

# Making a Local Alcohol Policy

Council workshop – 15 October 2024



# Agenda...

10am – Karakia

Introductions

Purpose and LAP background

Research findings

Guest speakers:

Whiria Te Muka

Medical Officer of Health

NZ Police (apologies)

Alcohol licences

Possible LAP provisions

1pm – Karakia



# 1. Purpose of workshop + LAP background...



# What is a Local Alcohol Policy (LAP)

- > **A Local Alcohol Policy (LAP) is a set of policy guidelines made by a council in consultation with its community about the sale and supply of alcohol in its district**
- > A LAP is made under the Sale and Supply of Alcohol Act 2012 (the Act)
- > A LAP only applies to licensing decisions
- > A LAP may have different conditions for different areas in the district
- > The DLC must have regard to a LAP when making decisions.



# Purpose of the workshop

- > To inform elected members re the impacts of alcohol in the Far North
- > To discuss whether a LAP should be developed for the district
- > Lead up to a formal Council decision



Council to approve  
making a LAP or not



# What can a LAP do?

A LAP can ensure:

- the sale, supply, and consumption of alcohol occurs **safely and responsibly**
- **alcohol-related harm** is minimised

Opportunity to reflect **community preferences**.

Opportunity to **influence DLC decisions**.



# LAP history in the Far North

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- > **2014/15** – Council developed a Provisional LAP that was legally challenged
- > **2018** – due to mounting legal costs, Council decided to cease developing the LAP.



# Legal developments 2023

- > **May 2023** - Supreme Court case:
  - Woolworths v. Auckland Council
- > **Late 2023** - changes to the Act:
  - no Provisional LAP required (just a draft LAP)
  - no appeals against a LAP approved by Council (judicial reviews are still possible)
  - strong emphasis on community input
  - a more 'friendly' approach to DLC hearings.





# What a LAP can cover

1. location of licensed premises with reference to broad areas
2. location by proximity to sensitive sites
3. whether further licences should be issued
4. maximum trading hours
5. one-way door restrictions
6. discretionary conditions for licences.



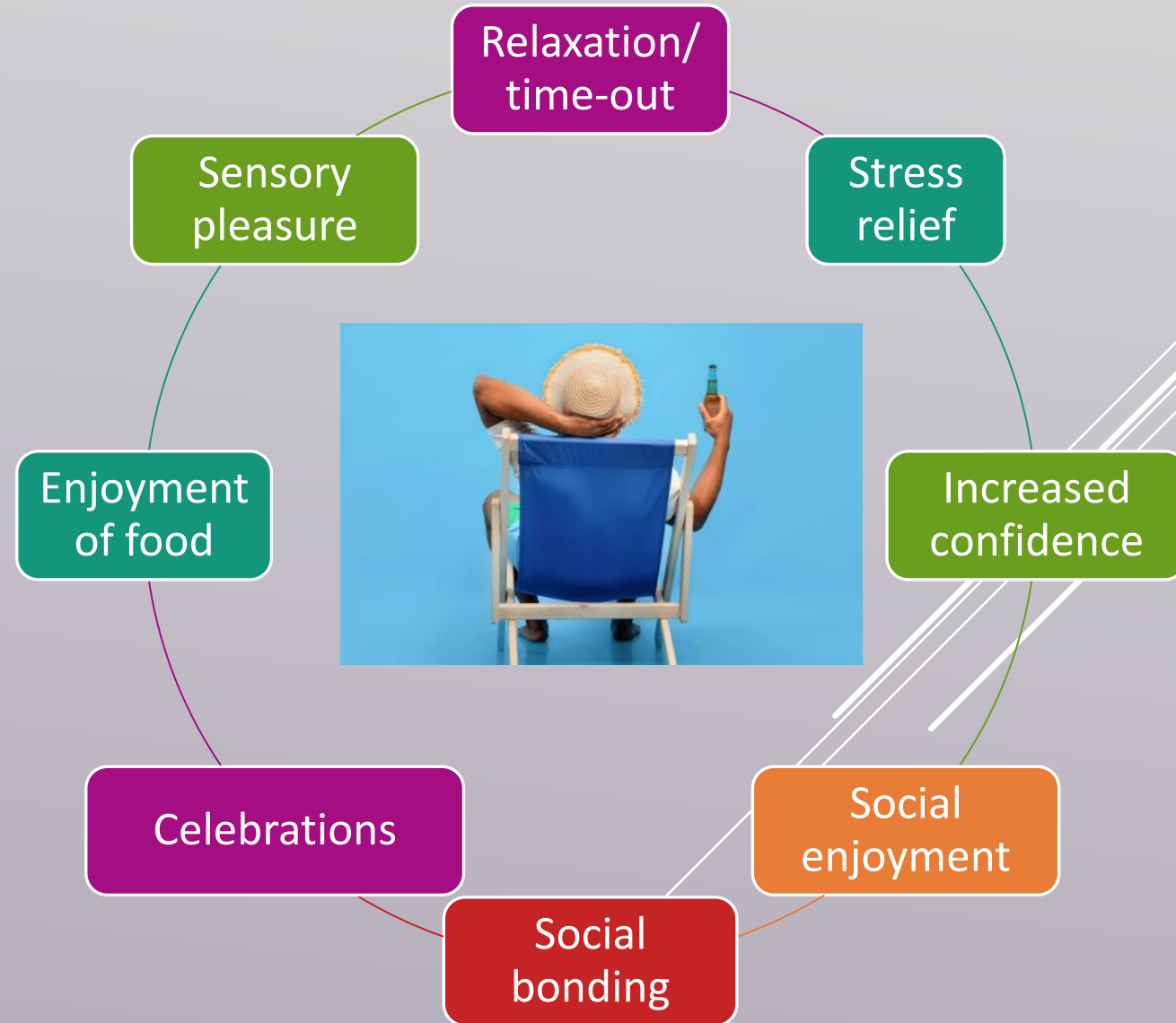
**Any questions/comments  
re what a LAP involves?**



## 2. Positive role of alcohol in the Far North...



# Positives of alcohol consumption



# Positive roles of licensed premises

- > bars, taverns, hotels, restaurants, and clubs act as social hubs
- > licensed restaurants allow people to enjoy alcohol with food
- > supermarkets, groceries, and liquor stores offer shopper convenience
- > wineries and breweries offer quality local beverages and act as tourist destinations



# Economic benefits of alcohol sales in the Far North

- > retail sales est. \$54 million per year<sup>1</sup>
- > direct employment 2023 - 168 employees<sup>2</sup>
- > indirect employment - supermarkets and grocery stores (1,420 employees), accommodation sector (876), restaurants and cafés (799)
- > support for the hospitality and tourism sectors
- > sponsorship of community groups and events.



# Discussion re the positive benefits of alcohol in the district





### 3. Alcohol consumption ...





# National picture

- > 76% of the adult population had a drink in the past year<sup>1</sup>
- > in 2023 on average every adult drinker over 15 consumed 2.2 standard drinks every day of the year<sup>2</sup>
- > annual retail sales \$3.61 billion<sup>3</sup>
- > exports \$2.09 billion<sup>3</sup>



# Alcohol consumption in Northland

## Alcohol consumers

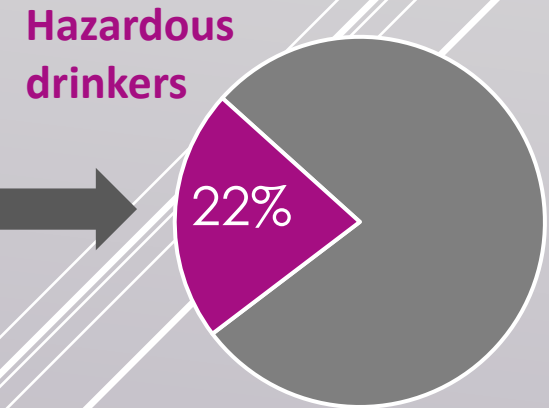
- > 83% had at least one drink in the past year (NZ 80%)

## Hazardous drinkers

- > 22% are hazardous drinkers (based on alcohol intake, dependence on alcohol, and experiences of alcohol-related harm) (NZ 21%)
- > 38% increase in hazardous drinkers 2011-14 to 2017-20

## Binge drinkers

- > 23% are frequent binge drinkers (6 or more standard drinks in a session at least **monthly**) (NZ 22%)
- > 14% are very frequent binge drinkers (6 or more standard drinks in a session at least **weekly**) (NZ 12%)



# Northland groups who are more likely to be unsafe drinkers

	Total aged 15 plus	Higher incidence ▲	
Hazardous drinkers	25%*	Māori males	38%
		Males	34%
		Māori	32%
		Aged 25-44	30%
Frequent binge drinkers (at least monthly)	26%*	Māori males	34%
		Māori	32%
		Males	32%
Very frequent binge drinkers (at least weekly)	15%	Māori males	24%
		Males	21%
		Aged 45-64	19%
		Māori	18%

Source: NZ Health Survey 2017-20 Age standardized results



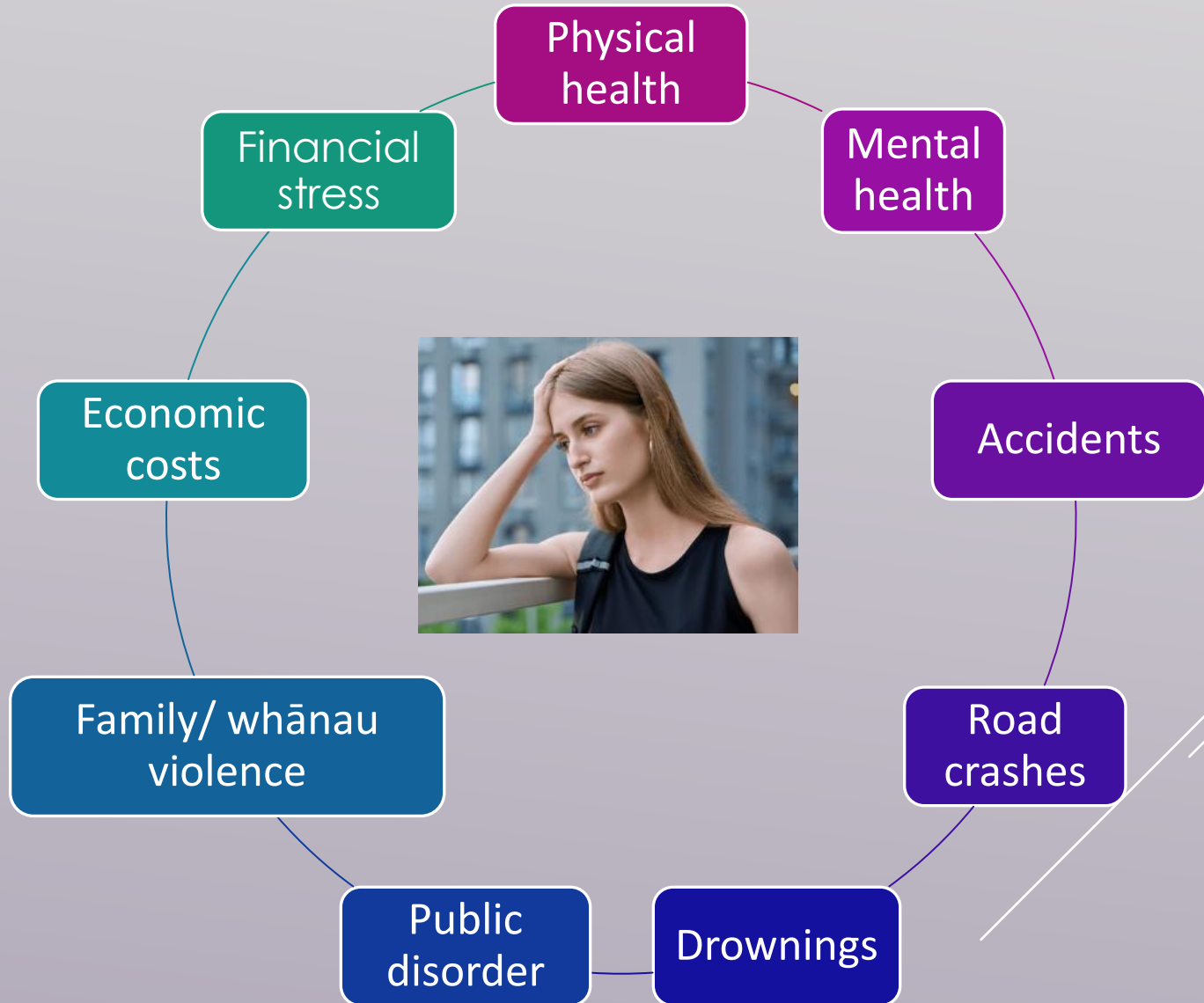
# Discussion re alcohol consumption in the district



## 4. Alcohol-related harms ...



# Key harms



**Estimated national cost of alcohol consumption 2023**



**9.1 billion**



**Far North pro rata estimate 2023**



**136 million**

Source: NZIER July 2024



# Alcohol-related harm in Northland - 2019-20

- > 45% of Northland adults said they experienced alcohol-related harm in the past year
- > 37% from others' drinking
- > 26% from their own drinking



**Guest speaker:**

**Dr Ankush Mittal – Medical Officer of Health**

Public health impacts of alcohol in the district





# Physical health conditions

**Overall alcohol use has been linked to over 200 health conditions<sup>1</sup>**

## **Injuries**

- > Alcohol related injuries are some of the commonest reasons for healthcare use in emergency settings, particularly for younger groups

## **Foetal Alcohol Spectrum Disorder (FASD)**

- > Abnormal development of the foetus due to alcohol consumption during pregnancy
- > Individuals with FASD can face major physical and mental health challenges
- > Around 100-200 babies each year are estimated to be born with FASD in Northland



## **Cancers**

- > Drinking alcohol raises the risk of developing many cancers, particularly of the digestive tract and also breast cancer in women

## **Chronic Diseases**

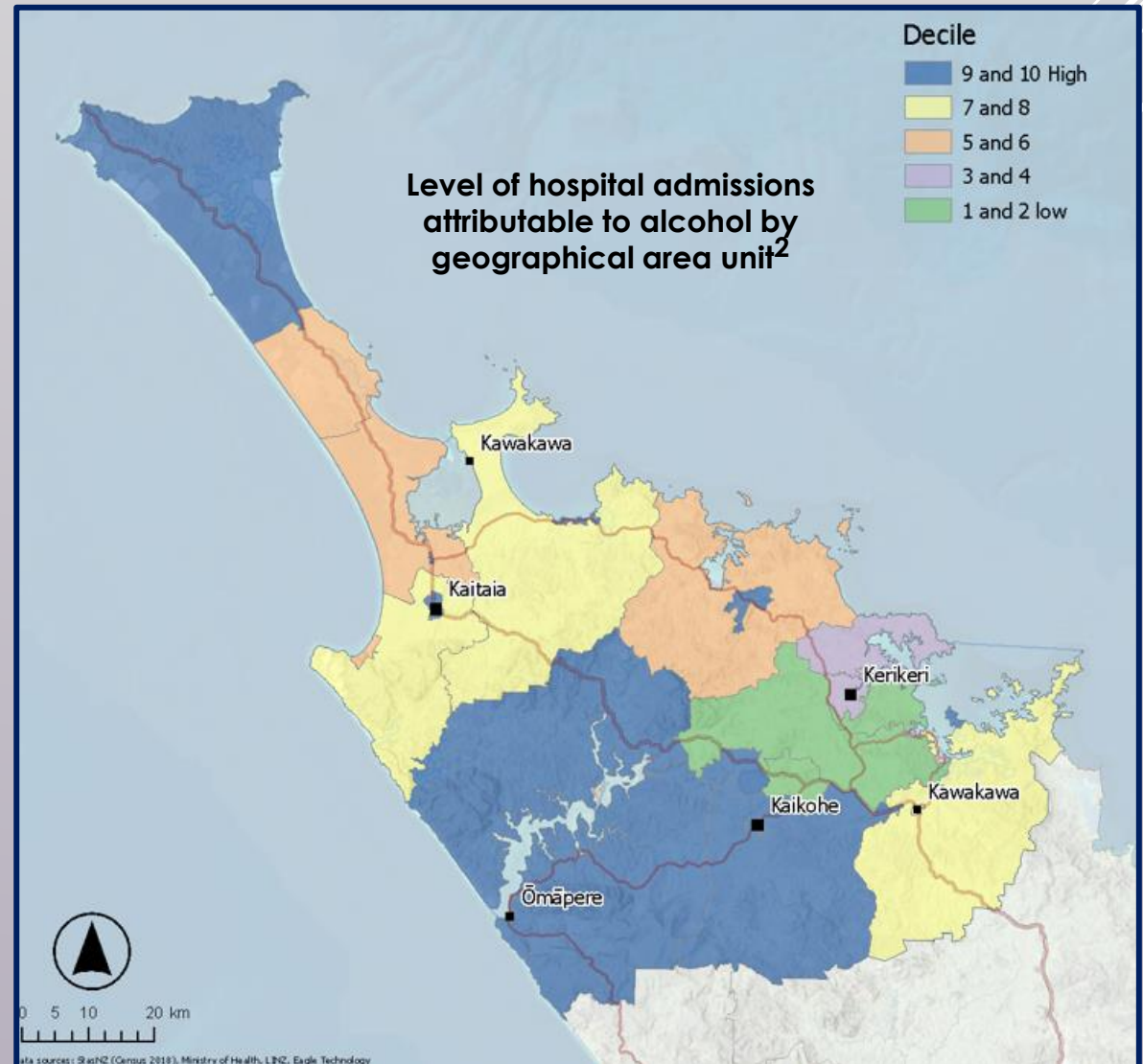
- > long-term or heavy drinking can damage many organs and systems, particularly the liver and pancreas, and also our brain, heart, bones and blood vessels

1) World Health Organisation (2024) Alcohol. Key Facts. <https://www.who.int/news-room/fact-sheets/detail/alcohol>



# Hospital admissions attributable to alcohol in the Far North

- > In an analysis completed between 2016-21, the Far North had some of the highest admission rates for hospital admissions wholly attributable to alcohol, with higher admissions in areas with greater socio-economic disadvantage



# Mental health disorders

- > excessive alcohol consumption is associated with depression, anxiety, bipolar disorders, psychosis, and suicidal thoughts and behaviours<sup>1</sup>
- > mental health issues can fuel alcohol use, and vice versa
- > heavy alcohol use is associated with direct and indirect pathways for brain damage, and can contribute to the risk and impact of dementia
- > from toxicology results, we believe about a quarter of all suicides in NZ involve alcohol use<sup>2</sup>



Sources: 1) NZ Health promotion Agency (2021) An Evidence Summary: Alcohol and Mental Wellbeing

2) Acute alcohol use and suicide deaths: an analysis of New Zealand coronial data from 2007-2020

Rose Crossin et al. NZMJ



# Discussion re the public health impacts of alcohol in the Far North



# Alcohol-related accidents and injuries

## Main types of accidents and injuries:

- **Falls** – a New Zealand study found that consuming 3+ standard drinks in the previous six hours increased the risk of a fall-related injury by about 12 times<sup>1</sup>
- **Fires** – alcohol is implicated in fatal fires in association with smoking and unattended cooking. A New Zealand study found alcohol to be a factor in 70% of fire fatalities among adults aged 17 years and over<sup>2</sup>
- **Occupational injuries** – in New Zealand, in 2003, 20-25% of occupational injuries presented at emergency departments involved intoxicated workers<sup>3</sup>
- **Injuries to children** – New Zealand reports in 2006<sup>4</sup> and 2009<sup>5</sup> found heavy parent/caregiver drinking to be associated with negative outcomes for children and adolescents including drowning, falls, motor vehicle accidents, poisoning, and suffocation.



**128,963 ACC claims** were attributable to alcohol in 2018<sup>6</sup>

# Water-related accidents and drowning

- > from 2014 to 2023, there were 53 drowning fatalities in the Far North<sup>1</sup>
- > 11 of these fatalities (21%) were associated with alcohol<sup>1</sup>
- > also, from 2018 to March 2024, Maritime NZ reported 3 fatalities involving marine vessels and alcohol<sup>2</sup>





**Guest speaker:**

**Michelle Row**

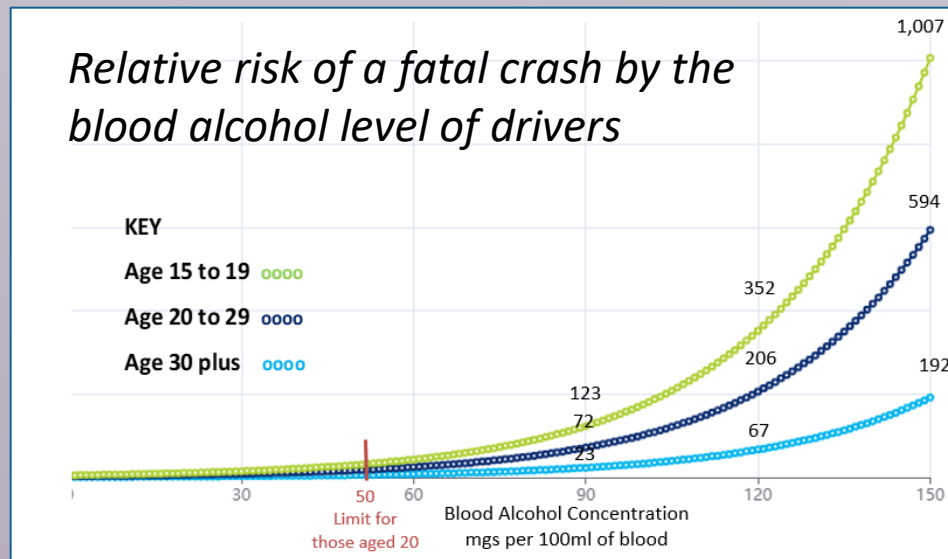
**Alcohol Harm Prevention Officer, NZ Police**

*Drink driving, road crashes, public disorder,  
alcohol-related prosecutions*



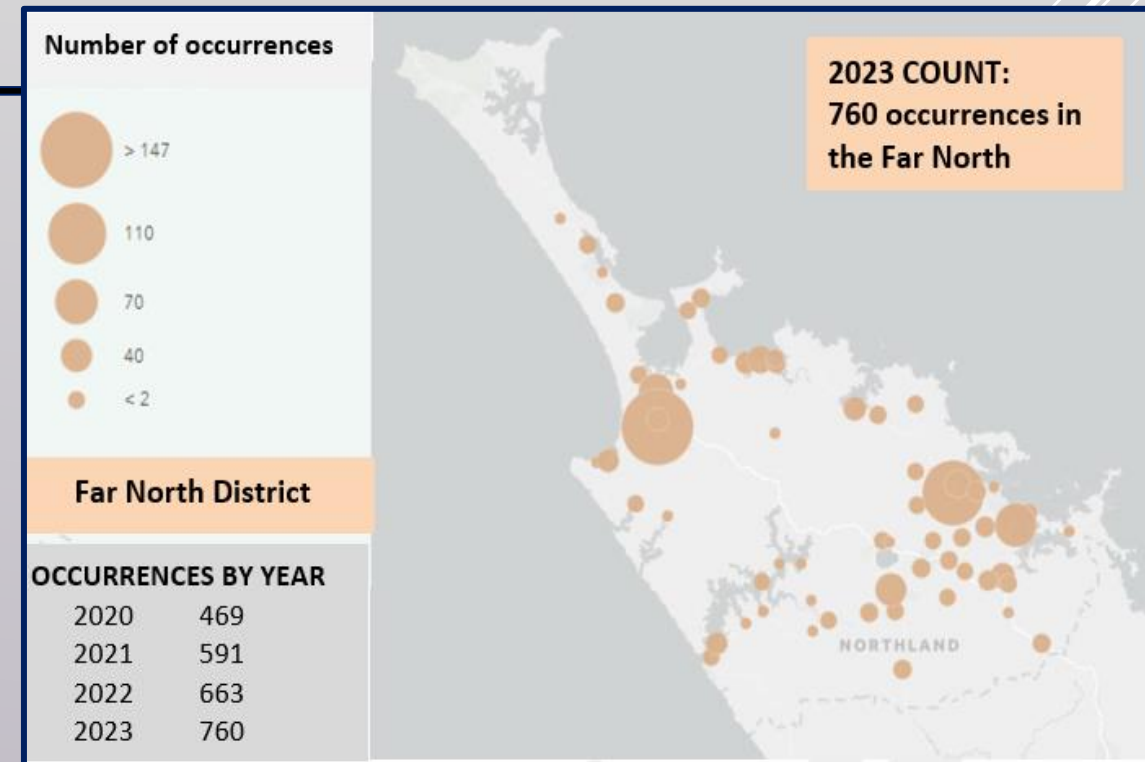
# Drink driving and road crashes

- > driving after drinking is more common in Northland than nationally (28% of drinkers aged 15+ cf. 22%)<sup>1</sup>
- > in 2023 the police recorded 760 occurrences of drink driving in the district<sup>2</sup>
- > even small amounts of alcohol increase the risk of accidents, injuries and fatalities<sup>3</sup>



Sources: 1) Alcohol Use in NZ Survey 2019-21 2) NZ police 3) Ministry of Transport

## Drink driving offences in the Far North<sup>2</sup>



## Seven hurt in two car smash in Far North



Source: Northern Advocate 6 Nov 2018



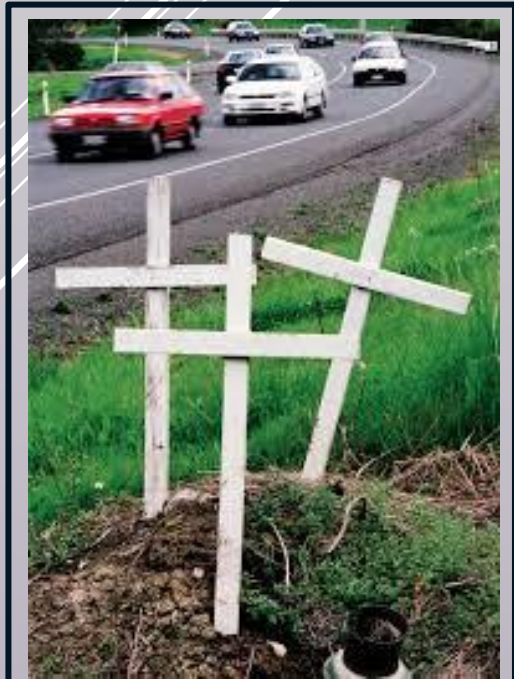
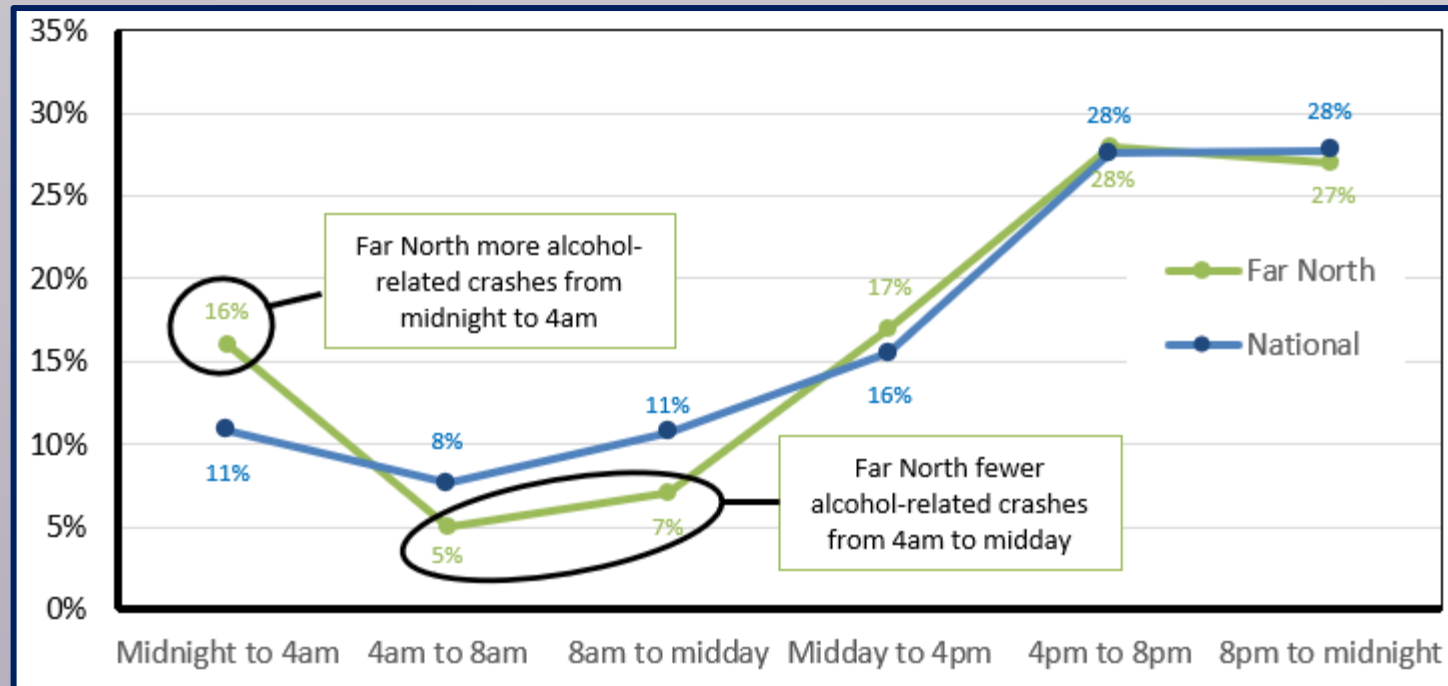


# Drug & alcohol associated deaths and injuries in crashes in the Far North

- > 2018 to 2022 - 37 fatal crashes, 35 serious injury crashes, and 159 minor injury crashes were recorded where driver alcohol and/or drugs were a contributing factor<sup>1</sup>

By head of population, the Far North was the **fifth-worst district** for deaths and serious injuries in alcohol/drug related road crashes

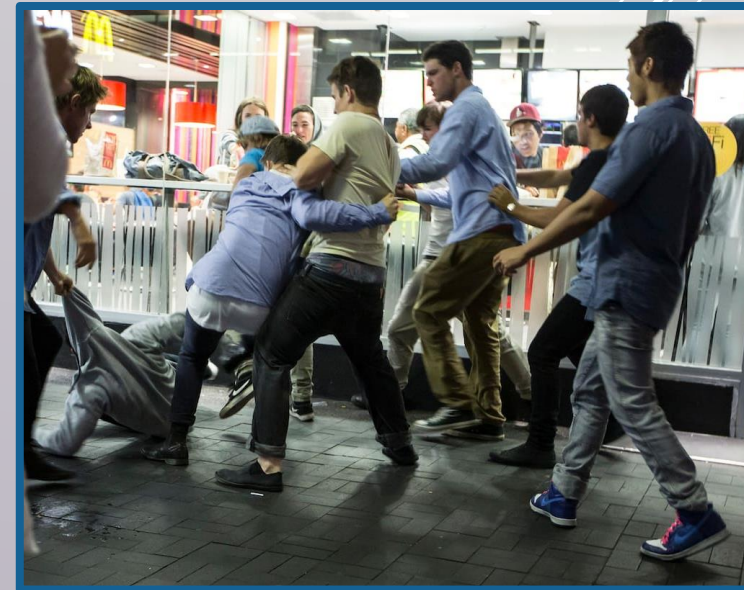
Timing of alcohol/drug-related crashes Far North vs. NZ - 2018-22



Source: NZ Geographic 2001

# Alcohol-related violence and aggressive behaviour

- > People who drink to excess have a high probability of becoming aggressive and violent
- > in NZ, alcohol is involved in:
  - 57% of sexual assaults
  - 50% of all homicides
  - 34% of family violence
  - 33% of all violence

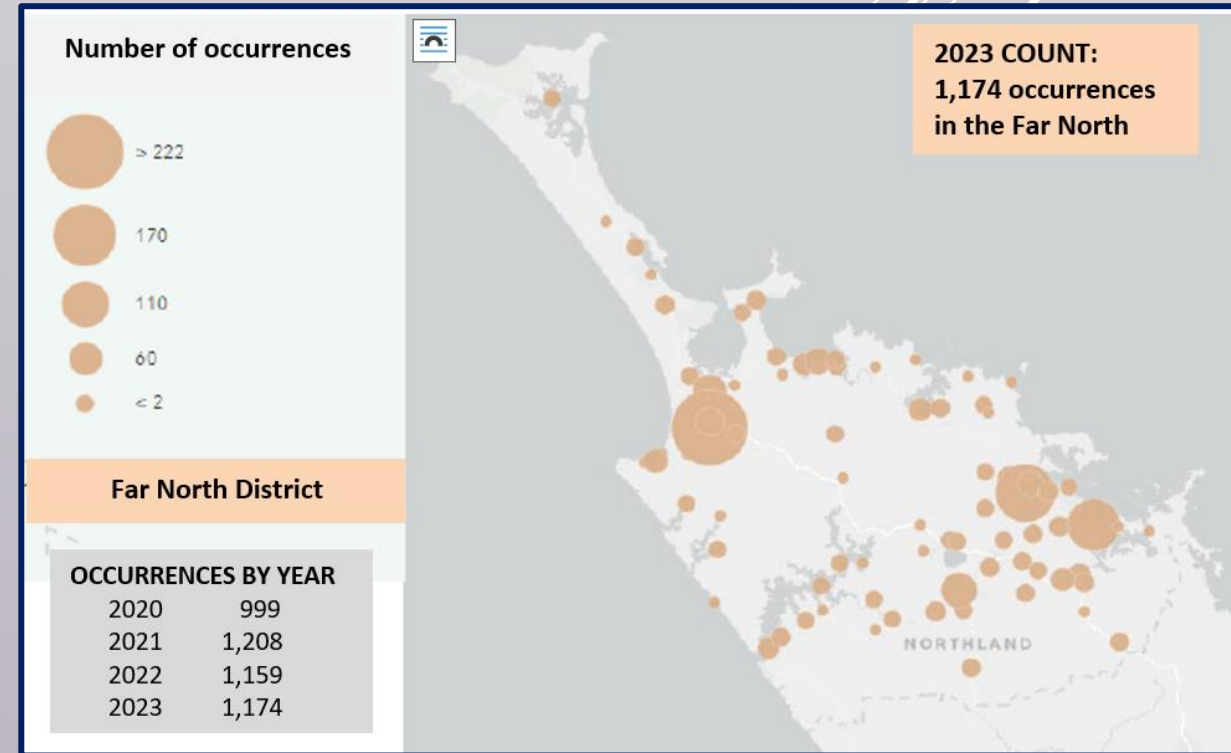


Source: Herald on Sunday Feb 2014

# Alcohol-related incidents in public places

- > people drinking in public can cause many problems for the public including:
  - being loud and unruly
  - intimidating or assaulting others
  - damaging property
  - vomiting or urinating
  - littering etc.
- > in 2023 the police were called to 1,174 alcohol-related incidents in public places in the district.

## Police calls to incidents in public places in the Far North<sup>1</sup>



# Alcohol-related prosecutions

- > In 2023 police prosecuted 707 offenders in the Far North where alcohol was a contributing factor
- > main types of offences were:
  - traffic and vehicle offences
  - acts intended to cause injury
  - dangerous or negligent acts endangering others
- > 55% of all prosecutions in 2023 involved people aged 20 to 39
- > 64% of these offences started between 4pm and midnight.



# Discussion re road crashes, public disorder and alcohol-related prosecutions

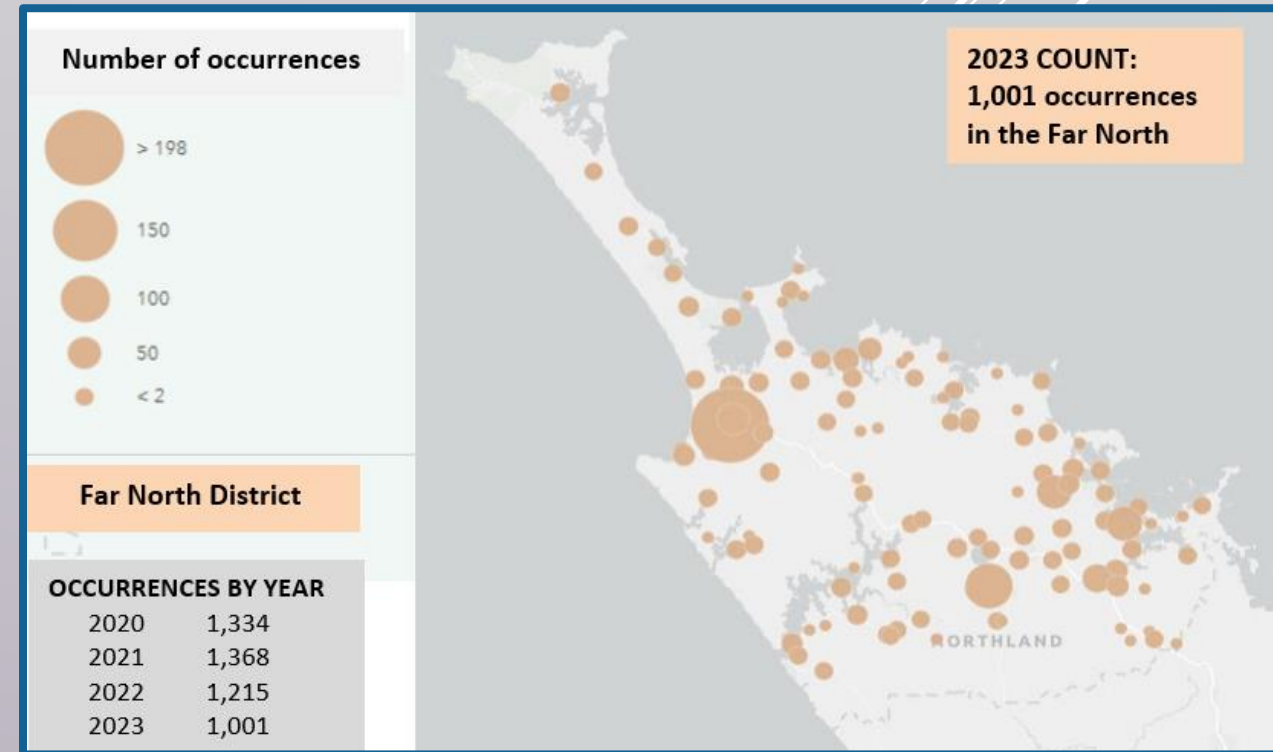




# Family/whānau violence and maltreatment of children

- > alcohol is involved in 34% of all family violence incidents in New Zealand<sup>1</sup>
- > responding to family violence accounts for 41% of frontline police officers' time<sup>2</sup>
- > across New Zealand, police respond to a family violence incident every five minutes<sup>2</sup>
- > 17% of those with a heavy drinker in their life report that their children were negatively affected by this person's drinking<sup>3</sup>
- > children's exposure to violence has been shown to impact brain development<sup>4</sup>
- > wāhine Māori are more likely than other demographic groups to experience violence committed by someone under the influence of alcohol<sup>5</sup>

## Police calls to alcohol-related family violence incidents in the Far North



Sources: 1) Connor & Casswell 2012 2) NZ Government Feb 2016 3) Casswell & You 2011

4) Enelow & Egeland 2012 5) Alcohol Use in NZ Survey 2007-8



**Guest speaker:**

**Carol Berghan**

**CEO Te Hiku Iwi Development Trust  
and Whiria Te Muka**





## TE HIKU – CROWN SOCIAL DEVELOPMENT AND WELLBEING ACCORD

PRESENTATION TO THE FAR NORTH DISTRICT COUNCIL  
15 OCTOBER 2024 (BY TEAMS)

CAROL BERGHAN CEO TE HIKU IWI DEVELOPMENT TRUST

ALCOHOL HARM, ALCOHOL LICENSING AND FAMILY VIOLENCE







# WHAKAPAPA

## UNDERSTANDING THE BACKGROUND

Whiria Te Muka started collecting insights/data on the triggers of whanau harm in 2018

*Our data says:*

*alcohol is consistently the largest recorded trigger of family violence reported to New Zealand Police in Te Hiku*

Other triggers of whanau harm are: relationship issues – mental health – finances – meth – other drugs – housing – parenting – stress....other



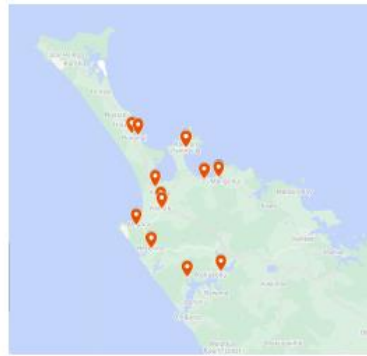
# 2022 Data for the Select Committee Presentation



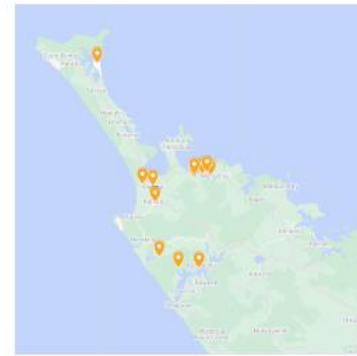
14 Club Licenses



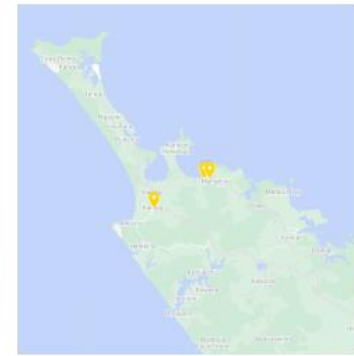
23 Off-Licenses



19 On-Licenses



18 Special Licenses



3 Temporary Licenses



**Te Hiku Iwi**  
DEVELOPMENT TRUST



NEW ZEALAND  
**POLICE**  
Ngā Pirihimana o Aotearoa



# What the numbers tell us

UNDERSTANDING THE BACKGROUND.

## *111 Call outs - Family/whānau violence triggered by alcohol in Te Hiku*

Year	Number of family violence incidents reported to 111	Number and percent of incidents triggered by alcohol		Total number of people affected	Number of children aged under 17 affected
2018	976	25%	247	611	136
2019	1,390	23%	318	794	140
2020	1,632	21%	338	875	166
2021	1,539	24%	354	772	156
2022	1,505	23%	347	739	153
2023	1,376	24%	329	783	178
<b>Total</b>	<b>8,414</b>	<b>23%</b>	<b>1,933</b>	<b>4,574</b>	<b>929</b>

5F in a can [RTD] - “kids walking around broken bottles and watching TV”



# Creating Possibilities



**IF** Alcohol is the **consistent** lead pressure point to reported family violence in Te Hiku ō Te Ika

**IF** Reported numbers of alcohol-related family violence incidents are **nearly a quarter of 111-callouts** from 2018 to 2023 in Te Hiku

**IF** Alcohol consumption is also the consistent leading trigger to reported family violence over the **Christmas-New Year period.**

Then

Is there an over-supply of existing alcohol licenses in Te Hiku or is it something else?

Then

How would a Local Alcohol Policy (LAP) make a positive difference

Then

What can the tri-agencies do together to influence Alcohol supply and shopper behaviours in this period

The only time we saw a drop in alcohol related harm was during the Level 4 Covid-19 lockdown from March to April in 2020

# “A Local Alcohol Policy empowers”

## here are some of our suggestions



**ACCESS:** Make electronic copies of alcohol license applications and renewals easily accessible for those who want to make objections... in a timely and easy way.

**SOCIAL IMPACT:** Build Accountability mechanisms into LAP – require tri-agencies (Police – Health – FNDC) to report on the socio-economic impact of Alcohol sales in communities.

**ENGAGEMENT:** Include Te Hiku in the drafting and implementation of a Local Alcohol Policy (LAP) for the Far North District, test and trial with Te Hiku. We would love to create, trial and incubate with you.

**SHARED LEADERSHIP:** Iwi should receive early notice of applications or renewals as a matter of significant interest to their beneficiary groups. Currently, the Act does not require Councils to share.

**CAPABILITY:** The Act sets out a very tough process to object or to be heard. Make LAP forms/templates easy to complete. Educate and help community to actively support a fair and practical approach.

**RESOURCE THIS TO SUCCEED:** Lead from the front. The LAP will require your visible leadership and be resourced effectively.

**MONITOR-ADAPT-RESPOND:** A LAP that is fit-for-purpose, evolves and adapts.



**A LOCAL ALCOHOL POLICY EMPOWERS LOCALLY LED SOLUTIONS.**

**THE EXISTING RULES AND REGULATIONS IN THE ACT, DO NOT.**

**DEVELOPING A LOCAL ALCOHOL POLICY IS WORTHY OF YOUR VOTE.**

**PLEASE SAY YES**



**Questions/comments re Carol's  
presentation...**





# Financial harm to individuals and households

- > costs to individuals and households from excessive alcohol consumption can include:
  - the cost of purchasing alcohol
  - healthcare costs
  - police fines and court costs
  - lost wages from poor work attendance etc.
- > 12% of drinkers in Northland in 2019/20 were worried or stressed about money because of their drinking<sup>1</sup>
- > more Māori drinkers reported harms to their financial position due to their drinking, compared with European/others<sup>1</sup>
- > Māori drinkers twice as likely to be absent from their work because of their drinking<sup>1</sup>.



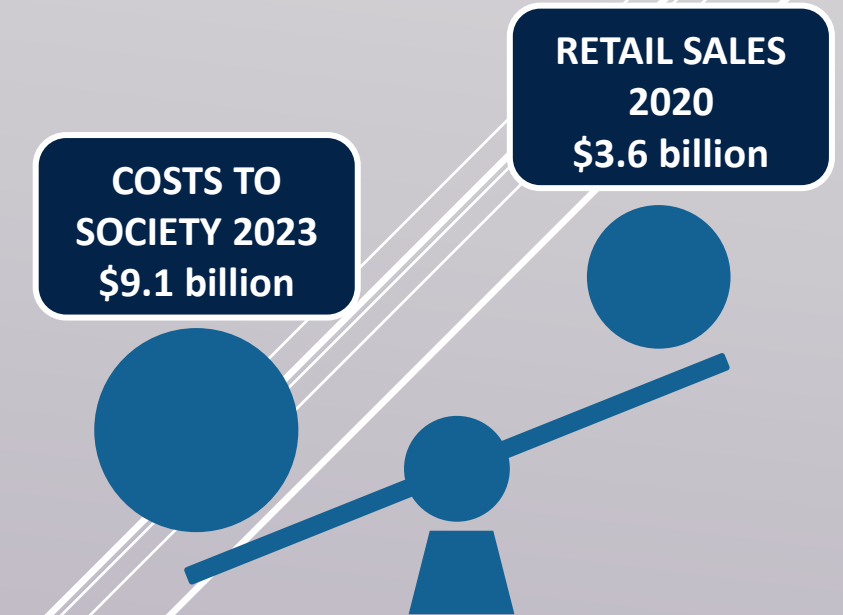
*“Alcohol-related spending is not limited to the purchase of alcohol. Valuable financial income can be spent replacing items broken during periods of intoxication, repaying debts or loans, as well as out-of-pocket medical costs”*

Dr Anne-Marie Laslett, La Trobe University<sup>2</sup>



# Broad social and economic costs of alcohol

- > The estimated cost of alcohol-related harm for the country was \$9.1 billion in 2023<sup>1</sup>
- > This includes:
  - healthcare costs, including life-time care for many FASD patients
  - social welfare costs
  - policing, courts, and prison costs
  - costs of mortality from suicides, car crashes, and alcohol-related diseases
  - work productivity losses due to absenteeism and poor work performance
  - unemployment costs
  - costs of domestic violence
  - accident compensation costs, etc.



**Alcohol licences...**



# Number of licences, January 2024

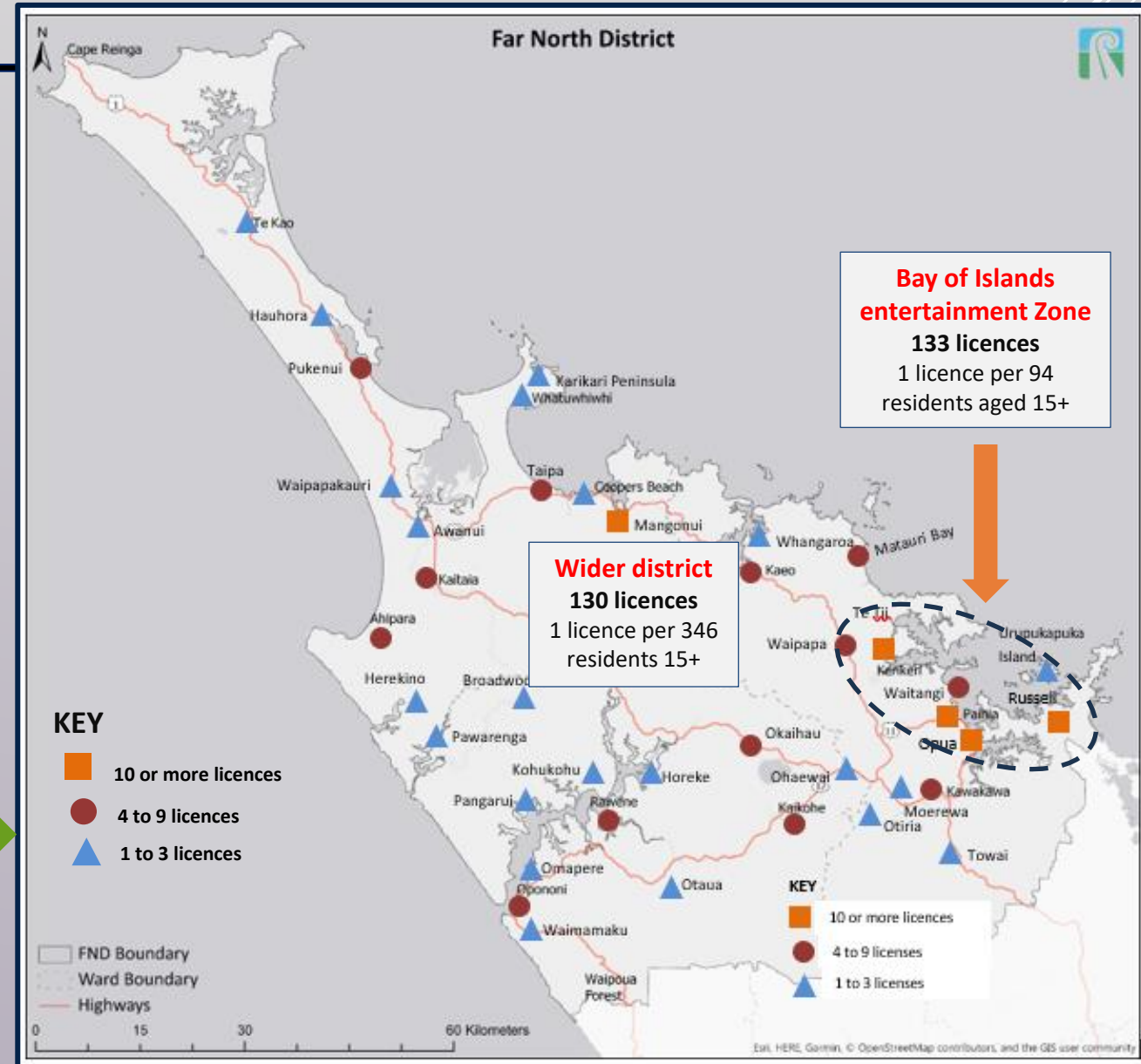
- > 263 licences issued for 241 premises:
  - 127 on-licences
  - 85 off-licences
  - 51 club licences.
- > 134 special licences issued in 2023
- > licence numbers show little change over the last six years, but are 18% lower than in 2008



## Location and density of licensed premises

- > 40 different towns in the district have alcohol licences
- > six towns account for 60% of licences (Paihia, Kerikeri, Russell, Kaitāia, Ōpua, Mangonui, and Kaikohe)
- > 1 licence for every 219 adult residents aged 15 or more
- > concentration denser than the national average (NZ 1 licence per 373 adult residents)<sup>2</sup>
- > Note two distinct licensing Zones →

### Licensing Zones in the Far North





# Two licensing Zones

## Bay of Islands Entertainment Zone

133 licences<sup>1</sup>

on-licences **63%**

off-licences 29%

club licences 8%

higher incomes<sup>2</sup>

less social deprivation

lower proportion of Māori residents – 21%

fewer young people – 30% aged 0-29 years

many tourists and holiday makers<sup>3</sup>



## Wider District

130 licences

33% on-licences

**36%** off-licences

**31%** club licences

lower incomes

more social deprivation

higher proportion of Māori residents – 55%


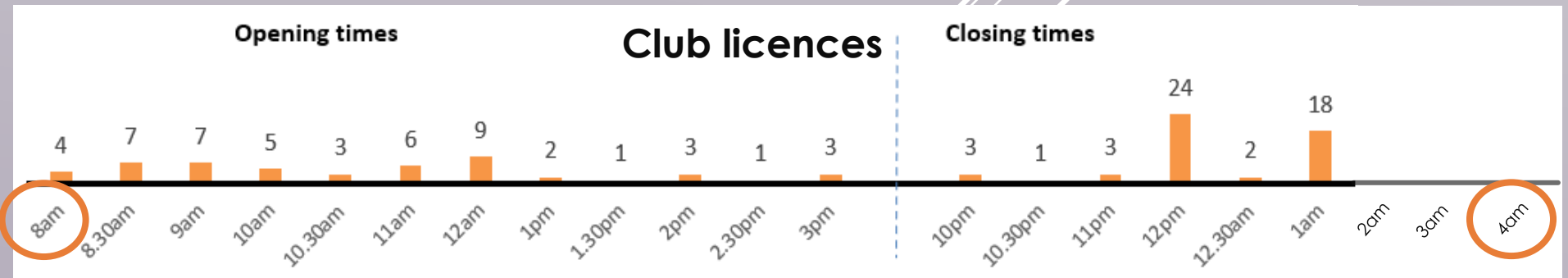
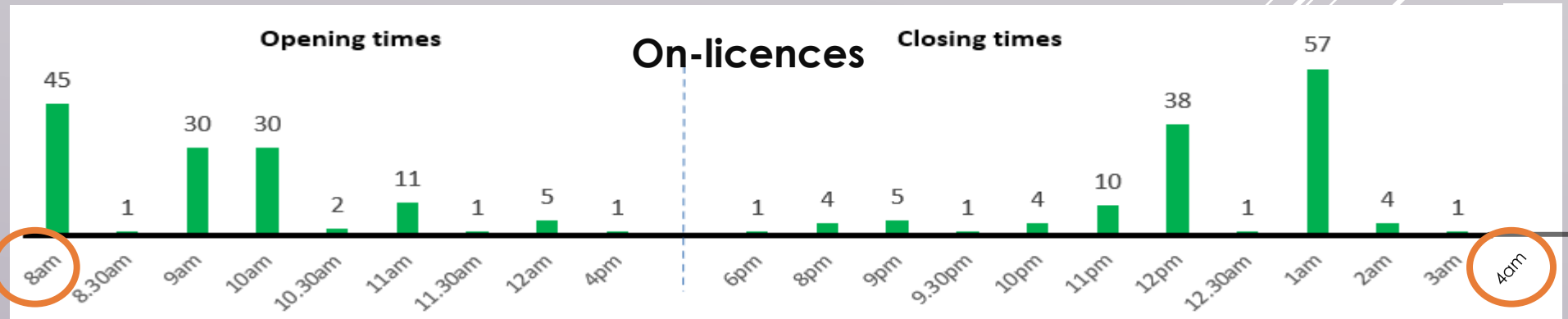
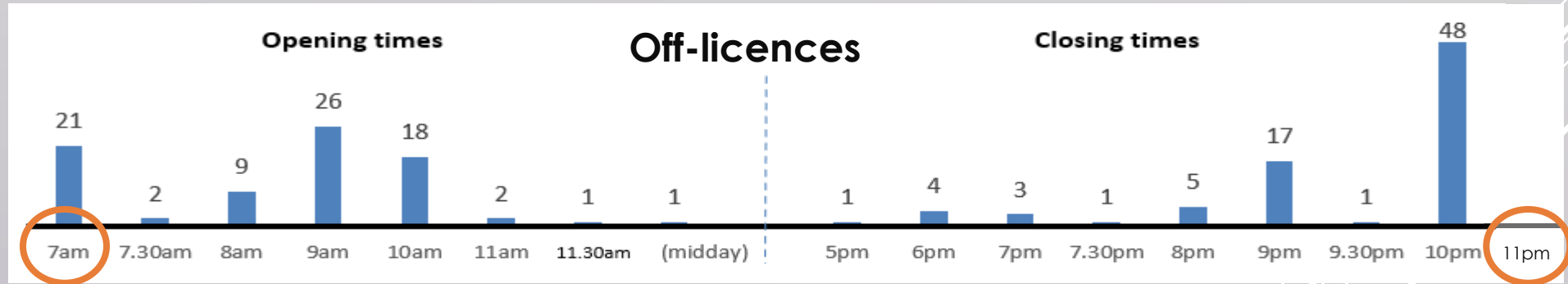
more young people – 39% aged 0-29 years

fewer tourists and holiday makers



# Permitted trading hours of licensed premises

**KEY:**  
Default times



# Actual trading hours reflect commercial decisions

## Saturday night closing times

### Off-licenses

- > Among groceries, supermarkets & liquor stores that are permitted to remain open till 10pm, only two actually stay open till 10pm
- > The average Saturday closing time for these outlets is 8.20pm

### On-licenses

- > Hotels, restaurants etc. permitted to close at 1am or later, either close much earlier or have no fixed closing time
- > Taverns in general stay open till 1am



**Discussion re licences...**



**Possible content of a LAP...**



# Potential LAP content (will require extensive engagement to understand community preferences)

## 1. Provisions relating to broad geographic areas

Provisions could be specific to broad areas such as:

- the two Licensing Zones
- areas with high social deprivation, high levels of hospital admissions due to alcohol, high levels of domestic violence triggered by alcohol, high levels of driving under the influence, high proportions of vulnerable people.

## 2. Provisions relating to the density of licensed premises

Research studies have found high density is associated with a range of harms.

There could be a cap or sinking lid on licence numbers (district-wide or location-specific) OR a requirement that any new premise is located at least a certain distance from other premises of the same type.



# Potential LAP content cont'd

## 3. Provisions limiting the exposure of vulnerable groups to alcohol outlets

Research shows that proximity to alcohol outlets leads to earlier and heavier drinking by young people.

Limits could be placed on new outlets near sensitive sites such as schools, childcare centres, medical centres, churches and marae.

## 4. Provisions relating to trading hours

Strong NZ evidence that reducing trading hours helps minimise alcohol-related harm.

Permitted opening times of licenced premises in the district are typically similar to the default hours in the Act  
Permitted closing times are earlier than the default times  
Actual trading hours typically less than what is permitted.



### Within 500 metres of The Shed, Kaikohe:

- 4 places of worship
- 2 early childhood centres
- 3 playgrounds
- 1 school

### Super Liquor Kerikeri:

Permitted 9am to 10pm



Hours: Friday	9 am–9 pm
Saturday	9 am–9 pm
Sunday	9:30 am–7:30 pm
Monday	9 am–7:30 pm
Tuesday	9 am–8:30 pm
Wednesday	9 am–8:30 pm
Thursday	9 am–8:30 pm

# Potential LAP content cont'd

## 5. Discretionary conditions re late-night alcohol-related disorder

Disorderly behaviour by patrons leaving pubs and taverns is occurring, particularly in the Paihia.

One-way door restrictions may help. Also, provisions around security presence.



## 6. Discretionary conditions re the noise from on-licences, clubs, and special licences

Potential conditions to:

- address noise issues for specific premises
- restrict new premises near residential areas.





# Potential LAP content cont'd

## 7. Single-unit sales

Associated with impulse purchases and excessive consumption, especially by young people

The DLC is already acting in this area.



## 8. Buy Now Pay Later (BNPL) schemes

BNPL has been criticized for encouraging impulse shopping and debt.

BNPL seems contrary to the object of the Act, as it could 'promote' irresponsible drinking.

A LAP could include policies to limit or ban BNPL.





### 9. Outdoor advertising by liquor stores

This advertising:

- often features price promotions
- may normalise alcohol sales for children and tempt heavy or problem drinkers
- can lower the aesthetic value of an area, reducing amenity values.

There is strong NZ evidence of the harm caused by this advertising to young people including tamariki Māori.

LAP provisions need to bear in mind District Plan rules on signage.



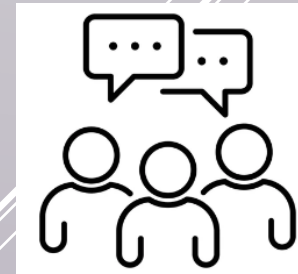
### 10. Safety and security

Many LAPs around NZ include discretionary conditions covering safety and security.



### 11. Community input into licensing applications

The DLC would like consultation guidelines to be included in a LAP.



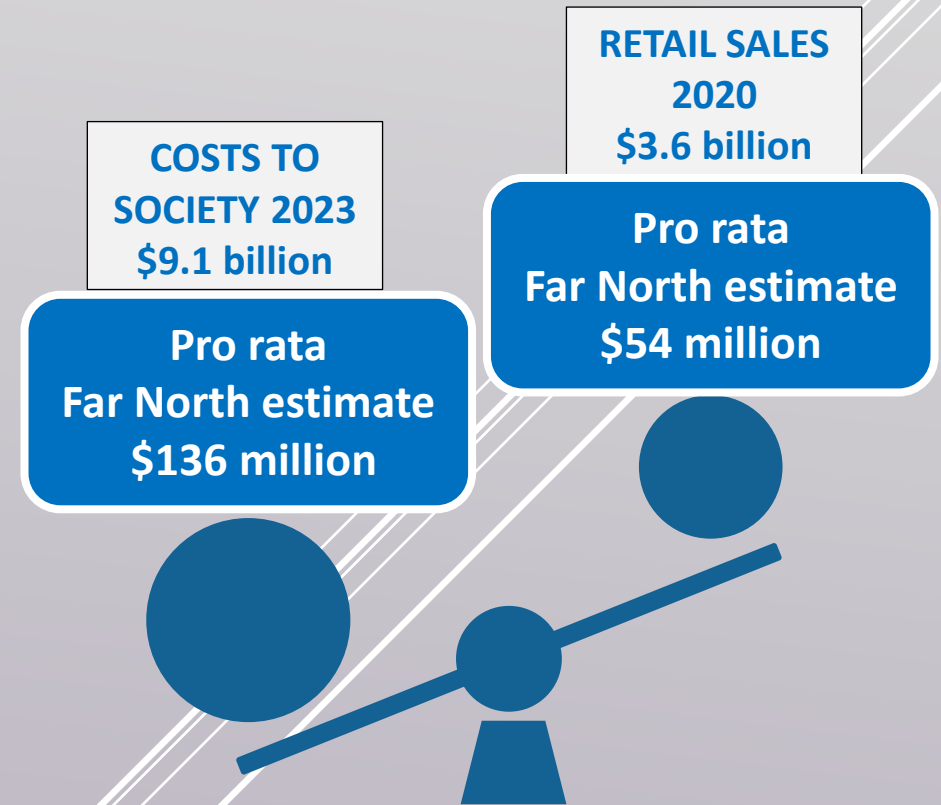
### 12. Minors and alcohol

Discretionary LAP conditions could apply.



**In conclusion...**

**Should Council develop  
a LAP for the district?**



# Some advantages and disadvantages of making a LAP

## Advantages

- Public health, wellbeing, and safety benefits
- Improving community amenity values
- Community input
- Protection of vulnerable groups
- Protection of existing licensed businesses
- Clarity of policy direction
- Greater consistency in licensing decisions
- Potential cost savings for Inspectorate and DLC

## Disadvantages

- Potential adverse impact on alcohol outlets
- Managing conflicting views
- Potential for judicial review
- Resource commitment



# Next steps



Discussion...

