risk. Due to the location of park right next door to the pub with machines, parents leave their children unsupervised. The participants believed this should not happen, it is one of the poorest streets in Christchurch and the location of the machines in this street makes it even poorer. Money is taken away from these families and especially from children. It was asked and questioned *“Who approved the licence for this pub to have these machines?”*

It was considered that gambling venues should not be approved in low income communities and especially in areas where it is recognised that there are issues related to socio deprivation.

- **Poor Consultation Process**

Participants were asked as to what knowledge and information they had received in relation to the proposed change of the Council's gambling venue policy. They said they vaguely knew something about it. A questionnaire had been received at the runanga offices, but as presented, they could not understand it. As a consequence, they put the questionnaire in the rubbish bin.

Each one of the options was discussed as presented in the media release from the CCC. It was noted the *Option A* (Council's option 4) was unclear as to what it really meant and the implications of the continuation of the status quo. *Option B* was recognised as allowing for growth. The cap on machines had not been defined nor the number of venues. There was uncertainty as to how effective the Department of Internal Affairs (DIA) harm minimisation restrictions were in managing the gambling industry. *Option C* – Council's proposed option assumed that Maori had been consulted and that Maori knew what the provisions were in the district plans and requirements to be met to achieve a Sale of Liquor Licence. It was considered if you looked around the Christchurch City central area and in suburbs, that it was easy to get liquor licence. Currently, there were many bars and clubs with a sale of liquor licence. They could all be eligible to apply for machines if communities were not organised to object. Hornby, for example was cited as an example of a suburb which had many liquor outlets.

It was considered that allowing the possibility of more machines was totally harmful and so the proposed new option by the CCC was questioned and rejected. The status quo should continue at this point in time until more information and consultation has taken place with Maori.

It was considered further that if the preferred option was adopted that in applying for a Sale of Liquor Licence and gambling venue licence that those businesses involved should have to pay and place a full page advertisement in their local papers requesting public submissions. The same sorts of warnings that now are required to be on cigarettes should apply to these notices. This would mean that the public is alerted, it would encourage people to make a submission for or against these venues in their local area and there would be a clear public health message that premises that sell or consume alcohol affect individuals and the communities wellbeing.

- **No More Machines: A Thorough Review Required**

Maori consulted had links to many different community and Maori organisations. They were all totally in agreement that there should be no further gaming machines in the CCC's area. This includes the city area, suburbs and outlying areas. The status quo option was the preferred option.

It was considered that the current status quo policy should continue whilst the Council takes a thorough stock take of the wide effects gambling and gambling related harm has on the community consistent with its responsibilities under the Local Government Act 2002. A total review was warranted as the casino and the pokie machines have now been in the Christchurch City area for just over a decade. Further it was considered that the Government's and CCC's policy had not been thought through. The machines should be closed down, enough is enough.

The effects of gambling are very visible in the workplace and in the community. Participants believed that, some of the effects are: people don't come to work, they are unclean, they have bad habits, they lose money and they are very skilful in trying to get a loan or money from friends or family. Alternatively, they find other means to get money like requesting to be paid for work which has always been undertaken on a voluntary basis.

It was considered that there should be a greater tax on gambling machines and this funding given to an independent Board which then allocates funding to activities and initiatives which adds value to the community. Gambling has become a legitimate recreational and legal activity to enable it to be taxed and to provide another revenue stream for Government.

Participants felt that there is a need for a total review on where we are in relation to gambling. There should be a stop placed on the growth of gambling and a total reassessment of the situation. Only now, it is being recognised the wide social and economic damage gambling creates and this has been verified by the Ministry of Health in the reports it has released recently. The current Government's policy on gambling and proposed change in policy by the CCC made Maori victims and undermined the mission statement of the Christchurch District Health Board that is "to promote, enhance and facilitate the wellbeing of the people of the Canterbury District. For Maori this translates to "Whakapiki ake i te Hauora o nga is iwi Maori ki Waitaha".

It was considered that it was time that a similar approach as being proposed by the Maori Party should occur in relation to gambling. There is no point promoting smoke-free environments when we still have other legal activities available which are equally hazardous to your health.

A representative from the Maori Unit of the Crown Public Health Unit stated that although his unit had not been formally consulted by the CCC, he was totally opposed to more machines. To date, little information has been available for health promoters to address the damage gambling creates and this will continue if significant change in policy does not occur. Consultation with health providers, especially Maori health providers about proposed change has been minimal. *Involvement and consultation with public health providers is important as they are involved in liquor licensing and enforcement of alcohol and smoke free host responsibility requirements.* The only information that the Maori Unit of the Crown Public Health Unit had received about the proposed change, was what had been reported in the media and an A3 flyer requested by and sent to Crown Public Health. This was considered poor.

It was considered that “the CCC really needed to improve its consultation processes to ensure it met its statutory responsibilities”.

In association with host responsibility, it was suggested that the Council along with the public really needed to understand fully what each of the options meant. The consequences of allowing venues which have a Sale of Liquor Licence to apply for machines had long term consequences. Venues which *“met the Council’s criteria and that there was minimal community opposition to new venues with machines would likely be approved.”* The licence to have machines would then continue irrespective whether a venue lost its liquor licence or did not operate for less than six months.

- **Gambling Scourge on Whanau**

Participants believed that no more machines or gambling outlets should be allowed as they are "*scourge on our whanau and already we have had a whanau member serve time for gambling*". Some participants noted that in their work in supporting young families, kaumatua and kuia, we hear of family members concerns regarding individuals involvement in gambling, particularly playing the machines. The impact this has on whanau members is immense. When one person gets in trouble with gambling, we are all shamed and this affects our mana as a whanau, hapu and iwi. Harm from problem gambling impacts adversely on low income families and communities and it has wide rippling effects

It needs to be considered that gambling is addictive, affects all generations, encourages greed, increases criminal offending and all gambling machines in the Christchurch area should be removed".

- **Return to Marae Based Fund Raising**

Prior to the introduction of casinos and poker machines Maori were engaged in many different recreational activities and although gambling occurred on the marae, such as "Housie" the benefits of fund raising stayed with the community. Maori experienced no loss of control and no taxes had to be paid to the Government. In this environment no one got rich and people were not driven by greed.

It was considered that it was time that there were more recreational activities in the community which were fun, intergenerational and did not exploit people as the casino, gambling machines and other forms of gambling.

Participants believed that sports clubs should not have gaming machines organisations in their venues as they are involved in promoting sport as a healthy life style. Community organised fund raising takes less funding from the community as every dollar obtained is returned back to the community unlike the current situation, where approximately three dollars must be taken for every dollar returned to the community.

It was considered that there should be a return to the old ways of fund raising which required to groups to be innovative and to engage with communities.

- **Gambling and Maori Wardens**

The impact of the casino and pokie machines on many Maori families was considered immense. It affected all areas of family and community life. For example with machines in the community, parents were attracted to play the machines with the consequence children are left to roam around the streets and left unsupervised. *“The machines not only take money, they also take time and so they take families” recreational time.*

It was considered that Maori should become involved in enforcement of the harm minimisation requirements.

In the past, the Otautahi Wardens used to frequent the casino on Friday and Saturday evenings keeping an eye on Maori. This initiative was in conjunction with a contract sourced through He Oranga Pounamu that saw the wardens patrolling the inner city, and where necessary they would frequently ask individuals to leave venues if they considered it appropriate. Another contract like this is needed but may be difficult to implement as wardens that have received appropriate training are often sought after by private security firms.

- **New Arrangements Needed to Allocate Funds to Community Groups**

Participants noted that gambling affects all areas of community life and takes away the initiative of communities to do their own fund raising. In the past, for example, schools used to run their own casino night which was fun and people donated prizes such as groceries. This form of fund raising encouraged parents to become involved in their school, for social networks to be created and for parents and kids to work together. Schools and Marae cannot compete with the casino and gaming machines for fund raising and this now affecting our communities.

Money put through the casino and machines do not come back to our Marae and Maori have no control or real influence as to how this funding is allocated.

The Community Organisation Grants Scheme for example, allocates gambling money, but it has limited funding to allocate. Money from the casino and machines were distributed through different arrangements so Maori got few benefits.

It was considered that the whole arrangements for administering and distributing community funds from gambling for community activities should be reviewed.

There was a need for the CCC to get more involved in supporting recreational activities by providing funding and infrastructural support. Other recreational activities are healthy for communities

It was considered that more funding is needed from the CCC to support the development and maintenance of recreational activities, such as the funding provided by the Burwood Pegasus Council to support physical and sport recreational activities.

- **Community Funding: Where does it go?**

Participants asked where and who receives gambling funding from gambling machines and there was the belief that you could only apply for gambling funding from machines located in your area. It was explained that this was not necessarily the case, but funding from specific communities did not necessarily return to those areas.

It was considered that no more gaming machines should be located in communities where Maori live, as they make our communities pohara, (poor) and they create more problems.

It was considered that if the Council changes its current policy that any new venues and gaming outlets should be placed in those communities which are rated as having a high social economic status (Soc.Dep.1-2) and not placed in communities which are defined as low social economic. (Soc Dep.8-10).

- **Gaming Machines Haemorrhage Communities**

Participants believed that gaming machines “haemorrhage communities” in that they “make them bleed, which then creates many flow on problems”. They believed that overall, the machines give minimal return back for the costs they have created.

It was considered that there should be no more machines in poor communities and there should be strict enforcement of harm minimisation regulations.

Sports clubs for example, should be more stringent in meeting their host responsibility requirements. Children are often present in sports clubs and are often given money to play the machines to entertain them. As sports clubs are a family environment, it was considered that there should not be any machines in such premises. *Option C was totally rejected; it was considered that this option favoured by the Council would only increase more gambling and drinking.*

It was considered that more machines would lead to more problems, less money, and more issues for the Council to address, for example it would feed the addiction, and the Council would have to pick up the flow on negative effects.

- **Council's Consultation with Maori**

The Council's consultation process and relationship with Maori, both as *mana whenua* and *Taurahere*, was criticised. There have been no public meetings held or specific Hui with Maori to work through the options and to tease out what they really meant. The options proposed were not straightforward and Option C required the Council to have a mechanism, such as a standing committee which enabled Maori to have a formal relationship with the Council to have ongoing input into district plans and to monitor their implementation.

In the development of current district plans there has been minimal consultation with Maori yet they have long term implications. For participants living on the Banks Peninsula, they explained that they had a good working relationship with their Council prior to amalgamation and were actively involved in local matters.

It was considered that the relationship that existed between Maori and the Banks Peninsula should continue. The onus now was on the Christchurch City Council to establish formal relationships with runanga, hapu, iwi and Maori in all territorial local authority areas

- **Benefits of Gambling**

Participants considered that there were very few benefits from local gambling. Evidence available clearly identifies that Maori put a considerable amount of money through gambling machines, as it known that problem gamblers spend the most. Few Maori organisations and groups, however, receive funding. Applications to apply for funding are lengthy, involved and you are lucky, if you may receive a small grant, such as a \$1000. Current gambling arrangements are just another tax, especially for those who are poor. Funding taken from specific communities should be given back to those communities and to those who have contributed.

It was considered that if gambling machines are to continue then funding to community groups should be in proportion to those specific communities which have contributed.

- **Personal Costs of Gambling**

Problem gamblers are often in denial about their problem. Current harm minimisation regulations may do little to stop individuals whose gambling is out of control. To protect those who have problems with gambling, the CCC should act responsibly. It should protect people who cannot protect themselves. It should seriously consider where gambling venues and gambling machines are located. *“Machines everywhere are dangerous and encourage problem gambling as the opportunity to gamble is so accessible.*

It was considered that a single venue with a number of gambling machines was perhaps a better way to provide a recreational opportunity as it would be easier to implement and police required host responsibilities. Funding from this venue could be redirected back to communities and a subsidy could be paid to hotels and clubs as compensation for the loss of gambling machines in their establishment.”

One of the advantages of the proposed arrangement suggested was that *“Specific help could also be offered to gamblers in these venues, as for many problem gamblers they are lonely, have multiple issues going on in their life, and gambling is used as a form of stress release and a means of coping with their daily life.”*

It was considered that no more gambling machines should be introduced in the CCC area until there has been a total review of the effects of gambling harm and appropriate arrangements are in place to reduce problem gambling.

7. Summary and Recommendations

Maori are very aware that gambling has the potential to be addictive to individuals which then creates many problems in whanau, hapu, iwi and communities. Problems with gambling are more likely to occur if gambling venues are sited in areas which are easy accessible, concentrated in low income communities and employ a wide range of different marketing and advertising strategies to attract and encourage people to engage in gambling.

Maori are significantly affected by gambling related harm yet receive very few of the perceived benefits from gambling. Little funding comes back to Maori communities even though Maori contribute a disproportionate share of money through the casino, TAB, and gambling venues.

Maori consulted urge the CCC to take a thorough stock take about the cost and benefits of gambling and to encourage the Government to review its gambling policy and to take some responsibility for the harm that it is creating on a daily basis before making any changes to the current gambling venue policy,.

Evidence is not yet available that gambling harm minimisation interventions are effective for Maori. No information is available as to how stringent they are being policed and enforced by the Department of Internal Affairs.

There is a need to review how funding from gambling is collected and distributed back to communities and new mechanisms established for distribution. Current arrangements are not working for Maori.

The CCC's consultation with Maori on the development and review of the CCC's gambling venue policy has been limited. Those working in the community have little understanding as to the full implications of the different options. There is unanimous support that there should be a formal ongoing relationship established between Maori and the CCC to enable Maori to contribute to district plans and the development of Council policies.

There is a need for the CCC to facilitate more recreational opportunities for communities, so gambling is not the only recreational activity for many individuals.

The consensus view is that until there is a through review of gambling policy and a comprehensive stock take of the harm gambling creates in the CCC area and in particular for Maori, it is recommended that the status quo prevail. In addition the following recommendations are proposed.

- **We recommend that the CCC support and endorse the following:**

- a) The need for greater education and awareness by young people and the population generally of the risks associated with gaming and gambling
- b) That the promotion and marketing of the casino should be regulated as it is a dangerous place, and uses many different means to attract people to the venue
- c) That gambling venues should not be approved in low income communities and especially in areas where it is recognised that there are issues related to socio deprivation
- d) Businesses applying for a Sale of Liquor Licence and gambling venue licence should have to pay and place a full page advertisement in their local papers requesting public submissions. The same sorts of warnings that now are required to be on cigarettes should apply to these notices
- e) The current status quo policy should continue whilst the Council takes a through stock take of the wide effects gambling and gambling related harm has on the community, consistent with its responsibilities under the Local Government Act 2002
- f) That there should be a greater tax on gambling machines and this funding given to an independent Community Board which then allocates funding to activities and initiatives which adds value to the community.

g) A similar approach being proposed by the Maori Party in relation to control the sale of tobacco should occur in relation to gambling

h) Improve its consultation processes to ensure it met its statutory responsibilities to Maori

- i) As gambling is addictive, affects all generations, encourages greed, increases criminal offending that all gambling machines in the Christchurch area should be removed

- j) The need for more recreational activities in the community which are fun, intergenerational and do not exploit people

- k) Return to the old ways of fund raising which required to groups to be innovative and to engage with communities

- l) That Maori should become involved in enforcement of the harm minimisation requirements

- m) The whole arrangements for administering and distributing community funds from gambling for community activities be reviewed

- n) More funding be provided from the CCC to support the development and maintenance of recreational activities, such as that funding provided by the Burwood Pegasus Council to support physical and sport recreational activities

- o) No more gaming machines be located in communities were Maori live, as they make our communities pohara, (poor) and they create more problems

- p) The Council changes it current policy that any new venues and gaming outlets should be placed in those communities which are rated as having a high social economic status (Soc.Dep.1-2) and not placed in communities which are low socio economic (Soc.Dep.8-10)

- q) There should be strict enforcement of harm minimisation regulations

- r) The relationship that existed between Maori and the Banks Peninsula should continue with the CCC

- s) That if gambling machines are to continue then funding to community groups should be in proportion to those specific communities which have contributed

- t) That a venue with a number of gambling machines be considered as perhaps a better way to provide a recreational opportunity as it would make it easier to implement and police required host responsibilities

- u) That no more gambling machines should be introduced in the CCC area until there has been a total review of the effects of gambling harm and appropriate arrangements are in place to reduce problem gambling

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Summary Problem Gambling Service User Data for 2005. 2006

(personal email)

Christchurch City Council Gambling Venue Policy Views on Policy Change Informed Consent and Participation

E nga mana e nga reo, e nga iwi o te motu

Tena koutou, tena koutou, tena koutou katoa

I have been contracted on behalf of He Oranga Pounamu to assist the organisation on behalf of Ngai Tahu present a submission to the Christchurch City Council on its proposed review of its current gambling venue policy.

Under the Gambling Act 2003, the Christchurch City Council has a statutory responsibility to consult Maori on their views and to consider them in their deliberations. The Christchurch City Council under the Local Government Act 2002 also has a statutory responsibility to shape the social, economic and cultural environment people live in and to actively engage with Maori and implement decisions which are supportive of Maori aspirations and achieve positive outcomes for tangata whenua.

I would like to ask you a series of questions regarding gambling and the options proposed by the Christchurch City Council to gain your views as an individual or as a representative of an organisation. I would like you to consider what each of the proposed options will have on Maori and the wider community.

I would like to seek your permission to tape this interview and or to record notes. He Oranga Pounamu intends to present a verbal submission to the Christchurch City Council and the information you share may be used as part this presentation, however your personal identity will be disclosed.

A copy of the submission prepared from the interviews taken will be forwarded to you once presented.

I agreed to be interviewed and for my interview to be taped and information shared be included in a oral and written submission to the Christchurch City Council on its proposed review of its current gambling venue policy.

Participant

Date / /

Researcher: Dr Lorna Dyll
Senior Lecturer Division of Maori Health
Auckland University.

10. Christchurch City Council: Gambling Venue Policy

- Questions

Q1 What are your views on gambling?

Q2 What are your views on gambling in your local community and your city generally?

Q3 Could you tell me, what do you know about the Christchurch City Council's current gambling venue policy?

Q4 The Christchurch City Council has invited the public to make submissions on options for future gambling in your City.

The Options are:

- **Option A** Status quo not grant a consent to increase the number of gaming machines that may be operated at a class 4 venue except where two or more corporate societies are merging and seeking Ministerial discretion to increase the number of machines (15 March 2004)

- **Option B** Have the Council set an upper limit on the number of machines and venues with machines as well as support Department of Internal Affairs new harm minimisation restrictions to manage the industry.
- **Option C** Permit only premises with a Sale of Liquor licence and designated areas for machines to be venues for gambling machines. Such premises are controlled for environmental effects under the provisions of district plans, hours of operation under the Sale of Liquor Act 1989

What are your views on these proposed options?

Q5 If changes are made, which one of the Options or alternatives would you recommend?

Q6 Option C is the preferred proposal that the Christchurch Council supports. What impact do you see this decision could have on this city and populations which are vulnerable?

Q7 What do you think of the current Christchurch City Council's gambling venue policy in reducing harm for communities and populations at risk of gambling?

Q8 What impact do you think the proposed change will have on reducing gambling related harm for communities and populations at risk of gambling?

Q9 What impact do you think the current gambling venue policy has on the health and wellbeing Maori in this city?

Q10 What changes do you foresee Maori if the venue policy is changed to the option proposed by the Christchurch City Council?

Q11 What do you think are the costs and benefits of gambling for Maori and other residents in the Christchurch area?

Q12 If you were invited to contribute to the development of submissions on behalf of Ngai Tahu, what advice would you like to make to the Christchurch Council on gambling and its gambling venue policy?

Q13 Are there any other comments you would like to make about gambling in your city?

Q14 How would you describe your involvement in gambling?

Q15 Are there any comments generally you would like to make about gambling?

Q16 Could you please give me some personal details about yourself?

Male Female

Ethnic identification

Hapu/Iwi affiliation

Age

Involvement in Maori and wider community activities

Employment

Education achievement

Have you received any direct or indirect benefits from gambling as individual or as a member of an organisation?

- **Appendix One: Individuals and Organisations Consulted in the Preparation of Submission**

Name	Organisation	Involvement in Gambling	Address/Email
Alan Bywater	Christchurch City Council	Provided briefing on current and proposed CCC policy on gambling	Civic Offices 163-173 Tuam Street Alan.bywater@ccc.govt.nz
Terence Moody	Christchurch City Council	As above	Civic Offices 163-173 Tuam Street terry.moody@ccc.govt.nz
Tracey Potiki	Wairewa Runanga Executive	Not involved in gambling/ grant	He Oranga Pounamu
Ted Te Hae	Crown Public Health/ Tainui Ki Otautahi	Not involved in gambling/ grant	
Douglas Ateremu McNeill	Te Arawa Whanau ki Otautahi	Not involved in gambling/ grant	atremu@actech.co.nz
Norm Dews	Te Runanga O Nga Maata Waka Inc	Not involved in gambling/ grant	Nga Hau E Wha Marae
Aroha Crofts	Otautahi Maori Womens Welfare League/ Tuahuriri	Not involved in gambling/ grant	153 Gilberthorpes Road Hornby
Mary Richardson	Canterbury District Health Board	Not involved in gambling/ grant	Public Health Unit Canterbury District Health Board
Aaron Rice Edwards	Te Atihaunui-A-Paparangi ki Waitaha	Not involved in gambling/ grant	Aron.riceedwards@gmail.co.nz
Rose Nutira	Taumata Runanga	Not involved in gambling/ grant	P.O Box 130079 Christchurch, rose.nutira@taumutu.iwi.nz

Liz Maaka	Wairewa Rumaka	Not involved in gambling/ grant	P.O Box 13994 Liz.Maaka@ngaitahu.iwi.nz
Jackie Martin	Tainui ki Otautahi Te Atihaunui-A Paparangi ki Waitaha	Not involved in gambling/ grant	He Oranga Pounamu
Dr Matea Gillies	Rapaki, Ngai Weke, General Practitioner and Partnership Health PHO	Not involved in gambling/ grant	Hornby Surgery
Perry Kingi	Links with local Maori University Students Association	Not involved in gambling/ grant	He Oranga Pounamu
Maria Tait	Tuahiri	Not involved in gambling/ grant	marietai@xtra.co.nz
Matakiwi Wakefield	Te Runanga o Koukourarata	Not involved in gambling/ grant	Runanga Offices Armagh Street
George Wynard	He Waka Tapu Trust	Not involved in gambling/ grant	P.O Box 150-37 Christchurch admin@hewakatapu.org.nz