



Rangitikei District Council

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Rangitikei
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Policy/Planning Committee Meeting

Order Paper

**Thursday, 13 August 2015,
1.00 pm**

**Council Chamber, Rangitikei District Council
46 High Street, Marton**

Website: www.rangitikei.govt.nz

Email: info@rangitikei.govt.nz

Chair
Cr Lynne Sheridan

Deputy Chair
Cr Richard Aslett

Membership
Councillors Cath Ash, Angus Gordon, Rebecca McNeil, Soraya Peke-Mason
His Worship the Mayor, Andy Watson (ex officio)

Please Note: Items in this agenda may be subject to amendments or withdrawal at the meeting. It is recommended therefore that items not be reported upon until after adoption by the Council. Reporters who do not attend the meeting are requested to seek confirmation of the agenda material or proceedings of the meeting from the Chief Executive prior to any media reports being filed

Rangitikei District Council

Policy and Planning Committee Meeting

Order Paper – Thursday 13 August 2015 – 1:00 p.m.

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The quorum for the Policy/Planning Committee is 4

At its meeting of 28 October 2010 Council resolved that 'The quorum at any meeting of a standing committee or sub-committee of the Council (including Te Roopu Ahi Kaa, the Community Committees, the Reserve Management Committees and the Rural Water Supply Management Sub-committees) is that required for a meeting of the local authority in SO 2.4.3 and 3.4.3.'

1 Welcome

2 Chair's report

The Deputy Chair will table his report.

3 Confirmation of order of business

That, taking into account the explanation provided why the item is not on the meeting agenda and why the discussion of the item cannot be delayed until a subsequent meeting,be dealt with as a late item at this meeting.

4 Confirmation of Minutes

That the Minutes of the Policy/Planning Committee meeting held on 9 July 2015 be taken as read and verified as an accurate and correct record of the meeting.

5 Feedback on Liquefaction/Ground Shaking

A memorandum is attached.

File ref: 1-PL-2

Recommendations

1. That the recommendation 'Feedback Liquefaction/Ground Shaking' be received.
2. That, unless the present liquefaction/ground shaking hazard maps in the District Plan are revised to a more detailed specification, the Policy/Planning Committee endorses the approach of retaining these maps and removes the associated rules.

A supplementary discussion document will be tabled.

6 Activity management templates

The non-financial reporting templates for July 2015 area attached, covering the following groups of activities:

- Community Leadership
- Environmental and Regulatory Services
- Community Well-Being

File ref: 5-EX-4

Recommendation

That the activity management templates for Community Leadership, Environmental and Regulatory Services and Community Well-Being be received.

7 Update on Legislation and governance issues

A report is attached.

File ref: OR-3-5

Recommendation

That the report 'Update on legislation and governance issues' to the Policy/Planning Committee's meeting of 13 August 2015 be received.

8 Policy in remitting fees for exclusive use of community facilities or for building consents

At its meeting July 30 July 2015 Council requested a draft policy be prepared on reducing or waiving fees for (a) exclusive use of Council facilities and (b) internal consenting costs. Since March 2015 Council has considered all such applications on a case by case basis. Draft policies are attached for discussion with the intention of providing a final draft to Council's meeting on 27 August 2015.

File ref: 3-PY-1

Recommendation

That the draft discussion policy on reducing or waiving fees for exclusive use of Council facilities and on reducing or waiving fees for internal consenting costs be received.

9 Bulls Multi-purpose Community Centre – project management

An overall project plan is being developed which will bring together the fundraising plan and the building development plan to identify the key milestones for decision-making by Council. This includes developing a project team with the requisite skills and experience. Some of these skills will need to be brought in from outside the existing staff team and discussions with external parties are in hand to ensure the right mix.

A full report will be presented to a future meeting of the Committee.

10 Update on place-making

A report is attached.

File ref: 1-CP-7-5

Recommendation

That the memorandum "Update on the Proposed 7 Day Placemaking Makeovers" be received.

11 Update on communications strategy

A report will be tabled.

File ref: 3-CTY-15-1

Recommendation

That the update on the Communication Strategy to the Policy/Planning Committee's meeting of 13 August 2015 be received.

12 Update on the Path to Well-being Initiative and other community development programmes – July 2015

A memorandum is attached.

File ref: 1-CO-4

Recommendation

That the memorandum 'Update on the Path to Well-Being Initiative and other community development programmes – July 2015' be received.

13 Late Items

14 Future Items for the Agenda

15 Next meeting

Thursday 10 September 2015, 1.00pm

16 Meeting closed

Attachment 1

Rangitikei District Council

Policy and Planning Committee Meeting

Minutes – Thursday 9 July 2015 – 1:00 p.m.

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Present: Cr Lynne Sheridan (Chair)
Cr Cath Ash
Cr Angus Gordon
Cr Soraya Peke-Mason
His Worship the Mayor, Andy Watson

Apologies: Cr Richard Aslett
Cr Rebecca McNeil

In attendance Mr Michael Hodder, Community & Regulatory Services Group Manager
Mr Johan Cullis, Environmental and Regulatory Services Group Manager
Ms Katrina Gray, Policy Analyst
Ms Carol Downs, Executive Officer
Mrs Priscilla Jeffrey, Governance Administrator

Tabled Item: **Item 14 :** Update on Communications Strategy

1 Welcome

The Chair welcomed everyone to the meeting.

2 Apologies/leave of absence

That the apologies for absence from Cr Aslett and Cr McNeil be received.

Cr Gordon / His Worship the Mayor. Carried

3 Confirmation of Order of Business

The Chair informed the Committee that there would be no changes to the order of business from that set out in the agenda.

4 Confirmation of minutes

Resolved minute number 15/PPL/051 File Ref

That, subject to the deletion of Cr Nigel Belsham's name in the preamble, the Minutes of the Policy/Planning Committee meeting held on 11 June 2015 be taken as read and verified as an accurate and correct record of the meeting.

Cr Gordon / His Worship the Mayor. Carried

5 Chair's Report

The Chair spoke briefly to her report.

Resolved minute number 15/PPL/052 File Ref 3-CT-15-1

That the Chair's report to the Policy/Planning Committee's meeting of 9 July 2015 be received.

Cr Sheridan / Cr Ash. Carried

6 Feedback – Rural Zone and Discussion – Liquefaction/Ground Shaking

Ms Gray spoke to her report and advised that the discussion with Council's roading team around setback for trees on boundary lines had been delayed because of the recent flooding event.

Speaking to her discussion paper, Ms Gray advised that there was a huge area in the District assessed to have a risk from liquefaction. Anyone wishing to build in that identified area needed to have a geotechnical survey carried out prior to getting building consent. The maps used in the District Plan were not necessarily accurate for a specific site.

Five options were outlined in the discussion paper. The Committee supported keeping the liquefaction/ground shaking hazard overlays in the District Plan, but to provide them as advisory only.

Resolved minute number **15/PPL/053** **File Ref**

That the memorandum 'Feedback – Rural Zone and Discussion – Liquefaction/Ground Shaking' be received.

Cr Ash / Cr Peke-Mason. Carried

Resolved minute number **15/PPL/054** **File Ref** **1-PL-2-4**

That the Policy/Planning Committee endorses the proposed rule changes for the District Plan as outlined in the Section 32 report presented to the meeting on 9 July 2015 and attached to the minutes of the meeting.

His Worship the Mayor / Cr Ash. Carried

7 Activity Management:

The Committee considered the non-financial reporting templates for June 2015, covering the following groups of activities:

- Community Leadership
- Environmental Services
- Community Well-Being

Mr Cullis noted the additional information on building consents. The Committee considered that the Community Well-being template should contain more detail on the emergency response to the 19-21 June storms and subsequent recovery efforts.

Resolved minute number **15/PPL/055** **File Ref** **5-EX-4**

That the activity management templates for Community Well-Being, Community Leadership and Environmental & Regulatory Services for June 2015 be received.

Cr Peke-Mason / Cr Gordon. Carried

8 Legislation and Governance Issues

Mr Hodder spoke to his report, highlighting the interim report from the Local Government and Environment Committee on the Building (Earthquake-prone Buildings) Amendment Bill. That report contained a summary of recommendations from officials at the Ministry of Business, Innovation and Employment (MBIE). These addressed a concern expressed by the Council in its earlier submission that the Government was looking at the issue of earthquake prone buildings as one size fits all. Other councils had done the same. MBIE was proposing that the country be divided into three seismic risk zones – high, medium and low. The Rangitikei District was in the high risk area; this meant a shorter timeframe for the Council to undertake the initial investigations to identify earthquake prone buildings and more stringent reporting to MBIE. He suggested that a mapping overlay could differentiate urban centres with fewer than 10,000 residents, with the idea that these would be considered as being in the lower risk area for identification and reporting. A major earthquake in a less dense urban area would lead to fewer deaths.

His Worship the Mayor left the meeting at 2.24pm/2.53pm.

The meeting adjourned at 2.25pm/2.53pm because of a fire alarm.

Resolved minute number

15/PPL/056

File Ref

That the report 'Update on legislation and governance issues' to the Policy/Planning Committee's meeting of 9 July 2015 be received.

Cr Ash / His Worship the Mayor. Carried

Resolved minute number

15/PPL/057

File Ref

3-OR-3-5

That the proposed outline of a submission to the interim report of the Local Government and Environment Committee on the Building (Earthquake-prone Buildings) Amendment Bill be further developed for signoff by the Mayor and Chief Executive to meet the submission deadline of 16 July 2015.

Cr Sheridan / Cr Gordon. Carried

9 Proposed National Environmental Standard for Plantation Forestry

Cr Gordon declare an interest

Ms Gray made a presentation on the proposed National Environment Standard for Plantation Forestry (NES Forestry). Its objective was to increase consistency across local authorities by removing unwarranted variations. The NES Forestry would replace existing rules in the Rangitikei District Plan 2013, necessitating a Plan Change.

Ms Gray advised that proposed NES Forestry would give Council the discretion to apply more stringent rules around places and areas of significant cultural or heritage value and areas of outstanding natural features or landscapes. In general, the proposed NES Forestry was more restrictive than the rules in Council 2013 District Plan, and possibly more restrictive than the One Plan. Council's forestry consultants had questioned the merits and potential compliance costs of having an NES.

Ms Gray suggested that the submission could provide in-principle support for the proposed NES Forestry and perhaps provide comment on rule drafting in areas such as erosion susceptibility; affected party approvals; notice of commencement and definition.

The Committee asked that there be further liaison with Horizons. One particular area of concern was skid sites, from which a considerable amount of debris (including log off-cuts) had fallen onto local roads during the 19-21 June 2015 storms.

Resolved minute number **15/PPL/058** **File Ref** **2-EA-2-1**

That the report 'Proposed National Environmental Standard for Plantation Forestry' be received.

Cr Peke-Mason / Cr Gordon. Carried

10 Achieving the Bulls Multi-Purpose Community Centre

Mr Hodder spoke to the report advising that its purpose was to develop the process approved in the recently adopted Long Term Plan and confirm the timeline for the project including the preparation of applications to external funding sources.

Resolved minute number **15/PPL/059** **File Ref** **1-CP-7-2**

That the report, 'Achieving the Bulls Multi-Purpose Community Centre', be received.

His Worship the Mayor / Cr Peke-Mason. Carried

Resolved minute number **15/PPL/060** **File Ref** **1-CP-7-2**

That the Policy/Planning Committee agrees to funding applications being prepared and submitted to appropriate philanthropic trust funds for any costs associated with the development of the Bulls Multi-Purpose Community Centre.

His Worship the Mayor / Cr Gordon. Carried

Resolved minute number **15/PPL/061** **File Ref** **1-CP-7-2**

That the Policy/Planning Committee receives monthly updates on progress with the fundraising plan for the Bulls Multi-Purpose Community Centre.

His Worship the Mayor / Cr Gordon. Carried

Resolved minute number **15/PPL/062** **File Ref** **1-CP-7-2**

That a further report outlining the overall project management for the achieving Bulls Multi-Purpose Community Centre be provided to a future meeting of the Policy/Planning Committee.

Cr Peke-Mason / Cr Gordon. Carried

11 Management of Place-Making Initiatives in Taihape, Hunterville, Marton and Bulls

Mr Hodder spoke to the report and drew the Committee's attention to the opportunity for community engagement through the support of place-making in the District's smaller villages such as Mangaweka, Turakina and Ratana. He also explained the intended approach and transition process and the proposal that the guidelines for the delegation of funds for community boards and community committees also include place-making initiatives as an example of how the allocations was to be used.

Resolved minute number **15/PPL/063** **File Ref** **1-CP-7-5**

That the report 'Management of Place-Making Initiatives in Taihape, Hunterville, Marton and Bulls' be received.

Cr Peke-Mason / Cr Sheridan. Carried

Resolved minute number **15/PPL/064** **File Ref** **1-CP-7-5**

That the Policy/Planning Committee confirms the intended approach and transition process outlined in the report for the community-led processes to implement the place-making aspects of the Town Centre Plans in Taihape, Hunterville, Marton and Bulls and to provide place-making opportunities in Mangaweka, Turakina and Ratana.

Cr Gordon / Cr Peke-Mason. Carried

Resolved minute number **15/PPL/065** **File Ref** **1-CP-7-5**

That the Guidelines for delegation to Community Boards for the \$5,000 annual allocation and to Community Committees in committing the \$1.00 per rateable property for 'defined' small local works be amended to include place-making initiatives as one of the examples of how the allocations is to be used.

Cr Sheridan / His Worship the Mayor. Carried

12 Proposed extension to Council's rates remission policy

Mr Hodder spoke briefly to the memorandum.

Resolved minute number **15/PPL/066** **File Ref** **3-PY-1-18**

That the memorandum 'Proposed extension to Council's rates remission policy' be received.

His Worship the Mayor / Cr Ash. Carried

Resolved minute number **15/PPL/067** **File Ref** **3-PY-1-18**

That the proposed extension of Council's rates remission policy to acknowledge and encourage business expansion be recommended to Council for consultation in terms of the significance and engagement policy.

Cr Ash / His Worship the Mayor. Carried

13 Update on Heritage Strategy

Ms Gray spoke to the revised draft Heritage Strategy. It was noted that the Strategy would be considered by Te Roopu Ahi Kaa's next meeting on 11 August 2015.

Cr Peke-Mason left the meeting at 4.22pm

Resolved minute number **15/PPL/068** **File Ref**

That the revised draft Heritage Strategy provided to the Policy/Planning Committee's meeting on 9 July 2015 be received.

Cr Sheridan / Cr Ash. Carried

14 Update on Communications Strategy

Ms Downs spoke briefly to her tabled report.

Resolved minute number 15/PPL/069 File Ref 3-CTY-15-1

That the update on the Communications Strategy to the Policy/Planning Committee's meeting on 9 July 2015 be received.

Cr Gordon / His Worship the Mayor. Carried

15 Update on the Path to Well-being Initiative and other community development programmes – June 2015

Mr Hodder spoke briefly to the report.

Resolved minute number 15/PPL/070 File Ref 1-CO-4

That the memorandum 'Update on the Path to Well-Being Initiative and other Community Development Programmes – June 2015' be received.

Cr Sheridan / Cr Gordon. Carried

16 Late Items

Nil

17 Future Items for the Agenda

Nil

18 Next Meeting

Thursday, 13 August 2015, 1.00pm

19 Meeting Closed – 4.43pm

Confirmed/Chair: _____

Date:

Attachment 2



MEMORANDUM

TO: Policy/Planning Committee

FROM: Katrina Gray

DATE: 6 August 2015

SUBJECT: **Feedback Liquefaction/Ground Shaking**

FILE: 1-PL-2

1 Introduction

- 1.1 At its 9 July 2015 meeting, the Committee discussed the liquefaction/ground shaking issues. A section 32 report is not attached as further consultation with Horizons Regional Council is required.
- 1.2 The hazard maps included in the District Plan related to the Liquefaction/Ground Shaking hazards cover a very large area. This information was based on analysis at a regional scale, which was not intended for site specific planning purposes.
- 1.3 The current provisions in the District Plan require all new dwellings with a concrete foundation in these areas to provide a geotechnical report. This requirement can be costly for residents, especially considering the research underpinning the hazard layers is not robust, and was not intended to be used for property specific purposes.
- 1.4 It is considered that it is important for the hazard to be identified on planning maps, however, that the best management option is to rely on the provisions of the Building Act 2004 for foundation design, where the consideration of whether a geotechnical report is required is based on the concept of 'good ground' which can be identified through a number of methods.
- 1.5 The Committee supported keeping the liquefaction/ground shaking hazard overlays in the District Plan, but to provide them as advisory only.

2 Conclusion

- 2.1 Further consultation with Horizons Regional Council will be undertaken, bearing in mind the Committee's preference for retaining the liquefaction/ground shaking hazard overlays in the District Plan, but providing them as advisory only.

3 Recommendations

- 3.1 That the memorandum 'Feedback Liquefaction/Ground Shaking' be received.

- 3.2 That, unless the present liquefaction/ground shaking hazard maps in the District Plan are revised to a more detailed specification, the Policy/Planning Committee endorses the approach of retaining these maps and removes the associated rules.

Katrina Gray
Policy Analyst

Attachment 3

COMMUNITY LEADERSHIP GROUP OF ACTIVITIES 2015/16			Jul-15
Major programmes of work outlined in the LTP/Annual Plan 2015/16			
Major programmes of work outlined in the LTP/Annual Plan			
What are they:	Targets	Progress for this reporting period	Planned for the next two months
Strategic Planning Activity	Annual Report 2013/14	preparation for audit underway. Draft SSP prepared	Annual Report prepared for adoption in October
	Annual Plan 2016/17	Nothing to report	Nothing - Annual Plan due for consultation/adoption early 2016.
Elections	Preparation for the 2016 elections	Nothing to report	
Iwi/Maori Liaison	Key outcomes from Maori Community Development Programme (to be identified)	outcomes of Ngati Hauiti MOU 80% secured with launch of website and production of	Complete the n2014/15 MOU arrangement with Ngati Hauiti, manage a process to identify
Council	Delivery of programme of policy and bylaw review (see below)	On track	See below
	Preparation of order papers that ensure compliant decision-making	Order papers prepared for A/IN, P/Pl, F/P and Council, and for Marton and Bulls	Monthly meeting of Council and its Committees, bi monthly meetings of all
Policy and Bylaw Review	Compliance date	Progress for this reporting period	Planned for the next two months
Scoping report on the level of service for different ONRC classifications	1 September 2015	Nothing to report	Scoping report prepared
Rates Policy	31 December 2015	Nothing to report	Work progressed
Legal Compliance Project	31 December 2015	Work has focused on undertaking legal compliance reviews of the following	Completion of these modules
Rates remission policy	30 June 2016	Consideration of rates remission for economic development considered at	
Review the Heritage Strategy	30 June 2016	Draft Report prepared and amended by P/PL	Draft report to be further considered by Te Roopu Ahi Kaa, then an engagement plan
Koitiata Waste Water Reference Group	30 June 2017	Reference group met during July. Discussion on flooding, survey, existing data.	Survey confirmed and distributed.
Review TAB venue policy	28 February 2016	Not started yet	
Review Gambling venue (class 4) policy	30 May 2016	Not started yet	
Versus survey (including new process and questions for 2015/16)	31 March 2016	Not started yet	
Review Earthquake Prone Buildings Policy	30 June 2016	Not started yet	
Development of reserve management plans: Marton Park	31 December 2016	Not started yet	

COMMUNITY WELL-BEING GROUP OF ACTIVITIES 2015/16

COMMUNITY WELL-BEING GROUP OF ACTIVITIES 2015/16			Jul-15
Major programmes of work outlined in the LTP/Annual Plan 2015/16			
What are they:	Targets	Progress to date	Planned activities
Community Partnerships	Facilitation of Path to Well-being groups	See below	
	Delivery of work programme through the MOU	See below	
Key elements of the work outlined in Path to Well-being and MOU workplans			
What are they:	Targets	Progress to date	Planned activities
Advocacy to support the economic interests in the District at regional and national level	To actively promotes the District through multi-media advertising and the Mayor and Chief Executive undertake promotional tours on behalf of the District	Nothing to report	
	Lead partner in regional collaborative initiatives around economic development	Launch of the Regional Growth Study on 31 July.	Develop implementation actions
Timely and effective interventions that create economic stability, opportunity and growth	Increased investment into economic development, e.g. partnering in rural water storage, seeding retail initiatives ('pop-up shops')	As above	As above
A wide range of gainful employment opportunities in the District	Facilitate and lead on a Rangitikei Growth Strategy that also aligns with and contributes to a regional Agribusiness Strategy	Prepared Registration of Interest - Support for the Government's next round of funding for improving broadband access.	Align/fine tune to Regional Growth Study/Strategy and begin implementation. Develop Digital Enablement Plan for broadband deployment.
Attractive and vibrant towns that attract business and residents	Provision of good infrastructure, well-maintained streets in the CBD of main towns	Fundraising plan prepared for Bulls Civic Centre. Develop exit strategy for Council facilitation of Place-making Steering groups and began implementation.	
	Events, activities and projects to enliven the towns and District	Ongoing	Final report for 2014/15 from MOU agencies due in August
Up to date and relevant information for visitors and residents on a range of services, activities and attractions	Maintain information centres in Taihape and Bulls, the gateways to the District.		
	Develop an information centre in Marton as part of the "libraries as community hubs" concept.	Identified as key action from the Buoyant Economy Theme Group. Not started yet.	
	Contract with local organisations to provide a range of information, including: * Up-to-date calendar of events, and * Community newsletters, for local distribution	calendar of events is being monitored for six months to assess the use of eventfinder as the only avenue to input events to www.rangitikei.com	Final report for 2014/15 from MOU agencies due in August
An up to date, relevant and vibrant on line presence with information about services, activities and attractions, the District lifestyle, job opportunities and social media contacts	Maintain a website that provides information about Council and community services and activities	Ongoing	Ongoing
	Provide a website that is a gateway to the District, with links through to more local web pages, with information about living in the District and social media opportunities.	Ongoing	Final report for 2014/15 from MOU agencies due in August
Opportunities for residents to remain socially and physically active into their retirement years, to enable them to stay in the District for as long as possible	Facilitate and lead on a Positive Ageing Strategy that aims to enhance quality of life for older people in the District	ACC funded programme to assess for fracture risk in elderly residents and focus on exercise followed by referral to a Strength and Balance programme managed by Age Concern.	Brochure re services for older people in Taihape to be finalised, printed and distributed
Opportunities for people with children to access the quality of life they desire for their families	Facilitate and lead on a Youth Action Plan that aims to enhance quality of life for children and young people in the District	MYD funding for Youth Action Plan 2015/16 approved for young people in Taihape to take part in the 7-day makeover process in Taihape.	7-day makeover dates currently fixed for 30 Nov - 6 Dec
A more equal and inclusive community where all young people are thriving, irrespective of their start in life	Council will facilitate and lead on a Community Charter that supports all young people in our District to become the best adult that they can	The Board has engaged with the Community Investment process which will take place over the next 8-10 months.	Develop Action Plans to address pre-school and primary aged age groups. Develop engagement with young people in the Charter.
Cohesive and resilient communities that welcome and celebrate diversity	Develop high trust contracts with agencies in each of the three main towns to undertake community development	Ongoing	Final report for 2014/15 from MOU agencies due in August
Funding schemes which have clear criteria, which are well publicised, and where there is a transparent selection process	Facilitate at least an annual opportunity for community organisations to apply for funding under the various grant schemes administered by the Council	The Community Initiatives Fund and Events Sponsorship Scheme have been open for applications throughout July.	Allocate first round of CIF and ESS.
	Publish the results of grant application process to a Council-run forum showcasing the results of grant application processes where successful applicants provide brief presentations and are open to questions	Meeting for events organisers held during July. Some enthusiasm for a regular get together to share/showcase events.	Similar to be implemented for CIF.
To see Council civil defence volunteers and staff at times of emergency (confidence in the activity)	Contract with Horizons to provide access to a full-time Emergency Management Officer	On Track	
	Arrange regular planning and operational activities	June flood event tested systems and resources, some areas for improvement identified at debriefs and action list developed to implement required changes.	EIMS training for key staff and the all other staff
To be assured of adequately trained, resourced and responsive rural fire force to reduce the incidence of life and property threatening fire	Provide fully trained and adequately resourced volunteer personnel who are in a position to respond to rural fire call-out with the minimum of delay	Ongoing and is on track	

ENVIRONMENTAL AND REGULATORY SERVICES GROUP OF ACTIVITIES 2015/16			Jul-15
Performance measures in LTP/Annual Plan			
What are they:	Targets	Progress to date	
Timeliness of processing the paperwork (building control, consent processes, licence applications)	At least 92% of the processing of documentation for each of Council’s regulatory and enforcement services is completed within the prescribed times		
Possession of relevant authorisations from central government	Accreditation as a building consent authority maintained		
Timeliness of response to requests for service for enforcement call-outs (animal control and environmental health); within prescribed response and resolution times	Improvement in timeliness reported in 2013/14 (84% were responded to in time and 61% completed in time)		
Requests for Service			
What are they:	Completed on time	Completed late	Overdue
Animal Control			
Animal Control Bylaw matter			
Animal welfare			
Attacks on animal			
Attacks on humans			
Barking dog			
Dog Property Inspection (for Good Dog Owner)			
Found dog			
Lost Animal			
Microchip dog			
Property Inspection - Animal Control Problem			
Rushing at animal			
Rushing at human			
Stock worrying			
Wandering stock			
Wandering/stray dog			
Building Control			
BCA Complaint			
Dangerous or unsanitary building			
Property inspection			
Environmental Health			
Abandoned Vehicle			
Dead animal			
Dumped rubbish (Outside town boundary)			
Dumped rubbish (within town boundary)			
Fire Permit - urban (restricted fire season only)			
Fire Permit - rural			
Food premises health issue			
Hazardous substances			
Livestock issues (non-impound)			
Noise - day and night			
Pest Problem			
Recycle Bins			
Smell or Smoke			
Untidy/overgrown section			
Vermis			
Totals for group		Page 22	

ENVIRONMENTAL AND REGULATORY SERVICES TEAM			Jul-15
Major programmes of work outlined in the LTP/Annual Plan 2015/16			
What are they:	Targets	Progress for this reporting period	Planned for the next two months
District Plan (and other) review processes conducted frugally	Continuous monitoring of operative District plan for minor changes.	P/PI committee have discussed potential plan change required on Rural zone and Liquefaction/Ground shaking	Business as usual
	District Plan change implemented		Business as usual
Give effect to the provisions of the Food Bill, when enacted	Implement the Food Premises Grading Bylaw	Awaiting Regulations	Business as usual
Other regulatory functions			
What are they:	Targets	Statistics for this month	Narrative (if any)
Building Consents	Report on number of building consents processed, the timeliness and the value of consented work	28 BC's processed in July, 100% processed within 20 days, average days to process = 8 days. Value of work = \$1,770,374	2 new houses being built worth \$285,00 and \$650,000. Farmland Foods upgrade of site \$171,000, re roofing at Rangitikei College \$55,000. 2 new sewerage systems worth \$40,000 and \$25,000 being installed. Pole sheds and roofing of covered yards worth \$80,000, \$150,000 and \$30,000. Various house alterations and woodburner installations account for the rest of the amount
	Code of compliance certificates, notices to fix and infringements issued.	35 CCC issued, 2 NTF issued, 1 infringement issued	
Resource Consents	Report on: a) number of land use consents issued and timeliness	4 Land use consents issued with 100% processing time frame, average processing days = 11	
	b) subdivision consents and timeliness	3 Subdivision consents issued with 100% processing time frame, average	
	c) section 223 and 224 certification and timeliness,	3x s223 and 3x s224 certificates issued within 100% timeframe	
	d) abatement and infringements issued.		
Dog Control	Report on number of new registrations issued, dogs impounded, dogs destroyed and infringements issued.	428 New Dogs Registered, 11 Impounded, 5 Deceased, 0 Infringements	428 New Dogs Registered, 11 Impounded, 5 Deceased, 0 Infringements, 2586 Dogs Registered
Bylaw enforcement	Enforcement action taken		
Liquor Licensing	Report on number and type of licences issued .	2 Special Licences, 2 New Managers, 5 Renewal of Managers	2 Special Licences, 2 New Managers, 5 Renewal of Managers

Attachment 4



Rangitikei
UNUSPILT...

REPORT

SUBJECT: **Update on Legislation and Governance Issues**

TO: Policy/Planning Committee

FROM: Michael Hodder, Community & Regulatory Services Group Manager

DATE: 3 August 2015

FILE: 3-OR-3-5

1 Executive summary

- 1.1 This update notes legislative and regulatory changes in the past month which impact on the Council's operations.
- 1.2 There have been no further specific announcements about the scope of amendments to the Resource Management Act.
- 1.3 The Local Government and Environment Select Committee has invited submissions on the Environmental Protection Authority (Protection of Environment) Amendment Bill. Submissions are due by 10 September 2015.
- 1.4 The Transport and Industrial Relations Select Committee has reported back to Parliament on the Health and Safety Reform Bill, recommending a range of amendments which ease the requirements on small businesses, farms and volunteers.
- 1.5 The Ministry of Health has released a consultation document 'Strategy to prevent and minimise gambling harm, 2016/17 to 2018/19'. Submissions are due by 11 September 2015.
- 1.6 The Ministry for the Environment is preparing advice to the Government on the recommendation made in June 2014 by the Parliamentary Commissioner for the Environment that a national policy statement is prepared on onshore oil and gas exploration.

2 Resource Management Act

- 2.1 Timing for the introduction of an amendment Bill remains uncertain.

3 Environmental Protection Authority (Protection of Environment) Amendment Bill

3.1 On 23 June 2015, the Environmental Protection Authority (Protection of Environment) Amendment Bill was given its first reading in Parliament and referred to the Environment and Local Government Select Committee. As is normal, submissions have been invited; they are due in 10 September 2015.

3.2 The Bill is a private Member's Bill (Meka Whaitiri, Ikaroa-Rāwhiti). It proposes to make explicit that the Authority's objective is to protect, maintain and enhance New Zealand's environment. Currently the objective for the Authority is 'to undertake its functions in a way that contributes to the efficient, effective and transparent management of New Zealand's environment and natural and physical resources; and enables New Zealand to meet its international obligations'.

3.3 The Government does not support the Bill. The Authority currently has a precisely defined scope, which is to

- administer applications for major infrastructure projects,
- regulate new organisms (plants, animals, GM organisms) and hazardous substances and chemicals,
- help industries work safely with hazardous substances,
- administer the Emissions Trading Scheme and New Zealand Emission Unit Register, and
- manage the environmental impact of activities in the EEZ, including prospecting for petroleum and minerals, seismic surveying and scientific research.

3.4 The interrelationships between the Environmental Protection Authority Act 2011, the Resource Management Act 1991, the Climate Change Response Act 2002 and the Exclusive Economic Zone and Continental Shelf (Environmental Effects) Act 2012 do not seem to have been considered in formulating this Bill. However, they underpin what the Authority does and its independence: widening its brief may jeopardise that and blur the accountabilities of the Authority, the Ministry for the Environment and the Ministry for Primary Industries. It is unlikely that Council can contribute meaningfully to this discussion through a submission to the Select Committee.

4 Strategy to prevent and minimise gambling harm: Consultation document

4.1 On 31 July 2015 the Ministry of Health released its consultation document on preventing and minimising gambling harm. It comprises:

- a draft nine-year strategic plan, 2016/17 to 2014/25,

- a draft three-year service plan 2016/17 to 2018/19,
 - a draft problem gambling levy rates for 2016/17 and 2017/28, and
 - a Gambling Harm Needs Assessment 2015.
- 4.2 This publication reflects requirements in sections 317-318 of the Gambling Act 2003. The Ministry of Health has been assigned the responsibility for developing the strategy at three-yearly intervals, and for implementing it.¹ The Crown recovers the cost of developing and implementing the strategy, by way of a 'problem gambling levy' set by regulation at a different rate for each of the main gambling sectors. The Act specifies consultation requirements for the development of the strategy and the levy rates.
- 4.3 The gaming industry and those organisations working to address problem gambling are the main target groups for this consultation. It is not proposed that Council makes a submission, but the needs assessment in the Ministry's consultation document will be relevant to the Council's review of its Gambling venue policy, next year. It is attached as Appendix 1.

5 Progress with Health and Safety Reform Bill

- 5.1 On 24 July 2015 the Transport and Industrial Relations Select Committee reported back to Parliament on this Bill. The Select Committee was split, with Government members issuing a majority report recommending that the Bill be passed with various amendments. The main amendments proposed are:
- removing worker participation practices in small businesses (i.e. with fewer than 20 workers) which are in low-risk sectors.
 - distinguishing between 'volunteer workers' (who work on an ongoing and regular basis) and casual volunteers, thus continuing the distinction in the Health and Safety in Employment Act 1992². However, it is proposed to exclude volunteer workers who participate in fund-raising activities, assist an educational institute, sports club or recreation club with sports or recreation, or assist with activities for an educational institute outside its premises, or care for other people in the volunteer's home.³
 - narrowing the range of 'officers' obliged to do personal due diligence on health and safety so that it confined to the most senior officers of an organisation, potentially just the chief executive.

¹ The Act is administered by the Department of Internal Affairs.

² Sections 3C and 3D.

³ This should address LGNZ's concerns (noted 4 December 2014) about volunteers helping with council events such as stream clean-ups. However, volunteers in local libraries, information centres and museums will be deemed 'volunteer workers'.

- clarifying what constitutes a workplace by defining it as a place where work is being carried out (e.g. on a power pole) or 'customarily' carried out (e.g. in a workshop). So, on a farm only those farm buildings and structures necessary for the operation of a farm business and the areas immediately surrounding them will be a workplace *all* the time: other parts of a farm will only be a workplace when work is being carried out there. This is intended to remove (or at least reduce) the need for farmers to manage and control walking and other public use of farm land for recreational purposes.
- clarifying that elected members of local councils, while expected to exercise due diligence on health and safety matters affecting council business⁴ and the processes available and used (but not council-controlled organisations), have liability only when they were acting in that capacity. This liability has some specific exclusions.
- reducing the limitation period for prosecutions to one year (from the two years in the Bill).

5.2 When passed this legislation will be known as the Health and Safety at Work Act.

6 Possible National Policy Statement on onshore oil and gas exploration

6.1 In June 2014, the Parliamentary Commissioner for the Environment recommended that a National Policy Statement be prepared covering onshore oil and gas exploration. This followed the Commissioner's study in 2012, 'Evaluating the environmental impacts of fracking in New Zealand' and a further report (released in 2014) on government oversight and regulation. She also made recommendations about the oversight of well design and construction, liability for when something goes wrong, the enforcement of hazardous substance controls, and the disposal of waste on farmland.

6.2 Some of the expansion onshore is enabled by hydraulic fracturing (fracking) – a technique that makes it possible to extract oil and gas that was previously inaccessible. To date most oil and gas extraction has been in Taranaki using conventional techniques. Fracking enables a rapid expansion into new types of rocks in other parts of the country, such as the shales of the North Island's East Coast Basin. This basin stretches from Gisborne to Wairarapa, and exploratory wells have been recently drilled near Gisborne and Dannevirke. The Commissioner considered there are significant risks:

The East Coast Basin is very different to Taranaki. The geology is different, and the East Coast is drier, more seismically active, and reliant on several key aquifers. The shale in this part of the country has been compared with

⁴ However, council-controlled organisations are excluded, unless the elected member is also an officer of such an organisation.

the Bakken and Eagle Ford rock formations in the United States where the number of oil and gas wells multiplied rapidly in just a few years.⁵

- 6.3 A little earlier, in March 2014, the Ministry for the Environment (MfE) issued *Managing Environmental Effects of Onshore Petroleum Development Activities (Including Hydraulic Fracturing): Guidelines for Local Government*.⁶ While lengthy, these guidelines have no legal or statutory basis.
- 6.4 MfE and the Ministry of Business, Innovation and Employment (MBIE) are currently arranging meetings with local government staff to determine what particular issues in respect to environmental management of oil and gas activities may warrant additional national guidance and/or direction, taking into account local government's perspectives, capacity and priorities. While the geology of the Rangitikei is not currently viewed as conducive to fracking, Council staff will monitor the outcome of these discussions.

7 Recommendations

- 7.1 That the report 'Update on legislation and governance issues' to the Policy/Planning Committee's meeting of 13 August 2015 be received.

Michael Hodder
Community & Regulatory Services Group Manager

⁵ Parliamentary Commissioner for the Environment, Annual Report, 2013/14: p. 13.

⁶ <http://www.mfe.govt.nz/sites/default/files/managing-environmental-effects-of-onshore-petroleum-development-activities-pdf.pdf>

Appendix 1

4 Gambling Harm Needs Assessment 2015

4.1 Introduction

The Gambling Act 2003 (the Act) requires the Ministry to undertake and consult on a needs assessment when developing the strategy. This section summarises key information (particularly research findings) that emerged from the 2015 Needs Assessment the Ministry carried out for this purpose. Anyone wishing to consider the issues in more detail may find it useful to refer to the publications cited here.

Two documents prepared in 2009 and 2012 to inform earlier needs assessments are still available on the Ministry's website (Francis Group 2009; Allen and Clarke 2012). A 2015 update report to inform the strategy for 2016/17 to 2018/19 is also available on the Ministry's website (Allen and Clarke 2015).

4.2 The gambling environment

4.2.1 Gambling participation

Numerous studies have examined gambling participation in New Zealand.

From 1985 to 2005, the Department of Internal Affairs (DIA) ran a five-yearly survey of people's participation in and attitudes towards gambling (summarised in DIA 2008). In 1991 and 1999 it also commissioned national surveys of gambling and problem gambling prevalence, the latter being only one component of the much larger New Zealand Gaming Survey (Abbott and Volberg 1991 and 1992; Abbott and Volberg 2000; Abbott 2001).

In 2002/03, 2006/07 and 2011/12 the Ministry included gambling components in the New Zealand Health Survey (NZHS) (Ministry of Health 2006b, and 2009; Rossen 2014), and in 2012 commissioned the multi-phase National Gambling Study (NGS) (Abbott et al 2014a, 2014b, 2014c and 2015).

In 2006/07 the Gaming and Betting Activities Survey was run by what was then the Health Sponsorship Council and is now the Health Promotion Agency (HPA). This was followed in 2008, 2010, 2012 and 2014 by successive iterations of the New Zealand Health and Lifestyles Survey (HLS), which included gambling components (Gray 2011; Health Sponsorship Council 2012; Tu 2013; HPA in press).

In 2007 Massey University's Centre for Social and Health Outcomes Research and Evaluation and Te Ropu Whariki undertook a large gambling participation survey, which it subsequently reported in its *Assessment of the Social Impacts of Gambling in New Zealand* (SHORE/Whariki 2008).

Estimates derived from surveys can vary markedly depending on a variety of factors, including the size of the sample, the response rate, how 'adult' is defined, how 'gambling activity' is defined and how survey questions are presented to participants – for example, by telephone or face-to-face. However, the findings set out below have all tended to emerge from many of the surveys cited.

- Most adults in New Zealand gamble at least occasionally. For example, the 2012 NGS estimated that 80 percent of people aged 18 or over had taken part at least once in at least one gambling activity in the previous 12 months.
- Only a minority participate in any gambling activity other than buying New Zealand Lotteries Commission (NZLC) products or raffle tickets. For example, the 2012 NGS estimated that 62 percent of adults had bought a Lotto ticket at least once in the previous year. However, it also estimated that, in the previous year, only:
 - 14 percent had played a non-casino gaming machine (NCGM) at least once
 - 12 percent had bet on a horse or dog race at least once
 - 8 percent had played a casino gaming machine in New Zealand at least once
 - 5 percent had bet on a sports event at least once
 - 4 percent had played a casino table game in New Zealand at least once.
- Differences among gambling activities are pronounced when the frequency of participation is considered. For example, the 2012 NGS estimated that 17 percent of adults bought Lotto tickets at least once a week, but only 1.5 percent played an NCGM this frequently.
- Gambling participation has fallen, and frequent participation in riskier forms of gambling has fallen markedly, since the 1990s. For example, the 1991 national survey estimated that 18 percent of adults participated at least once a week in continuous forms of gambling;¹⁴ the equivalent 2012 NGS estimate was 6 percent. As another example, DIA's 1990 participation and attitudes survey estimated that 5 percent of adults played an NCGM at least once a week, while the equivalent figure in the last such survey in 2005 was 3 percent, and the 2012 NGS estimate was 1.5 percent. Results from the HLS suggest that these trends have levelled off.
- Most surveys report demographic differences in gambling participation, but they do not always agree on the details of these differences. The following are some of the findings common to a number of surveys.
 - Asian and Pacific adults are less likely to participate in gambling than European/Other and Māori adults (the figures in the 2012 NGS were 61 percent, 75 percent, 82 percent and 85 percent respectively).
 - Patterns of gambling participation among Pacific and Asian populations appear to be bi-modal: adults in these populations are less likely to participate in gambling, but those that do tend to gamble relatively heavily.
 - Adults under 35 are more likely than older adults, and Māori adults are more likely than adults of other ethnicities, to play NCGMs. Pacific adults are more likely than Māori or European/Other adults to play casino gaming machines. Some segments of the Asian population are more likely than adults of other ethnicities to gamble on casino tables.
 - Adults under 35 are more likely than older adults to bet on sports events.
 - Males are more likely than females to bet on sports events and possibly horse or dog races, casino gambling and card games. Females are more likely than males to play housie and possibly to purchase Instant Kiwi or other scratch tickets.
 - Māori adults are more likely than European/Other and Asian adults to participate frequently in continuous forms of gambling.

¹⁴ Continuous forms of gambling offer the opportunity for rapidly repeated cycles of risking money, determining the result, collecting winnings and again risking money. Examples of continuous forms of gambling include NCGMs, casino table games and betting on horse or dog races.

4.2.2 Number and location of gambling outlets

Analyses in 2005, 2009, 2012 and 2015 (Ministry of Health 2006a; Francis Group 2009; Allen and Clarke 2012 and 2015) show an association between numbers of NCGM venues, numbers of NCGMs and NCGM expenditure on the one hand and higher deprivation on the other. Analyses in some of these reports also suggest that NZLC and New Zealand Racing Board (NZRB) retail outlets tend to be located in higher deprivation areas.

The number of licensed NCGM venues in New Zealand peaked at more than 2200 in the late 1990s, and has been declining relatively steadily ever since. The quarterly total of licensed NCGMs peaked at 25,221 on 30 June 2003, the end of the last quarter before the passing of the Act. The number of licensed machines dropped by around 2000 shortly after the Act was passed, and has been falling relatively steadily since. As at 31 March 2015 there were 1277 venues and 16,614 machines.

There are currently six casinos in New Zealand: one each in Auckland, Hamilton, Christchurch and Dunedin, and two in Queenstown.

Table 28 shows the number of machines and tables currently licensed for each casino.

Table 28: Gaming machines and tables in New Zealand's six casinos

Casino	Gaming machines	Tables
SKYCITY Auckland	1647	110
SKYCITY Hamilton	339	23
Christchurch Casino	500	36
Dunedin Casino	180	12
SKYCITY Queenstown	86	12
SKYCITY Wharf (Queenstown)	74	6
Total	2826	199

Source: New Zealand Gambling Commission 2015.

The Hamilton casino was the last to open, in 2002. Changes to the law in 1997, when there were already two casinos and four licence applications, imposed a moratorium on any further applications. The Act subsequently prohibited any new casinos and any increase in opportunities for casino gambling in the existing casinos.

The casino sector is dominated by the Auckland casino, which generates around three-quarters of New Zealand's casino gambling expenditure. The New Zealand International Convention Centre Act 2013 might increase that dominance (see 2.1.3 and 3.4.6 above). As a result of that Act, the Auckland casino is likely to add as many as 230 single-terminal gaming machines and 40 tables during the 2016/17 to 2018/19 period, which is likely to lead to some increase in expenditure on casino gambling.

The NZLC *Annual Report* for the year ended 30 June 2014 said that its retail network encompassed more than 1300 outlets. The NZRB *Annual Report* for the year ended 31 July 2014 said that its TAB retail outlets totalled around 675, and that 33 of those venues hosted NCGMs.

The only other venue-based gambling of any significance in New Zealand is housie. It is scarcely mentioned in this Needs Assessment because there is clear evidence (most recently from the 2012 NGS) that rates of participation in housie are low and the amount spent by housie players is only a fraction of the amount spent in the next smallest gambling sector (NZRB products).

4.2.3 Online gambling

Estimates of the number of people in New Zealand who gamble online are the subject of considerable debate. When considering different estimates of participation in online gambling, it is worth noting that, all other things being equal, larger surveys are more reliable than smaller surveys. It is also worth noting that online surveys tend to produce higher estimates than face-to-face or telephone surveys, probably because (by definition) those who respond to online surveys are more active online than adults in the general population.

The 2012 NGS was a large face-to-face survey (involving 6,251 respondents aged 18 or over). It estimated that 5 percent of adults had used the NZLC MyLotto website to buy a Lotto ticket, and 0.7 percent had used it to buy a Keno ticket, at least once in the previous year. It also estimated that 3 percent of adults had bet on a horse or dog race, and 2 percent had bet on a sports event, with the NZRB by telephone, online or by interactive television, at least once in the previous year.

There is external validation for these estimates in the form of NZLC online sales figures and MyLotto account numbers from the NZLC's May 2012 *Statement of Intent 2013–2015* (see pp 9 and 14 respectively),¹⁵ and in reports of a recent surge in the number of TAB account holders in the NZRB's *Annual Report* for the year ended 31 July 2012 (see pp 6 and 10).¹⁶

It is also worth noting that the NZRB reported spending of \$283 million on its race betting and sports betting products in 2011/12. The estimate for a similar period arrived at by aggregating the typical monthly spending on those products reported by respondents to the 2012 NGS (excluding one particularly large spender) was \$329 million. These two figures are remarkably close.

In regard to cross-border gambling, the 2012 NGS estimated that in total 1.7 percent of adults had participated at least once in at least one form of cross-border gambling online or by telephone in the previous year (excluding those who had only bought a ticket in an overseas raffle or lottery, some of whom would have done so online). It estimated that 0.4 percent of adults had bet on a horse or dog race and 0.4 percent on a sports event with an overseas organisation by telephone or online at least once in the previous year. It also estimated that 0.4 percent of adults had played poker for money or prizes online, and 0.6 percent had paid to participate in other forms of gambling online through an overseas website, at least once in the previous year. (Note that the estimates reported here are a little lower than those in the published NGS report, because the current estimates use 2013 Census adjustments that were not available at the time the NGS report was prepared.)

¹⁵ <https://mylotto.co.nz/assets/footer-pages/downloads/Statement-Of-Intent/Statement-of-Intent-2012-FINAL.pdf>, accessed 17 June 2015.

¹⁶ <http://www.nzracingboard.co.nz/annual/>, accessed 17 June 2015.

With one exception, the online gambling estimates from the 2010 HLS (Devlin 2011) support the 2012 NGS estimates. The exception is the 2010 HLS figure for the percentage of adults buying tickets through the MyLotto website, which looks a little lower than the 2012 NGS estimate. Once again, however, there is external evidence that the number of MyLotto registered players and sales did actually grow over this two-year period, and continued to grow subsequently (NZLC *Annual Report* to 30 June 2010, p 20¹⁷ and *Annual Report* to 30 June 2014, pp 6 and 16).¹⁸

Growth in the number of TAB accounts seems to have been far more modest (NZRB *Annual Report* for the year ended 31 July 2014, p 5).¹⁹

The 2012 NGS estimate of the total amount New Zealanders spent gambling with overseas gambling operators online or by telephone in the previous year (derived by aggregating the typical reported monthly spending) was around \$41 million. This estimate excludes the amount spent online on overseas lotteries, and excludes one large spender. The estimate for betting on races and sports events specifically was around \$16 million. This estimate is likely to be reasonably accurate, because the 2012 NGS estimate of the amount New Zealanders spent with the NZRB is reasonably accurate, as discussed above. By contrast, the 2012 NGS estimates for online spending with overseas gambling operators on other more continuous forms of gambling are less likely to be accurate, because of a known tendency for people to under-report spending on those forms of gambling.

The HLS is far smaller than the NGS but it has the advantage of being conducted regularly. Like the NGS, it is a face-to-face survey. The 2010 HLS estimated that 2.1 percent of adults had gambled online through an overseas website at least once in the previous year. The figure in 2012 was 1.4 percent. In 2014 a slightly different HLS question produced an estimate just under 4 percent.

At first glance, this figure looks like a large increase. However, because the HLS is a small survey (involving fewer than 3000 respondents), confidence intervals can be relatively wide. For example, the 2012 figure might actually have been as high as 2.6 percent, and the 2014 figure might actually have been as low as 2.4 percent. This fact, the fact that the 2012 HLS estimate was lower than the equivalent 2010 estimate and the change to the HLS question in 2014 all suggest that the percentage of adults gambling online with an overseas-based gambling operator probably did not increase between 2010 and 2014.

As discussed above, the equivalent 2012 NGS figure was 1.7 percent (which is very similar to the 2012 HLS estimate of 1.4%). The second wave of the NGS in 2013 (Abbott et al 2015) produced an estimate of 1.2 percent for this measure. These figures also suggest that the percentage of adults gambling online with an overseas-based gambling operator is not increasing.

Table 29: Percentage of adults gambling at least once in the previous year online with an overseas operator (point estimate and 95% confidence interval)

	2010	2012	2013	2014
HLS (n < 3000)	2.1% (0.7% to 3.4%)	1.4% (0.6% to 2.6%)	–	4.0% (2.4% to 6.0%)
NGS (n = 6251 in 2012; = 3745 in 2013)	–	1.7% (1.2% to 2.1%)	1.2% (0.8% to 1.7%)	TBA

¹⁷ <http://www.treasury.govt.nz/commercial/resources/pdfs/nzlc/nzlc-ar-09-10.pdf>, accessed 17 June 2015.

¹⁸ <https://mylotto.co.nz/assets/footer-pages/downloads/Annual-Reports/LOT0550-Annual-Report-2014-WEB.pdf>, accessed 17 June 2015.

¹⁹ <http://www.nzracingboard.co.nz/annual/>, accessed 17 June 2015.

In regard to specific gambling activities, the 2014 HLS estimated that 1.7 percent of adults had bet on horse or dog races, 1.6 percent had bet on sports events, 1.2 percent had played casino games such as blackjack or roulette and 1 percent had played internet poker online, with an overseas operator, at least once in the previous year. It also estimated that 1.4 percent of adults had 'played an internet game to win money' at least once in the previous year.

The largest differences between the 2012 NGS and the 2014 HLS estimates relate to percentages of people betting on horse or dog races (0.4% in the 2012 NGS, compared with 1.7% in the 2014 HLS) and betting on sports events (0.4% in the 2012 NGS, compared with 1.6% in the 2014 HLS). This suggests the possibility of an increase between 2012 and 2014 in the percentage of adults participating at least once in either or both of these two *specific forms* of betting. (It is worth noting that the 2014 HLS estimated that around half of those who bet on horse or dog races or bet on sports events online with an overseas operator bet on both types of activity at least once.) However, for the reasons outlined above, it would be preferable to wait for similar findings from a future iteration of the NGS before concluding that such an increase has occurred.

It is possible that most cross-border online betting from New Zealand on horse races, dog races and sports events involves Australian gambling operators. In 2012 the New Zealand dollar typically bought 70 to 80 Australian cents. In 2014 and 2015 it typically bought over 90 Australian cents. If there has been an increase in cross-border online betting on these activities, changes in the exchange rate might be a relevant factor.

The number of people gambling online is likely to increase in future to at least some extent as smartphone access and broadband speed and capacity increase, and as online methods of transferring funds become more secure and more trusted. The likely impacts of such changes are difficult to forecast.

4.2.4 Gambling expenditure²⁰

Total gambling expenditure (player losses) in the four main gambling sectors increased almost every year from 1983/84 to a peak of \$2.039 billion in 2003/04, before dropping slightly in 2004/05 to \$2.027 billion. Between 2004/05 and 2013/14, annual expenditure in these four sectors ranged around the \$2 billion mark, from \$1.928 billion (in 2009/10) to \$2.091 billion (in 2013/14). In inflation-adjusted terms, the 2013/14 figure of \$2.091 billion was around half a billion dollars below the \$2.039 billion figure for 2003/04.

Much of the growth over the past 25 years is attributable to spending on NCGMs, which were first licensed in 1988. Spending on NCGMs rose every year, from \$107 million in 1990/91 to a high of \$1.035 billion in 2003/04, when it accounted for more than half the annual total for the four sectors.

Over the ten years from 2004/05 to 2013/14, spending in the NCGM sector fell from \$1.027 billion to \$808 million, even without adjusting for inflation. Spending dropped after changes to smoke-free legislation came into effect on 10 December 2004, and dropped again in early 2008 after the global financial crisis struck. The reduction in machine numbers since September 2003 might also have led to an underlying trend of declining spending. However, it is worth noting that NCGM spending in Canterbury increased after the earthquake in February 2011, despite the number of functioning machines and venues dropping substantially.

²⁰ The expenditure figures in this section are sourced from the DIA website:
http://www.dia.govt.nz/diawebsite.nsf/wpg_URL/Resource-material-Information-We-Provide-Gambling-Expenditure-Statistics (accessed 17 June 2015).

Some of the growth in spending between 1984 and 2004 was attributable to New Zealand's six casinos, the first of which opened in 1994 and the last in 2002. Casino spending increased every year until 2003/04. It declined a little in 2004/05, probably as a result of the smoke-free amendments, increased a little in 2005/06, then decreased and remained relatively flat until 2011/12. It is worth noting that the Christchurch casino was closed for some months after the earthquake in February 2011. The three years 2011/12 to 2013/14 were the highest to date for casino spending.

There has been increased spending on NZLC products in recent years, perhaps resulting from an increase in the number of Powerball balls from October 2007 (making large jackpots more likely), the availability of some products online since May 2008 and an increase in the number of Big Wednesday balls from September 2011 (again making large jackpots more likely) (see Table 30).

Table 30 shows gambling expenditure statistics for 2005/06 to 2013/14 in actual dollars (not inflation-adjusted) for the four main gambling sectors. In each of the nine years covered by the table, NCGMs and casinos together made up between 62 percent and 71 percent of total expenditure in these four main gambling sectors.

Most casino gambling expenditure also derives from gaming machines. For example, SKYCITY Entertainment Group's *Annual Results Presentation* for the year ended 30 June 2014²¹ suggested that spending on gaming machines in its Auckland casino totalled almost \$218 million; this figure represents more than 40 percent of the total amount DIA says was spent on all casino gambling activities in all six New Zealand casinos in that year (\$509 million).

The 2014 HLS estimated that 13.5 percent of adults in New Zealand had played an NCGM, and 7.3 percent had played a casino machine, at least once in the previous year. Comparing the expenditure information in this section with the gambling participation information from that survey is enlightening. The comparison indicates that most of the money spent on gambling in New Zealand comes from a relatively limited number of people who play non-casino or casino gaming machines, or both. DIA's gambling expenditure statistics and the findings from its 'Participation in, and Attitudes Towards, Gambling' Surveys suggest that this has been the case for more than a decade.

Table 30: Gambling expenditure in the four main sectors, 2005/06 to 2013/14

Gambling sector	2006 (\$m)	2007 (\$m)	2008 (\$m)	2009 (\$m)	2010 (\$m)	2011 (\$m)	2012 (\$m)	2013 (\$m)	2014 (\$m)
NCGMs	906	950	938	889	849	856	854	826	808
Casinos	493	469	477	465	454	471	509	520	509
NZLC	321	331	346	404	347	404	419	432	463
NZRB	258	269	272	269	278	273	283	294	311
Total	1977	2020	2034	2028	1928	2005	2065	2072	2091

Source: Gambling expenditure statistics, DIA (downloaded 17 June 2015). The sum of the column entries may not be exactly the same as the relevant total, because of rounding.

²¹ http://media.corporate-ir.net/media_files/IROL/16/162796/FY14PresentationFINAL.pdf, accessed 17 June 2015.

4.3 Harm and the risk of harm from gambling

Most adults in New Zealand gamble at least occasionally. Most of those who gamble enjoy doing so, and do so without causing harm to themselves or others. As noted above, most of those who gamble do not participate in activities like gaming machine gambling, yet those are the forms of gambling on which most money is spent.

Harm from gambling can include, among other things, relationship breakdown, depression, suicide, reduced work productivity, job loss, bankruptcy, and various types of gambling-related crime (including family violence, crime committed to finance gambling, and using gambling to launder the proceeds of crime).

In 2010, the Australian Productivity Commission noted that the potential for significant harm from some forms of gambling is what distinguishes gambling from most other enjoyable recreational activities (Productivity Commission 2010). The following are some of the other important points made in the Productivity Commission report.

- There are ‘ripple effects’: harms can and often do extend beyond gamblers to encompass family members, friends, employers, colleagues and whole communities.
- The core objective of a public health or consumer approach to gambling (which the Productivity Commission considered to be the best approach) is the prevention and mitigation of harm, which also entails the mitigation of risk factors that might be associated with future harm.
- People categorised as ‘problem gamblers’ by any one of a variety of screening instruments remain a central policy concern, because the harms associated with their gambling are more intense and damaging to themselves and others.
- However, a narrow focus on ‘problem gamblers’ (in the sense of people scoring above a certain threshold on a screening instrument) is not appropriate, because:
 - it ignores substantial existing harm and risks of future harm among, and/or associated with the gambling of, gamblers who would not be categorised as ‘problem gamblers’ by screening instruments
 - it can lead to an excessive focus on individual traits (such as prior mental health conditions) that may *sometimes* precipitate gambling problems.
- People playing gaming machines face much greater risks than people who gamble on other forms: the likelihood of harm rises steeply with the frequency of gaming machine gambling and with gaming machine expenditure levels.

4.3.1 Prevalence of at-risk gambling

This section discusses behaviour that would be categorised as ‘problem’ gambling, ‘moderate-risk’ gambling or ‘low-risk’ gambling on the basis of answers to questions in standard problem gambling screens, such as the Problem Gambling Severity Index (PGSI). In interpreting figures in this section, it is worth noting that:

- although the percentages are relatively small, they represent a substantial number of people
- as the Productivity Commission noted, and as responses to individual PGSI items suggest, even low-risk gamblers may suffer some harm from their own gambling

- figures for at-risk gambling based on screening instruments typically do not include ‘ripple’ effects – the harm suffered by others as a result of one person’s gambling
- responses to screening instruments are not the only way of estimating the current extent of gambling harm or the risk of future harm (see section 4.3.2).

It is difficult to make definitive statements about trends in the prevalence of at-risk gambling in New Zealand. This is partly because the segment of the population that exhibits this sort of behaviour is relatively small; partly because the available studies do not all use the same screening instruments; and partly because the available studies differ in terms of methodology, response rate and sample size.

Using the PGSI, the 2012 NGS estimated that:

- 0.7 percent of adults in New Zealand (approximately 24,000 people) were current problem gamblers
- 1.8 percent (60,000 people) were current moderate-risk gamblers
- 5.0 percent (168,000 people) were current low-risk gamblers
- 92.6 percent (3.109 million people) were current non-problem (‘recreational’) gamblers or non-gamblers.

Estimates from the 2010, 2012 and 2014 HLS are broadly similar.

Responses to individual PGSI items are also informative. For example, the 2012 NGS estimated that gambling had caused health problems, including stress or anxiety, for 1.4 percent of adults at least sometimes in the year before the Survey. Equivalent estimates were 4.7 percent for low-risk gamblers, 37.1 percent for moderate-risk gamblers, and 85.3 percent for problem gamblers.

After considering a wide variety of studies conducted in New Zealand over the previous three decades, the 2012 NGS considered it likely that the prevalence of problematic gambling (defined as moderate-risk gambling and worse) had reduced during the 1990s and since remained at around the same level (see Abbott et al 2014b, pp 109–15).

A comparison of the 2006/07 and 2011/12 iterations of the NZHS discloses a significant reduction in the prevalence of low-risk gambling between the two studies, but no statistically significant change in the prevalence of moderate-risk or problem gambling. A comparison of the 2010, 2012 and 2014 iterations of the HLS discloses apparent reductions in the proportion of low-risk gamblers and the proportion of the combined moderate-risk/problem gambler group between 2010 and 2012, but no apparent reductions between 2012 and 2014.

There is compelling evidence from both New Zealand and international research that the prevalence of at-risk gambling is associated with the number and nature of the gambling activities in which people participate, the frequency with which they participate, the amount they spend and the average length of a typical gambling session. The following are typical examples of associations that emerge from numerous studies.

- Those who participate in four or more different types of gambling in a year are more likely to be at-risk gamblers.
- Those who only buy lottery tickets are less likely to be at-risk gamblers.
- Those who gamble frequently on continuous forms of gambling are more likely to be at-risk gamblers.
- Those who participate in casino gambling and those who play NCGMs are more likely to be at-risk gamblers.

- Those who play gaming machines for more than three hours on an average playing day are more likely to be at-risk gamblers.
- Those who typically spend more than \$500 a month on gambling are more likely to be at-risk gamblers.

4.3.2 Numbers experiencing harm from gambling

This section discusses findings from survey questions (other than formal problem gambling screens) designed to elicit information about people's experience of gambling harm.

The 2006/07 NZHS estimated that 2.8 percent of adults (around 87,000 people) had experienced problems due to 'someone's' gambling in the year before the survey. The 2011/12 NZHS produced an almost identical estimate for the number of adults affected by 'someone else's gambling'. Neither survey included an equivalent question for children who had experienced problems due to someone's gambling.

In the 2006/07 NZHS, over half (53%) of the adults who reported experiencing problems due to someone's gambling reported that NCGMs were at least one of the forms of gambling involved, and 33 percent named casino machines. These two figures were almost identical in 2011/12. The next-highest figure in 2006/07 was 16 percent for betting on horse or dog races, followed by Lotto at 14 percent. In 2011/12, the next-highest figure was 22 percent for betting on horse or dog races and betting on sports events combined, followed by 10 percent for casino tables.

The HLS asks respondents about 'overdoing' gambling by spending more time or money gambling than intended; about arguments in the wider family or household over time or money spent on gambling; and about someone in the wider family or household going without something they needed or bills not being paid because too much was spent on gambling. All these indicators of harm appeared to reduce between 2010 and 2014 (although the wide confidence intervals mean that some of the reductions might not be statistically significant). The following are some of the findings.

- The 2010 HLS estimated that 6 percent of adults had 'overdone' their own gambling at least once in the year before the survey (a figure that was significantly lower than the estimate in the similar 2006/07 Gaming and Betting Activities Survey). The figure in 2014 was 2 percent.
- The 2010 HLS estimated that almost 22 percent of adults had experienced someone close to them 'overdoing it' in the previous year. The figure in 2014 was 13 percent.
- The 2010 HLS estimated that 5 percent of adults had experienced some argument about gambling in the previous year. The figure in 2014 was under 4 percent. The 2012 NGS estimate was a little lower.
- The 2010 HLS also estimated that 5 percent of adults had 'gone without' because of a person's gambling in the previous year. Once again, the figure in 2014 was under 4 percent, and the 2012 NGS estimate was a little lower.
- In both 2010 and 2014, NCGMs were by far the most common gambling form on which people reported themselves or someone else 'overdoing it', and were the form most often associated with an argument or with 'going without' (estimates were between 49 percent and 55 percent, depending on the question). Other forms that figured prominently in one or more questions were betting on horse or dog races, casino gaming machines, NZLC products and casino table games.
- Reports of 'overdoing it', arguments and 'going without' were much more common among frequent continuous gamblers and among the combined moderate-risk/problem gambler group.

4.3.3 Ethnicity and harm from gambling

There continues to be compelling evidence that Māori and Pacific peoples are more likely to suffer gambling harm (whether as a result of their own or someone else's gambling), and more likely to be at risk of future harm, than people in other ethnic groups. For example, the 2006/07 NZHS (a survey consisting of face-to-face interviews with 12,488 people aged 15 and over) reported the following estimates.

- Even after controlling for key demographic and socioeconomic variables, Māori still had over five times the risk of being a problem gambler compared to people who were not of Māori or Pacific ethnicity.
- Despite having significantly lower gambling participation rates, Pacific peoples had over five times the risk of being a problem gambler compared to people who were not of Māori or Pacific ethnicity, even after controlling for key demographic and socioeconomic variables.
- Approximately 1 in 16 Māori and Pacific males and 1 in 24 Māori and Pacific females were either moderate-risk or problem gamblers.
- After adjusting for age, Māori males were two times more likely and Pacific males almost three times more likely to have experienced problems due to someone's gambling in the previous year than males in the total population.
- After adjusting for age, Māori and Pacific females were 2.5 times more likely to have experienced problems due to someone's gambling in the previous year than females in the total population.

The overall situation for Māori and Pacific peoples had changed very little by the time of the 2011/12 NZHS (a survey consisting of face-to-face interviews with 12,596 people aged 15 and over). For example, the 2011/12 NZHS estimated that Māori and Pacific people were approximately three times more likely than European/Other people to be categorised as moderate-risk/problem gamblers, and found that these estimates had not changed significantly since the 2006/07 NZHS.

Most of the estimates from the 2010, 2012 and 2014 iterations of the HLS and most of the estimates from the 2012 NGS (involving 6251 face-to-face respondents) lead to similar conclusions. For example, like the analyses in the 2006/07 and 2011/12 iterations of the NZHS, multivariate analyses in the 2012 NGS concluded that even after taking into account key demographic and socioeconomic variables, Māori and Pacific peoples were significantly more likely to experience gambling harm. In addition, estimates from the 2012 NGS suggested that close to 50 percent of problem gamblers and close to 40 percent of moderate risk gamblers are Māori or Pacific. The 2012 NGS also concluded that 'ethnic and other disparities in the burden of harm have persisted since the time the first gambling survey was conducted in 1991' (Abbott et al 2014b, p 18).

Māori and Pacific populations are generally younger, and their proportion of the total population is predicted to grow in future. As a result, it is important that the issue of Māori and Pacific vulnerability to gambling harm be given priority.

The SHORE/Whariki (2008) study used a different method, but reported similar results. It reported that Māori and Pacific people were more likely than either Pākehā or Chinese/Korean people to have participated heavily in gambling other than lottery products (defined as participating for more than three hours a week in such gambling, or losing more than 5 percent of their personal income) in the previous year. For Pākehā and Chinese/Korean people, the associations between various forms of gambling and the 13 domains of life examined in the study were mixed, but sometimes positive. For Māori and Pacific people, by contrast, higher

levels of gambling, and particularly gambling on gaming machines in bars and casinos, were overwhelmingly associated with negative impacts and on many domains of life.

That study also reported that Chinese/Korean people were the least likely of four ethnic groups to have gambled at all in the previous year, and were the least likely to have participated in 8 of the 11 forms of gambling considered (the exceptions being casino tables, casino gaming machines and poker).

A few measures in the 2010 HLS suggested higher risks of gambling harm among Asian peoples. Most other studies, including most measures in the 2014 HLS, have suggested that the risks of gambling harm are no higher for Asian people than for the European/Other group.

Like most other studies, the 2012 NGS found lower rates of gambling participation among the Asian group. However, it also suggested that the prevalence of at-risk gambling among the Asian group varied significantly by gender. After adjusting for age, it found that Asian and European/Other females were less likely to be moderate-risk gamblers or problem gamblers than Māori or Pacific females. By contrast, it found that Asian males (like Māori and Pacific males) were more likely to be moderate-risk gamblers or problem gamblers than European/Other males.

Apart from differences by gender, another key difficulty is that the category 'Asian' (like the word 'Pacific') encompasses a variety of different population groups, in which proportions of heavy gamblers vary substantially.

Recent research has examined the impact of gambling on the health and wellbeing of Pacific families and communities, how gambling participation and the prevalence of gambling harm differs among different Pacific peoples, why some Pacific people are more vulnerable to gambling harm than others, and the factors that might protect Pacific people from gambling harm (see, for example, Bellringer et al 2013). The series of gambling and problem gambling reports from the Pacific Island Families longitudinal study is likely to become increasingly important and useful (to date: Bellringer et al 2008 and 2012).

Other research commissioned by the Ministry suggested that gambling harm might be a particular issue for specific Asian subgroups (for example, recent migrants and international students) rather than for Asian people in general (Sobrun-Maharaj et al 2012), and suggest quite specific risks. New Zealand's Asian population is growing, international education is an important sector and many international students are Asian, and both migrants and international students may lack ready access to family or community networks that help mitigate the risk of gambling harm.

4.3.4 Gender and harm from gambling

Several decades ago, researchers tended to consider that problem gambling was largely restricted to males.

Current evidence suggests that there are now fewer significant differences between males and females in gambling participation, the prevalence of problem gambling, gambling harm, the risk of gambling harm or help-seeking. It also suggests that remaining differences are diminishing. However, males are still more likely to bet on sports events (and possibly horse or dog races, casino gambling and card games), and females are still more likely to play housie (and possibly to purchase Instant Kiwi or other scratch tickets). Further, females are probably still more likely to report, and still make up most of those who seek help for, problems associated with someone

else's gambling. Finally, there are still likely to be some significant differences by gender within particular ethnic groups.

4.3.5 Age and harm from gambling

Numerous studies have found that early exposure to gambling increases the risk of developing gambling problems later in life (for example, Abbott and Volberg 2000). However, there is some debate about the extent of participation in gambling by young people, and considerable debate about the extent of problematic gambling among young people.

Rossen, Butler and Denny reported in 2011 that in overseas studies youth problem gambling rates have often been found to be higher than equivalent adult rates. They also referred to claims that the variability in youth problem gambling rates is much greater than that reported for adult problem gambling.

Rossen's unpublished PhD thesis had found that gambling was widespread among young people in New Zealand, but was generally of low importance to them. It also found that youth preferred to gamble on lottery products and 'informal' modes of gambling (Rossen 2008, discussed in Rossen et al 2011).

Youth'12, the third national health and wellbeing survey of secondary school students in New Zealand, surveyed 8500 year 9 to 13 students (13 to 17 years of age) in 2012. It included a gambling component (Rossen et al 2013). The survey estimated that around 24 percent of students had gambled at least once in the previous year, and 10 percent in the previous four weeks. Both rates were higher for males than for females. However, all these rates are far lower than the rates for adults.

Youth'12 found that, of those youth who had gambled at least once in the previous year, around 11 percent reported one indicator of 'unhealthy gambling', and a further 5 percent reported two or more indicators. Students who were male, students who were Māori, Pacific or Asian, students who lived in higher deprivation neighbourhoods and students who lived in urban neighbourhoods were more likely than their counterparts to report these indicators.

Multivariate analyses found that students with signs of unhealthy gambling were more likely to have a family member who had done something because of gambling that could have got them in serious trouble; to usually gamble with someone other than friends or family members; to have more accepting attitudes towards gambling; to have gambled on NCGMs, casino gaming machines or tables, or with the TAB, in the previous year; and to have attempted suicide in the previous year.

The survey also asked students about harm within their families as a result of someone else's gambling in the previous year. Around 0.8 percent said that someone in their family had done things that could get them into serious trouble (eg, stealing) because of gambling; 1.3 percent said that their family had had to go without something they needed because of gambling; 1.7 percent said that some bills had not been paid because of gambling; and 3.0 percent said that there had been arguments or fights in their families about time or money spent on gambling. Students who lived in higher deprivation neighbourhoods and students who lived in urban neighbourhoods were more likely than their counterparts to report these indicators.

The rate of people reporting arguments in the family because of gambling appears similar to the rate reported in the 2012 NGS. The estimated rates for family members 'going without' because of gambling and arguments because of gambling in the previous year for those aged 15 to 17 in the 2014 HLS were both 0.7 percent; that is, lower than the earlier figures. However, the confidence interval for each of those estimates included the equivalent point estimate from Youth'12, indicating that there might not have been any change.

Both the 2005 DIA 'Participation in, and Attitudes Towards Gambling' Survey and the 2006/07 NZHS concluded that rates of gambling participation among youth (defined as those aged 15 to 19 and those aged 15 to 17 respectively) were low. The 2006/07 NZHS estimated that only 0.4 percent of those aged 15 to 17 were problem or moderate-risk gamblers, compared to 1.7 percent of the total adult population.

The 2012 NZHS estimated that around 95 percent of 15–17-year-olds had not gambled at all in the year before being surveyed. The 2014 HLS estimated that 89 percent of 15–17-year-olds were non-gamblers, and the remaining 11 percent were non-problem ('recreational') gamblers. (The 2012 NGS only surveyed people aged 18 and over.)

When considering younger adults rather than youth, some studies in the past found that younger adults (those aged 18 to 24) were more likely than older adults to be at-risk gamblers. However, in recent studies the results have been more mixed.

Findings from recent studies include the following.

- In the 2012 NGS, the estimates for gambling participation at least once in the previous year were highest for those aged 18 to 24 and second-highest for those aged 25 to 34 in the case of card games; bets with friends or workmates; Instant Kiwi tickets or other scratch tickets; sports betting; casino gambling generally; casino table games specifically; and NCGMs. For casino gaming machines, the order of the two age groups was reversed. For betting on horse and dog races, the estimate for those aged 18 to 24 was highest, followed by those aged from 55 to 64. Perhaps surprisingly, the estimate for the percentage of frequent continuous gamblers was highest for those aged 65 and over, followed by those aged 55 to 64, then those aged 18 to 24, but the confidence intervals for all age groups overlapped.
- The 2012 NZHS found that those aged 18 to 24 and those aged 25 to 34 were more likely than other age groups to have participated at least once in four or more gambling activities during the previous year. In the 2012 NGS, this pattern did not clearly emerge until participation in seven or more activities was considered.
- In the 2012 NGS, estimates for the percentage in the combined moderate-risk/problem gambler group decreased with age – the estimate was highest for those aged 18 to 24, and reduced for each age group through to those aged 65 and over. In the 2012 NZHS, adults in the combined moderate-risk/problem gambling group were more likely to be aged 25 to 34 or 45 to 54, and people in these two age groups were also more likely to be affected by someone else's gambling. However, in both cases, the 2012 NZHS did not report rates for those aged 18 to 24 – those aged 15 to 24 comprised the first age group. The inclusion of those aged 15 to 17 might have lowered the rates for this age group.

Estimates from the 2014 HLS tended to suggest that participation in four or more different gambling activities during the previous year; problematic gambling; and reports of a family member 'overdoing' their gambling, family arguments and family members 'going without' were all more likely in the 18 to 24 and 25 to 44 age groups. However, both the associated confidence intervals and the age groups themselves were so wide that it is difficult to draw any firm conclusions.

4.3.6 Geography and harm from gambling

As noted in some of the results reported above, people living in more deprived areas are disproportionately affected by, or at risk of, gambling harm. This is consistent with the geographical analyses discussed in Francis Group 2009, Allen and Clarke 2012 and Allen and Clarke 2015. These analyses showed that people living in more deprived areas were at greater risk of developing problems with gambling, that most NCGM expenditure occurred in higher deprivation areas and that Māori and Pacific peoples were over-represented in these areas, suggesting that they were more likely to be affected. The studies also found that, although there were fewer NCGMs than there had been historically, they were still concentrated in more deprived areas.

A 2014 journal article based on the 2008, 2010 and 2012 iterations of the HLS (Tu et al 2014) concluded that the experience of gambling harm at the household level was significantly higher in 2012 compared with 2008 and 2010. It also concluded that the increase in harm was experienced disproportionately by those in more deprived areas. The 2014 HLS also suggested that moderate-risk/problem gambling and reports of family members 'overdoing' it, family arguments and family members 'going without' were all more common among those living in higher deprivation areas.

Fringe lenders also tend to focus on people in more deprived areas. Research in 2007 by Auckland Uni Services for the Ministry of Consumer Affairs indicated that some Pacific people in South Auckland borrowed money from such lenders in order to gamble (Auckland UniServices Ltd 2007).

The Gambling Act 2003 required each territorial authority to develop gambling venue policies for NCGM and NZRB venues. These policies were to be developed (and must be reviewed at least every three years) following a specified consultation process. Policies for NZRB venues must specify whether new TABs may be established in the territorial authority district, and, if so, where they may be located. An NCGM venue policy must specify whether new gaming machine venues (defined as venues that have been without a licence for six months or more) may be established, and, if so, where they may be located. They may also specify restrictions (within statutory limits) on the number of machines that may be operated at a venue. Once a territorial authority has granted consent, it cannot withdraw it.

Territorial authorities may decline an application for consent on the basis of their venue policies, and may limit or prohibit any increase in the number of machines that may be operated in existing venues. A territorial authority cannot reduce the number of machines that may be operated in an existing venue; nor can it require that an existing venue stop operating machines. This limits any potential for territorial authorities to reduce the numbers of venues and machines in more deprived areas.

Amendments to the Act in September 2013 required territorial authorities to consider developing a 'relocation policy'. A relocation policy allows a territorial authority to consent to machines being operated in a venue that is intended to replace an existing venue. Whenever a territorial authority is considering whether to include a relocation policy in its gambling venue policy, it must consider the social impact of gambling in high-deprivation communities within its district. A relocation policy presents an opportunity to agree to machines being moved from high-deprivation areas to lower-deprivation areas, but without reducing the overall number of NCGMs in a territorial authority district. Even if a territorial authority has a relocation policy, an application for consent may be made only with the agreement of the venue operator of the existing venue. Territorial authority gambling venue policies are typically renewed only every three years, so there has been limited opportunity to date to evaluate what effect these statutory amendments will have.

4.3.7 Co-morbidities

There is compelling evidence from New Zealand and international research that at-risk gambling is associated with higher levels of smoking, hazardous alcohol consumption, other drug use and depression, and with poorer self-rated health. For example, the 2011/12 NZHS reported the following estimates (which are supported by similar findings from the 2012 NGS).

- Low-risk gamblers were three times more likely and moderate-risk/problem gamblers over four times more likely to be current smokers than people with no gambling problems.
- Low-risk gamblers were twice as likely and moderate-risk/problem gamblers over six times more likely to be hazardous drinkers than people with no gambling problems.
- Low-risk gamblers were almost three times more likely and moderate-risk/problem gamblers almost four times more likely to have used other drugs for recreational purposes or to have 'got high' in the year before being surveyed than people with no gambling problems.
- Low-risk gamblers were twice as likely and moderate-risk/problem gamblers almost six times more likely to have an anxiety or depressive disorder. Further, moderate-risk/problem gamblers were almost three times more likely to have been diagnosed with a common mental disorder than those with no gambling problems, and were three times more likely to have been diagnosed with depression specifically.
- Moderate-risk/problem gamblers were two-and-a-half times more likely to report fair or poor health (rather than good, very good or excellent health) than those with no gambling problems.

It is worth noting that at-risk gambling also tends to be associated with higher usage of health and allied services. For example, the 2011/12 NZHS found that moderate-risk/problem gamblers were twice as likely as those with no gambling problems to have consulted a GP in the year before being surveyed.

4.4 Intervention service demand

In funding services to prevent and minimise gambling harm, the Ministry prioritises the capacity of intervention services to meet demand. While numbers of clients receiving full, facilitation or follow-up interventions increased in 2013/14, current intervention service provision is meeting demand for services.

4.4.1 Response

This Needs Assessment indicates that the patterns evident at the time the previous Needs Assessment was prepared (in 2012) remain largely unchanged.

In its Preventing and Minimising Gambling Harm Service Plan for 2013/14 to 2015/16, published in May 2013, the Ministry noted its intention to test the market for the primary prevention component of its public health services and for the psychosocial intervention and support component of its intervention services. The Ministry subsequently issued a request for proposals (RFP), on 24 July 2013. The aim of the RFP was to obtain the appropriate mix and coverage of services to meet the needs indicated by the 2012 Needs Assessment. On 21 May 2014, an existing service provider applied for judicial review of the Ministry's decisions on the proposals submitted in response to the RFP. The judgment, which was delivered on 23 July 2015, set aside the Ministry's decisions. As a result, the Ministry had not been able to implement its preferred service mix at the time this 2015 Needs Assessment was being prepared.

4.4.2 Intervention service data

Intervention service data for clients who received a full, facilitation or follow-up session in 2013/14 indicate the following.

- There were 12,627 clients, including brief interventions (the highest number since 2009/10 and the second highest since the Ministry assumed responsibility for problem gambling services on 1 July 2004).
- There were 2528 new gambler clients, excluding brief interventions (up from 2451 in 2012/13 and 2384 in 2011/12).
- There were 4936 gambler clients, excluding brief interventions (up from 4882 in 2012/13 and 4657 in 2011/12). (This represents around 20 percent of the 23,504 current problem gamblers estimated by the 2012 NGS, or around 6 percent of the estimated 83,944 adults that study considered to be in the combined moderate-risk/problem gambling group.)
- There were 1355 new family/affected other clients, excluding brief interventions (up from 1345 in 2012/13 and 1022 in 2011/12).
- There were 2264 family/affected other clients, excluding brief interventions (up from 2049 in 2012/13 and 1561 in 2011/12).
- Excluding numbers for brief interventions, the total number of clients was the highest since the Ministry assumed responsibility for problem gambling services, as were the total number of gambler clients, the total number of family/affected other clients and the number of new family/affected other clients. The number of new gambler clients was higher only in 2008/09 and 2009/10.
- Comparing this pattern of increasing presentations against the apparently unchanged prevalence of gambling harm suggests that more people who need help are seeking it.

Excluding numbers for brief interventions, Māori made up 29.4 percent of clients, Pacific peoples 23.1 percent and East Asian 6.6 percent. Since 2004/05, the figure for Māori has ranged between 26.9 percent and 36.0 percent. By contrast, 2012/13 and 2013/14 figures for Pacific peoples were the highest since the Ministry assumed responsibility for these services. Until 2012/13, the highest previous figure had been 13.7 percent, in 2011/12. The high level of service use by Māori has always been encouraging; the recent substantial increase in uptake of services by Pacific peoples is also encouraging.

At more than 54 percent, NCGMs continued to be the primary mode of problem gambling cited by new gambler clients in 2013/14. However, this figure was over 70 percent in 2004/05, and until 2011/12 was always over 60 percent.

4.5 Conclusions

This Needs Assessment provides a range of information and research indicating that gambling harm continues to be a social and health issue in New Zealand. While the number of adults exhibiting at-risk gambling behaviour is relatively small compared, for example, to the estimated number of adults with hazardous drinking behaviour or who are current smokers, there is still a substantial burden of gambling harm in New Zealand communities.

It is worth reiterating that harms can and often do extend beyond gamblers to encompass their families/whānau members, friends, employers, colleagues and whole communities. It is also worth reiterating that there is substantial harm and risks of future harm resulting from or associated with the gambling of people who would not be categorised as 'problem gamblers' by screening instruments.

This Needs Assessment informed the development of the draft strategy, including the nature and mix of public health and intervention services and the research agenda. Its preparation also highlighted some gaps in the research to date (for example, research with a view to obtaining more detailed understanding of online gambling and gambling trajectories).

Gambling services currently achieve geographic coverage and 24-hour, 7-day-a-week availability, either through face-to-face or telephone services.

Key ongoing issues include:

- the disproportionate levels of harm experienced by Māori and Pacific people
- the effects of higher levels of exposure to gambling products on people living in more deprived areas
- high rates of co-morbidities among problem gamblers, and correspondingly high usage of health and allied health services
- the possibility of an increase in online gambling
- the involvement of younger people in gambling.

What other information, if any, do you think is crucial for the Needs Assessment?

Attachment 5

Policy on reducing or waiving fees for exclusive use of Council facilities (i.e. parks, halls and libraries)¹

Objective

To recognise in a tangible way the contribution made to the lives of District residents by a range of not-for-profit organisations or event organisers

Council may waive all fees when

- the organisation has been established for less than twelve months, or
- the organisation/event organiser is predominantly young people (under 20 years), or
- the activity or event has free entry to residents of the District, or
- the organisation or event organiser has secured financial assistance from Council's Community Initiative Fund or the Events Sponsorship Scheme for the activity or event.

Council may reduce fees by 50% when

- the activity or event commemorates the life or lives of individuals who have lived in the District and made a contribution to the community, or
- the organisation/event organiser can demonstrate hardship arising from loss of other sponsorship.

Council will not reduce or waive fees when

- the organisation or event organiser is raising funds for another organisation, event or individual, or
- the activity or event is primarily for the organisation making the application and at which the community will not typically have a presence, or
- the fee is a refundable bond against damage or payment of remaining fees if not waived.

¹ **Note:** Local, community organisations are charged one-fifth of the hireage charges set for the Council's halls. Such automatic discounts do not apply to such organisations for exclusive use of other Council facilities, including parks.

Policy on reducing or waiving fees for internal consenting costs

Objective

To recognise in a tangible way the contribution made to the lives of District residents by organisations and businesses operating within the District.

Council may waive all fees when

- the application is for an activity or facility on land which is receiving a rates remission or which would be likely to meet the criteria for a remission when the activity or facility is undertaken). specifically –
 - a community, sporting and other not-for-profit organisations qualifies for a rates remission., or
 - land deemed to have been affected by natural calamity.
- the application is for an activity or facility which is integral to a project accepted under the Council's Parks Upgrade Partnership Fund.

Council may reduce fees by 50% when

- the application is for an activity or facility on land which is receiving a rates remission (or has received such a remission no more than two years previously or which would be likely to qualify for a remission when the activity or facility is undertaken), specifically –
 - a new type of business, or
 - an existing business which is expanding, or
 - Maori freehold land.
- the activity or facility commemorates the life or lives of individuals who have lived in the District and made a contribution to the community.

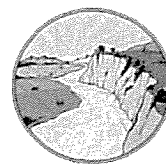
Council will not reduce or waive fees when

- the activity for which a consent is being applied for is confined to the organisation making the application and in which the community will not typically have a presence, or
- consenting fees have been waived or reduced under Council's rates remission policy – incentives to address earthquake-prone buildings, or

- the facility is primarily a private residence.

Discussion draft

Attachment 6



Rangitikei
UNDISCOVERED...

MEMORANDUM

TO: Policy/Planning Committee

FROM: Kevin Morris

DATE: 7 August 2015

SUBJECT: **Update on the Proposed 7 Day Placemaking Makeovers**

FILE: 1-CP-7-5

1 Background

- 1.1 Council has engaged the services of Creative Communities to provide place-making training (the 7-Day Makeover) for each of Bulls, Marton and Taihape. The 7-Day Makeover will deliver a place-making project in each community as well as training local people in the process of place-making. Creative Communities will pilot this process with our communities and the total cost will be \$30,000 (including \$5,000 materials for each of the place-making projects). It is expected that the Community Committees and Community Boards along with the town coordinators will have a role in this process.
- 1.2 Creative Communities has provided the following dates for facilitating the 7 day makeover on each of the following dates. The 7-Day Makeover program is being offered to the Taihape Community Board, the Marton and Bulls Community Committees and Marton TCP Steering Group for endorsement at their respective August meetings.
- Taihape: 30 November 6 December 2015
 - Marton: 18-23 January 2016.
 - Bulls: 1-7 February 2016
- 1.3 Creative Communities has also been approached by Council to provide a single day, Place Making workshop for Turakina, Ratana and Mangaweka. The proposed dates for these are 16, 17 and 30th January. These dates have been circulated but are yet to be confirmed.

2 Recommendation

- 2.1 That the memorandum "Update on the Proposed 7 Day Placemaking Makeovers" be received.

Kevin Morris
Policy

Attachment 7



Rangitikei
U Kōwhiri...

MEMORANDUM

TO: Policy/Planning Committee

FROM: Priscilla Jeffrey

DATE: 7 August 2015

SUBJECT: **Update on the Path to Well-Being initiative and other community development programmes – August 2015**

FILE: 1-CO-4

1 Background

- 1.1 In consultation with the Chair of the Policy/Planning Committee, this report identifies meetings that have taken place involving members of the Policy Team through the Community Partnerships activity, focussing on the Path to Well-being initiatives. Added commentary is provided where necessary.
- 1.2 This report also covers applications for external funding as required by the Policy on external grant applications made by Council.

2 Meetings

What?	When/Where?	Why?
Community investment Strategy presentation	7 July Palmerston North	Presentation on the programme from the national CI team from MSD with Minister Anne Tolley.
Marton Community Charter Advisory Group	13 July Marton	Service providers in Marton forming part of the Charter. Terms of Reference agreed.
Ngati Hauiti at Rata marae	15 July Rata	Launch of the website part-funded through the Maori Community Development programme
Marton Community Charter Board	15 July Marton	Regular Board meeting, terms of Reference agreed, further work scoped out.
Enjoying Life in the Rangitikei	16 July Hunternville	Information session available to events organisers about events in the District

What?	When/Where?	Why?
Treasured Natural Environment Theme Group meeting	22 July Marton	Networking meeting about environmental initiatives in the Rangitikei. Key issues; Rangitikei River, biodiversity, newsletter.
Grace Taiaroa, Operations manager, Te Runanga o Ngati Apa	27 July Marton	Networking meeting re Vulnerable Children's Action Team, healthy Families and Marton Community Charter.
Te Wana stakeholders meeting	28 July Marton	Focus group of agencies engaging with Te Kotuku Hauora
Regional Growth Study	31 July Palmerston North	Launch of the Study and Strategy with Ministers Joyce, Guy and Flavell.

3 External Funding Applications

- 3.1 The Rangitikei Heritage Group applied for funding to the Community Initiatives fund for the reprinting of the Rangitikei Heritage Brochures.

4 Digital Enablement Plan

- 4.1 During June/July, the Registration of Interest – Support (ROI) was prepared for the government's next round of funding for extending broadband infrastructure. It is posted on the website. The next stage of this process is to develop the Digital Enablement Plan (DEP) identifying some local projects which will capitalise on demand for better connectivity. The projects are either to stimulate economic growth or community access.
- 4.2 Responders to the broadband survey that has been circulated by Council as part of the preparation for the ROI have been invited to take part in the local Steering Group to develop the DEP. Initial meetings have been set up for early August in Marton and Taihape. An outline presentation will be provided to the meeting.

5 Recommendations

- 5.1 That the memorandum 'Update on the Path to Well-Being initiative and other community development programmes – August 2015' be received.

Priscilla Jeffrey
Governance Administrator

Appendix 1

Fund	Project description	How much	Desired outcomes and milestones	Lead Agency	Council role	Policy Team Role	Final report due
MSD - Quality Services and Innovation Fund	Taihape Community Connections; to develop better collaborative and referral practices amongst local health and social service providers, collation and provision of information about services within Taihape.	\$120,000	Central information resource, improved access to services	Taihape Community Development Trust	Support Agency	Prepared application, project steering group: no reporting responsibilities	Dec-13
Environment, heritage and WWI commemorative projects Lottery Fund	Repair and renewal of WWI memorials across the District	\$16,333	Completion of restoration of memorials	Marton RSA	Project Manager	Prepared application, project management, will support RSA to report back to funder	Nov-15
Lottery Community Facilities Fund	Renewal of Shelton Pavilion in Centennial Park	\$100,856	Refurbishment of Shelton Pavilion in line with Park Management Plan	RDC	Lead agency, fund holder	Prepared application, holds funds, manages project, reports back to funder	Oct-15
PowerCo Trust Whanganui	Renewal of Shelton Pavilion in Centennial Park	\$10,000	Refurbishment of Shelton Pavilion in line with Park Management Plan	RDC	Lead agency, fund holder	Prepared application, holds funds, manages project, reports back to funder	Oct-15
Whanganui Community Foundation	Swim 4 All	\$10,000	Swimming lessons for Primary School aged children in the Rangitikei District	RDC	Lead agency, fund holder	Prepared application, holds funds, manages project, reports back to funder	Jan-16

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Lottery Community Committee	Swim 4 All	\$10,000	Swimming lessons for Primary School aged children in the Rangitikei District	RDC	Lead agency, fund holder	Prepared application, holds funds, manages project, reports back to funder	Apr-16
MYD - Youth Development Fund	Youth Action Plan	\$15,000	Delivery of one youth-led civic projects in Taihape, District-wide training in place-making	RDC	Lead agency, fund holder	Prepared application, holds funds, manages project, reports to funder. In kind support from Council. Cash support from TCP budget for Place-making training sessions.	Jun-16
MYD - Community Investment Fund	Youth Action Plan	\$20,000	Support for Marton Youth Club pending feasibility study on longer term	RDC	Lead agency, fund holder	Holds funds, contracts with HYPE for youth club management. Responsibility to deliver feasibility study to be agreed within Marton Community Charter.	Dec-15
New Zealand Community Trust	Swim 4 All	\$15,000	Travel costs associated with swimming lessons in the Rangitikei District	RDC	Lead agency, fund holder	Prepared application, holds funds, manages project, reports back to funder	To be submitted for consideration (September 2015)
KiwiSport	Swim 4 All	\$10,000	Swimming lessons for Primary School aged children in the Rangitikei District	RDC	Lead agency, fund holder	Prepared application, holds funds, manages project, reports back to funder	To be submitted for consideration (September 2015)
as at 02/07/2015	Confirmed	\$327,189					