



KAWERAU DISTRICT COUNCIL

Te Kaunihera ā rohe o Kawerau

TAONGA O TE WHENUA - TREASURE OF THE LAND

**The Extraordinary Meeting of the
Kawerau District Council will be
held on Wednesday 11 June 2025
commencing at 11.00am**

A G E N D A

GUIDELINES FOR PUBLIC FORUM AT MEETINGS

1. A period of thirty minutes is set aside for a public forum at the start of each Ordinary Council or Standing Committee meeting, which is open to the public. This period may be extended on by a vote by members.
2. Speakers may address meetings on any subject. However, issues raised must not include those subject to legal consideration, or be issues, which are confidential, personal, or the subject of a formal hearing.
3. Each speaker during the public forum is permitted to speak for a maximum of three minutes. However, the Chairperson has the discretion to extend the speaking time.
4. Standing Orders are suspended for the duration of the public forum.
5. Council and Committees, at the conclusion of the public forum, may decide to take appropriate action on any of the issues raised.
6. With the permission of the Chairperson, members may ask questions of speakers during the period reserved for public forum. Questions by members are to be confined to obtaining information or clarification on matters raised by the speaker.

**The Extraordinary Meeting of the Kawerau District Council
will be held on Wednesday 11 June 2025
in the Council Chambers commencing at 11.00am**

A G E N D A

1 Karakia Timatanga | Opening Prayer

2 Apologies

3 Leave of Absence

4 Declarations of Conflict of Interest

Any member having a “conflict of interest” with an item on the Agenda should declare it, and when that item is being considered, abstain from any discussion or voting. The member may wish to remove themselves from the meeting while the item is being considered.

5 Meeting Notices

6 Nga Mihimihi | Acknowledgements

7 Public Forum

8 Receipt of Submissions for the Draft Gambling Venue Policy (Group Manager, Regulatory and Planning) (320400)

Pgs. 1 – 63

Attached is a report from the Group Manager, Regulatory and Planning covering the Receipt of Submissions for the Draft Gambling Venue Policy.

Recommendations

1. *That the report “Receipt of Submissions for the Draft Gambling Venue Policy” be received.*
2. *That Council receive the written and oral submissions to the consultation documents for the draft Gambling Venues Policy.*
3. *That Council consider the submissions, deliberate and provide direction for any amendments to the draft Gambling Venues Policy.*

9 Event Costs and Funding for Kawerau Christmas in the Park – Saturday 13 December 2025 (Chief Executive Officer) (309305)

Pgs. 64 - 68

Attached is a report from the Chief Executive Officer covering the Event Costs and Funding for the Kawerau Christmas in the Park – Saturday 13 December 2025.

Recommendations

1. *That the report “Event Costs and Funding for the Kawerau Christmas in the Park – Saturday 13 December 2025” be received.*
2. *That Council approves funding applications for the Kawerau Christmas in the Park (CITP) 2025 be prepared and submitted to:*
 - *Trust Horizon for \$10,000*
 - *Lion Foundation for \$65,000*
 - *Bay Trust for \$10,000*
 - *Lotto for \$24,000*
 - *Four Winds for \$90,000*
 - *New Zealand Community Trust for \$20,000*

10 Karakia Whakamutunga | Closing Prayer

M Godfery

Chief Executive Officer

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Meeting: Extraordinary Council

Meeting Date: 11 June 2025

Subject: Receipt of Submissions for the Draft Gambling Venue Policy

File No.: 320400

1 Purpose

The purpose of this report is for Council to receive and provide an opportunity for submitters to speak to their submissions, before Council deliberate on the draft Gambling Venues Policy.

A full set of written submissions are included in Appendices 2, 3, 4, 5 and 6.

2 Background

There are four main types of gambling in New Zealand including casino gambling, NZ Lotteries, standalone TAB gambling and Class 4 gambling in pubs and clubs. Either the Gambling Act 2003 or the Racing Industry Act 2020 governs these activities.

The Gambling Act 2003 (the Act) requires all territorial authorities to adopt a policy on Class 4 gambling venues. The gambling policy must have regard to the social impact of gambling within the district. The policy must cover the matters relating to whether Class 4 venues may be established, where they can be located and may specify restrictions on the maximum number of gaming machines. It may also include a relocation policy.

A policy on Class 4 venues must be reviewed within three years after the policy is adopted and then within three years after that review. Council's current Gambling Policy was last reviewed in 2020.

Prior to reviewing each of these policies, Council is required to undertake a Social Impact Assessment. Council must have regard to the social impact of gambling when adopting or reviewing a policy under the Gambling Act or the Racing Industry Act.

A draft Social Impact Assessment was completed and considered when Council adopted this policy for consultation on 9 April 2025.

The key findings from the Social Impact Assessment were as follows:

- Gambling is often a harmless form of entertainment which also provides social engagement and interactions and provides employment through venues and the associated Gambling Trusts.
- 69% of the population have participated in some form of gambling of which 10.9% participate in Class 4 Gambling and a further 10.9% in sports betting through the TAB.
- The total gaming machine profits generated from Kawerau District in 2023 was \$3,173,811. This equates to approximately \$546.41 per adult over 18 years living in Kawerau.

- A total of \$1,269,524 was available for distribution to the community (although it does not have to come back to the same community it was derived from). Kawerau organisations and community groups received \$640,006 in grants during the same period.
- In June 2024, Kawerau generated the 3rd highest gaming machine profits per gaming machine (\$22,250.57).
- 4.5% of New Zealand population have experienced gambling harm.
- The two major risk factors for gambling harm are living in high deprivation areas and ethnicity. Māori and Pacific Islanders are four times more likely to experience gambling related harm.
- Since 2017, Kawerau has reduced the gambling venues from 4 to 2 and reduced the gaming machines from 54 to 36. During this period, Kawerau has also seen an increase in expenditure going into the gaming machines.
- Kawerau's gambling prevalence rate (number of people seeking assistance) has ranged from 0.04% and 0.27% of all persons seeking help between 2018/2019 and 2022/2023. This is equivalent to between 4 to 29 people seeking help for gambling harm. This number is expected to be largely underestimated, as many people do not seek help.
- The density of gambling venues in Kawerau is 6.72 gaming machines per 1000 adults. This is made worse given the gambling venues are located in a high deprivation area (Deprivation rating of 9) and the two venues are close in proximity.
- Kawerau's Māori population is 62.3%, which is significantly higher than the national average of 17% and places our community at higher risk of gambling harm.

The social impact assessment indicates the community is at a high risk from gambling harm, and the numbers seeking help for gambling harm are unlikely to be truly reflective of the harm in our community. Council's current policy, while largely effective in reducing the number of venues and gaming machines, has been ineffective in reducing gambling harm as the gaming machine profits continue to rise.

3 Scope of Policy

The proposed policy only relates to Class 4 Gambling and TAB Venues, it does not cover or control other types of gambling such as Lotto, online gambling or other forms of gambling such as raffles. The Gambling Act 2003 and the Racing Industry Act 2020 sets out what must be included in a policy and the consideration Council may make or include as outlined below.

Gambling Act 2003

What we must do:

- Specify whether Class 4 venues may be established in the district and where they can be located; and

What we may do:

- Specify any restrictions on the maximum number of gaming machines at a venue; and
- Implement a relocation policy

Racing Industry Act 2020

What we must do:

- Specify whether TAB venues may be established in the district and where they can be located.

What Council can't do under either policy is:

- Require existing venues to reduce the number of gaming machines; or
- Revoke previous consent given to operate a venue (gambling or TAB)

4 **Summary of Changes**

On completion of the review the new Gambling Venues Policy was drafted and the key changes are outlined below:

- Remove the maximum number of gaming machines;
- Add Council will not grant consent for any additional gaming machines;
- Enable relocation of gambling venues in exceptional circumstances;
- Amalgamate the two separate gambling policies into the one Gambling Venues Policy;
- Update the objectives of the policy;
- Include an introduction to the policy;
- Update and amend the definitions.

5 **Submissions Received**

5.1. Overview of submissions received

A total of 9 submissions have been received. The full set of submissions is included in Appendix 2. At the time of writing, no late submissions have been received.

5.2. Hearing of submissions

Of the 9 submissions received, 4 had requested to be heard, however one has withdrawn due to unavailability. A schedule of speakers is provided in Table 1 below.

Table 1 – Schedule of oral submitters

11:00am	Health New Zealand Te Whatu Ora	Appendix 2
11:10am	Problem Gambling Foundation	Appendix 3
11:20am	NZCT	Appendix 4

5.3. Analysis of the four key submissions questions

The following section summarises the responses to the four key questions on the submission form.

Question 1:

Do you support Council maintaining the sinking lid policy, which means no new venues may be established in Kawerau, even when one closes?

Of the 9 submissions, the responses have been categorised as positive (8 submissions, 88.9%), or negative (1 submission, 11.1%).

A total of 7 submissions had a positive sentiment towards maintaining the sinking lid, 1 submission had a negative sentiment indicating there was a lack of evidence that a sinking lid policy reduces gambling harm.

Support
<p>"NPHS Te Manawa Taki supports KDC maintaining the sinking lid policy on Class 4 Gambling."</p> <p>"...we acknowledge the Council's proposal to implement a sinking lid policy as a positive step forward in reducing gambling harm in the district. We acknowledge that sinking lids do not go far enough, or move fast enough, but it is the best policy available to reduce the number of pokies over time. ... Retaining the sinking lid will continue to benefit the whānau and communities of Kawerau, particularly those disproportionately impacted by gambling harm, by limiting access to pokies and reducing the associated social and financial risk. ...PGF Services encourage Kawerau District Council to retain its current sinking lid policy with no relocations or mergers for both Class 4 gambling and TAB venues."</p> <p>"Yes: No more pokie venues in kawerau... ANYWHERE"</p> <p>"Yes: Waiariki Whanau Mentoring support the sinking lid policy as we work with whanau who struggle with these addictions and if they are not in site this will not become a problem."</p> <p>"We support Council maintaining the sinking lid policy, which means no new venues may be established in Kawerau, even when on closes...we advocate for Council to explore the adoption of a more restrictive sinking lid approach, complete with provisions prohibiting relocation and club merges."</p> <p>"MapuMaia proposes that the Council maintain the existing sinking lid policy. The sinking lid policy seeks to progressively reduce the number of gambling venues and machines in each town, with the key provision that if a venue closes it cannot be replaced...Over a long term, the steady reduction in the number of gambling venues can help foster a cultural shift away from gambling, reducing its prevalence in the community and ultimately, lowering the associated harm. The policy also sends a clear message that the community prioritises the well-being of its residents by actively working to limit the accessibility of gambling..."</p> <p>"Yes: Hāpai te Hauora supports the council's intention to use a 'sinking lid' policy to limit the expansion of gambling venues. However, the Social Impact Assessment (SIA) clearly shows this approach alone is insufficient; gambling expenditure has increased despite fewer venues and machines. This highlights the urgent need for a stronger, more comprehensive strategy that prioritises harm reduction, particularly for Kawerau's Māori population (62.3%), who are disproportionately affected. A simple 'sinking lid' approach is inadequate to address the high level of harm in our community."</p> <p>"Yes: Don't need more venues in Kawerau, Venue operators do not manage harm."</p>
Do Not Support
<p>"We believe that the arguments advocating for the continuation of the current sinking lid policy are fundamentally flawed. Since 2003, many councils have implemented sinking lid policies, leading to a reduction of 11,000 pokie machines—a 44% decrease. However, the rate of problem gambling among adults has remained relatively stable, at a low 0.4% in 2007 and 0.2% in 2018 (with small fluctuations in between). This Health NZ data shows no correlation between sinking lid policies and a reduction in gambling-related harm."</p>

Question 2:

If you said no above, please indicate your preferred option?

A: Proposed cap number for gambling machines?

Of the 9 submissions, there was 1 submission (11.1%) that addresses this question, while the others were silent on this matter (8 submissions, 88.9%).

Proposed Cap for Gambling Machines
"Max 20 machines all up in Kawerau district at one time"

B: Proposed cap number for gambling venues?

Of the 9 submissions, the responses have been categorised as positive (1 submission, 11.1%), or no view (8 submissions, 88.9%).

Proposed Cap for Gambling Venues
"2 venues max: To be honest we shouldn't have any machines. But some dummies here can't see the amount of money they moumou, trying to win a jackpot instead of buying healthy Kai for their tamariki. Next minute at the Kai rescue for a food parcel. Dopey people."

Question 3:

Do you support the introduction of Council being able to approve the relocation of existing gambling venues in exceptional circumstances, such as fire, natural disaster?

Of the 9 submissions, the responses have been categorised as positive (0 submissions, 0%), or negative (7 submissions, 77.8%) or no comment (2 submissions, 22.2%).

Support
Do Not Support
<p>"In addition, NPHS Te Manawa Taki recommends...The Council prohibits relocation or mergers of venues even under exceptional circumstances."</p> <p>"While we recognise that Kawerau District Council is thinking seriously about the harm caused by gambling in the region, it is our opinion that the preferred policy option runs the risk of undermining the integrity of the sinking lid by allowing the relocation of machines. We strongly encourage Council to retain the sinking lid policy, with no provision for relocations or mergers."</p> <p>"No: Oh nah, these dumb things keep our people pōhara in the pocket, pōhara in the mind and pōhara in aspirations. There's no such thing as responsible gambling here in Kawerau."</p> <p>"No: This is a serious problem for Kawerau families we don't support to approve the relocation of any pub and gambling machines. In the statistics 8k plus a day is put into those gambling machines and as a non -profit organisation we are battling with problems i.e. food, power, warmth and mental health issues etc."</p> <p>"We do not support the introduction of Council being able to approve the relocation of existing gaming venues in exceptional circumstances, such as fire, natural disaster. We advocate for the Council to explore the adoption of a more restricted sinking lid approach, complete with provisions prohibiting relocation and club mergers."</p> <p>No: Relocating existing venues risks increasing gambling harm by potentially shifting access to vulnerable communities, particularly in high-deprivation areas. The SIA demonstrates the concentration of gaming machines in such areas; relocation must not exacerbate this issue. A policy change permitting relocation is strongly discouraged.</p> <p>"No"</p>

“While we recognise that Kawerau District Council is thinking seriously about the harm caused by gambling in the region, it is our opinion that the preferred policy option runs the risk of undermining the integrity of the sinking lid by allowing the relocation of machines. We strongly encourage Council to retain the sinking lid policy, with no provision for relocations or mergers.”

**Question 4:
Other feedback?**

Out of the 9 submitters, 8 made further comments on the draft Gambling Venues Policy. These submissions cover a range of perspectives from local support required in Kawerau to finding alternative means of funding for the community. While the recommendations provide context to gambling overall, what can be included in a Gambling Policy is limited and many comments are outside the scope of this policy.

Outlined below are some of the themes that were identified.

- *Three parties advocate to Prohibit the establishment of a TAB venue in the District as there is already a venue which provides TAB offerings.*
- Communicate with the Gambling Trust to ensure grants came back to Kawerau;
- Targeted Māori led harm reduction programmes, design, led and delivered by Māori;
- Stronger investment in community based initiatives that foster resilience and offer alternatives to gambling;
- Robust monitoring and evaluation allowing timely adjustments to policies and improve harm reduction initiatives;
- Explore and implement alternative funding models for the community that reduce reliance on gambling revenue;
- Provide local face to face support groups;
- Acknowledge gambling contributes positive well-being benefits through entertainment, government revenue, community grants, and supporting service industries;
- Acknowledge gambling is already heavily regulated;
- Mandate monthly training for all Class 4 venue staff with a focus on cultural responsiveness;
- Adoption of more sustainable, ethical, and transparent community funding system;
- Provide more powers to Councils to remove gambling from their communities;
- Urgent removal of gambling from high deprivation areas in New Zealand.
- Five provided a gambling summary including stats and other information.

For the full comments, please refer to Appendix 2, 3, 4, 5 and 6 Submissions on the Draft Gambling Venues Policy.

6 Consideration of Submissions

I have outlined some key questions to be considered to enable Council to provide the guidance for the preparation of the final Gambling Venues Policy for adoption.

Questions:

Is Council satisfied with the Policy in the current state based on the submissions?

Given the majority of submissions viewed the inclusion of the relocation policy as negative, does Council wish to reconsider the ability to relocate venues in exceptional circumstances? Below are the advantages and disadvantages from the original paper.

Advantages This would allow venues to relocate to an alternative site providing they met key requirements.
 This option is not inconsistent with the policy objectives.
 This option provides a means for Council to support local businesses, without increasing the possibility of gambling harm.

Disadvantages Relocation could slow the reduction of gambling venues or gaming machine numbers.
 Restrictions on relocation may be seen as restrictive to the development of businesses with existing Class 4 Venues.
 Setting of key requirements for relocation (such as civil defence emergency) may be seen as restrictive for the development of businesses with existing Class 4 venues.

Three submitters have requested Council prohibit the establishment of a standalone TAB venue. Given this do you wish to reconsider this provision? While this was discussed, the advantages and disadvantages were never outlined in a report. A standalone TAB (Totalisator Agency Board) venue is one that is operated in premises owned or leased by TAB NZ. Due to the size of our community it is unlikely they would establish a standalone venue given they have their offerings in one of our local venues. To make a venue profitable, it would need to be established with Class 4 gambling, however our policy does not enable any new Class 4 venues in Kawerau.

7 Policy and Plan Considerations

This policy is not inconsistent with other policies or District Plan matters.

8 Risks

There are no known risks associated with the matters of this report.

9 Financial Considerations

There are no financial implications in relation to this Policy.

10 Legal Considerations

This review will bring Council in line with legal requirements to adopt and review a Class 4 Gambling Venues Policy and a TAB Venues Policy.

Council is not responsible for the enforcement of this policy. Council is required to have a policy to enable the Department of Internal Affairs to effectively manage and enforce their licencing and compliance regime.

11 **Significance and Engagement**

Public consultation was carried out between 14 April 2025 and 16 May 2025. The draft policy, statement of proposal and submission form were made available online, with hard copies available at the Council Office and the Library. Social media posts were also used to inform people of the proposal through links to the online information. Council also provided four public drop in centres to provide the community with an opportunity to discuss any thoughts and provide feedback. These meetings were advertised in the newspaper and on Council's website.

In October 2024, letters were sent out to key stakeholders providing them with an opportunity to submit comments to be included as part of the Social Impact Assessment.

Feedback received is attached at the end of the Social Impact Assessment.

12 **Attachments**

The following documents are attached:

- Appendix 1: Table of Submissions – Draft Gambling Venues Policy
- Appendix 2: Health New Zealand Te Whatu Ora Submission
- Appendix 3: Problem Gambling Foundation Submission
- Appendix 4: NZCT Submission
- Appendix 5: Asian Family Services Submission
- Appendix 6: MapuMaia Submission
- Appendix 7: Draft Gambling Venues Policy

13 **RECOMMENDATIONS**

1. That the report "Receipt of Submissions to the Draft Gambling Venues Policy" be received.
2. That Council receive the written and oral submissions to the consultation documents for the draft Gambling Venues Policy.
3. That Council consider the submissions, deliberate and provide direction for any amendments to the draft Gambling Venues Policy.



Michaela Glaspey

Group Manager Regulatory and Planning

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APPENDIX 1

Draft Gambling Venues Policy Submissions

Thank you to all eight submitters and those that wish to speak at the hearing on 11 June 2025.

Council asked the community for feedback on the following consultation topics

1. *Do you support Council maintaining the sinking lid policy, which means no new venues may be established in Kawerau, even when one closes?*
2. *If you selected no above, please indicate your preferred option?*
 - 2.A. *Proposed cap number for gaming machines*
 - 2.B. *Proposed cap number for gambling venues*
3. *Do you support the introduction of Council being able to approve the relocation of existing gaming venues in exceptional circumstances, such as fire, natural disaster?*
4. *Other feedback*

9

#	NAME	HEARING	SUBMITTERS' RESPONSE TO SUBMISSION TOPICS
01	Health New Zealand Te Whatu Ora	YES	Q1 – Q4. Please refer to Appendix 2.
#	NAME	HEARING	SUBMITTERS' RESPONSE TO SUBMISSION TOPICS
02	Problem Gambling Foundation Madelaine Cullen	YES	Q1 – Q4. Please refer to Appendix 3.

	Policy Advisor, PGF Services		
#	NAME	HEARING	SUBMITTERS' RESPONSE TO SUBMISSION TOPICS
03	New Zealand Community Trust	YES	Q1 – Q4. Please refer to Appendix 4.
#	NAME	HEARING	SUBMITTERS' RESPONSE TO SUBMISSION TOPICS
04	Anonymous Resident	NO	<p>Q1. Yes: No more pokie venues in Kawerau... ANYWHERE</p> <p>Q2. <i>Submitter did not response to this question.</i></p> <p>Q2A. Max 20 machines all up in Kawerau district at one time</p> <p>Q2B. 2 venues max: To be honest we shouldn't have any machines. But some dummies here can't see the amount of money they mounou, trying to win a jackpot instead of buying healthy Kai for their tamariki. Next minute at the Kai rescue for a food parcel. Dopey people.</p> <p>Q3. No: Oh nah, these dumb things keep our people pōhara in the pocket, pōhara in the mind and pōhara in aspirations. There's no such thing as responsible gambling here in Kawerau.</p> <p>Q4. I don't know but I would definitely be talking to the boards that distribute the Putea for funding applications to make sure most of the grants are coming back to Kawerau. There should be some sort of policy that a percentage every year must be put back into our town.</p>
#	NAME	HEARING	SUBMITTERS' RESPONSE TO SUBMISSION TOPICS
05	Waiariki Whanau Mentoring Resident	NO	<p>Q1. Yes: Waiariki Whanau Mentoring support the sinking lid policy as we work with whanau who struggle with these addictions and if they are not in site this will not become a problem.</p> <p>Q2. <i>Submitter did not response to these questions.</i></p> <p>Q3. No: This is a serious problem for Kawerau families we don't support to approve the relocation of any pub and gambling machines. In the statistics 8k plus a day is put into those gambling</p>

			machines and as a non -profit organisation we are battling with problems i.e food, power, warmth and mental health issues etc. Q4. Submitter did not response to this question.
#	NAME	HEARING	SUBMITTERS' RESPONSE TO SUBMISSION TOPICS
06	Asian Family Services	NO	Q1 – Q4. Please refer to Appendix 5.
#	NAME	HEARING	SUBMITTERS' RESPONSE TO SUBMISSION TOPICS
07	Mapu Maia	NO	Q1 – Q4. Please refer to Appendix 6.
#	NAME	HEARING	SUBMITTERS' RESPONSE TO SUBMISSION TOPICS
08	Hāpai Te Hauora	NO	Q1. Yes: Hāpai te Hauora supports the council's intention to use a 'sinking lid' policy to limit the expansion of gambling venues. However, the Social Impact Assessment (SIA) clearly shows this approach alone is insufficient; gambling expenditure has increased despite fewer venues and machines. This highlights the urgent need for a stronger, more comprehensive strategy that prioritises harm reduction, particularly for Kawerau's Māori population (62.3%), who are disproportionately affected. A simple 'sinking lid' approach is inadequate to address the high level of harm in our community. Q2. <i>Submitter did not response to these questions.</i> Q3. No: Relocating existing venues risks increasing gambling harm by potentially shifting access to vulnerable communities, particularly in high-deprivation areas. The SIA demonstrates the concentration of gaming machines in such areas; relocation must not exacerbate this issue. A policy change permitting relocation is strongly discouraged. Q4. Key recommendations based on SIA findings: Data-Driven Approach to Limiting Machines: We urge a data-driven analysis to establish responsible gaming machine limits based on harm reduction goals, the disproportionately high rate of harm to Māori in Kawerau, and the socioeconomic factors outlined in the SIA. This data should

			<p>consider factors such as population density, accessibility to machines, and the impact on vulnerable groups. This approach will create a more responsible and effective policy.</p> <p>Targeted Funding for Māori-Led Harm Reduction: Significant funding for initiatives designed, led, and delivered by Māori is crucial. These programmes will address cultural contexts and unique needs, directly relating to the harm experienced by Māori in Kawerau. This approach is necessary to uphold the principles of Te Tiriti o Waitangi.</p> <p>Community-Based Prevention and Support: Stronger investment in community-based initiatives that foster resilience, offer alternatives to gambling, and offer support to those affected is essential. Such initiatives should originate from and actively engage with the community.</p> <p>Robust Monitoring and Evaluation: Implement robust mechanisms for ongoing monitoring and evaluation using disaggregated data by ethnicity, allowing timely adjustments to policies and improvements to harm reduction initiatives. This requires transparent and consistent accountability to ensure that this policy limits gambling harm.</p> <p>Explore Alternative Funding Models: The council should explore and implement alternative funding models for community services that reduce reliance on gambling revenue. This will ensure the long-term sustainability of these initiatives without relying on gambling revenue within Kawerau.</p>
#	NAME	HEARING	SUBMITTERS' RESPONSE TO SUBMISSION TOPICS
09	Anonymous Resident	NO	<p>Q1. Yes: Don't need more venues in Kawerau Venue operators do not manage harm. Personally, I spent many hours in the venue and my name was not recorded on the monitoring list they keep. There was a limit of \$200 for a withdrawal from the venue, but when I got</p>

		<p>annoyed with having to make multiple withdrawals, I asked for \$600 and was given this without question. Posters in the venues do not work, they do nothing to minimise gambling. In one venue particularly, I was not questioned. There are only two venues in Kawerau and that is too many for a small community, as they do nothing to minimise gambling harm. I could name all the people that will be in the venue today - I know their cars, which are often parked in the car park. Some of the gamblers' families do not know how bad they are. My family did not know how bad I was - I would have spent almost \$200k. This could result in losing your house or worse and I was unmonitored.</p> <p>Q2. <i>Submitter did not response to these questions.</i></p> <p>Q3. No</p> <p>Q4. There needs to be a local support group - while you can access via phone, a local group where you can talk to others would be more helpful, particularly for me. People may be more likely to speak to someone face to face, not everyone wants to deal with this by phone - some need the face to face support. There are two venues in town, the preferred venue for me was the one I felt more comfortable - drinks were cheap and you could relax without being harassed. The other venue, I did not win as much, the payouts were not as often. I am not the only one with a problem, a lot of people in the venues would have a problem. More support is needed in Kawerau and better monitoring of venues is required.</p>
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16 May 2025

Health New Zealand
Te Whatu Ora

Kawerau District Council
Private Bag 1004
Kawerau 3169

Tēnā koutou katoa Kawerau District Council,

TECHNICAL ADVICE: Gambling Venues Policy Review

1. Health New Zealand –Te Whatu Ora National Public Health Service (Health NZ) in Te Manawa Taki region is providing technical advice on the Gambling Venues Policy Review. National Public Health Service (NPHS) Te Manawa Taki services the Taranaki, Waikato, Bay of Plenty, Lakes and Tairāwhiti areas. Our National Public Health Service purpose is to:

*Manaakitia ngā whānau mō pae ora |
Enable whānau and communities to lead lives of wellness*

2. NPHS recognises its responsibilities to improve, promote and protect the health and wellbeing of people and communities of Aotearoa New Zealand under the Pae Ora (Healthy Futures) Act 2022 and the Health Act 1956. To achieve healthy communities and health equity across population groups, we work together across Health NZ and with other sectors to address the determinants of health.¹
3. Medical Officers of Health² have a responsibility to reduce conditions within their local community that are likely to cause injury and disease. Many of the crucial underlying factors that contribute to improving, promoting, and protecting the health of people and communities are directly influenced by the decisions and activities of Councils.
4. We welcome the opportunity to share public health advice and evidence in planning and decision making with Kawerau District Council (KDC). We wish to speak to our advice. The primary contact point for this technical advice is Health Improvement Advisor, Renee Bolkowy renee.bolkowy@tewhatauora.govt.nz.

General comments

5. NPHS Te Manawa Taki commends Kawerau District Council for its proactive approach in minimising gambling harm through its Class 4 Gambling Venues Policy review. The Council's Social Impact Assessment is thorough, and we support retaining a strong sinking lid policy. This would ensure the health and wellbeing of those most at risk of gambling harm remain a priority. A public health approach considers the burden of harm across the continuum and not just on the individual gambler, for example, harm at the individual, family/whānau, community, and society levels. Evidence below highlights the health, social and economic impacts of gambling harm in Kawerau and nationally.

[TeWhatuOra.govt.nz](https://tewhatauora.govt.nz)

PO Box 2120, Tauranga, 3144
Waea: 0800 221 555

Te Kāwanatanga o Aotearoa
New Zealand Government

Recommendations

6. NPHS Te Manawa Taki **supports** KDC maintaining the sinking lid policy on Class 4 Gambling.
7. In addition, NPHS Te Manawa Taki **recommends**:
 - a. Kawerau District Council prohibits the establishment of a TAB venue in the district. There is already a venue which provides TAB offerings.
 - b. The Council prohibits relocation or mergers of venues even under exceptional circumstances.

Key supporting evidence on gambling harm

8. Gambling harm is a significant social and economic issue. About one in five people in New Zealand will experience harm in their lifetime due to their own or someone else's gambling. It is also an equity issue, given that Māori, Pacific peoples, some Asian communities, young people/rangatahi, and people on lower incomes are disproportionately affected. The Gambling Act 2003 prioritises the prevention and minimisation of gambling harm [*Strategy to Prevent and Minimise Gambling Harm 2022/23 to 2024/25*].

Kawerau District Council area

9. The Kawerau community lost \$3.2 million through Class 4 gambling (non-casino electronic gambling machines or pokies) in 2023.³ This is an increase of \$244,490 from 2022. This equates to approximately \$8,600 every day in a community with a high level of socioeconomic deprivation. All electronic gambling machines in Kawerau are within very-high deprivation areas.⁴
10. From January to March 2024, Kawerau lost \$84.80 per person on gambling machines. The national average during this period was \$45 per person.⁴ The Kawerau district ranked second highest in the country.
11. The 2023 Census shows that Kawerau had the third lowest median personal income in the country at \$29,200.⁵ Ninety-five percent of the Kawerau population lives in deprivation 8, 9 and 10 areas.⁵
12. Gambling derived funding comes at a very high cost to the community. Gambling harm by far outweighs the benefits of community funding from gambling machine revenue. Gambling machine operators are required by law to allocate a minimum 40% of proceeds (i.e., the amount wagered, less the amount paid back as prizes) back to community groups and organisations, but not necessarily to the community where the money was lost. Determining which districts are benefiting is difficult. For example, in 2023 only 20% of electronic gambling machine spending in Kawerau was redistributed to the Kawerau community by way of grants.
13. The amount of money from gambling machines returned to the Kawerau community in 2023 was \$640,006. The Kawerau community lost out on \$629,518. The level of harm from Class 4 gambling is not offset by the proceeds that go back into communities. Almost 60% of funds were returned to the community in 2019 compared to 2023 where only 20% was returned.
14. There is a high population of Māori (i.e., 63.2%) living in Kawerau. Māori and Pacific peoples are more likely to be affected by gambling harm than other groups. They are also more likely to have other risk factors for gambling harm, such as low incomes and

subsequently living in low socioeconomic neighbourhoods, where Class 4 gambling is often easily accessible.⁶

15. The 2020 Health and Lifestyles Survey found that Māori were 3.39 times more likely to report either gambling-related arguments or money problems related to gambling compared to non-Māori and non-Pacific peoples. Pacific peoples were 2.67 times more likely to report these harms than non-Pacific peoples and non-Māori.⁷
16. In Kawerau there is no in-person gambling specific support service. The closest is in Rotorua. The lack of local support services creates a barrier to accessing support and assistance for whānau affected by gambling harm. This is one of the reasons NPHS recommends strategies to reduce gambling accessibility and to prevent gambling harm from occurring.

Although the Social Impact Assessment raises concern around harm from online gambling, we encourage Council to focus on what is within its remit to control in Kawerau. There is no current evidence linking an increase in online gambling with a reduction in use of gambling machines. The sinking lid policy works slowly overtime, emphasising the importance of Council persevering with this policy as it is the strongest option for reducing gambling harm in your community.⁸

17. We suggest the Gambling Venues Policy is also amended to include a multifaceted approach to reducing gambling-related harm. Council could include education programmes, support services, community engagement, and monitoring and evaluation. We recognise some stakeholders provided Council with information to develop the Social Impact Assessment. Of the three organisations that provided information, none were local organisations from Kawerau nor listed under Consultation Partners within Council's Significance and Engagement Policy.

Aotearoa New Zealand evidence

18. In Aotearoa New Zealand, gambling harm is associated with emotional and psychological distress resulting from financial pressures.⁹ Harmful gambling behaviour is also strongly correlated with family, whānau or partner violence, with half of problem gamblers reporting having experienced family or whānau violence.¹⁰
19. National studies suggest that most gambling-related harm originates from the use of gambling machines at pubs or clubs, resulting in high-risk, high-turnover gambling.^{9,11,12} The 2020 Health and Lifestyles Survey reported, one in five (20.3%) of people who played pokies at least once in the last year are at-risk gamblers. Of those people who played pokies at least once a month or almost every month, one in two experience some level of harm.⁷
20. Gambling policies which restrict non-casino gambling machines could lead to reduced gambling opportunities and mitigate subsequent harm over time.^{11,13} The most effective tool is when a sinking lid approach is paired with a no relocations policy for reducing gambling-related harm.⁸
21. A report by the New Zealand Institute of Economic Research investigated the potential effects on the retail sector if consumers did not engage in Class 4 gambling.¹⁵ In short, the retail sector across New Zealand could have gained an estimated \$445 million in 2018/19 if household expenditure on Class 4 gambling was diverted to other uses. This report shows that Class 4 gambling not only has a significant social cost but also diverts productive expenditure from local businesses. National expenditure on Class 4 gambling machines reached an all-time high in 2022/23 of \$1.07 billion – the highest since records began in 2007.¹⁶
22. Recently released results from the New Zealand Gambling Survey 2023/24 for household-level harm provides further evidence. Māori were 2.89 times more likely to report household gambling-related arguments, money problems or disrupted study or work

compared with non-Māori, non-Pacific peoples. Pacific peoples were 2.66 times more likely to report these harms than non-Pacific, non-Māori peoples. People with a disability, mental health condition, addiction or neurological condition were 1.44 times more likely to experience household-level harm than those without.¹⁷

23. Nationally, 46.2% of respondents think raising money through gambling does more harm than good in the community and 55% are concerned about the level of gambling in the community. These figures are higher for Māori, Pacific, and Asian respondents.¹⁷

Conclusion

24. NPHS Te Manawa Taki supports Council retaining the sinking lid on gambling machines to control the availability and accessibility of gambling. Additionally, we recommend Council continues to prohibit any new venues, relocations and club mergers. We suggest the Gambling Venues Policy is amended to include a multifaceted approach to reducing gambling-related harm and we are willing to provide further advice on such an approach.

Nāku iti nei, nā



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PGF Services Submission**Kawerau District Council****Class 4 Gambling and TAB Venues Policy Review 2025**

Submitted to	Kawerau District Council Draft Gambling Venue (Class 4) Policy Review via online portal submission
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Contents

EXECUTIVE SUMMARY	3
RECOMMENDATIONS AND SUBMISSION	4
CLASS 4 GAMBLING AND TAB VENUES POLICY OPTIONS	4
INTRODUCTION	4
ABOUT PGF SERVICES	4
PGF SERVICES' POSITION ON GAMBLING	4
INFORMATION FOR COUNCIL DECISION MAKING	5
CLASS 4 GAMBLING	5
GAMING MACHINE PROFITS (GMP) STATISTICS	5
CLIENT INTERVENTION DATA	6
ONLINE GAMBLING	8
DENSITY OF CLASS 4 GAMBLING VENUES	9
IMPACT OF GAMBLING HARM TO VULNERABLE POPULATION GROUPS	9
EFFICACY OF A SINKING LID	10
THE FUNDING SYSTEM	11
PRIORITISING THE PREVENTION OF HARM	12
CONCLUSION	12
REFERENCES	14

EXECUTIVE SUMMARY

PGF Services appreciates the opportunity to comment on Kawerau District Council's Class 4 Gambling and TAB Venues Policy review.

We commend Kawerau District Council for its comprehensive and thoughtful review of its Gambling Venues Policy. We support the intent to combine the Class 4 and TAB venue policies into a single, cohesive document, and we acknowledge the Council's proposal to implement a sinking lid policy as a positive step forward in reducing gambling harm in the district. We acknowledge that sinking lids do not go far enough, or move fast enough, but it is the best policy available to reduce the numbers of pokies over time.

We note that the preferred policy option includes removing the cap on electronic gaming machines, adding a commitment that no additional machines will be consented, allowing relocation of gambling venues in exceptional circumstances, and updating the policy objectives and definitions for improved clarity.

While we recognise that Kawerau District Council is thinking seriously about the harm caused by gambling in the region, it is our opinion that the preferred policy option runs the risk of undermining the integrity of the sinking lid by allowing the relocation of machines. We strongly encourage Council to retain the sinking lid policy, with no provision for relocations or mergers.

Evidence shows that a sinking lid policy will gradually reduce the number of pokie machines over time, this has already happened in Kawerau with machine numbers dropping from 54 across 4 venues to just 36 across 2 venues. This is a significant win for the Kawerau community and numbers are predicted to continue declining under this policy.

Retaining the sinking lid will continue to benefit the whānau and communities of Kawerau, particularly those disproportionately impacted by gambling harm, by limiting access to pokies and reducing the associated social and financial risk. With 55% of councils across Aotearoa New Zealand having already adopted this approach, retaining the sinking lid will ensure that Kawerau remains aligned with other councils in prioritising a public health approach to gambling policy.

Our submission is evidence-based and founded on what is known about gambling harm across Aotearoa New Zealand and beyond. PGF advocates for councils to take a closer look at the relationship between harmful gambling, social disparity, and a funding model that enables it. Funding communities based on a system that relies on our lowest income households putting money they can ill-afford into pokie machines is both unethical and inequitable. The saturation of Class 4

venues in areas of high social deprivation and the resulting harm placed on these communities is disproportionately borne by Māori.

RECOMMENDATIONS AND SUBMISSION

CLASS 4 GAMBLING AND TAB VENUES POLICY OPTIONS

1. PGF Services encourage Kawerau District Council to retain its current sinking lid policy with no relocations or mergers for both Class 4 gambling and TAB venues.

INTRODUCTION

ABOUT PGF SERVICES

2. The Problem Gambling Foundation trades as PGF Services. We operate under contract to Te Whatu Ora and are funded from the gambling levy to provide public health and clinical services that contribute to the wellbeing of whānau and communities.
3. As part of our public health work, we advocate for the development of public policy that contributes to the prevention and minimisation of gambling related harms.
4. This includes working with Territorial Local Authorities (TLAs) to encourage the adoption of policies that address community concerns regarding the density and locality of gambling venues, in this case, a sinking lid policy.

PGF SERVICES' POSITION ON GAMBLING

5. It is important to note that we are not an 'anti-gambling' organisation. We are, however, opposed to the harm caused by gambling and advocate strongly for better protections for those most at risk of experiencing gambling harm.
6. We recognise that many New Zealanders do not gamble harmfully.
7. While most New Zealanders gamble without experiencing any apparent harm, a significant minority do experience harm from their gambling, including negative impacts on their own and the lives of others. It should also be noted that nearly 50% of all gambling harm is experienced by people who participate in low-risk gambling (harms include damage to relationships, emotional distress, financial impacts and disruptions to work or study). This suggests we need to focus on reducing gambling harm at the whole-of-population level (1).

8. As at 2023/24, total expenditure (losses, or the amount remaining after deducting prizes and pay-outs from turnover) across the three main forms of gambling; Class 4 Electronic Gaming Machines (EGMs), Lotto, TAB, and Casinos, was more than \$2.79 billion. (2)
9. In 2024, over \$1,037 billion was lost to pokies across Aotearoa New Zealand (3). This was a small drop in losses from the previous year which was the highest annual loss since 2003.
10. Most money spent on gambling in New Zealand comes from the relatively limited number of people who use Class 4 EGMs, and most clients accessing gambling support services cite pub/club EGMs as a primary problem gambling mode (4).

INFORMATION FOR COUNCIL DECISION MAKING

CLASS 4 GAMBLING

11. The harms caused by different forms of gambling are not equal, as evidenced by the different classifications of gambling within the Gambling Act 2003.
12. Class 4 gambling – EGMs in pubs, clubs and TABs – is characterised as high-risk, high-turnover gambling, and continues to be the most harmful form of gambling in New Zealand and the primary mode of gambling for those seeking help (5).
13. EGMs are particularly harmful because they allow continuous gambling (6). The short turnaround time between placing a bet and finding out whether you have won or lost, coupled with the ability to play multiple games in quick succession makes continuous gambling one of the most addictive forms of gambling available.

GAMING MACHINE PROFITS (GMP) STATISTICS

14. As at December 2024, there are 2 Class 4 gambling venues in the Kawerau District, hosting a total of 36 EGMs (7).
15. Between December 2023 and December 2024, \$2.93 million was lost to Class 4 EGMs in the Kawerau District (3).
16. From 2015 to the current quarter the GMP has shown a consistent upward trend in the long term. Between September 2023 and December 2024, the nominal GMP decreased by 7.5%. While this represents a marginal decline, it should not be interpreted as a clear indicator of reduced gambling harm, especially when the overall numbers have traditionally shown an increase over time. The long-term trend continues to show an overall upward trajectory in

gambling activity, and this should be considered when assessing the effectiveness of current harm reduction strategies.

CLIENT INTERVENTION DATA

17. A total of 3 clients from the Kawerau District were assisted between July 2022 to September 2023 for all intervention types, including brief interventions¹ (4). The data for 2023/2024 is not available yet.
18. However, this figure does not necessarily reflect the exact number of people impacted by gambling in the Kawerau District. There are many reasons people do not present to support services for help, such as stigma and shame, so to measure the severity of gambling harm in a region based only on the number of interventions is flawed.
19. The Ministry of Health's *Strategy to Prevent and Minimise Gambling Harm* states that "needs assessment and outcomes monitoring reports show that only 16% of potential clients for gambling support services (that is, people whose reported harm results in a moderate to high PGSI² score) actually access or present at these services", and that this low service use is also evident for other forms of addiction such as alcohol and drugs (5).
20. The Ministry of Health's Continuum of Gambling Behaviour and Harm (Figure 1) estimates the number of people experiencing mild, moderate or severe gambling harm is more than 250,000 – that's more than the population of Wellington (5).

¹ Brief Interventions are specialised interventions that focus on engaging with people at risk of gambling harm and encouraging them to recognise the potential impacts of their own or another's gambling on their life.

² The Problem Gambling Severity Index (PGSI) is commonly used to screen and categorise three levels of harm: severe or high risk (problem gambling), moderate risk and low risk.

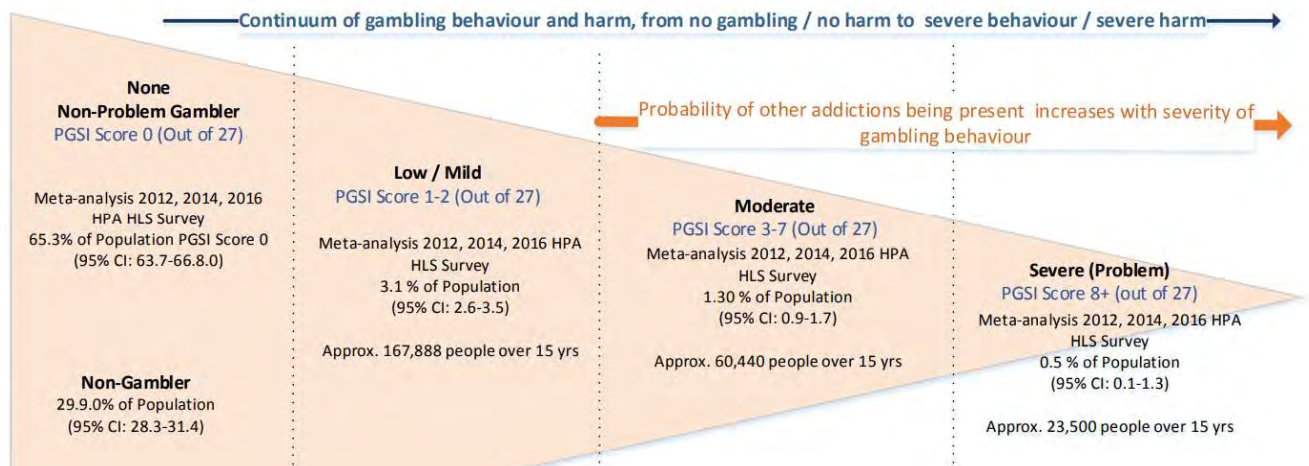


Figure 1: Continuum of Gambling Behaviour and Harm (Ministry of Health, 2019)

21. A New Zealand gambling study estimates that 30% of EGM losses is from problem and moderate risk gamblers (7).
22. While the Ministry of Health's client intervention data is not an accurate measure of the prevalence of gambling harm in New Zealand, it can tell us the rate of harm from different classes of gambling amongst those who have sought help.
23. Data for 2022/23 shows that of the 4,411 individuals who received full intervention support for their own or someone else's gambling, 1,987 (45.0%) were for Class 4 EGMs (4).

Primary Mode	Full Interventions	Percentage
Non-Casino Gaming Machines (EGMs or Pokies)	1,987	45.0%
Lotteries Commission Products	490	11.1%
Overseas online gambling	478	10.8%
Casino Gaming Machines (EGMs or Pokies)	439	10.0%
TAB (NZ Racing Board)	388	8.8%
Casino Table Games (inc. Electronic)	332	7.5%
NZ Other gambling	213	4.8%
Housie	49	1.1%
Cards	35	0.8%
Total	4,411	100%

Table 1: 2022/23 client intervention data by primary gambling mode.

24. Given that almost half of the clients in 2022/23 sought help due to Class 4 EGMs, this indicates the level of harm EGMs are causing in our communities.

25. We further acknowledge that the Kawerau District has limited support services for those affected by gambling harm. While we are a national gambling harm service provider, our closest office is in Hamilton.

ONLINE GAMBLING

26. Online gambling is not within the scope of Kawerau District Council's Class 4 gambling and TAB venues policy review. Online gambling is the purview of the DIA who are responsible for addressing online gambling within legislation.
27. Like many others in Aotearoa New Zealand, we are concerned that children and young people, are not receiving adequate protections to harmful online content, including exposure to and availability of gambling and gaming products.
28. The Gambling Act 2003 is now almost 20 years old and no longer reflects the online gambling and gaming environment we now have, nor does it afford the robust regulatory framework that will protect consumers online.
29. PGF also notes that an area of concern for local government is that an 'unintended consequence' of a reduction in physical gaming machines through more restrictive Class 4 gambling policy, would lead to an increase in online gambling.
30. As a comment of assurance, there is no tangible evidence that this occurs more rapidly due to a sinking lid policy. There are no New Zealand studies tracking the migration patterns of pokie players. Rather, the COVID-19 lockdowns have shown that while there was an increase in online gambling during lockdown (namely, MyLotto sales) (8, 9), people returned to Class 4 gambling after the lockdown. This was highlighted when the DIA data showed an increase in GMP by 116% in the June to September 2020 quarter, which followed the COVID-19 lockdown in 2020 (10).
31. PGF also anticipated that clients would migrate to online gambling during the 2020 lockdown, but this did not happen. Venue closures due to COVID provided a forced break from pokies that yielded many benefits. Many clients did not gamble at all; they saved money; enjoyed their families and reassessed their priorities. Online gambling at home was too visible and confronting. Part of visiting venues is that gambling is invisible to the family and private.
32. Evidence suggests that Class 4 gambling competes with other industries for household expenditure, but not so much with other forms of gambling. The New Zealand Institute of Economic Research (NZIER) found that the cost to retail sales of Class 4 gambling was estimated

to be \$445 million for the 2018/19 year. Increased retail sales would generate an additional 1,127 full-time equivalent jobs for 1,724 workers worth approximately \$50 million in wages and salaries (10). This is an interesting finding given that previous cost-benefit assessments of Class 4 gambling have tended to assume that this activity creates additional employment or is neutral from an employment perspective.

DENSITY OF CLASS 4 GAMBLING VENUES

33. What makes Class 4 EGMs more harmful than casino EGMs is their location within our communities and the design of EGM rooms within Class 4 venues.
34. In the Kawerau District, both SA1 and SA2 data places both Class 4 gambling venues (as at December 2024) in a high deprivation area (3).
35. Data published by the DIA shows that almost 61% (603 out of 991 as at 30 June 2024) of Class 4 gambling venues in New Zealand are located in medium-high or very-high deprivation areas (3).

Very Low Decile 1–2	Medium Low Decile 3–4	Medium Decile 5–6	Medium High Decile 7–8	Very High Decile 9–10
66	136	186	273	330

Table 2: Class 4 gambling venues as at 30 June 2024 by deprivation score.

36. The Gambling Harm Needs Assessment report commissioned by the Ministry of Health notes that EGMs in the most deprived areas provide over half of the total Class 4 EGM expenditure (12).
37. The gambling industry often dismisses the significance of venue location in relation to deprivation level, arguing that these venues are simply located in town centres. This justification ignores the fact that, in many small towns across Aotearoa - the town centre is the area of highest deprivation. To ignore the role of venue placement is to ignore one of the key drivers of gambling harm in Aotearoa.

IMPACT OF GAMBLING HARM TO VULNERABLE POPULATION GROUPS

38. It is unethical that the majority of Class 4 EGM expenditure is coming from our lowest income households who can least afford it.

39. This is particularly concerning given that this disproportionately impacts Māori who generally live in the areas where many Class 4 venues are located. We note that approximately 63% of the Kawerau District population identified as Māori (13).
40. The 2020 Health and Lifestyles Survey estimates indicated that Māori were 3.13 times more likely to be moderate-risk or problem gamblers than non-Māori and non-Pacific peoples (14).
41. Research indicates that Māori experience harmful gambling differently, and that this disparity has not diminished over the years. This is a systemic issue that is inequitable.

EFFICACY OF A SINKING LID

42. From a public health perspective, there is a generally held view that the easier it is to access an addictive product, the more people there are who will consume that product.
43. It follows then that stronger restrictions on the number and location of addictive products, such as EGMs, require a public health approach to the prevention and minimisation of gambling harm.
44. Sections 92 and 93 of the Gambling Act mandate the maximum number of pokie machines a Class 4 venue can host (18 if the venue licence was held on or before 17 October 2001, nine if the licence was granted after that date). This is the minimum regulation a TLA must implement in its Class 4 gambling policy.
45. The Auckland University of Technology's New Zealand Work Research Institute recently published a research paper, *Capping problem gambling in New Zealand: the effectiveness of local government policy intervention*, which aimed to understand the impact of public policy interventions on problem gambling in New Zealand (15).
46. This research focussed on Class 4 gambling to assess the impact of local government interventions (absolute and per capita caps on the number of machines and/or venues and sinking lid policies) on the number of machines/venues and the level of machine spending over the period 2010-2018.
47. Key findings from this research include:
 - a. All three forms of policy intervention are effective in reducing Class 4 venues and EGMs, relative to those TLAs with no restrictions beyond those mandated by the Gambling Act.

- b. Sinking lids and per capita caps are equally the most effective at reducing machine spending.
- c. Those TLAs who adopted restrictions above and beyond those mandated by the Gambling Act experienced less gambling harm than those TLAs who have not.

THE FUNDING SYSTEM

- 48. Following the removal of tobacco funding, EGMs were introduced with the primary purpose of funding communities.
- 49. Trusts and Societies are required to return 40% of GMP to the community by grants or applied funding. This has inextricably linked gambling harm with the survival of community groups, sports and services.
- 50. Unlike trusts and societies, clubs are allowed to keep their profits for their own use. Clubs use their GMP to support their own operations, and in some cases, allocate grants to community projects and sports clubs. There is no requirement, however, to return 40% of GMP to the community.
- 51. In 2024 the overall gaming machine profit (GMP) for the Kawerau District from DIA data was \$2,936,640.52. However, according to the Granted website, Class 4 trusts and societies in the area only returned \$640,066.00 of the GMP to the community (15). This represents just 22% of the total funds generated. This disparity highlights a significant gap between the amount lost through Class 4 gambling in the community and the proportion granted to local community initiatives.
- 52. What we do know is that the unethical nature of the funding model cannot be ignored. The *Gambling Harm Reduction Needs Assessment* (2018), prepared for the Ministry of Health, raises fundamental questions about the parity of this funding system (15).
- 53. Further research commissioned by the DIA revealed that there is a very strong redistributive effect from more deprived communities to less deprived communities when examining the origin of GMP and the destination of Class 4 grants (16).
- 54. Overall, less deprived communities (decile 1-5) provided 26% of the GMP but receive 88% of the grants. Conversely, more deprived communities (decile 6-10) provide 74% of the GMP but receive only 12% of the grants (16).

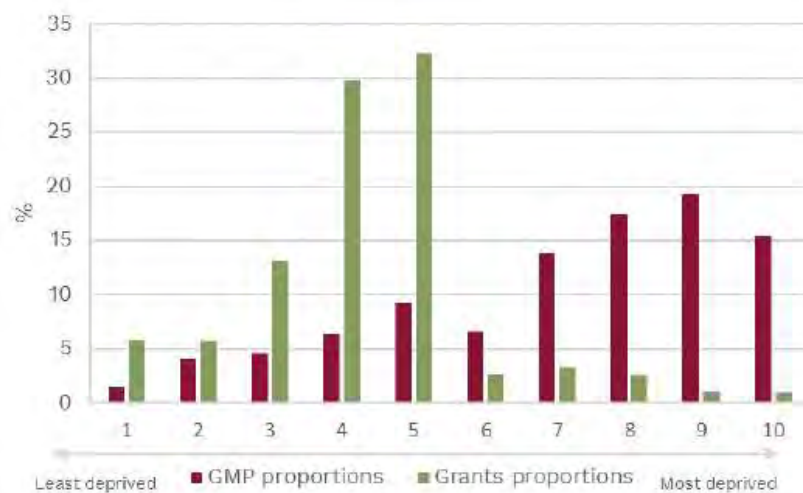


Figure 2: The origin of GMP and the destination of Class 4 grants by socio-economic decile (BERL, 2020)

PRIORITISING THE PREVENTION OF HARM

55. While a sinking lid is at present the best public health approach available to TLAs to prevent and minimise gambling harm in their communities, we contend that such a policy does not go far enough – or work fast enough – to do this.

56. Several councils have already expressed their frustration at the limited opportunities available to them in their attempts to reduce the harm from Class 4 gambling in their communities.

57. We continue to encourage Council to advocate to central government for the following:

- a. Adoption of a more sustainable, ethical, and transparent community funding system.
- b. More powers for councils to remove EGMs from their communities.
- c. The urgent removal of Class 4 EGMs from high deprivation areas 7-10 in New Zealand.

CONCLUSION

58. The Gambling Act 2003 was enacted to provide a public health approach to the regulation of gambling and to reduce gambling harm.

59. We commend Kawerau District Council for its commitment to strengthening gambling harm policy in the region. We urge Council to recognise the proven harm prevention benefits of a sinking lid policy, already demonstrated through the reduction in venues and machines in Kawerau District. To further safeguard the community, we encourage the inclusion of a clause

prohibiting venue relocations and mergers. This is the best public health approach available to councils to prevent and minimise gambling harm in their communities.

60. PGF appreciates the opportunity to make a written submission on Kawerau District Council's Gambling Venues Policy.

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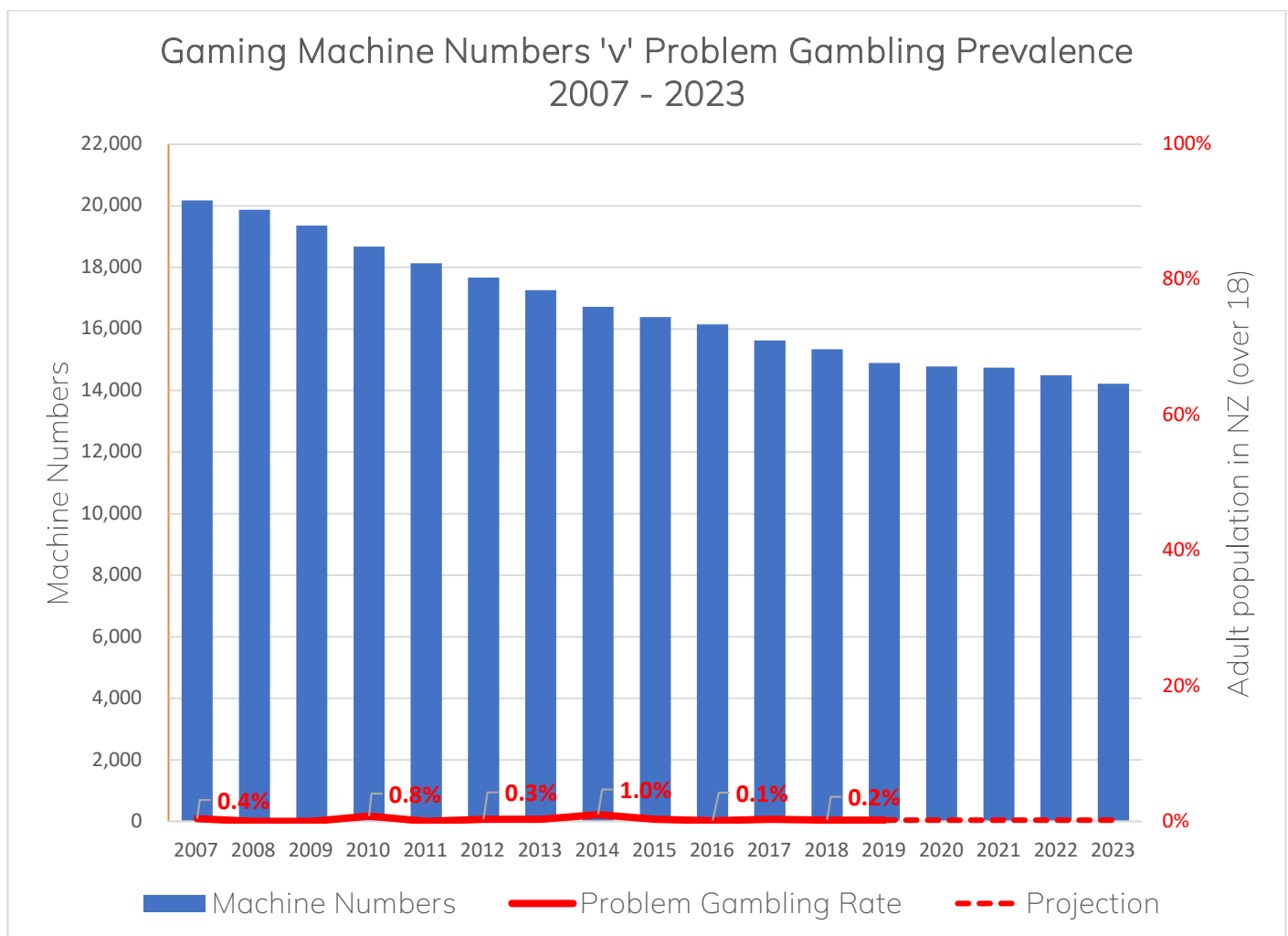
Kawerau Class 4 Gambling Policy Pre-Consultation



Thank you for giving NZCT the opportunity to be involved in the pre-consultation on your Class 4 gambling policy. Engaging with the community provides for balanced and effective policy making.

Sinking Lids Don't Reduce Gambling Harm

We believe that the arguments advocating for the continuation of the current sinking lid policy are fundamentally flawed. Since 2003, many councils have implemented sinking lid policies, leading to a reduction of 11,000 pokie machines—a 44% decrease. However, the rate of problem gambling among adults has remained relatively stable, at a low 0.4% in 2007 and 0.2% in 2018 (with small fluctuations in between). This Health NZ data shows no correlation between sinking lid policies and a reduction in gambling-related harm.



NZ Has a Low Problem Gambling Rate

Currently, only 0.2% of adults experience gambling harm, with about half of that figure associated with pokie machines. For context, approximately 2% of adults are alcoholics, a figure ten times greater than that of problem gamblers. Few would argue for the closure of pubs to protect those 2%, as it would be unfair for the 98% who do not have issues with alcohol. Prohibition has historically failed, and similarly, eliminating pokie lounges over time does not address the root causes of problem gambling, especially since individuals can easily shift to online gambling, which is easily available 24/7.

Despite the number of problem gamblers being very small, their harm is significant, and the Class 4 sector demonstrates a strong duty of care. The Class 4 sector contributes over half of the annual \$20 million

problem gambling levy that funds a nationwide network of problem gambling services. Additionally, NZCT alone invests \$800,000 annually in harm minimization initiatives, including staff training, resources, and technology.

Evaluating the Impact of Sinking Lids

Some advocates claim that sinking lid policies have led to a 13% reduction in harm; however, this misinterprets research that indicated sinking lids decreased expenditure (not harm) by 13%. The research also found that per capita caps had the same effect on expenditure.

Furthermore, sinking lid policies pose a significant risk to the sustainability of pokie grants, especially in Kawerau which has just two gaming lounges. Pokie grants are essential for supporting non-profit organisations to foster happier, healthier, and more connected communities. In 2023, Class-4 societies awarded \$628,162 in grants within Kawerau. NZCT contributed nearly 81% (\$509,664) of this. We note that Council itself applied for and was awarded \$1,465,374 of pokie funding over the 2018-2023 period (\$1,174,624 of this coming from NZCT).

Over the longer period 1 October 2021 to 30 Sept 2024, NZCT awarded 22 grants in Kawerau totalling \$1,160,217. During the same period, NZCT approved millions of dollars more of region-wide and nationwide grants, \$760,922 of which can be identified as being of direct benefit to the people of Kawerau. In total, \$1,921,139 of NZCT grants benefited Kawerau in this period.

If a sinking lid is maintained, how will the Council compensate for this loss of funding? This could necessitate an increase in rates by 4.3% on 24/25 rates which have already increased by 12.2% - highlighting the financial implications of endorsing the continuation of the sinking lid policy.

Gambling Has a Net Positive Wellbeing Benefit

It is essential to acknowledge that gambling contributes net positive well-being benefits estimated at approximately \$2 billion annually¹. This encompasses entertainment value, government revenue, the problem gambling levy, and the unique provision of community grants that inject money into a community's not for profit sector and the retail and service industries that supports it.

The Complex Nature of Problem Gambling

Problem gambling is a multifaceted pathological disorder that rarely occurs in isolation. It is most often comorbid with other problem behaviours. There is no research which evidences that problem gambling is the root of these other problems. The reverse is just as possible.

Class 4 is Heavily Regulated

Pokie lounges operate within strict harm minimisation regulations, with staff trained to identify and intervene when they observe signs of harm. For example, venue staff conduct sweeps of gaming rooms every 20 minutes and limit ATM withdrawals to one per visit, among various other measures.

Sustainable Class 4 Policy

Continuing the current policy constitutes a decision with financial implications amounting to over \$646,000 per annum. It is imperative that the Council revisit their current sinking lid policy to explore a range of options, including sustainable alternatives.

People have gambled for millennia; it will never disappear. However, we can limit its growth, support those affected, and utilise the proceeds of gambling for community benefit. This is what the Class 4 gambling model provides Kawerau.

¹ TDB Advisory Report 2021 Page 87

Grants to Kawerau District - October 2021 to September 2024

Grant #	Organisation	Total Amount Approved	Amount drawn from Kawerau	Date of Approval	Purpose
98358	Central Kids Trust	\$10,000.00	\$10,000.00	2/05/2023	Play equipment for Te Akoranga Kindergarten
102207	Kawerau and Districts Ageing in Place Inc	\$25,000.00	\$25,000.00	19/02/2024	Salary
88840	Kawerau and Districts Ageing in Place Inc	\$25,000.00	\$25,000.00	19/07/2022	Salary
95596	Kawerau Bowling Club Inc	\$90,000.00	\$90,000.00	21/11/2022	Artificial green
97070	Kawerau Community Menz Shed	\$7,000.00	\$7,000.00	31/01/2023	Rent
92888	Kawerau Community Menz Shed	\$3,099.12	\$3,099.12	21/06/2022	Rent of workshop
106085	Kawerau District Council	\$82,000.00	\$82,000.00	17/09/2024	Event costs
102361	Kawerau District Council	\$300,000.00	\$300,000.00	22/11/2023	Construction costs
99604	Kawerau District Council	\$78,000.00	\$78,000.00	19/09/2023	Event costs
95054	Kawerau District Council	\$70,000.00	\$70,000.00	20/09/2022	Event costs
88167	Kawerau District Council	\$35,888.00	\$35,888.00	23/08/2022	Acoustics upgrade
106533	Kawerau Fitness Community Trust	\$10,000.00	\$10,000.00	28/08/2024	Gym equipment
92870	Kawerau Fitness Community Trust	\$10,000.00	\$10,000.00	21/06/2022	Gym equipment
93401	Kawerau Golf & Squash Club Inc	\$40,000.00	\$40,000.00	19/07/2022	Tractor
105204	Kawerau Preschool Learning Centre Inc	\$11,918.00	\$11,918.00	16/07/2024	Power pole upgrade
103302	Kawerau Preschool Learning Centre Inc	\$34,333.66	\$34,333.66	19/03/2024	Costs associated with power supply
96386	Kawerau Preschool Learning Centre Inc	\$10,000.00	\$10,000.00	21/12/2022	Sunshade sails
96927	Kawerau Putauaki School	\$72,637.11	\$72,637.11	20/06/2023	Sports uniforms, flying fox, fitness/sports equipment, microphones, speakers, mixers, cabling
98163	Kawerau Social Services Trust Board	\$9,555.00	\$9,555.00	23/08/2023	Acoustic panels
100955	Kawerau Sports Club Inc	\$32,471.41	\$32,471.41	17/10/2023	Playing uniforms and equipment
93724	Onepu Netball Club Inc	\$3,315.00	\$3,315.00	19/07/2022	Travel and accommodation
87326	Tarawera High School	\$200,000.00	\$200,000.00	23/08/2022	Build of the extension to Performing Arts Theatre
		\$1,160,217.30	\$1,160,217.30		

Regional and multi-regional grants that benefit Kawerau District

104914	AIMS Games Trust	\$100,000.00	\$15,000.00	20/06/2024	Equipment hire and medical services, and Tournament Director contract fee
104447	Aronui Arts Festival Charitable Trust	\$20,000.00	\$4,924.55	21/05/2024	Festival costs
98720	Aronui Arts Festival Charitable Trust	\$20,000.00	\$2,200.00	20/06/2023	Costs associated with festival
97191	Bay of Plenty Area Pony Club Inc	\$3,000.00	\$300.00	15/02/2023	Travel costs
104975	Bay of Plenty Badminton Association Inc	\$40,000.00	\$6,000.00	20/06/2024	Salaries of Events & School Programme Coordinator and CoachForce Coach & Development Manager
97752	Bay of Plenty Badminton Association Inc	\$40,000.00	\$4,000.00	19/04/2023	Salaries of CoachForce Coach & Development Manager and Community Development General Manager
89527	Bay of Plenty Badminton Association Inc	\$30,000.00	\$2,700.00	22/03/2022	Salaries of CoachForce Sport Development Officer and Events Coordinator/Shuttle Time Program Deliverer
102470	Bay of Plenty Cricket Association Inc	\$5,347.04	\$695.12	12/12/2023	Travel and accommodation, and Women's Coach contract fee
97018	Bay of Plenty Cricket Association Inc	\$3,500.00	\$350.00	19/04/2023	Contractor
92682	Bay of Plenty Cricket Association Inc	\$3,210.52	\$288.95	17/05/2022	Nets hire and coaching fees
101559	Bay of Plenty Croquet Association Inc	\$2,000.00	\$207.73	16/10/2023	Travel and accommodation
96415	Bay of Plenty Croquet Association Inc	\$3,344.14	\$334.41	29/11/2022	Travel and accommodation
106740	Bay of Plenty Golf Inc	\$30,000.00	\$4,500.00	17/09/2024	Contract fees for Participation Coordinator Bay of Plenty and Participation Coordinator BOP Women's Golf and Futures Geyserland Hub
97790	Bay of Plenty Golf Inc	\$30,000.00	\$3,000.00	15/05/2023	Salaries of Participation Coordinator - BOP Women's Golf and Futures Geyserland Hub and Participation Coordinator – Bay of Plenty
93924	Bay of Plenty Golf Inc	\$20,000.00	\$1,800.00	19/07/2022	Salaries of Participation Coordinator - BOP Womens Golf and Futures Geyserland Hub and Participation Coordinator - Bay of Plenty
103147	Bay of Plenty Indoor Bowls Centre Inc	\$1,870.00	\$243.10	16/01/2024	Travel
96824	Bay of Plenty Indoor Bowls Centre Inc	\$1,110.00	\$111.00	21/12/2022	Travel
91051	Bay of Plenty Indoor Bowls Centre Inc	\$1,440.00	\$129.60	18/01/2022	Vehicle hire
92908	Bay of Plenty Motorcycle Club Inc	\$9,067.97	\$816.12	21/06/2022	Medical services

Grant #	Organisation	Total Amount Approved	Amount drawn from Kawerau	Date of Approval	Purpose
89978	Bay of Plenty Motorcycle Club Inc	\$4,527.38	\$316.92	20/10/2021	Medical services
95180	Bay of Plenty Multiple Sclerosis Society Inc	\$5,000.00	\$500.00	17/10/2022	Salaries of Field Worker and Service Manager
106399	Bay of Plenty Rowing Association Inc	\$8,169.00	\$1,225.35	12/08/2024	Contractor
97140	Bay of Plenty Rowing Association Inc	\$15,000.00	\$1,500.00	16/02/2023	Contractor
103438	Bay of Plenty Rugby Union Inc	\$245,000.00	\$36,750.00	19/03/2024	Office rent, and salaries of EBOP Junior Rugby Officer, Women's Rugby Development Manager, Athlete Development Manager and WBOP Junior Rugby Development Manager
98609	Bay of Plenty Rugby Union Inc	\$155,000.00	\$17,050.00	20/06/2023	Vehicle lease, and salaries of Central Bay Junior Rugby Manager, Secondary Schools Rugby Manager, Athlete Development Manager, Junior Coach & Referee Development Manager, Referee Manager and General Manager
95621	Bay of Plenty Rugby Union Inc	\$90,000.00	\$9,000.00	27/10/2022	Administration and financial services, salaries of Athlete Development Manager, General Manager, Engagement & Events Coordinator and Marketing & Community Engagement
92880	Bay of Plenty Rugby Union Inc	\$269,580.00	\$24,262.20	21/06/2022	Salaries of Community Volunteers Development Manager, Club & School Coach & Player Skill Development, EBOP Junior Rugby Dev Officer, Capability Community Manager, Community Rugby Manager, Women's Rugby Development Officer, WBOP Junior Rugby Development Officer and Junior coach & Referee Development Manager; Field hire; Coach Development Services contract fee
98666	Bay of Plenty Table Tennis Association Inc	\$10,000.00	\$1,100.00	18/07/2023	Development Officer & Events Manager contract fee, venue hire and equipment
91165	Bay of Plenty Touch Association Inc	\$10,000.00	\$900.00	18/01/2022	Travel and accommodation
100115	BOP Major Squash Events Inc	\$40,000.00	\$4,400.00	22/08/2023	Venue hire
94098	BOP Major Squash Events Inc	\$40,000.00	\$3,600.00	20/09/2022	Venue costs
102782	Canoe Slalom Bay of Plenty Inc	\$19,518.32	\$2,927.75	16/01/2024	Event costs
100464	Canoe Slalom Bay of Plenty Inc	\$25,000.00	\$2,750.00	17/10/2023	Salaries of coaches
95159	Canoe Slalom Bay of Plenty Inc	\$25,000.00	\$2,500.00	27/10/2022	Salary
91065	Canoe Slalom Bay of Plenty Inc	\$20,000.00	\$1,800.00	21/02/2022	Security, generator, bibs, sunshades/umbrellas, accommodation, travel, hall hire and portaloos for event
89349	Canoe Slalom Bay of Plenty Inc	\$25,000.00	\$1,750.00	20/10/2021	Salaries of Junior Coach and Senior Coach
103450	Capital Football Inc - No 5 District Federation of NZ Football Inc	\$300,000.00	\$5,792.39	19/02/2024	Football For All programme costs (on behalf of all Federations)
100237	Capital Football Inc - No 5 District Federation of NZ Football Inc	\$125,000.00	\$2,898.86	19/09/2023	Travel and accommodation for 2023 Youth Futsal Championships (grant benefitting all Football Federations)
91832	Capital Football Inc - No 5 District Federation of NZ Football Inc	\$175,000.00	\$2,740.12	20/06/2023	Travel and accommodation for 2023 National Youth Development League (grant benefitting all Football Federations)
93131	Capital Football Inc - No 5 District Federation of NZ Football Inc	\$112,000.00	\$2,445.79	19/07/2022	Travel and accommodation for 2022 Futsal Youth Championships (on behalf of all federations)
91875	Capital Football Inc - No 5 District Federation of NZ Football Inc	\$96,675.00	\$1,089.42	22/03/2022	Travel costs for 2022 National Youth Development League (on behalf of all federations)
98691	CCS Disability Action Bay of Plenty Inc	\$3,800.00	\$380.00	17/05/2023	Portable radios and power packs
106316	Eventing BOP Inc	\$10,000.00	\$1,500.00	17/09/2024	Storage shed
92687	Hospice Eastern Bay of Plenty	\$45,000.00	\$21,315.79	20/09/2022	Salary
96732	Key To Life Charitable Trust	\$275,000.00	\$27,500.00	13/12/2022	Operational costs
105216	MotorSport Bay of Plenty Inc	\$4,241.20	\$636.18	19/06/2024	Emergency medical services
100767	MotorSport Bay of Plenty Inc	\$4,862.00	\$534.82	23/08/2023	Van Repairs
106321	Netball Waikato Bay of Plenty Zone Inc	\$185,000.00	\$18,352.92	20/08/2024	Salaries of Participation Lead, Umpire Lead, Coach Lead and Relationship Manager, and Pathways Development Lead contract fee
99809	Netball Waikato Bay of Plenty Zone Inc	\$184,825.52	\$14,356.62	22/08/2023	Accommodation, contract fees for SHNL Event Staging, NWBOP Analyst, NWBOP Strength and Conditioning Coach, NWBOP National Netball League Team Physiotherapist, NWBOP National Netball League Manager, NWBOP National Netball League Assistant Coach, NWBOP National Netball League Head Coach and Pathways Development Lead, and salaries of Umpire Development Lead, Coach Lead and Netball Relationship Manager

Grant #	Organisation	Total Amount Approved	Amount drawn from Kawerau	Date of Approval	Purpose
94253	Netball Waikato Bay of Plenty Zone Inc	\$165,086.95	\$10,332.99	23/08/2022	Accommodation, contractor fees for NNL Event Manager, WBOP NNL Team Manager, WBOP NNL Team Assistant Coach and WBOP National Netball League Head Coach, and salaries of Pathway Development Lead, Community Projects and Administration, Coach Lead and Relationship Manager
106194	No 3 District Federation of NZ Soccer Inc	\$160,000.00	\$20,288.88	20/08/2024	Salaries of Referee Development Manager, Referee Development Coordinator, Federation Development Officers for Bay of Plenty, Federation Development/Futsal Manager, Competitions Manager and Football Development Manager
100266	No 3 District Federation of NZ Soccer Inc	\$175,000.00	\$12,065.13	22/08/2023	Salaries of Referee Development Coordinator, Referee Development Manager, Federation Development Officer Waikato, Federation Development Officers for Bay of Plenty, Competitions Manager and Football Development Manager
94742	No 3 District Federation of NZ Soccer Inc	\$175,000.00	\$13,341.04	20/09/2022	Salaries of Referee Development Manager, Football Development Officer Bay of Plenty, Football Development Officer Waikato, Football Development/ Futsal Development Bay of Plenty, Community Competitions Manager and Football Development Manager
106207	Northern Districts Cricket Association Inc	\$255,000.00	\$23,153.64	20/08/2024	Salaries of Pathway and Talent Coach Waikato, Pathway and Talent Coach Bays, Development Officer & Competition Administration Poverty Bay, Development Officer Western Bay, Development Manager Bays, Development Officer North Waikato, General Manager Community Cricket, Finance Manager and CEO
100565	Northern Districts Cricket Association Inc	\$282,577.00	\$21,949.62	19/09/2023	Salaries of Development Officer North Waikato, Pathway & Talent Coach Bays, Pathway & Talent Coach Waikato, Development Manager Bays, Comp, Tournament & Programmes Manager, GM Community Cricket, Finance Manager and CEO
94571	Northern Districts Cricket Association Inc	\$304,917.31	\$18,753.79	20/09/2022	Operational costs, and salaries of Pathway & Talent Coach Bays, Pathway & Talent Coach Waikato, Development Manager Bays, Competition and Tournament Manager, GM Community Cricket, Finance Manager and Chief Executive Officer
106001	Sport Bay of Plenty Charitable Trust Board Inc	\$130,000.00	\$19,500.00	20/08/2024	Salaries of School Sport and Recreation Advisor, Spaces and Places Lead, GM Strategic Partnerships and GM Community Sport and Recreation
104858	Sport Bay of Plenty Charitable Trust Board Inc	\$60,000.00	\$32,479.23	20/06/2024	Vehicle lease and salary of Locally Led Advisor EBOP
99615	Sport Bay of Plenty Charitable Trust Board Inc	\$130,000.00	\$14,300.00	18/07/2023	Salaries of GM Sport and Recreation, GM Strategic Partnerships, Regional Facilities Advisor and Early Childhood Advisor
98601	Sport Bay of Plenty Charitable Trust Board Inc	\$60,000.00	\$6,600.00	15/05/2023	Vehicle lease costs, and salary of Locally Led Advisor Eastern BOP
94137	Sport Bay of Plenty Charitable Trust Board Inc	\$135,000.00	\$12,150.00	23/08/2022	Audio visual costs, and salaries of Recreation Advisor Rotorua, Recreation Advisor Tauranga and GM Strategic Partnership and Sport Manager
104365	Stage Door Productions Charitable Trust	\$30,000.00	\$16,239.61	21/05/2024	Sound and lighting equipment
106386	Tauranga City Basketball Association Inc	\$130,000.00	\$19,500.00	17/09/2024	Salaries of EBOP Development Officer, Competitions & Events Manager, Referee Development Officer, Senior Development Officer, Director of Development and General Manager
98304	Tauranga City Basketball Association Inc	\$130,000.00	\$20,394.36	20/06/2023	Salaries of Development Officer, Competitions and Events Manager, Director of Development and General Manager
97146	Tauranga City Basketball Association Inc	\$79,745.50	\$10,990.86	19/04/2023	Basketball hoops and installation
96649	Tauranga Volunteer Coastguard Association Inc	\$50,000.00	\$5,000.00	17/01/2023	Completion of hull plating and turning of the hull
96625	Te Manatu Ahurea o Tuhoe Trust	\$50,000.00	\$5,000.00	16/02/2023	Event costs
99621	Te Roopu Ahurea A Muriwai Inc	\$12,000.00	\$1,320.00	22/08/2023	Event costs
94099	Te Roopu Ahurea A Muriwai Inc	\$11,660.96	\$1,166.10	20/09/2022	Operation costs of Muriwai Tournament
104983	TENT Board	\$13,715.00	\$7,424.21	22/05/2024	Venue, sound and audio hire, advertising and printing costs, event staging and décor, and Event Management contract fee
99417	TENT Board	\$4,904.35	\$2,570.34	26/07/2023	Advertising and printing costs, event management costs and venue hire
102024	Volleyball Bay of Plenty Inc	\$50,000.00	\$7,500.00	19/02/2024	Salary
95068	Volleyball Bay of Plenty Inc	\$70,000.00	\$6,300.00	20/09/2022	Salaries of Regional Activator and General Manager
92171	Volunteer Western Bay of Plenty	\$15,000.00	\$1,350.00	19/04/2022	Salary

Grant #	Organisation	Total Amount Approved	Amount drawn from Kawerau	Date of Approval	Purpose
105069	Waikato Bay of Plenty Endurance Riding Club Inc	\$3,565.00	\$440.51	19/06/2024	First aid course
104334	Waikato Bays Judo Association Inc	\$15,000.00	\$2,250.00	21/05/2024	Event hosting costs
97558	Waikato Bays Judo Association Inc	\$15,000.00	\$1,500.00	19/04/2023	Costs associated with judo tournament
96712	Waikato Community Hospice Trust	\$19,346.00	\$1,658.20	17/01/2023	Salary
95041	Wingspan Birds of Prey Trust	\$12,000.00	\$1,200.00	27/10/2022	Construction of access road
104655	Youth Encounter Ministries Trust	\$5,000.00	\$750.00	8/05/2024	Salary
98417	Youth Encounter Ministries Trust	\$5,000.00	\$550.00	17/05/2023	Salary
98148	YSAR Trust	\$4,347.83	\$134.45	19/04/2023	Training course
		\$5,650,953.99	\$577,628.67		

Grants to National organisations that benefit Kawerau District

103470	Athletics NZ Inc	\$160,000.00	\$15,000.00	19/03/2024	Event costs for Rotorua Marathon, and salaries of Event Manager, Club Development Lead and Competitions Manager
97204	Athletics NZ Inc	\$160,000.00	\$10,000.00	21/03/2023	Event costs for Rotorua Marathon, and salaries of Officials Development Manager, Competitions Manager, Competitions Coordinator, Club Development Lead, Young Persons Lead, Coach Coordinator and Community Manager
91431	Athletics NZ Inc	\$160,970.00	\$8,997.30	21/02/2022	Costs associated with Rotorua Marathon, and salaries of Coach Coordinator, Competitions Manager, Membership and Events Coordinator, Young Persons Lead and Community Manager
91868	Blue Light Ventures Inc	\$7,194.78	\$403.09	19/04/2022	Accommodation, and salaries of Community Youth Workers and Mentors and National Youth Development Coordinator
102433	Chamber Music NZ Trust Board	\$139,300.00	\$45.50	16/01/2024	Regional District Contest Organiser contract fees, and salaries of Engagement Artist, Concerts & Communities Administrator, Operations Coordinator and Manager of Artistic Delivery & Communities
103248	Cystic Fibrosis Association of NZ	\$80,000.00	\$1,582.21	19/02/2024	Salaries of Community Support Lead Registered Social Workers, Team Leader Community Support Registered Social Worker and GM Finance and Operations
91687	Get Kids Active Charitable Trust	\$25,000.00	\$1,169.76	22/03/2022	Venue hire, sound, lighting and equipment
106251	Golf NZ Korowha Aotearoa Inc	\$150,000.00	\$4,203.54	17/09/2024	Salaries of Participation Co-ordinator, Regional Support Manager, Participation Manager South Island, Participation Manager North Island and Participation Programmes Lead Manawatu/Wanganui
100060	Golf NZ Korowha Aotearoa Inc	\$150,000.00	\$4,125.00	22/08/2023	Salaries of Mainland Club Capability Manager, Regional Support Manager, Golf Development Officer, Young People Participation Manager- South Island, Young People Participation Manager - North Island and Māori Golf Development Manager - North Island
95836	Golf NZ Korowha Aotearoa Inc	\$150,000.00	\$4,377.50	21/11/2022	Salaries of Club Capability Manager Canterbury, Regional Performance Golf Coordinator, Regional Golf Club Capability Officer Bay of Plenty and Young People Participation Manager Auckland
90431	Golf NZ Korowha Aotearoa Inc	\$150,000.00	\$3,500.00	23/11/2021	Salaries of Regional Performance Golf Coordinator Manawatu/Whanganui, Regional Support Manager BOP, Club Capability Manager Canterbury and Participation Programmes Coordinator
104597	Gymsports NZ Inc	\$240,000.00	\$6,012.17	20/06/2024	Kiwi Gym Fun Review & Redevelopment, salaries of South Island Relationship Manager, Auckland Northland Relationship Manager, Central Region Relationship Manager and Midlands Region Relationship Manager
97579	Gymsports NZ Inc	\$190,000.00	\$10,733.82	15/05/2023	Vehicle lease, and salaries of Community Sport Manager, Upper South Relationship Manager, Central Region Relationship Manager, Midlands Region Relationship Manager and Auckland/North Region Relationship Manager
97579	Gymsports NZ Inc	\$190,000.00	\$3,833.51	15/05/2023	Vehicle lease, and salaries of Community Sport Manager, Upper South Relationship Manager, Central Region Relationship Manager, Midlands Region Relationship Manager and Auckland/North Region Relationship Manager
91548	Gymsports NZ Inc	\$180,000.00	\$3,883.05	22/03/2022	Salaries of Community Sport Manager, South Relationship Manager, Central Relationship Manager and Midlands Relationship Manager
106269	Halberg Foundation	\$170,000.00	\$3,000.00	20/08/2024	Salaries of regional Advisors
100002	Halberg Foundation	\$169,150.00	\$4,909.20	22/08/2023	Salaries of Advisor Canterbury, West Coast & Tasman, Advisor Taranaki, Manawatu & Whanganui, Advisor Wellington, Advisor Bay of Plenty and Advisor Bay of Plenty & Gisborne
94861	Halberg Foundation	\$120,000.00	\$3,811.73	20/09/2022	Salaries of regional Disability Sport Advisors and Leads

Grant #	Organisation	Total Amount Approved	Amount drawn from Kawerau	Date of Approval	Purpose
100284	Life Flight Trust	\$1,125,000.00	\$23,349.93	22/08/2023	Air ambulance aircraft and service operational costs
94584	NZ Rugby Foundation Inc	\$50,000.00	\$4,000.00	20/09/2022	Defibrillators
105075	NZ Rugby League Inc	\$209,000.00	\$8,381.86	16/07/2024	CoachMate, and salaries of National Coach Education Manager, GM Community and Programmes, Coachforce Development Officer and District Game Development Officer
96922	NZ Rugby League Inc	\$80,000.00	\$8,000.00	21/03/2023	Salaries of Coach Force Development Officer and Operations Manager
105673	Parkinsons NZ	\$30,000.00	\$1,874.21	16/07/2024	Salaries of regional Parkinson's Educators
97335	Parkinsons NZ	\$29,974.00	\$628.15	21/03/2023	Salaries of Parkinson's Educators for Taranaki, Gisborne and Eastern Bay of Plenty, Northwestern Bay of Plenty and Manawatu
91837	Parkinsons NZ	\$28,398.00	\$987.29	22/03/2022	Salaries of Nurses for Taranaki, Bay of Plenty, Gisborne and Manawatu
104908	Royal NZ Foundation of the Blind Inc	\$20,000.00	\$3,000.00	16/07/2024	Vehicle
106342	Royal NZ Society for the Prevention of Cruelty to Animals Inc	\$7,000.00	\$3,617.09	31/07/2024	Salary
99537	Royal NZ Society for the Prevention of Cruelty to Animals Inc	\$7,000.00	\$3,668.66	12/07/2023	Salary
99870	Scout Association of NZ	\$95,000.00	\$1,393.85	22/08/2023	Salaries of General Manager South Island, General Manager Lower North Island and General Manager Upper North Island
94422	Scout Association of NZ	\$75,000.00	\$1,168.09	23/08/2022	Salaries of General Manager South Island, General Manager Lower North Island and General Manager Upper North Island
105351	Special Olympics NZ	\$270,000.00	\$2,116.52	16/07/2024	Salaries of Sports Director, Regional Sports Coordinator Director and Regional Sports Coordinators
98502	Special Olympics NZ	\$270,000.00	\$4,416.23	20/06/2023	Salaries of Sports Director and Regional Sports Coordinators
92933	Special Olympics NZ	\$235,800.00	\$2,140.06	21/06/2022	Salaries of Regional Sports Coordinators
104826	Surf Life Saving NZ Inc	\$60,000.00	\$1,459.48	20/06/2024	Salaries of Sport Manager Central, Manager Southern and Sport Manager Eastern Region
97391	Surf Life Saving NZ Inc	\$60,000.00	\$1,390.79	21/03/2023	Salaries of Sport Manager Central, Sport Manager Southern and Sport Manager Eastern
93090	Surf Life Saving NZ Inc	\$55,000.00	\$1,251.82	21/06/2022	Salaries of Sport Manager Central, Sport Manager Southern and Sport Manager Eastern
96773	Swimming NZ Inc	\$80,000.00	\$1,914.14	16/02/2023	Regional Water Skills for Life Advisors and salary of North Island Aquatic Education and Water Safety Manager
90394	Swimming NZ Inc	\$80,000.00	\$616.33	23/11/2021	Salaries of regional Aquatic Education and Water Safety Advisors and North Island Aquatic Education and Water Safety Manager
92225	Tennis NZ Inc	\$90,000.00	\$1,498.19	19/04/2022	Book A Court hardware installations, and salaries of Participation Coordinator, Coach Development Manager and Head of Participation & Coaching
102061	Touch NZ Inc	\$120,000.00	\$3,290.21	16/01/2024	Salaries of Regional Development Managers
103836	Volleyball NZ Inc	\$99,000.00	\$2,675.17	21/05/2024	Coaches x 3 (North/Central/South), and travel and accommodation
98139	Volleyball NZ Inc	\$100,000.00	\$1,639.81	15/05/2023	Travel and accommodation
89657	Volleyball NZ Inc	\$160,000.00	\$53.25	23/11/2021	Contract fee for Referee Development Manager (North Island), and salaries of Education and Development Manager, Development and Performance Strategist, Game Development Manager, Business Administration Manager and Chief Executive
102779	Yachting NZ Inc	\$145,000.00	\$3,869.28	16/01/2024	Salaries of Regional Development Manager Southern, Regional Development Manager Central, Regional Development Manager Bay of Plenty and Regional Development Manager Northern
96774	Yachting NZ Inc	\$145,000.00	\$3,107.10	17/01/2023	Salaries of Regional Development Manager Bay of Plenty, Regional Development Manager Central, Regional Development Manager Southern and Regional Development Manager Northern
91127	Yachting NZ Inc	\$145,000.00	\$2,197.97	21/02/2022	Salaries of Regional Development Manager Bay of Plenty, Regional Development Manager Canterbury, Regional Development Manager Central and Regional Development Manager Northern
		\$6,462,786.78	\$183,292.86		
Total		\$13,273,958.07	\$1,921,138.83		

NZCT's grants to Kawerau District in 2023

Organisation	Amount Granted
KAWERAU DISTRICT COUNCIL	378,000
KAWERAU PUTAUAKI SCHOOL	72,637
KAWERAU SPORTS CLUB INCORPORATED	32,471
CENTRAL NORTH ISLAND KINDERGARTEN TRUST	10,000
KAWERAU SOCIAL SERVICES TRUST BOARD	9,555
KAWERAU COMMUNITY MENZ SHED	7,000
Grand Total	509,664

Society_Name	ID	Organisation_Name	Final_Organisation_Name	NZBN
New Zealand Comm	20161	KAWERAU DISTRICT COUN	KAWERAU DISTRICT COUNCIL	
New Zealand Comm	19924	KAWERAU SPORTS CLUB I	KAWERAU SPORTS CLUB INCORPORATED	
New Zealand Comm	19685	KAWERAU DISTRICT COUN	KAWERAU DISTRICT COUNCIL	
New Zealand Comm	19561	KAWERAU SOCIAL SERVIC	KAWERAU SOCIAL SERVICES TRUST BOARD	
New Zealand Comm	19295	TENT BOARD	TENT BOARD	
New Zealand Comm	19121	ROYAL NZ SOCIETY FOR TH	ROYAL NZ SOCIETY FOR THE PREVENTION OF	
New Zealand Comm	18970	KAWERAU PUTAUAKI SCH	KAWERAU PUTAUAKI SCHOOL	
New Zealand Comm	18682	CENTRAL NORTH ISLAND I	CENTRAL NORTH ISLAND KINDERGARTEN TR	
New Zealand Comm	18117	KAWERAU COMMUNITY M	KAWERAU COMMUNITY MENZ SHED	

Status	Amount_Requested_Final	Amount_Granted_Final	Date_of_Accept/Decline
Accepted	300000	300000	22/11/2023
Accepted	45186.41	32471.41	17/10/2023
Accepted	78000	78000	19/09/2023
Accepted	9555	9555	23/08/2023
Accepted	10481.64	4904.35	26/07/2023
Accepted	7000	7000	12/07/2023
Accepted	81953.5	72637.11	20/06/2023
Accepted	10000	10000	2/05/2023
Accepted	14255	7000	31/01/2023

521,567.87

509,663.52

11,904.35

640066
628,161.65

81%

Year_of_Accept/Decline	Category_1	Category_2	Date_of_Refund	Is_Refund
2023	COMMUNITY	COMMUNITY FACILITIES/LIBRARIES		No
2023	SPORT	MORE THAN ONE SPORT		No
2023	ARTS AND CULT	MUSIC		No
2023	COMMUNITY	COMMUNITY FACILITIES/LIBRARIES		No
2023	COMMUNITY	FESTIVAL/COMMUNITY EVENTS		No
2023	ENVIRONMENT / ANIMAL WELFARE			No
2023	RESEARCH AND SCHOOL/KURA FACILITIES			No
2023	RESEARCH AND KINDERGARTEN/PLAY CENTRE/KOHAN			No
2023	COMMUNITY	COMMUNITY SUPPORT		No

[illegible]

14 May 2025
Kawerau District Council
2 Ranfurly Court,
Kawerau 3169

Re: Submission for Kawerau Council's Class 4 Gambling Venue and Board Venue Policy Review

About Asian Family Services

Asian Family Services (AFS) is a non-governmental organisation (NGO) committed to providing gambling harm minimisation and mental wellbeing support services to individuals of Asian background living in Aotearoa/New Zealand. Our gambling harm initiatives are funded by Te Whatu Ora. Our services offered are face-to-face by qualified counsellors, psychologists, social workers, and public health practitioners who speak various Asian languages, including Mandarin, Cantonese, Hindi, Korean, Japanese, Thai, Vietnamese, and English.

Recommendations

We appreciate the opportunity to provide our opinion upon the proposed modifications in the Draft Gambling Venues Policy of Kawerau District Council. We would like to provide the following recommendations. Asian Family Services also endorses and supports the submissions made by PGF and Mapu Maia.

- We support Council maintaining the sinking lid policy, which means no new venues may be established in Kawerau, even when one closes.
- We do not support the introduction of Council being able to approve the relocation of existing gaming venues in exceptional circumstances, such as fire, natural disaster.
- We advocate for the Council to explore the adoption of a more restricted sinking lid approach, complete with provisions prohibiting relocation and club mergers.
- We advocate that no TAB venues may be established.

We kindly request the Council to fine-tune their decision-making process, taking into account the following points.

Rationale Behind Our Recommendations

Gambling Harm

- The Ministry of Health (2022) points out that “Gambling harm is a significant social and economic issue. About one in five people in New Zealand will experience harm in their lifetime due to their own or someone else’s gambling.”
- The New Zealand National Gambling Study, which comprises a sample size of 12,000 and was conducted in 2012, stands as the sole comprehensive national investigation into gambling issues in New Zealand. This study, as outlined by Abbott et al. (2014), offers the most accurate and representative data regarding the prevalence and characteristics of gambling harm experienced by family and affected others (FAOs) within the New Zealand population. The study's findings have led to the conclusion that harmful gambling has a pronounced adverse impact on the well-being of FAOs. The most significant adverse effects, as identified, include financial impacts (21%), loss of relationships (9.5%), stress inflicted upon family members (8%), erosion of trust (7%), and the experience of emotions such as anger, frustration, or resentment (6.5%). On a global scale, extensive research and studies consistently reveal that gambling is associated with a wide range of adverse outcomes that impact not only the individuals who gamble but also extend to their families and communities. These consequences span a spectrum, encompassing, but not limited to, financial difficulties leading to bankruptcy, disruptions in relationships (Currie et al., 2009), emotional or psychological distress, cultural harm, engagement in criminal activities, and even the potential for suicidal tendencies (Langham et al., 2015). Importantly, the repercussions of gambling can endure over the long term, affecting individuals well beyond the period of active gambling (Hodgins et al. 2005.) Also, gambling may also contribute to child neglect and family violence (Ministry of Health, 2022).

Class 4 Gambling Harm

- It is evident that various forms of gambling carry differing levels of harm, a fact underscored by the distinct classifications of gambling delineated within the Gambling Act of 2003.
- The most harmful form of gambling in New Zealand is non-casino gaming machines (NCGMs) at pubs / clubs (defined in the Act as class 4 gambling). At-risk and problem gamblers accounted for over half of the total (estimated) electronic gaming machine (EGM) expenditure in 2015 (moderate-risk and problem gamblers 28 percent; low-risk gamblers 24 percent). Similarly, analysis from the 2020 Health Life Survey shows 50.3 percent of those who played

EGMs in pubs or clubs at least once a month experienced some level of gambling harm (Ministry of Health, 2022).

- Class 4 EGMs are more harmful than casino EGMs due to their location within our communities and the design of EGM rooms within Class 4 venues.

Vulnerable groups susceptible to the adverse effects of gambling harm

The Ministry of Health (2022) underscores that gambling harm is also an equity issue. This is particularly pertinent because Māori, Pacific peoples, some Asian communities, young individuals/rangatahi, and those with lower incomes bear a disproportionate burden of the harmful effects of gambling. The demographic profile of Kawerau District given below emphasis the need for stricter implementation of the sinking lid policy to protect the vulnerable population groups of Kawerau district.

Demographic Profile of Kawerau District Council (Population)

- As per the 2023 census data the usually resident population of Kawerau District was 7539 (Stats NZ, n.d.).
- In 2024, only about half (57.6%) of Kawerau District's population was of working age (15-64) which was lower than in New Zealand (65.0%). The proportion of young people (0-14) was 22.2% which was higher than in New Zealand (18.5%). Also, the proportion of people 65 years and older was 20.3% which was higher than in New Zealand (16.5%) (Infometrics, n.d.).
- As per 2023 census data, Māori made up 63.2% of the total population, followed by European (53.8), Pacific peoples (4.7%) and Asian (3.3%) (Figure.nz, n.d.).

Demographic Profile of Kawerau District Council (Income)

- As per the 2023 census data, the median annual personal income of adults in Kawerau District was \$29,200. This was much less, 42%, than that of the total population in New Zealand which was \$41,500 (Stats NZ, n.d.). Moreover, the dependency ratio was 73.8% in Kawerau District, which was higher than in New Zealand (53.8%) (Infometrics, n.d.).
- As per the Social Impact Assessment 2025 of the Kawerau District Council Gambling Policy, Kawerau Gambling venues are in the central business area which has a deprivation level of 9 putting the more vulnerable socio-economically deprived population at risk.

Efficacy of Sinking Lid Policy

- One of the pivotal factors influencing gambling behaviour is frequently explained through the "availability hypothesis." According to this theory, problem gambling exhibits a positive correlation with exposure, meaning that as gambling opportunities expand, the incidence of pathological gambling tends to rise. Initial research, which examined the legalization of various forms of gambling at the state level in the United States during the 1980s and 1990s, provided support for this hypothesis (Volberg, 1994).
- On a global scale, evidence-based research consistently highlights the effectiveness of reducing the density of EGMs in mitigating gambling harm. A notable study by Storer et al. (2009) provides a critical insight: with each additional EGM introduced into an area, there was an average association with 0.8 new problem gamblers. This underscores the paramount importance of implementing policies aimed at restricting or reducing the concentration of EGMs, as they are likely to play a pivotal role in curbing or alleviating the harms linked to gambling. Furthermore, as noted by Robert J. Williams (2009), the most dependency-prone forms of gambling typically involve continuous gameplay with rapid game frequency. EGMs, continuous lotteries, and casino table games epitomise this feature. Therefore, taking measures to eliminate or significantly reduce the number of these games holds significant preventative value in addressing gambling-related issues.
- Within the New Zealand context, the New Zealand Work Research Institute at Auckland University of Technology conducted a comprehensive study aimed at assessing the consequences of public policy interventions on problem gambling in the country. The research findings emphasize that policies involving per capita caps and sinking lids have proven to be the most efficacious in curbing gambling expenditure. Furthermore, the study indicates that Territorial Local Authorities (TLAs) that implemented additional restrictions beyond the requirements stipulated by the Gambling Act observed a decrease in gambling-related harm compared to TLAs that did not take such additional measures.
- The research conducted by Christopher Erwin et al. in 2022 provided support for the availability hypothesis within the New Zealand context. The study's findings indicate that regions implementing sinking lid policies, which go beyond the restrictions mandated at the national level, experience a noteworthy 13% reduction in gambling expenditure compared to regions that do not adopt such additional policies.

Conclusion

- The enactment of the Gambling Act 2003 was driven by the objective of adopting a public health-oriented approach to regulate gambling and mitigate the adverse effects of gambling harm.
- Non-casino gaming machines (NCGMs), classified as class 4 gambling under the Act, are acknowledged as the most detrimental form of gambling in New Zealand. Therefore, it is imperative for the Council to ensure the implementation of the most effective policies aimed at safeguarding the community from the adverse effects of gambling harm.
- Demographic data underscores the substantial presence of Māori, young individuals/rangatahi, and low-income residents in Kawerau District, a population segment that is disproportionately impacted by gambling harm. In light of this, it becomes the Council's responsibility to institute a more stringent policy aimed at protecting the community from the gambling harm.
- Evidence-based research unequivocally demonstrates that reducing the availability of EGMs is an effective strategy to curtail gambling expenditure and consequently mitigate harm within the community. With the Council's existing adoption of the Sinking Lid policy, which refrains from issuing new licenses, it is worth considering an even more restrictive approach. Implementing policies that disallow both relocation and club mergers would further enhance the reduction in EGM availability, thereby bolstering community protection against the adverse effects of gambling harm.

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Mapu Maia Submission

Kawerau District Council

Class 4 Gambling and TAB Venues Policy Review 2025

Submitted to	Kawerau District Council
	Class 4 Gambling and TAB Venues Policy Review 2025
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Date of Submission	16 May 2025

Introduction:

MapuMaia is a national Pasifika service created by Pasifika, with a focus on catering to different communities in Aotearoa and is dedicated to achieving healthier and more equitable health outcomes. Our goal is to build resilience against gambling harm through our integrated service model of practice, which is grounded in Vā Tagata and Pacific values. Supported by Te Whatu Ora (TWO), we deliver crucial public health services and clinical interventions. Our primary focus is to reduce gambling harm within communities by offering individual and family counselling and social support services. We provide counselling for both those directly affected by gambling and their families. In addition to our direct services, we advocate for and actively contribute to the development and implementation of public policies aimed at preventing and minimising gambling harm in Pasifika communities, as well as others. This includes partnering with Territorial Local Authorities (TLA) to promote policies that address concerns regarding the concentration and location of gambling venues.

At MapuMaia, we work in close collaboration with the Problem Gambling Foundation (PGF) and Asian Family Services (AFS) to support communities across New Zealand through joint policy submissions. Together, we strive to ensure that the voices of Pacific and marginalised communities are heard and represented in policy discussions. By combining our expertise, we develop submissions that advocate for culturally relevant and community-led solutions, addressing critical issues such as social equity, mental health, and prevention, as well as early intervention for gambling harm. Our partnership enables us to propose policies that reflect the values and priorities of the communities we serve, promoting inclusivity and improving outcomes for all New Zealanders. Thank you for the opportunity to submit feedback on the Kawerau District Council's gambling venue and TAB policy review and proposed changes.

Mapu Maia recommends that the council:

- Maintain the existing sinking lid policy on Class 4 gambling venues and gaming machines.
- Retain the current no-relocation policy, which prohibits the transfer of Class 4 venue licenses to new locations.
- Uphold the cap limiting the total number of Class 4 gaming machines within the district to a maximum of 54.
- Continue the policy of not permitting the establishment of any new Class 4 gambling venues within the district.

Impact of gambling harm on the community

As the sole provider of culturally tailored support services for Pasifika and Māori communities addressing gambling harm in Aotearoa New Zealand, Mapu Maia brings frontline, lived experience in supporting individuals and whānau deeply affected by harmful gambling. We witness firsthand the profound social, emotional, and financial impacts gambling has on our communities, and we are uniquely positioned to speak to the urgency and importance of policies that prevent and minimise this harm. Ministry of Health data for 2022/2023 shows that 45% of those who received full intervention

support for their own or someone else's gambling were for Class 4 Electronic Gaming Machines (EGMs). This data highlights the disproportionate harm caused by Class 4 Electronic Gaming Machines, which continue to be the most harmful form of gambling in our communities. In a high-risk district like Kawerau, where a high volume of the population is Māori and already vulnerable to gambling-related harm, these machines exacerbate existing social and health inequities.

Uphold no-establishment policy for class 4 venues

Mapu Maia strongly supports Kawerau District Council's continued commitment to its no-establishment policy for new Class 4 gambling venues. This policy is a critical safeguard that prevents gambling from spreading in vulnerable areas, such as near schools, parks, and residential neighbourhoods, where it can cause significant harm. With approximately 62% of its population identifying as Māori, who are disproportionately affected by gambling harm, Kawerau is a high-risk community. The continued prohibition on new venues is a responsible, evidence-based measure that protects public health, promotes social equity, and upholds community wellbeing. Mapu Maia commends the Council's leadership in prioritising harm reduction and urges the ongoing enforcement of this policy as a vital tool in protecting the most at-risk members of the Kawerau community.

Sinking Lid Policy

MapuMaia proposes that the council maintain the existing sinking lid policy. The sinking lid policy seeks to progressively reduce the number of gambling venues and machines in each town, with the key provision that if a venue closes, it cannot be replaced.

While it is acknowledged that the immediate results of a sinking lid policy may not show a dramatic reduction in gambling activity, it is important to recognise that the full benefits of such a policy may take time to materialise. By gradually limiting the availability of gambling venues, the sinking lid policy prevents the further expansion of gambling access and mitigates the potential escalation of harm over time. Furthermore, this policy reduces the risk of gambling becoming normalised within the community, particularly in vulnerable areas where individuals may be more susceptible to harm. Although gambling revenues may remain steady initially, this does not necessarily indicate that the policy is ineffective. It may suggest that those who previously gambled at venues have simply shifted to alternative forms of gambling, which is a natural consequence of reducing the availability of physical venues, which is the most common in our vulnerable communities.

Over the long term, the steady reduction in the number of gambling venues can help foster a cultural shift away from gambling, reducing its prevalence in the community and, ultimately, lowering the associated harm. This policy also sends a clear message that the community prioritises the well-being of its residents by actively working to limit the accessibility of gambling.

Maintaining the sinking lid policy represents a proactive and responsible approach to curbing the availability of gambling in the Kawerau district, with the potential to reduce gambling harm sustainably, fostering positive social change for the community.

Final Recommendations

Despite a decline in the number of venues and gaming machines in Kawerau, gambling activity in the district has risen. The Kawerau District Council can take the lead in implementing transformative policies that address the shortcomings of current regulations. By adopting innovative measures, we can effectively respond to this trend and promote a healthier community.

Mapu Maia recommends the implementation of mandatory monthly training for all Class 4 venue staff, with a specific focus on cultural responsiveness, particularly in high-deprivation areas such as Kawerau. Such training is critical to ensuring the safety and wellbeing of communities, promoting a consistent and effective approach to gambling harm minimisation, and equipping staff with the necessary skills to identify and respond to gambling-related harm in a manner that is culturally safe and appropriate. In Kawerau, the two class 4 venues are located 150 metres apart, resulting in a concentrated cluster of gaming machines in an area already identified as socioeconomically deprived and high-risk. This concentration significantly increases the vulnerability of residents to gambling harm.

Given these risk factors, all pokie trusts and gambling societies must deliver standardised, evidence-based, culturally responsive training to venue staff, focusing especially on venues operating in communities with high levels of deprivation. This measure would strengthen frontline prevention efforts and support a more responsible gambling environment across Aotearoa.

The continued adaptation of a sinking-lid policy, keeping current requirements of relocation of venues, and maintaining the cap on venues and machines are strongly encouraged. This will ensure the well-being of the people residing in the Kawerau district, thereby promoting the well-being and resilience of all community members.

Thank you for the opportunity to provide this policy submission. Mapu Maia commends Kawerau District Council for its strong leadership and commitment to prioritising the health and wellbeing of its community through its gambling policies. We remain dedicated to working in partnership with the council and other stakeholders to support safer, healthier environments for all residents of Kawerau.

Council Policy

Gambling Venues Policy

Effective Date:	TBC
Date First Adopted:	25 May 2010
Last Reviewed :	March 2025
Next Review Date:	March 2028 (Three Yearly Review)
Engagement Required:	Special Consultative Procedure (s83 LGA)
Document Number:	POL 08
Responsibility:	Group Manager, Regulatory and Planning
Associated Documents:	N/A

Contents

1. INTRODUCTION.....	3
2. POLICY OBJECTIVE.....	3
3. SCOPE.....	4
4. DEFINITIONS	4
5. ESTABLISHING A CLASS 4 VENUE.....	6
6. MAXIMUM NUMBER OF GAMING MACHINES	6
7. ESTABLISHING A TAB VENUE	6
8. RELOCATION VENUES.....	6
9. APPLICATIONS	7
10. APPLICATION FEES.....	7
SCHEDULE 1 – CENTRAL BUSINESS DISTRICT	8

1. INTRODUCTION

- 1.1. Kawerau District Council is required under the Gambling Act 2003 and the Racing Industry Act 2020 to adopt a policy for class 4 gambling venues and TAB venues. Due to the similarities between the requirements for these policies, and the ease for the community to locate all gambling information in one location, both policies have been consolidated into this Gambling Venues Policy.
- 1.2. The Gambling Act 2003 requires a Class 4 Venue policy to include:
 - a) whether or not class 4 venues may be established in the district and, if so, where they may be located; and
 - b) may specify any restrictions on the maximum number of gaming machines that may be operated at a class 4 venue; and
 - c) may include a relocation policy.
- 1.3. The Racing Industry Act 2020 requires a policy to include:
 - a) whether or not TAB venues may be established in the district and, if so, where they may be located; and
 - b) may specify any restrictions on the maximum number of gaming machines that may be operated at a class 4 venue; and
 - c) may include a relocation policy.
- 1.4. Prior to adopting a gambling venue policy, Council must give regard to the social impact of gambling within the district. Gambling has the ability to affect both the social and economic wellbeing of people within the community.
- 1.5. Council must balance the interests of community members that may experience harm from gambling, with those that generate income, and provide both employment and a funding stream for our local community groups and organisations. The balance sought provides for the minimisation of gambling harm while still enabling a level of social entertainment, enabling a safe and resilient community.

2. POLICY OBJECTIVE

- 2.1. To provide a framework for transparent and consistent decision making about class 4 gambling and TAB venues in the Kawerau District.
- 2.2. To contribute to the health and wellbeing of the Kawerau District community through:
 - a) controlling the growth of gambling across Class 4 and TAB venues, while allowing those who wish to participate, to do so;
 - b) minimising the harm caused by gambling through the means available to Council;
 - c) implement appropriate constraints to manage the number of gaming

- machines and venues; and
- d) reduce the exposure of gambling to persons under 18 years;

3. SCOPE

- 3.1. This policy applies to both Class 4 and TAB venues within the Kawerau District boundary.
- 3.2. This policy only covers standalone TAB venues and does not cover the installation of TAB terminals in premises not owned or leased by TAB NZ.

4. DEFINITIONS

Class 4 Gambling has the meaning set out in section 30 of the Gambling Act 2003.

Explanatory notes

Section 30 of the Gambling Act 2020, defines class 4 gambling as:

In this Act, class 4 gambling is gambling that satisfies the following criteria:

- (a) the net proceeds from the gambling are applied to, or distributed for, authorised purposes; and
- (b) either—
 - (i) no commission is paid to or received by a person for conducting the gambling; or
 - (ii) the only commission that is paid to or received by a person for conducting the gambling is a commission payment to a venue operator that complies with regulations made under [section 371\(1\)\(dd\)](#); and
- (c) there are game rules for the gambling; and
- (d) the gambling, and the conduct of the gambling, satisfies relevant game rules; and
- (e) either—
 - (i) the Secretary has categorised the gambling as class 4 gambling and not as another class of gambling; or
 - (ii) the gambling utilises or involves a gaming machine.

Class 4 Venue means a place used to operate class 4 gambling.¹

Club means a voluntary association of persons combined for a purpose other than personal gain.²

Council means Kawerau District Council

District means Kawerau District

¹ Gambling Act 2002, section 4

² Gambling Act 2002, section 4

Gaming Machine has the meaning set out in section 4 of the Gambling Act 2003.

Explanatory notes

Section 4 of the Gambling Act 2003, defines gambling machines as:

- (a) means a device, whether totally or partly mechanically or electronically operated, that—
 - (i) is adapted or designed and constructed for gambling; and
 - (ii) is played or confers a right to participate, whether totally or partly, by the insertion of money into it or by the direct or indirect payment of money by any other means; and
- (b) includes a device for gambling that is conducted partly by a machine and partly by other means; and
- (c) includes a device, or type of device, that is declared to be a gaming machine by regulations made under [section 368](#); but
- (d) does not include—
 - (i) a device used only to draw a lottery; or
 - (ii) a random selection device used in a game of housie; or
 - (iii) a device used only to dispense tickets that is not capable of being used to decide the outcome of gambling; or
 - (iiia) a jackpot device that links a series of gaming machines and that can only be played through those gaming machines; or
 - (iv) a communication device that is used both to dispense tickets in and draw a lottery that is a sales promotion scheme; and
- (e) does not include a device, or type of device, that is declared not to be a gaming machine by regulations made under [section 368](#); and
- (f) does not include a device operated by the Lotteries Commission

Operator means a person that holds a class 4 operator's licence.

Primary Activity means the principal purpose of the venue and may include, but is not limited to, a pub, club, restaurant, and hotel. Gambling must not be the primary activity except in the case of a standalone TAB whose purpose is sports betting.

TAB stands for Totalisator Agency Board.

TAB NZ has the meaning set out in section 5 of the Racing Industry Act 2020.

Explanatory notes

Section 5 of the Racing Industry Act 2020, states:

TAB NZ means the body established by [section 54](#) to conduct racing betting, sports betting, or other racing or sports betting under this Act.

TAB Venue has the meaning set out in section 5 of the Racing Industry Act 2020.

Explanatory notes

Section 5 of the Racing Industry Act 2020, states:

TAB venue means premises owned or leased by TAB NZ and where the main business carried out at the premises is providing racing betting, sports betting, or other racing or sports betting services under this Act

Venue Licence means a class 4 venue licence issued by the Secretary for the Department of Internal Affairs.

5. ESTABLISHING A CLASS 4 VENUE

- 5.1. Council will not issue consent for any new Class 4 venues to be established in the District. This has the effect of a sinking lid, in that when an existing venue closes, Council will not consent a new venue to be established.

6. MAXIMUM NUMBER OF GAMING MACHINES

- 6.1. Council will not grant consent for any additional gaming machines in any Class 4 venues in the District.

7. ESTABLISHING A TAB VENUE

- 7.1. Council will allow a maximum of one TAB venue in the District.
- 7.2. A TAB venue must be located within the central business District, see Schedule 1.

Explanatory notes

This clause only applies to applications for the establishment of standalone TAB venues. It does not cover the establishment of a TAB venue operated by TAB NZ, which includes gaming machines.

8. RELOCATION VENUES

- 8.1. Council will only consent to a relocation of an existing class 4 venue in exceptional circumstances such as but not limited to fire or natural hazards. Council may use its sole discretion in determining whether to accept an application for relocation.
- 8.2. Any relocation must be within the central business area as set out in Schedule 1.
- 8.3. The number of class 4 gaming machines at the new premises must be the same or less than the existing class 4 venue.
- 8.4. Council may consider the following matters in determining a relocation application:
- a) proposed location of the venue;
 - b) proximity to land with sensitive activities such as kindergartens, early childhood centres, schools, places of worship, and other community facilities; and
 - c) the proximity to existing Class 4 venues.

9. APPLICATIONS

- 9.1. All applications for Council consent under the Gambling Act 2003 and the Racing Industry Act 2020 must be made on the approved form and must provide to the satisfaction of Council:
- a) Name and contact details for the application;
 - b) Street address of the proposed premises;
 - c) The names of all management staff;
 - d) A copy of the venue licence;
 - e) A copy of the gambling harm minimisation policy;
 - f) In the case of Class 4 venues, information to confirm gambling will not be the venue's primary activity (12 month financials or 12 month business plan/budget and site plan covering all activities proposed for the venue);
 - g) Detailed design and layout of venue;
 - h) Signed written approval from the verified property owner;
 - i) Other relevant information requested by Council or that the applicant wishes to provide.
- 9.2. All applications must be made by an existing Venue Operator, who will continue to operate the venue upon relocation.

10. APPLICATION FEES

- 10.1. The application fee will be set by Council and may include the consideration of:
- a) The cost of processing the application;
 - b) The cost of monitoring consents to ensure compliance with conditions.
- 10.2. Council will review the application fee each year as part of its Schedule of Fees and Charges review.

SCHEDULE 1 – CENTRAL BUSINESS DISTRICT

Kawerau's Central Business District



Meeting: Extraordinary Council

Meeting Date: 11 June 2025

Subject: **Event Costs and Funding for Kawerau Christmas in the Park – Saturday 13 December 2025**

File No.: 309305

1 Purpose

The purpose of this report is to seek a resolution from Council to apply for external funding in order to deliver Kawerau Christmas in the Park 2025.

The event budget is set at \$250,000. This is around \$7000 higher than the event delivery cost in 2024. The event date is set for Saturday 13 December 2025.

2 Background

The inaugural Kawerau Christmas in the Park took place in 1998. At the time, the event was community-led under the leadership of Barbara Morgan. From 1998 to 2003 Council's role was providing in kind and grant support. But in 2004, Council undertook the lead responsibility for delivering Kawerau Christmas in the Park. Council contracted well-known event organiser and kaumātua Monty Morrison JP as the show director.

When Council undertook the lead role in organising Kawerau Christmas in the Park the vision was that Matua Monty and Matua Noel Rogers would train a new generation of Council and community leaders to undertake responsibility for the event. In 2025, that vision is realised with the following staff undertaking lead roles:

- Mayoral Aide Majeau Rogers as **operations manager**.
- Senior Executive to the Mayor and CEO Pari Maxwell as **evening show director**; and
- Administrative Officer Liana Kerei as **day show director**.

Other staff also play key roles in delivering the day's activities including Senior Visitor Information Officer Jacqui Roberts and her Isite team who co-ordinate the annual - and competitive – Kawerau New World Santa Parade. In the previous decade other staff have also played vital roles in training the new generation of Council and community leaders for Kawerau Christmas in the Park including Mayors' Taskforce for Jobs co-ordinator Amy Hayes (who is Council's former Events Officer).

3 **Kawerau Christmas in the Park 2024**

The 2024 event was made possible thanks to the generous support of the following regional and national funders:

- New Zealand Community Trust;
- Lion Foundation;
- Bay Trust;
- Trust Horizon;
- Lotto New Zealand.

And the following local businesses and iwi and hapū organisations:

- Mercury;
- Kajavala Forestry Ltd;
- Sequel Lumber;
- Oji Fibre Solutions;
- Essity;
- Riteway Rigging;
- New World Kawerau;
- Pūtauaki Trust;
- Māori Investments Ltd; and
- The tangata whenua PSGE Ngāti Tūwharetoa Settlement Trust.

Council acknowledges that Kawerau Christmas in the Park is only possible with the generous support of these funders.

The 2024 event kicked off with the New World Santa Parade. Culham Engineering took out the top prize for the float parade with Cr Julian and staff in charge of judging. The afternoon show, targeted as a community concert, saw local school kapa haka groups, local dancers, and others community groups take the stage. One of the highlights of the afternoon show is the annual tribute video acknowledging community members who Kawerau has lost in the previous 12 months. The evening show saw a heavy hitting line up with Hollie Smith, Tomorrow People, Dennis Marsh, Jaedyn Randell, Nikau Grace, and others headlining the event from 6.30pm onwards. The MC for the evening was Howie Morrison Jnr, who is an ongoing supporter of Kawerau Christmas in the Park.

After a fine weather, and a high of over 30 degrees during the peak of the day, the fireworks show by Van Tiel Pyrotechnics closed out the night.

The increasing cost of delivery

The cost to deliver Kawerau Christmas in the Park increases from year to year. The table on page 3. Illustrates the increasing cost:

CITP Cost analysis				
	Revenue Source			
Year	Council	Funders	Total Cost	
2014	839	84995	85834	Last Monty Show
2015	4216	97034	101250	New Stage & Director - No Fireworks
2016	30000	86273	116273	New AV company - Fireworks returned
2017	12705	119557	132262	Added AV screen, additional artists fees & general increases
2018	13139	121875	135014	General increases
2019	11965	129832	141797	General increases
2020	12588	137577	150165	General increases
2021	20000	150000	170000	NO EVENT
				80% of funding secured from cancelled event in 2021 - general cost increases, lighting/camera tower, ECO contractor replacements and additional acts
2022	10668	178734	189402	
2023	9105	188750	197855	Cost of living increases
2024	13000	230528	243528	Increased AV and artists, offset by increased donations

2024 event expenses

The 2024 delivery cost increased due to three factors:

1. Artist fees and the standard of professional acts was higher than previous years.
2. The 2024 Audio Visual Company was new. This was a result of the regular supplier's unavailability to service the event. The new supplier was a significant increase than previous years, due to travel distances and ability to service the event fully – outsourcing of the LED was required.
3. General increases across all services and minor operational changes added costs as well.

In 2024, unexpected business donations of \$35,500 topped up the external funders and Council's contribution. This enabled the Show Director to engage multiple professional artists once again raising the calibre of the show (and expectations).

The following table breaks down the revenue for 2024:

2024		
Funder	Target (Excl. GST)	Approved/Received (Excl. GST)
NZCT	\$ 82,000	\$ 82,000
TRUST HORIZON	\$ 10,000	\$ 10,000
LION FOUNDATION	\$ 65,000	\$ 65,000
BAYTRUST	\$ 17,000	\$ 7,500
LOTTO	\$ 20,000	\$ 20,000
FOUR WINDS	N/A	N/A
BUSINESS DONATIONS	Unknown	\$ 35,500
CONCESSIONS (stalls)	\$ 5,000	\$ 10,000
COUNCIL	\$ 20,000	\$ 13,000
Total	\$190,000	\$243,000

2025 event expenses

The Economic and Community Development Manager has been working to secure quotes from suppliers since the beginning of 2025. Based on the available information, a summary of where costs (excl. GST) are distributed follows:

Description	Cost (Excl. GST)
Stage, towers & backstage	\$50,000
Artists	\$50,000
Audio Visual (Incl. LED screen)	\$50,000
Fireworks	\$16,000
Logistics, safety & security	\$65,000
Marketing & signage	\$9000
Parade, community show & volunteers	\$10,000
TOTAL	\$250,000

With these figures the revenue target is as follows:

Revenue source	Target (Excl. GST)
NZCT (backup only)	\$ 20,000
TRUST HORIZON	\$ 10,000
LION FOUNDATION	\$ 65,000
BAYTRUST	\$ 10,000
LOTTO	\$ 24,000
FOUR WINDS	\$ 90,000
BUSINESS DONATIONS	Unknown
CONCESSIONS (stalls)	\$ 11,000
COUNCIL	\$ 20,000
Total	\$250,000

After New Zealand Community Trust's (NZCT) exit from Kawerau in 2024, and then their return in 2025, they are included as a funding shortfall backup. After receiving advice from the Trust's management, they anticipate that by September funds will be available for distribution in the Kawerau District. However, given the uncertainty, it is considered more prudent to rely on NZCT as a contingency. Council's \$20,000 is also budgeted as a contingency and is the last funding stream drawn on.

Given this background uncertainty, business donations become comparatively more important in order to reach the \$250,000 funding target. Staff are cautiously optimistic that businesses will also be willing to contribute to the 2025 event after the success of the 2024 event. Any business donations reduce the Council contribution and the need to apply to NZCT.

The worst case scenario is if significant funding shortfalls occur staff will either draw on the full Council contribution of \$20,000 and/or make cutbacks to the event. In the interests of planning for all eventualities staff have identified where savings can be made if the worst case scenario occurs.

Conversely, the best case scenario is external funding applications provide similar success rates as in 2024, and business donations are on par with 2024 too. This would result in excess revenue for the event. Where excess revenue is achieved no NZCT application is required, the full Council-contributed budget is not allocated, and a proportion of approved grants could be returned to source after the event.

Staff work to achieve the best case scenario while appropriately planning for a less than best scenario.

Funding strategy

As in the past, Council is conscious that in securing regional and national funding that it could impact other community groups applying for the same funding sources. As part of its approach Council works with funders to ascertain the available pool for Kawerau. Staff then ensure Council is not applying for the whole or majority of the pool. This ensures funding is still available for other community groups. Council does from time to time support other community groups applying for funding.

4 RECOMMENDATIONS

1. That the report "Event Costs and Funding for Kawerau Christmas in the Park - Saturday 13 December 2025" be received.
2. That Council approves funding applications for the Kawerau Christmas in the Park (CITP) 2025 be prepared and submitted to:
 - Trust Horizon for \$10,000
 - Lion Foundation for \$65,000
 - Bay Trust for \$10,000
 - Lotto for \$24,000
 - Four Winds for \$90,000
 - New Zealand Community Trust for \$20,000 (backup only)



Morgan Godfery

Chief Executive Officer

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