

## Powhiri : A Model for Host Responsibility and Evaluation of Harm Minimisation Requirements in New Zealand

What outcomes should we expect from gambling host responsibility and harm minimisation for Maori?

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## Powhiri: Framework for Host Responsibility



- 2005 NZ invited to host gambling regulators
- Te Herenga Waka o Te Ora Whanau invited to present
- Powhiri presented & seen as a cultural model relevant only to Maori

## Te Tiriti o Waitangi and Host Responsibility

- Powhiri is not just a cultural model- it is inherent in the defined roles and responsibilities of Maori and Crown
- Place of Te Tiriti o Waitangi is constantly being challenged- it makes NZ different from other countries
- Challenges NZ to understand its historical and social context of gambling
- International indicators to evaluate harm minimisation may not be relevant for NZ
- High profile gambling cases raise the profile of the need for host responsibility requirements to be in place and enforced

## Te Tiriti o Waitangi : Defines Roles :Host and Guest

- Maori see and define themselves as tangata whenua
- Crown and successive governments exist due to Te Tiriti o Waitangi
- Maori agreed to share role of host with Crown to develop legislation policies protect wellbeing of Maori
- Te Tiriti o Waitangi must be recognised in any monitoring and evaluation process

## Gambling in New Zealand

- 1990s NZers involvement and engagement in gambling has increased influenced by developments in Australia
- Since 1990s , we have seen growth of casinos, pokie machines, TAB outlets, sports betting, Lotto and other products and growth in gambling expenditure (\$2 billion)
- Gambling now framed as a recreational activity and community benefit- benefits are promoted at the expense of the costs

## Gambling Act 2003

- Purpose to promote safe and responsible gambling
- MoH delegated role to purchase services and interventions to reduce gambling harm
- Gambling industries pay for perceived harm they create
- No specific funding to address gambling related harm for Maori
- Now need to defined indicators/outcomes to map achievements in eliminating harm for Maori
- We now need an independent body which is Treaty founded, to monitor legislation and to enable the development of Maori led strategy to eliminate gambling harm

## Monitoring and Licensing of Gambling in New Zealand

- DIA key role in gambling policy, licensing and regulations
- Harm minimisation regulations are now required to be in place in casinos and pokie machine venues
- Examples information on problem gambling, limits on signs and advertising, requirement staff to identify actual and potential problem gamblers
- Regulations are developed based on the precautionary principle
- Interventions are similar to those introduced in New South Wales and Queensland are difficult to monitor, to enforce and limited effectiveness.

## Monitoring and Licensing of Gambling

- An overarching monitoring and evaluation framework needs to be developed for NZ
- Current interventions introduced could cause harm
- Christchurch City Council proposing review of gambling venue policy
- Assumes that implementation and enforcement of current host responsibility requirements for alcohol and gambling will reduce harm
- Gambling Act and regulations now needs to be monitored and evaluated as to how effective for Maori

## Maori Problem Gambling

- Maori are two to three times at risk of problem gambling than Europeans
- Maori spend more on gambling than Europeans
- One in three have problems with gambling
- Maori women now present for help more than men (82% with problems don't present)
- Problem gamblers are likely to be aged 25-35, be Maori or Pacific, low educational attainment, employed and living alone
- Gambling outlets concentrated in low income communities effect social capital, increase crime and social disorganisation

## Gambling hurts the poor



Gambling is now recognised as being similar to alcohol and tobacco for Maori

Increases health and social problems, facilitates poverty and family dysfunction

Individuals and populations victimised for their behaviour, little control over the environment they live in.

## Responsible Gambling



- Onus is now on venue operators to act as the Crown's agent to protect those who have gambling problems
- Dunedin Casino now required to account to Gambling Commission for not banning a problem gambler
- Case provides a context to consider the concept and process of powhiri

## Powhiri: Structured Process of Engagement

- Provides means to establish new and ongoing relationships between different parties to reduce harm
- Recognises the importance of tapu and noa, time and space in establishing new relationships
- Participants defined roles and responsibilities, mana whenua (host) and manuhiri (guest)
- Karanga provides a warning on behalf host entering into a new space may be hazardous. Role of guest acknowledge warning,
- Whaikorero- establishes connections between host and guest
- Kawa – rules of how host and guest will interact are often laid down
- Koha- a gift of love is given to host in recognition of the cost of caring for others, host and guest must not exploit each other

## Powhiri Structured Process of Engagement

- Hariru –cements relationship , acknowledges time, place, people, wairua
- Manaakitanga: mana of host dependent upon how well cares for guest
- Poroporoaki : acknowledges farewell, but ongoing relationships, host has responsibility to ensure safe travel of guest
- Powhiri process emphasizes that no host responsibility program can exist in isolation from the people they aim to protect
- Host responsibility program must be part of a wider public health program to reduce disparities and acknowledge the social and economic context of peoples lives

## Powhiri and Gambling Environment

- **Karanga: (Formal Welcome) host is responsible to provide a safe passage.**
    - Warnings that gambling is hazardous should be clearly visible before entry.
    - Gambling venue policy should be visible and available on request.
    - Safe use of alcohol must link with overall host responsibility.
  - **Whaikoreo: (Formal Hosting Speeches) provides warnings and messages of an unsafe place.**
    - Responsibility to create safe environment (apu to noa)
    - Outline of venue history and rules of conduct.
  - **Koha: (Gift) guests should only gamble at a level which can be afforded a "community health benefit".**
    - Venues at all levels should be required to redistribute profits for community good.
    - Host should not exploit guest and vice versa.
  - **Poroporoaki: Host responsible to ensure wellbeing of guests upon departure.**
    - Safe travel home.
    - ability to live safely in their communities.
- Self exclusion and banning from venues free of stigma  
Whanau and communities know their rights and shown respect  
Host committed to monitor and enforce regulations and provide a safe place for gamblers

## A Maori Monitoring Framework For Responsible Gambling

Te Tiriti o Waitangi	<b>Defines the role and place of Maori and the Crown in New Zealand</b> <ul style="list-style-type: none"> <li>• Maori and Crown negotiate the role and place of gambling in New Zealand</li> </ul>	<b>Outcomes</b> <ul style="list-style-type: none"> <li>• Maori and the Crown agree on a monitoring and evaluation framework for reducing gambling harm in New Zealand</li> <li>• Specific funding is allocated by Government and the gambling levy to eliminate Maori gambling harm</li> <li>• Adverse and flow on effects of legalised gambling for Maori are identified and addressed in government and non government policies, e.g. poverty and criminal offending.</li> <li>• Prevalence of Maori problem gambling at least equal to non Maori (Europeans)</li> <li>• Ethnic specific information is collected on elimination of gambling harm and is linked to addressing public health disparities and structural inequalities.</li> </ul>
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## A Maori Monitoring Framework For Responsible Gambling ( cont)

Mana whenua : Host	<b>Host is responsible to implement and manage a safe environment.</b> <ul style="list-style-type: none"> <li>• Gambling venues responsible to be host on behalf of Crown, required to implement legal requirements</li> <li>• Appropriate training for staff</li> <li>• Ability to identify and exclude actual and potential problem gamblers</li> <li>• Ensure safe passage of entry and exit from venues</li> <li>• Responsible to provide a safe environment in relation to smoke free, alcohol, occupational health, and crime free</li> </ul>	<ul style="list-style-type: none"> <li>• Iwi and Maori communities and organisations are fully informed of gambling host responsibilities in place.</li> <li>• Maori are employed to enforce gambling host responsibilities in their local areas.</li> <li>• Iwi and Maori organisations have authority to restrict and remove gambling venues in their communities</li> <li>• Maori staff employed in gambling venues and health services have appropriate skills, expertise to host and public health requirements</li> </ul>
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## A Maori Monitoring Framework For Responsible Gambling ( cont)

Manuhiri :Guest	<b>Responsible to respect the kawa outlined by mana whenua.</b> <ul style="list-style-type: none"> <li>• Are able and willing to take advice</li> <li>• Ability to consider warnings and take account of information provided</li> <li>• A good managed host and guest interaction process is in place</li> </ul>	<ul style="list-style-type: none"> <li>• Iwi and local Maori are involved in the development and monitoring of local gambling host responsibility programs.</li> <li>• Formal relationships are established locally and nationally to monitor and implement host responsibility requirements</li> </ul>
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## A Maori Monitoring Framework For Responsible Gambling ( cont)

Manaaki tangata: Caring for People	<b>Responsible to care for people and meet their needs.</b> <ul style="list-style-type: none"> <li>• Needs of people are met so that their wellbeing is protected and enhanced.</li> <li>• Host must not exploit guest and can be fined for not identifying actual or potential problem gamblers</li> </ul>	<ul style="list-style-type: none"> <li>• Maori individuals, families and communities are involved in identifying actual and potential problem gamblers and are resourced to offer health and support</li> <li>• Specific Maori gambling intervention services are available in all communities</li> <li>• A social marketing program with a Maori focus is in place to address barriers and remove stigma associated with problem gambling in Maori communities</li> <li>• Maori communities are resourced by Government to receive funding to provide essential Maori services.</li> </ul>
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## A Maori Monitoring Framework For Responsible Gambling ( cont )

<b>Karanga :Formal Welcome</b>	<p><b>Host is responsible to provide a safe passage</b></p> <ul style="list-style-type: none"> <li>• Welcome and warning that the place and gambling can be unsafe</li> <li>• Signage in and outside venue should provide a warning and promote safe and responsible gambling</li> <li>• Gambling venue policy should be visible and available on request</li> <li>• Safe use of alcohol, smoke free and occupational health and safety should link with overall gambling host responsibilities</li> </ul>	<ul style="list-style-type: none"> <li>• Appropriate processes and information is in place to warn Maori of the risks of gambling and their rights in venues</li> <li>• Maori icons are not used in the promotion and normalisation of gambling in NZ</li> <li>• Reducing Maori health inequities clearly visible in health and occupational safety programs in gambling venues.</li> </ul>
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## A Maori Monitoring Framework For Responsible Gambling ( cont )

<b>Whaikorero: Formal Host and Guest speeches</b>	<p><b>Host provides warning and messages of an unsafe place.</b></p> <ul style="list-style-type: none"> <li>• Responsible to create a safe environment ( tapu to noa)</li> <li>• Determine and outline kawa: the rules of conduct in and outside premises</li> <li>• Each gambling venue required to have a host responsibility policy which can be requested</li> <li>• Each gambling venue required to implement harm minimization regulations on behalf of Crown to promote safe gambling</li> <li>• Guest entitled to know the host responsibility policy of their gambling venue(s).</li> </ul>	<ul style="list-style-type: none"> <li>• Maori are clearly informed and involved in the development, implementation and review of all local and national gambling venues to eliminate harm.</li> </ul>
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## A Maori Monitoring Framework For Responsible Gambling ( cont )

<b>Koha : Gift</b>	<p><b>Guests should only gamble at a level which they can afford.</b></p> <ul style="list-style-type: none"> <li>• Gambling now legalized and seen as a community health benefit to provide funding for community groups and other stakeholder groups</li> <li>• Venues are required to be responsible and to monitor gamblers losses</li> </ul>	<ul style="list-style-type: none"> <li>• Maori locally and nationally are regularly informed of how much is won and lost from gambling venues.</li> <li>• Maori community groups receive fair share of gambling funding for community activities</li> <li>• Crown provides funding for Maori infrastructure and community services</li> <li>• Maori are informed of the number of individuals who are offered help with gambling and banned from gambling venues.</li> <li>• Maori are informed of venues prosecuted for failure to implement host responsibility requirements.</li> </ul>
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## A Maori Monitoring Framework For Responsible Gambling ( cont )

<b>Poroporoaki : Farewell</b>	<p><b>Host is responsible to ensure guests leave and return home safely.</b></p> <ul style="list-style-type: none"> <li>• Host or guest can initiate exclusion from venue</li> <li>• Host responsible that guest return home safe to family and community</li> <li>• Provision exists to continue to develop and maintain relationship</li> <li>• Breach of kawa can result in penalty. Host and guest can be legally fined for not meeting responsibilities</li> </ul>	<ul style="list-style-type: none"> <li>• Effects of gambling on Maori in and outside of venues are regularly reported and addressed locally and nationally</li> <li>• Venues prosecuted for not meeting host responsibilities are fined and lose their licence.</li> <li>• Crown is aware of duty of care responsibilities and legal litigation by Maori</li> </ul>
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## A Maori Monitoring Framework For Responsible Gambling ( cont )

<b>Mana Standing</b>	<p>Host and guest standing rests upon how they interact with each other in meeting their defined roles and responsibilities</p>	<ul style="list-style-type: none"> <li>• Maori and the Crown have positive relationships in monitoring and evaluating gambling policy and harm minimisation requirements</li> <li>• Individuals treated with respect when self or imposed ban.</li> <li>• Maori are involved as a key stakeholder in policy and legislative reviews related to gambling.</li> </ul>
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## Conclusion

- Powhiri has been presented to show that concepts of host responsibility and harm minimisation are not new, they are integral as to how Maori see and define themselves in Aotearoa
- Powhiri identifies different roles and processes which need to occur for successful engagement between host and guest
- Powhiri identifies outcomes which are important for Maori and for host responsibility and harm minimisation to be effective in a New Zealand setting.