

*Ashburton District Council*

# **Report on the Social Effects of Gambling in the Ashburton District**

*A Social Assessment to Inform the Review of the  
Ashburton District Council's Gambling Venue Policy*

*June 2010*

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## 1. Purpose of the Report

This report has been prepared as part of the review of the Ashburton District Council's Gambling Venue Policy. The original policy was adopted by Council in March 2004, and reviewed in 2006/07. The Gambling Act 2003 requires all Councils to review their Class 4 Gambling Venue Policy within three years of the adoption of the current policy. This report will provide the background information to undertake the policy review process and provide stakeholders and the Ashburton District community with information relevant to Class 4 gambling within a district context.

The report is intended to provide the following information:

- An overview of the Gambling Act 2003 and the requirements it places on territorial authorities.
- An overview of the gambling industry and of gambling in New Zealand, with particular reference to class 4 gambling (gaming or pokie machines).
- A review of information available on the positive and negative social effects of pokie machine gambling, including problem gambling.
- An assessment of Class 4 gambling in the Ashburton District.
- An assessment of the positive and negative social effects of pokie machine gambling in the Ashburton District, including problem gambling.
- Information on changes in class 4 gambling within Ashburton District since 2006

## 2. The Legislative Framework

In September 2003 the New Zealand government passed the Gambling Act 2003 into law. This Act covers all gambling in New Zealand, including class 4 or gaming machine gambling.

### 2.1. Purpose of the Gambling Act 2003

In summary the Act states its purpose is to;

- Control the growth of gambling
- Prevent and minimise the harm caused by gambling, including problem gambling
- Ensure modes of gambling are fair and transparent
- Ensure that money from gambling benefits the community

- Enable community involvement in decisions about the provision of gambling (Gambling Act section 3)

## 2.2. Controls on Class 4 Gambling

The Gambling Act 2003 categorises gaming (pokie) machines and race and sports betting as Class 4 gambling. The Act specifies that Class 4 gambling may only be conducted by a corporate society (a trust which distributes grants to community organisations) which holds a:

- Class 4 gambling venue consent, issued by the relevant territorial authority. (See the Gambling Act 2003 sections 30 – 33)
- Class 4 gambling operators licence, issued by the Department of Internal Affairs, and a,
- Class 4 gambling venue licence, issued by the Department of Internal Affairs

Class 4 venue consents will be granted by the territorial authority (council) if the application meets the requirements of the territorial authority's Class 4 Gambling Venue policy.

Class 4 venue licences are granted by the Secretary of Internal Affairs if an application meets the requirements of a venue licence prescribed in the Gambling Act, sections 65 - 84.

Class 4 gambling operators licenses are granted to approved corporate societies by the Secretary of the Department of Internal affairs if an applicant has been granted a venue consent by the relevant territorial authority and the application meets the requirements of the Gambling Act, including:

- Details of the purposes for which net proceeds will be distributed
- A statement of how the applicant intends to minimise the risks of problem gambling
- Information about the financial viability of the proposed operation and the means to maximise the net proceeds to be distributed for authorised purposes and how those proceeds will be distributed
- Information on key personnel including financial circumstances
- Any other information the Secretary may request to ascertain the suitability of the corporate society and its key personnel
- The gambling equipment to be used meets relevant minimum standards
- The venue is not used mainly for operating gaming machines

See sections 50 – 64 of the Gambling Act 2003.

### 2.3. Statutory Limits on Machine Numbers

The Gambling Act limits the number of gaming machines permitted at a venue. Venues which held a class 4 venue licence on 17 October 2001 can operate up to 18 machines, while venues with a class 4 venue licence issued after 17 October 2001 but before the commencement of the Gambling Act 2003 are able to operate up to 9 machines as long as the Council venue policy allows this. See sections 89 – 97.

There is the option of applying for ministerial discretion to permit more than 9 machines at some sites provided, amongst other things, the territorial authority has issued a consent that is consistent with its class 4 gambling venue policy. See sections 95 – 96.

### 2.4. Role of Territorial Authorities

Territorial authorities had until 19 March 2004 to adopt a Class 4 Gambling Venue Policy, with the policy development process being subject to the special consultative procedure outlined in section 83 of the Local Government Act 2002. The Act requires territorial authorities to review their Gambling Venue Policy within three years after the policy is adopted.

The introduction of the requirement for local authorities to have a class 4 gambling venue licence policy is intended to allow communities to have some influence over class 4 gambling in their community, and in particular to be able to control where venues may be established and the permitted number of gaming machines in each venue. The Act, however, only provides limited ability for a local authority policy to influence venues established prior to 2001.

### 2.5. Introduction of Regulations

Since the adoption of Council's Gambling Venue Policy 2004 the Government has introduced regulations (Harm Prevention and Minimisation Regulations 2004, 30 August 2004) aimed at harm prevention and minimisation.

The regulations include a list of unsuitable class 4 gambling venues, including:

- A venue at which the primary activity is anything other than onsite entertainment focused on persons 18 years and over, including (without limitation)
- A dairy, supermarket, fast food outlet or similar venues
- Offices, private residences, sports stadiums, circuses or fairs, amusement parlours, or other similar venues
- Internet cafes or other venues where the primary activity is electronic media.
- Libraries, art galleries, museum, theatres, cinemas or similar premises

- Places of worship or venues that are not fixed permanent structures, including tents or vehicles

The regulations also require additional controls on gaming machines to interrupt play and provide information on the duration of play, how much the player has spent, net wins or losses and ask whether the player wishes to continue to play. Information must be provided by law at the venue about problem gambling and there are requirements to provide problem gambling awareness training to personnel employed at the venue to approach persons they consider may have problems. It is a requirement that at all times the gaming machines are operated by someone on site that has undertaken harm minimisation training. In some cases the venue manager himself may ban the player from the gambling area of a venue for two years.

### 3. Gambling in New Zealand

#### 3.1. Gambling Participation

Gambling is a common form of entertainment in New Zealand with the most recent national Health Survey (2006/07) reporting that two thirds of the adult population had gambled in previous 12 months. The most popular form of gambling was Lotto (55%) followed by Instant Kiwi and other scratch tickets (27%). One in ten people reported gambling on non-casino gaming machines in the previous year, (Ministry of Health, 2009a).

Gambling Participation: New Zealand Health Survey 2006/07	
Gambling Activity	Past Year Participation / Prevalence(%)
Lotto	55.2
Instant Kiwi or other scratch tickets	26.5
Non-casino Gaming Machine	10.2
Casino Gaming Machines	7.7
Casino Table Games	2.1
Track Betting	8.7
Sports Betting	5.2
Keno (not in a casino)	1.6
Housie	1.5
Internet-based Gambling	0.4

Of those who had gambled in the past year, 15% had gambled on a gaming machine (casino or non-casino) and 38% had *only* gambled on Lotto in that 12 month period, (Ministry of Health, 2009a).

The Ministry of Health's 2006/07 New Zealand Health Survey also reported that gambling participation had dropped overall from 69.4% in 2002/03 to 64.8% in 2006/07 and in particular, the forms of Lottery Commission products, non-casino gaming machines and track betting had significantly decreased in the same four year period.

Other studies in recent years have found a higher level of gambling prevalence, with a survey conducted by the Department of Internal Affairs in 2005 reporting that 80% of respondents had gambled in the previous 12 months, (Department of Internal Affairs, 2005). Another study in 1999 found that 94% of adult New Zealanders gamble and 48% do so regularly, (Abbott and Volberg, 2000).

Although the figures for the prevalence of gambling in New Zealand appear to vary widely, this may be due to differing definitions of 'gambling' used for each study. Considering that all recent research indicates that well over half of the population gambled in the 12 months prior to the survey taking place, it would be fair to assume that at least two-thirds of the adult population participate in some form of gambling.

### 3.2. Gambling Expenditure

Total expenditure on gambling has increased rapidly in New Zealand in the past 25 years, during which time Lotto, gaming machines and casinos have all been introduced. Expenditure on gambling totalled \$204million in 1985, peaked at \$2,039million in 2004, and was \$2,028million in 2009, (Department of Internal Affairs, 2009a).

Gaming machines outside of casinos were introduced in 1991 and national expenditure in this sector has risen from \$107million in 1991 to \$889million in 2009, peaking in 2004 at \$1,035million.

The table below shows gambling expenditure by sector over the past five years. The figures in blue text indicate the all-time peak level of expenditure.<sup>1</sup>

Gambling Expenditure Statistics, 2005-2009					
	2005	2006	2007	2008	2009
<b>Racing</b>	\$247m	\$258m	\$269m	\$272m	\$269m
<b>Lotteries Commission</b>	\$280m	\$321m	\$331m	\$346m	\$404m
<b>Gaming Machines</b>	\$1,027m	\$906m	\$950m	\$938m	\$889m
<b>Casinos</b>	\$472m	\$493m	\$469m	\$477m	\$465m
<b>Total</b>	<b>\$2,027m</b>	<b>\$1,977m</b>	<b>\$2,020m</b>	<b>\$2,034m</b>	<b>\$2,028m</b>

Source: Department of Internal Affairs, 2009.

Overall, gambling expenditure decreased 0.3% from 2008 to 2009. Of the four sectors, only lotteries continued to attract more gambling expenditure in 2009 than in the previous year, with all other sectors experiencing a decrease in the level of expenditure compared to 2008. Of particular note spending on non-casino gaming machines was down 5.5% on the previous year. The 17% increase in spending on Lotteries Commission products in the last year was largely due to unusually large jackpot draws, and almost matched the decrease in combined expenditure for racing, gaming machines and casinos. Spending on gaming machines is traditionally the largest of the four gaming

<sup>1</sup> Note: peak expenditure levels for gaming machines (\$1,027m) and for total expenditure (\$2,039m) occurred in 2004.

sectors, but this level of expenditure in 2009 decreased by \$49million from the previous year, which has been partly attributed to the economic recession, (Department of Internal Affairs, 2009b).

While total expenditure generally appears to be trending downward or stabilising, it may be too early to say whether gambling expenditure in New Zealand has peaked as many believe the reason for the drop in figures from 2005-2006 was attributable in part to the introduction of smokefree legislation affecting patronage of licensed premises and casinos. In addition, although total gambling expenditure rose to \$2,034million in 2008, the subsequent drop in total expenditure from 2008 to 2009 may, in part, be attributable to the impact of the economic climate on people's spending habits.

Total gambling expenditure in New Zealand had previously been trending upwards between 1985 and 2004, but the introduction of the Gambling Act in 2003 appears to have made some impact, with expenditure figures starting to stabilise around the \$1,900-\$2,000 million mark since 2004. The flattening out of spending on gambling may indicate that the gambling market has reached a point of maturity where in future there will be slow or no growth in expenditure. It is important to note that there has been significant population growth in recent years. The table below demonstrates that when total gambling expenditure is considered per head of population, the level of total expenditure has in fact, been trending downward.

<b>Total Gambling Expenditure in New Zealand per head of Population, 2005-2009</b>				
	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>
<b>Total Expenditure</b>	\$1,977m	\$2,020m	\$2,034m	\$2,028m
<b>Population (census count or estimate)</b>	4,027,947	4,228,300	4,268,900	4,315,800
<b>Expenditure per head of population</b>	\$491	\$478	\$476	\$469
<b>Average weekly expenditure</b>	\$9.44	\$9.19	\$9.15	\$9.02

Source: Department of Internal Affairs, 2009; Statistics New Zealand Census and Population Estimate data.

### **3.3. Gaming Machine and Venue Numbers**

In June 1994 the number of pokie machines in New Zealand was 7,770 and this increased to a peak of 25,221 machines by 2003. Since then the number of machines has declined slowly but steadily to 19,115 in March 2010, (Department of Internal Affairs, 2010a).

Likewise, the number of gaming machine venues in New Zealand has decreased in recent years with venue numbers falling from 2,104 in September 2003 to 1,470 in March 2009, (Department of Internal Affairs, 2010a). Increased compliance costs associated with new gaming regulations<sup>2</sup> and a seemingly mature gaming market mean it is unlikely there will be any significant increase in either total gaming venues or machines in future.

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<sup>2</sup> The Gambling (Harm Prevention and Minimisation) Regulations, 2004.

#### 4. Distribution of Proceeds from Gaming Machines

Corporate societies must make details of how to apply for a grant from the net proceeds at each venue and must publish details of grant availability at least every three months. It must then publish details of both successful and unsuccessful applications for grants at least annually and detail the amount(s) given to successful applicants – see section 110 of the Gambling Act.

Regulations prescribe how proceeds may be applied and these regulations may change from time to time. Currently the gross income generated by gaming machines is split three ways, 33% goes to taxes, at least 33% must be distributed to the community through grants, and a maximum of 33% is used to cover the operating costs and overhead costs of operating the machines which are incurred by the corporate society operating the machines.

The operating and overhead costs include the purchasing, financing and licensing of the machines, machine maintenance, problem gambling levies, insurance, administration overheads and site related overheads including the rental paid to the owner of the gaming venue, (Charity Gaming Association).

With \$889 million in revenue generated from gaming machines in New Zealand in 2009 this means approximately \$293 million was distributed in grants to communities, and a similar amount paid in both tax and used to fund the overheads required to operate the machines.

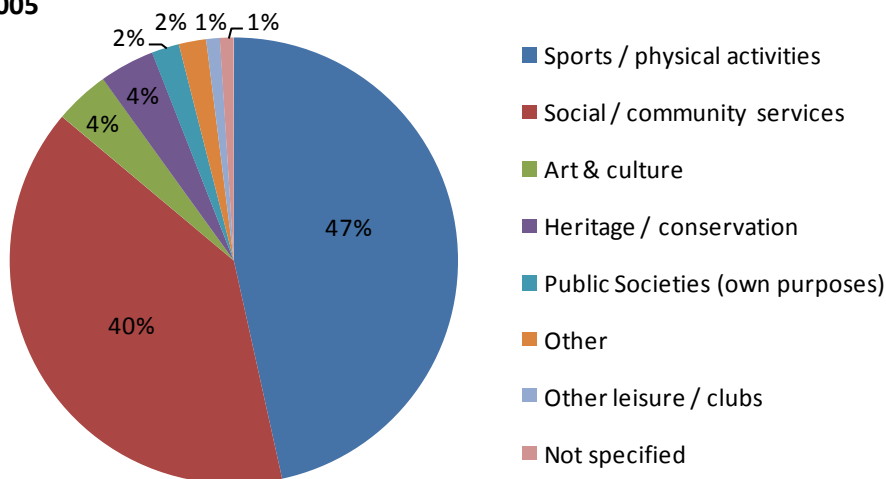
The Department of Internal Affairs is working towards an electronic database which will collate information about the distribution of grant money. In the meantime, the Department of Internal Affairs conducted a survey of gaming machine operators on the contribution their profits made to the community in 2005. The survey is due to be repeated in 2011.

The report found that public societies<sup>3</sup> accounted for almost 80% of all non-casino gaming machines licensed in 2005. Almost half, (47%) of grants went to organisations and individuals in the sports/physical activities sector with the next biggest recipient sector being social/community services at 40%. arts and culture, and heritage/conservation were next with each sector getting 4% of the grant funding, (Amey, 2007).

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<sup>3</sup> “Public society” refers to those societies that operate non-casino gaming machines in commercial venues, such as bars. It excludes those who operate machines in their own clubrooms.

## National Public Societies' Allocation of Gaming Machine Profits to Community Groups by Type of Recipient, 2005



Source: Amey, B.,2007..

In recent times there has been a movement by some community organisations to not seek funding from gambling fund sources. This is a decision being made by these organisations not to benefit from an activity which they see as causing significant harm to those affected by problem gambling, despite the obvious reduction in funding sources such a stand entails.

## 5. Problem Gambling in New Zealand

### 5.1. Definition of Problem Gambling

While most people who gamble do not experience problems resulting from their gambling, for some it can have negative impacts. Section 4 of the Gambling Act 2003 defines a problem gambler as “a person whose gambling causes harm or may cause harm”. In this context gambling-related harm:

- (a) means harm or distress of any kind arising from, or caused or exacerbated by, a person’s gambling; and
- (b) includes personal, social, or economic harm suffered –
  - (i) By the person; or
  - (ii) the person’s spouse, partner, family, whanau, or wider community; or
  - (iii) in the workplace; or
  - (iv) by society at large.

There are two main categories of problem gamblers:

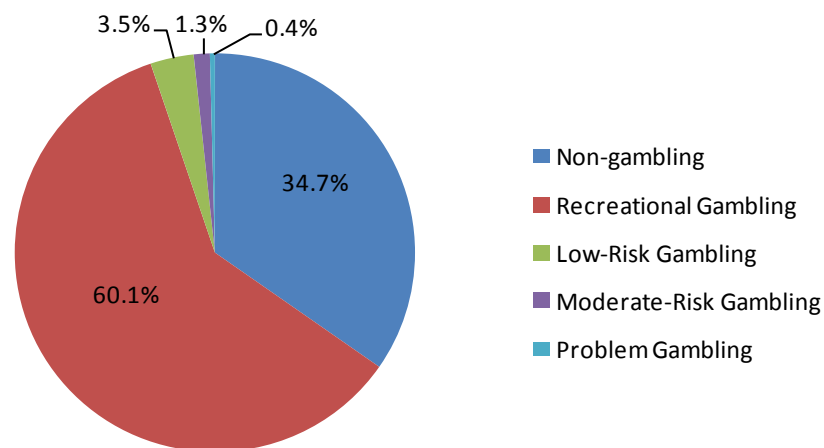
- pathological gamblers, who typically have a craving to gamble more and more, are unable to stop despite massive losses and who feel out of control of their gambling, and
- problem gamblers, a category with multiple meanings that refers generally to people with patterns of gambling behaviour that have an adverse effect on general health, personal and

family, work or wider social activities. This is a less severe category than pathological gamblers, (Rankine and Haigh, 2003).

## 5.2. Prevalence of Problem Gambling

The New Zealand Health Survey 2006/07 included a nine-question Canadian Problem Gambling Index (CPGI), an internationally recognised tool for measuring the prevalence of problem gambling. The study found that while most adults who had gambled in the previous 12 months were at no risk of their gambling causing harm, 0.4% of the adult population (13,100) were exhibiting problem gambling behaviour. A further 1.3% of the adult population (40,900) were classed as moderate-risk gamblers, (Ministry of Health, 2009a).

### Prevalence of Problem Gambling in New Zealand adults aged 15 years and over, according to Canadian Problem Gambling Index



Source: Ministry of Health, 2009a.

Another recent study looking at the social impact of gambling in New Zealand found that 3% of respondents were categorised as “heavier gamblers”, (SHORE, 2008). Heavier gambling in this study was considered to be three hours or more per week spent gambling and/or a loss of at least 5% of income. This definition is however somewhat more inclusive than that used in the New Zealand Health Survey.

The New Zealand Health Survey identified the following key points and socio-demographic factors associated with the profile of the problem gambler:

- The prevalence of problem gambling was highest among 35–44-year-olds (1.2%)
- Māori and Pacific males and females were approximately four times more likely to be problem gamblers, compared to males and females in the total population.
- Although Pacific males and females had significantly lower participation in gambling compared to the total male and female populations, they were significantly more likely to be problem gamblers.

- People living in more socio-economically deprived areas (NZDep2006 quintile 5) were significantly more likely to be problem gamblers than other people. Half of problem gamblers lived in quintile 5 (most deprived) areas, compared to approximately 20% of the total population.
- The risk factors of gender, work status, household size, employment status and urban/rural status were not statistically significant in the analysis.

Among the 10.2% of the population who gambled on non-casino gaming machines in the past year, 1 in 30 (3.4%) were classed as problem gamblers and a further 1 in 13 were moderate-risk gamblers. Overall, this meant that 1 in 9 people who played non-casino gaming machines in the previous year were either problem or moderate-risk gamblers. Of those classed as problem gamblers, 82% had gambled on a non-casino gaming machine in the previous year.

### 5.3. Problem Gambling Treatment Services in New Zealand

#### 5.3.1. Problem Gambling Levy

The New Zealand Ministry of Health took over responsibility for managing the funding of, and relationships with, gambling problem support services in July 2004. The funding comes from a levy on the gambling industry regulated through the Gambling Act 2003, which reimburses the Government for the costs associated with preventing and minimising gambling harm.

The levy is collected on the profits of New Zealand's four main gambling operators: gaming machines in pubs and clubs, casinos, the New Zealand Racing Board and the New Zealand Lotteries Commission; and is set every three years, with the formula used for calculating the levy rates for each sector specified by the Gambling Act 2003.

The current level of the levy for gaming machine operators is 1.48% of gross gambling profits, effective from 1 July 2010 – 30 June 2013.<sup>4</sup> This levy has increased from the level of 1.11%, which was established as under the Gambling (Problem Gambling Levy) Regulations, 2004.

#### 5.3.2. Telephone Helpline Services

The Gambling Helpline service provides a first point of contact for people experiencing some form of gambling-related harm, either directly or as a result of a significant other's gambling.

The total number of people who contacted the Gambling Helpline in 2008 was 14,780, including gamblers, significant others and interested parties, both new and follow-up client contacts. The number of new clients for 2008 was 2,171, (Ministry of Health, 2010a), of which approximately 31%

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<sup>4</sup> See Gambling(Problem Gambling Levy) Regulations, 2010.

were significant others and 10% were other interested parties, (Ministry of Health, 2010b). The number of new clients for the Gambling Helpline peaked in 2002 at 4,576, (Ministry of Health, 2008), and for 2008, was down 25.3% on the previous year.

### **5.3.3. Intervention Services**

There are two national providers of problem gambling services – the Problem Gambling Foundation of New Zealand and the Salvation Army’s Oasis Centre for Problem Gambling – as well as a number of regional or local providers.

The total number of clients receiving intervention services for problem gambling in New Zealand in 2009 was 12,248, with over 2,000 of these being clients who had received counselling in previous years, (Ministry of Health, 2010a). This is up by an additional 4,569 clients compared to 2008.

Although the figure for 2009 appears to show that a record number of people are accessing gambling intervention services, direct comparisons cannot be made to the data from previous years due to:

- a) New service specifications for problem gambling intervention service providers, implemented in January 2008
- b) Equivalent intervention services provided by the Gambling Helpline have been included in the data since November 2008

Of the 12,248 people seeking intervention services in 2009, 49.5% sought help with their gambling on non-casino gaming machines, and over 8% on casino gaming machines. Taken together approximately 57% of clients seeking intervention services for gambling problems had gaming machines as their main mode of gambling. The next highest mode of gambling was lotteries gambling at 7.8%, (Ministry of Health, 2010a).

Family or friends affected by another person with a gambling problem accounted for 29% of those who sought intervention services in 2009, (Ministry of Health, 2010a).

## **5.4. Ethnicity and Age**

Within these figures there are demographic groups which are over-represented in the problem gambling statistics.

Maori and Pacific people are more likely than other ethnic groups to be problem gamblers and suffer gambling-related harm, (Ministry of Health, 2008b; Abbott and Volberg, 2000). Based on population statistics, both are over-represented in the problem gambling intervention statistics, while New Zealand European are under-represented. Significantly, there has been a steady increase over recent years in the proportion of people seeking interventions who are Maori with the figure

rising from 17% of clients in 1999 to 34% in 2009. Pacific and Asian clients have recorded small but steady increases as a percentage of clients over the same period. The proportion of New Zealand European clients was 29% in 2009, (Ministry of Health, 2010b). This appears to be down from 48.5% in 2005, however please note that in 2005, this grouping was 'European' and is likely to have included clients of European descent other than New Zealand European.

The most significant change in the age distribution of those accessing face to face or intervention was for those under the age of 20. The proportion of clients in this age group tripled from 2006-2007, accounting for 6.2% of all intervention clients, (Ministry of Health, 2008). This figure has remained at this increased level, with youth accounting for 6% of all intervention clients in 2009, (Ministry of Health, 2010b).

## **6. Gaming Machine Gambling in Ashburton District**

### **6.1. Gaming Machine and Venue Numbers in Ashburton District**

As at March 2010 there were 154 pokie machines in Ashburton District. This compares with 159 machines in June 2006, a drop of five gaming machines in the district over the past four years (Department of Internal Affairs, 2010a). The number of pokie machines in the district has been steadily decreasing since 2003, when there was a total of 172 machines.

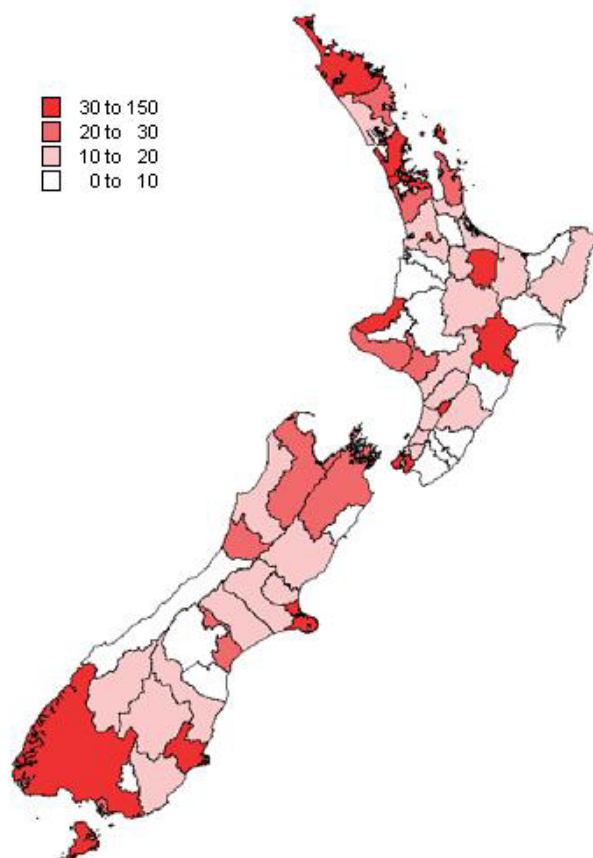
The number of venues in the district has dropped from 14 in 2006 to 13 in 2010, (Department of Internal Affairs, 2010a). Both the drop in machine numbers and the drop in venue numbers reflect similar trends at a national level. Although the number of gaming machines per venue in Ashburton District rose between 2003 and 2006 by around 2 machines per venue, the average number of machines per venue has remained relatively stable in recent years at 11.8 (11.4 in 2006). Nationally the average number of machines per venue has remained risen slightly from 12 in 2006 to 13. Although Ashburton District has experienced some consolidation of machines per venue, it is still below the national average.

Using the 2009 population estimate for Ashburton District of 29,100 residents, this translates to a gaming machine per 10,000 residents figure of 52.9. This has dropped from 57.6 in 2006 which shows that the growth of the district's population is not being reflected in the growth of non-casino gaming machines. The national average (using the 2009 national population estimate of 4,315,800) is 44.3 gaming machines per 10,000 residents. Ashburton District has, therefore, a higher than the national average ratio, however both the district and national averages have decreased since 2006, showing that Ashburton District is following the national trend.

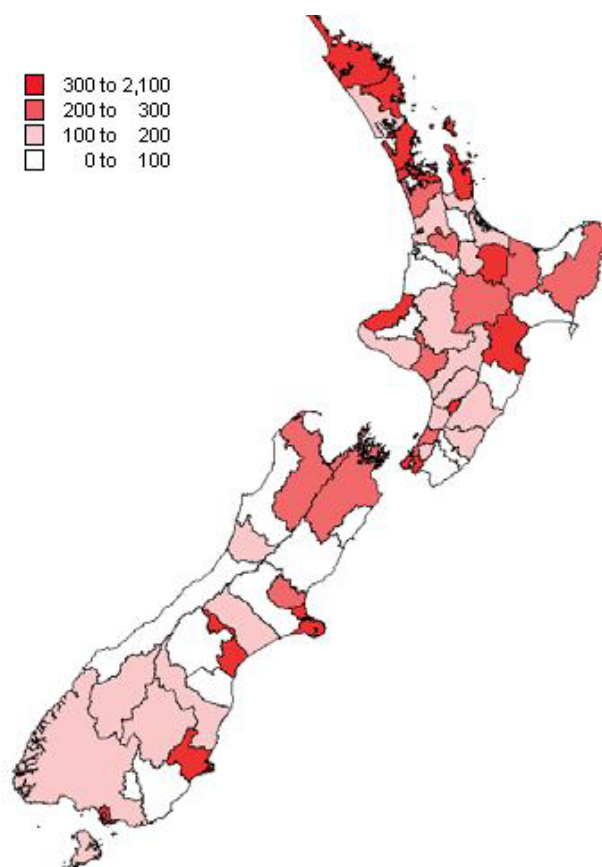
In addition, rural territorial authorities tend to have a higher than average machine to resident ratio due to lower population densities and greater dispersal of venues. In 2005 territorial authorities with more than 100 machines per 10,000 residents were all rural authorities. By contrast cities tended to be under 50 machines per 10,000 residents, (Ministry of Health, 2006).

The following maps give an indication of the comparative density of venues and number of machines for each of the territorial authorities of New Zealand.

**Number of Gaming Machine Venues in New Zealand by Territorial Authority, 2005.**



**Number of Gaming Machines in New Zealand by Territorial Authority, 2005.**



Source: Department of Internal Affairs, 2007.

## 6.2. Types of Venue and Society

All gaming machines in Ashburton District are in licensed premises, with 118 in pubs or taverns, and 36 in chartered clubs.

The two clubs in the District with gaming machines, the Ashburton MSA, and the Ashburton RSA operate as societies and use the funds generated primarily for club related capital expenditure, typically building and equipment purchases.

The Lion Foundation operates machines in five licensed premises owned by the Ashburton Licensing Trust. These are the Devon Tavern, Hinds Tavern, the Hotel Ashburton, The Shed, and the Tinwald Tavern. The remainder of the societies operating gaming machines in the District are other national operators, namely, Eureka Trust, Four Winds Foundation, New Zealand Community Trust, Perry Foundation and Pub Charity.

The following table shows gaming machine venues in Ashburton District 2003-2010, the society which holds the gaming license for each venue, the number of machines at each venue, the physical address of each venue and whether the venue was licensed before October 2001. Please note, those in grey are no longer current gaming machine venues.

Venue	Society	Number of Machines			Change since 2006	Approved prior 10/01
		2003	June 2006	March 2010		
Ashburton Club & MSA	Ashburton Club & MSA Inc.	18	18	18	0	Yes
Ashburton RSA	Ashburton Returned Services Assn. Inc.	18	18	18	0	Yes
Tinwald Club	Tinwald Club Inc.	11	11	0	-11	Yes
Canterbury Hotel, Methven	NZ Community Trust	12	9	9	0	Yes
Chertsey Tavern	N/A	2	0	0	0	No
Devon Tavern	The Lion Foundation (was Ashburton Trust Charitable Foundation)	14	18	18	0	Yes
Millies (was Gav's Bar)	Four Winds Foundation (was Caversham Foundation Limited)	9	7	7	0	No
Hampstead Rugby & All Sports Club	N/A	2	0	0	0	Yes
Hinds Tavern	The Lion Foundation (was Ashburton Trust Charitable Foundation)	2	2	3	+1	Yes
Hotel Ashburton	The Lion Foundation (was Ashburton Trust Charitable Foundation)	18	18	18	0	Yes
Mayfield Tavern	N/A	2	0	0	0	Yes
Mount Somers Tavern	Ashburton Trust Charitable Foundation	3	0	0	0	Yes
Railway Tavern, Rakaia	Perry Foundation Limited (was Scottwood Trust)	7	4	6	+2	Yes
Robbies Bar & Bistro	Eureka Trust	0	0	5	+5	No
The Shed (Somerset Tavern)	The Lion Foundation (was Ashburton Trust Charitable Foundation)	18	18	18	0	Yes
South Rakaia Hotel	Pub Charity	6	6	7	+1	Yes
The Blue Pub, Methven	NZ Community Trust	12	12	9	-3	Yes
Tinwald Tavern	The Lion Foundation (was Ashburton Trust Charitable Foundation)	18	18	18	0	Yes
<b>TOTAL GAMING MACHINES (Ashburton District)</b>		<b>172</b>	<b>159</b>	<b>154</b>	<b>-5</b>	
<b>TOTAL VENUES (Ashburton District)</b>		<b>18</b>	<b>14</b>	<b>13</b>	<b>-1</b>	
<b>Total Machines (New Zealand)</b>		<b>28,031</b>	<b>20,739</b>	<b>19,115</b>	<b>-1,624</b>	
<b>Total Venues (New Zealand)</b>			<b>1,701</b>	<b>1,470</b>	<b>-231</b>	

### Breakdown of Venues and Gaming Machines in Ashburton District by Area

Location	Number of Venues			Number of Machines		
	2003	June 2006	March 2010	2003	June 2006	March 2010
Ashburton	10	9	8	128	126	120
Methven	2	2	2	12	21	18
Rakaia	2	2	2	13	10	13
Rural	4	1	1	9	2	3

### Total Gaming Machine Expenditure in Ashburton District

Year Ending 31 March	2007/08	2008/09	2009/10
<b>Total Expenditure</b>	\$5,404,610	\$5,463,434	\$5,084,955
<b>Expenditure per head of Population</b>	\$190 (28,400)	\$190 (28,700)	\$175 (29,100)
<b>Average expenditure per week per head of population</b>	\$3.65	\$3.65	\$3.37

Source: Department of Internal Affairs, 2010a & 2010b; Statistics New Zealand Population Estimates.

### Total Gaming Machine Expenditure in New Zealand

	2007	2008	2009
<b>Total Expenditure</b>	\$950m	\$938m	\$889m
<b>Expenditure per head of population</b>	\$225 (4,228,300)	\$220 (4,268,900)	\$206 (4,315,800)
<b>Average weekly expenditure per head of population</b>	\$4.33	\$4.23	\$3.96

Source: Department of Internal Affairs, 2009; Statistics New Zealand Census and Population Estimate data.

## 7. Economic Effects of Gaming Machine Gambling in Ashburton District

Ashburton District ranks 54 out of the 73 territorial authorities in terms of the greatest loss per head of population, (PGFNZ, 2010), with total expenditure for the district totalling \$5,084,955 for the year ending 31 March 2010, (Department of Internal Affairs, 2010b). This is a 7.4% drop in the level of expenditure on the previous year.

The general formula for disbursement of funds from class 4 gaming machines is one-third each to government taxes, the pokie machine trusts to cover overheads, and to the community for funding as allocated by those trusts. The exact figures of both gaming machine revenue and grants going back into the Ashburton District community from gaming machine revenues are difficult to calculate,<sup>5</sup> but based on a total pokie spend of \$5,084,955, it appears that total grants to the community are in the region of \$1.69 million for the year April 2009–March 2010. This figure excludes money chartered clubs put back into their facilities.

Ashburton District is perhaps unusual in that until 2009 the majority of gaming machines were operated by corporate societies based in the district. The Ashburton Licensing Trust, which operated five gambling venues, accounting for just under 50% of the total number of gaming machines in the district, formed an alliance with the Lion Foundation to take over the operation and management the Trust's gaming operation in 2009. The Ashburton Licensing Trust, however, continues to manage the distribution of funds to community groups which means that proceeds from gambling in the district will still mostly stay within the district.

With two-thirds of the income from gaming machines going to community grants recipients and administration and overheads, a substantial amount of gaming machine revenue generated in Ashburton District will stay in the community. The other one third of income goes to central government as tax, with some of this coming back to the district through government spending.

The higher proportion of revenue staying in the district means the flow through the community due to the economic multiplier effect in Ashburton District is likely to be higher than in most other districts. This is especially so for districts where a high proportion of gaming machines are operated by national corporate societies, many of which give a significant amount of their community grants to national organisations.

This does not mean there is no financial leakage from the district as result of gambling as a result of taxation and money leaving the district through corporate society capital costs, administration, overheads and grants, as this clearly will occur.

Also money spent on gambling may have less of a beneficial effect on the local economy than money spent on other things, although there is no practical way to measure this and no way of knowing what the money would be spent on instead of gambling.

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<sup>5</sup> Due to varying reporting years and grants to national organisations that may or may not filter back to Ashburton District

Clearly there is some economic loss as a result of problem gambling wherever this occurs and Ashburton District will be no exception. While figures vary according to individual studies, it is clear that there are some economic losses from problem gambling such as the sale of assets to finance gambling, health and mental health deterioration, increased call on social services and emergency benefits, loss of productivity, loss of employment, increased crime and the costs of problem gambler rehabilitation, (Rankine and Haigh, 2003).

## **8. Distribution of Proceeds of Gaming Machine Gambling in Ashburton District**

As outlined above the total grants to the community (excluding the funds chartered clubs put into their facilities) in Ashburton District is currently around \$1.69 million per year.

According to a report by the Problem Gambling Foundation, (2010), the total grants to the Ashburton District community for the year ending 31 March 2010 was just over \$1.5 million. Please note that there is room for error with this figure due to grants that may have been missed, or grants which do not specify the region to which they are granted, or are granted to national organisations.

Until recently, 111 of the 154 gaming machines in the district were operated by locally based corporate societies or chartered clubs. The largest of these was the Ashburton Licensing Charitable Trust, with 75 of the district's gaming machines, and trusts associated with chartered clubs accounting for a further 36 machines.

The Ashburton Licensing Trust Charitable Foundation gave out \$1,022,720 in community grants in 2009. All of this went to local organisations, local branches of national organisations or local individuals. Approximately 40% was granted to community welfare organisations, 20% to sporting groups, 17% to education, 12% to recreation and cultural groups, and 11% to community assets projects.

In 2009, The Ashburton Licensing Trust formed an alliance with the Lion Foundation. The Lion Foundation is now responsible for the operation and management of the five gaming venues within licensed premises belonging to the Trust. The Ashburton Licensing Charitable Trust will continue to manage the distribution of funds to community groups. This should mean no change to the level of funding available for the Ashburton community, with the added benefit that community funds are no longer limited to Ashburton, and can be distributed to organisations throughout the district.

Chartered clubs in the Ashburton District put almost all their gaming proceeds back into club facilities, particularly buildings, with very little going to either community grants or to club member's welfare, sports or other activities.

The table below outlines the grants received by the Ashburton District community from national gaming venue trusts for the year ended 31 March 2010.

National Gaming Machine Trust Grants to Ashburton District, April 2009-March 2010	
Trust	Amount Granted
Perry Foundation	\$371,901.00
Trillian Trust	\$246,666.67
Eureka Trust	\$101,866.67
NZ Community Trust	\$80,500.00
Infinity Foundation Ltd	\$80,000.00
TTCF	\$25,950.00
Pub Charity	\$23,788.55
Air Rescue Services	\$15,000.00
Southern Trust	\$14,000.00
Caversham Foundation	\$13,399.20

Source: PGFNZ, 2010.

## 9. Problem Gambling in Ashburton District

A survey undertaken in New Zealand by Volberg and Abbott found the prevalence of problem gambling varies significantly according to demographic variables. The variables identified were age, ethnicity, highest qualification, labour force status, occupation, household size and household income, (Abbott and Volberg, 2000).

In summary the highest risk demographic groups identified within these variable categories are;

- Age – between 25 and 45 years
- Ethnicity – Maori and Pacific Island
- Highest qualification – no formal qualification
- Labour force status – unemployed
- Occupation – plant and machines operators and elementary occupations
- Household size – 5 or more people
- Household income – \$20,000 to \$30,000

Taylor Baines & Associates have used these variables to assess the vulnerability of the population resident in each territorial local authority area in New Zealand. They have taken the New Zealand average for each variable as a benchmark and assigned it the value of 1.0 and then overlaid local demographic information on to the variable values to come up with a value for each variable based on the benchmark figure. If an area has a value above 1 it is above the national average. The values for Ashburton District are:

- Age 0.93
- Ethnicity 0.71
- Highest qualification 1.07
- Labour force status 1.00
- Occupation 1.10
- Household size 0.95
- Household income 1.02

The overall average vulnerability score for Ashburton District is 0.968 – well below the national average when considering the highest vulnerability score for any one variable throughout New Zealand is 1.55, (Taylor Baines & Associates, 2003).

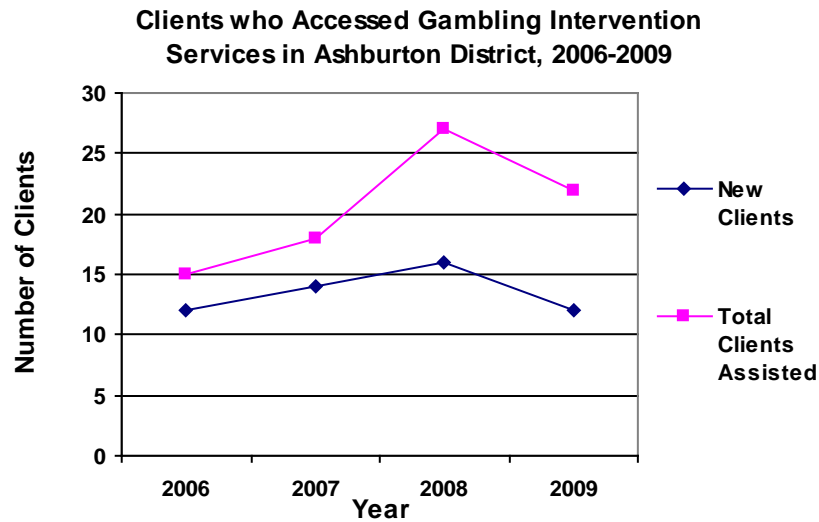
There are two main providers of counselling to problem gamblers in Ashburton District, the Problem Gambling Foundation and the Salvation Army Oasis Centre. Both organisations are based in Christchurch and conduct counselling clinics one day a week in Ashburton.

The Ministry of Health collates problem gambling service user data throughout New Zealand. The table below contains problem gambling client numbers for Ashburton District compared to New Zealand as a whole, (Ministry of Health, 2010a; 2010b).

<b>Problem Gambling Clients, Ashburton District compared to New Zealand</b>		
	<b>Ashburton District</b>	<b>New Zealand</b>
<b>New telephone helpline clients (2008)</b>	5	2,171
	1.7 new client calls per 10,000 people	5.1 new client calls per 10,000 people
<b>New clients requiring an intervention (2009)</b>	12	9,693
	4.2 clients per 10,000 people	22.7 clients per 10,000 people

Source: Ministry of Health, 2010a.

The number of people seeking assistance for gambling problems in Ashburton District is, based on these figures, significantly below the national figures.



The total number of people in Ashburton District seeking gambling intervention services was 22 in 2009, 12 of which were new clients with the remaining 10 clients having accessed such services in previous years. This is a decrease of 6 people, or 4 new clients, since 2008. As a percentage, Ashburton District accounts for 0.18% of the total number who accessed gambling intervention services in 2009, down from 0.35% in 2008, (Ministry of Health, 2010a).

Please note that the Ministry of Health changed the definition of intervention clients from 2008 to include a wider group, in particular, clients who accessed intervention services through telephone only. For this reason, direct comparisons with data from previous years cannot be made.

## 10. Impact of Ashburton District Council Gambling Venue Policy

### 10.1. Ashburton District Council's Gambling Venue Policy

The Ashburton District Council's Gambling Venue Policy has been in force for just over three years. The policy has the following provisions:

#### **Where Racing Board venues may be established:**

Racing Board venues may be established in Ashburton District subject to:

- meeting application and fee requirements;
- the venue being for the purposes of race and sports betting and:
  - controlled by the New Zealand Racing Board, or
  - owned or leased and operated by the New Zealand Racing Board.
- the venue being within a business zone of the Ashburton District Plan, or otherwise permitted by resource consent.
- that necessary resource consent(s) have been granted and complied with.

- the venue not being one where the primary activity of the venue is associated with family or children's activities and is not on a site listed as a “designated site” within Appendix A.1 of the Ashburton District Plan (Operative 2001).

**Where Class 4 gambling venues may be established:**

Class 4 gambling venues may be established in Ashburton District subject to:

- meeting application and fee requirements;
- the primary activity of the venue being:
  - for the sale of liquor or for liquor and food, or;
  - the venue being a New Zealand Racing Board venue, and;
  - the venue being within a business zone of the Ashburton District Plan, or otherwise permitted by resource consent.
- that necessary resource consent(s) have been granted and complied with.
- the venue not being one where the primary activity of the venue is associated with family or children's activities and is not on a site listed as a “designated site” within Appendix A.1 of the Ashburton District Plan (Operative 2001).

**Numbers of gaming machines to be allowed:**

- New venues shall be permitted a maximum of 5 gaming machines.
- Existing venues, with licences issued before 17 October 2001, operating 9 or more gaming machines on 22 September 2003, shall be permitted to increase the number of machines operated at the venue to a maximum of 18 machines.
- Existing venues with licenses issued after 17 October 2001 and operating 7 or less gaming machines on 22 September 2003, shall be permitted a maximum number of 7 machines.
- No venue shall operate more than 18 gaming machines.

**Transfer of existing Class 4 gambling venue conditions:**

- Council may, at its discretion, allow the transfer of existing venue conditions to another location where an existing venue is ceasing to exist.
- Conditions to be met for the transfer of venue condition, in addition to those outlined in the policy:
  - a. The existing venue must be ceasing to operate as a licensed venue
  - b. The new venue must be in a geographically similar location
  - c. The new venue must be operated by the same corporate society as the existing venue

- d. The new venue will be permitted to have the same number of machines as the existing venue
  - e. The merging of existing venue conditions and transferred venue conditions is not permitted.
- A venue consent fee is applicable.

## 10.2. Consents applied for under the ADC Gambling Venue Policy

All venues for which a class 4 venue licence was granted after 17 October 2001, but before the commencement of the Gambling Act 2003, were required to apply for a territorial consent for a class 4 venue within 6 months of the commencement of the Act.<sup>6</sup> This affected one venue in the District, Gav's Bar, which applied for, and was granted, venue consent for 7 machines. This consent is now operating under the name Millies' Bar.

A territorial consent is required if a society proposes to increase the number of machines operated at a class 4 venue.<sup>7</sup> Three venues have increased the number of gaming machines in their venues in the past three years, namely; the Hinds Tavern which went from two to three machines, the Railway Tavern, increasing from four machines to six, and the South Rakaia Hotel, with the addition of one machine, bringing the total number of machines to seven.

There have been several new on-licences granted since the Policy took effect including Braided Rivers, Twelve, Revival and The Last Post. However only one of these, Robbies Bar and Bistro, applied for, and was granted, a gambling venue license in the time since the Policy's adoption in 2007. Council officers are aware of one new venue which has enquired about becoming a gambling venue in the last three years, however that venue did not apply.

## 10.3. Impact of Government Regulations

The Government introduced regulations (Harm Prevention and Minimisation Regulations 2004) aimed at harm prevention and minimisation of problem gambling. Implementing the requirements of the regulations entails on-line electronic monitoring of all machines. This has introduced compliance costs which seem to be causing smaller operators to exit the industry.

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<sup>6</sup> See the Gambling Act, 2003, Section 93 (4)

<sup>7</sup> See the Gambling Act 2003, Section 98 (a)

## 11. Conclusions

### 11.1. The Gambling Industry

- Total gambling expenditure had trended upwards between 1985 and 2004, however it appears to have levelled out in recent years.
- Gambling in New Zealand appears to be reaching a point of maturity with venue and machine numbers in decline, and non-casino gaming machine expenditure levelling off. This national trend is being reflected in Ashburton District, with the number of gaming venues falling from 14 to 13; and the number of gaming machines dropping from 159 to 154 in the past three years.
- The introduction of the Gambling Harm and Prevention Minimisation Regulations, 2004 which introduced monitoring and compliance costs, appears to have had an impact on the gambling industry, causing many smaller gambling venues to cease operating.

### 11.2. Problem Gambling

- The prevalence of problem gambling appears to be much lower for Ashburton District than for New Zealand as a whole.
- Problem gambling is a serious social issue for those directly involved in the problem and for the community at large.
- According to recent research, between 0.4% and 3% of the total population of New Zealand could be classed as “problem” or “heavy” gamblers.
- Of the 10.2% of the total population who gambled on non-casino gaming machines in the past year, 1 in 30 (3.4%) were classed as problem gamblers.
- Ashburton District’s resident population scores below the national average of vulnerability to problem gambling based on demographic statistics as quoted in a report by Taylor Baines and Associates, commissioned by Local Government New Zealand.
- Ashburton District had 1.7 new client calls per 10,000 residents annually to the Gambling Helpline, lower than the national figure of 5.1. This translates to around 5 new client calls per year to the Helpline from residents in the district.
- Ashburton District had 4.2 new clients requiring intervention services per 10,000 residents compared to the national figure of 22.7 in 2009. This translates to a total of 12 intervention clients in Ashburton for the year.

### 11.3. Distribution of Proceeds

- The community funding available from over 70% of the total number of gaming machines in the district is controlled locally. Despite the Lion Foundation taking over the management and running of Ashburton Licensing Trust's gaming venues in 2009, the local trustees continue to manage the distribution of funds to community groups. This means that the majority of community grants funds from gaming machine income generated in Ashburton District stays in the district.

### 11.4. Impact of Legislation and Local Policy

- While the number of gaming machines and venues in the District has fallen over the past three years, this appears to be more a reflection of national trends driven by higher compliance costs and a maturing gaming industry rather than an impact of the ADC Gambling Venue Policy.
- The current ADC Gambling Venue Policy is having an impact on the number of new venues and the number of machines going in to new venues, rather than significantly impacting on existing venues.
- The addition of pokie machines as a form of entertainment at licensed premises appears to be becoming somewhat "unfashionable". There have been a number of new on-license premises established in the district since this policy took effect, however only one of those have applied for a gambling venue license. This is likely due to a combination of higher compliance costs combined with ADC Gambling Venue Policy machine number restrictions

## 12. Stakeholders Consulted

The following stakeholders were sent letters requesting information considered relevant to the updating of this report and to the review of the Gambling Venue Policy.

<b>Ashburton Charitable Trust Foundation</b>	<b>Problem Gambling Foundation of New Zealand</b>
<b>Ashburton Licensing Trust</b>	<b>Robbies Bar &amp; Bistro Franchising</b>
<b>Ashburton Returned Services Assn. Inc.</b>	<b>Robbies Bar &amp; Bistro Ashburton</b>
<b>Hakatere Marae Komiti</b>	<b>Ashburton Club &amp; MSA</b>
<b>New Zealand Community Trust</b>	<b>The Blue Pub</b>
<b>Oasis Centre for Problem Gambling</b>	<b>Millies Bar and Restaurant</b>
<b>Pub Charity Inc.</b>	<b>South Rakaia Hotel</b>
<b>Canterbury Hotel</b>	<b>Railway Tavern</b>
<b>Hospitality Association of New Zealand</b>	<b>New Zealand Racing Board</b>
<b>Hinds Tavern</b>	<b>Perry Foundation</b>
<b>Caversham Foundation Limited</b>	<b>Eureka Trust</b>
<b>GMAIS Ltd</b>	<b>Ashburton Police</b>
<b>Ashburton Safer Community Council</b>	<b>Ashburton Budget Advice</b>
<b>Presbyterian Support</b>	<b>Ashburton Council of Social Services</b>
<b>Ashburton Resource Centre</b>	<b>Salvation Army</b>
<b>Community and Public Health</b>	<b>Society of St Vincent de Paul</b>
<b>Age Concern</b>	<b>National Council of Rural Women</b>
<b>LOAD Ashburton</b>	<b>Family Mental Health Services</b>

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