

# **FRANKLIN DISTRICT ALCOHOL HARM REDUCTION STRATEGY**

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## **SECTION A: BACKGROUND**

### **A. Why the need for an alcohol harm reduction strategy?**

#### **A.1 Background**

Local Government, with its focus on community well being, has an important role to play in reducing alcohol-related harm. Issues relating to alcohol consumption have become a matter of concern to Council over the past few years. Drinking in public places, vandalism and graffiti have highlighted the need for Council to develop, in collaboration with stakeholders, an alcohol harm reduction strategy.

The Franklin Community Outcomes provide insight into what the community thinks is important for the future of the District. The following Franklin Community Outcome statements are pertinent when considering the harm related to alcohol misuse: '*Franklin: a Safe, Healthy and Active Community*'; '*Franklin: a Culturally and Socially Vibrant and Inclusive Community*' and '*Franklin: Well-Managed Growth for Quality Living Environments*'.

The availability and use of alcohol has strong links to many of Council's key objective areas: community wellbeing, economic development and the wellbeing of young people. The Council has a range of relevant responsibilities and overall a major impact on the drinking environment, including its role as District Licensing Agency (DLA), developing District Plan regulations, making and enforcing bylaws and public health inspections.

#### **A.2 Approach of this Strategy**

This Strategy seeks to address the harm associated with the misuse of alcohol by:

- Council playing a role in reducing alcohol-related harm through the District Plan, policy revision and the enforcement and administration of the Sale of Liquor Act 1989;
- Working in partnership with the community and key stakeholders;
- By challenging Government Policy around alcohol availability and advertising.

A Reference Group comprising of local stakeholders has informed the development of the Strategy and will continue to consider and challenge alcohol issues within Franklin.

This document aims to encourage community discussion and debate around alcohol-related issues.

### **A.3 Links to Role and Purpose of Local Government**

#### *Social Role: Community Well-Being*

Local Authorities are required in terms the Local Government Act 2002 (Act), 'to promote the social, economic, environmental and cultural well-being on communities, in the present and for the future' (Part 2 s.10(b)).

Section 90 of the Act requires Council to have a conversation with the community about their aspirations for the future. This identification process is called community outcomes. The community identified the need for a "Safe, healthy and active community".

#### *Planning Role*

The Resource Management Act 1991 tasks local councils with the responsibility for promoting 'the sustainable management of natural and physical resources... in a way... which enables people and communities to provide for their social, economic, and cultural well-being and for their health and safety' (s.5). This is achieved through the District Plan which may set out rules around what activities are permitted and in which zones they may operate.

#### *Regulatory Role*

The Sale of Liquor Act (Act) 1989 gives responsibility for the issuing and renewal of (uncontested) liquor licences to local authorities, as DLA. The Act requires Councils to contribute to the reduction of alcohol abuse through controlling the sale and supply of alcohol to the public.

### **A.4 Input from Stakeholder Group (Workshops)**

#### **A.4.1 Key Assumptions**

- Reducing alcohol-related harm is the prime aim of the strategy
- There is rising alcohol consumption
- There is a growing population with more young people (more young people under 15 years resident in Franklin (25.5%) than the NZ average (22.7%))
- There are specific Counties/Manukau issues with young people (higher proportion of young people leaving school/disconnected with education, compared with surrounding areas, and higher mental health concerns)
- The risks for alcohol-related harm are present across all age groups, but young people are at greater risk
- There is a prevalence of alcohol-related disorderly behaviour in public places
- There is a prevalence of alcohol abuse and dependency
- The road fatality rate is linked to speed and alcohol
- The lack of public transport in large rural areas adds to the risk of high road fatalities
- Alcohol is easily accessible
- There is a connection between violence and alcohol

- If the status quo is continued, the current situation will deteriorate further
- There will be benefits across the entire community if an effective and workable Alcohol Harm Reduction Strategy is developed and acted on.

#### **A.4.2 Risk Behaviours**

- *Alcohol induced reckless behaviour*
- *Drinking and driving/using machinery*
- *Increased drinking throughout all life stages*
  1. *drinking during pregnancy*
  2. *early onset drinking*
  3. *drinking at a young age*
  4. *heavy drinking*
  5. *binge drinking*
- *Poor role models within the home/across whole of the community*
- *Resorting to alcohol use in response to stressful lifestyles, particularly with younger drinkers.*

#### **A.4.3 Risk Environments**

- Ease of accessibility and availability of alcohol, particularly for younger drinkers
- Stressful lifestyles
- Lack of stable home environment
- Acceptance of heavy/binge drinking and alcohol abuse, particularly in clubs
- Sale of liquor as a revenue generator for clubs, particularly sports clubs, and consequent exposure of a 'drinking culture' to young people who join sports clubs
- Influence of advertising and the wrong messages that are promoted (also by behaviours)
- Lack of appropriate role models (both people and clubs)
- Lack of good governance skills in clubs

#### **A.4.4 Role of Stakeholder Group**

- Provide input into the development of an alcohol harm reduction strategy for Franklin
- Provide a network for alcohol issues in Franklin
- Provide support and collaboration on local alcohol issues
- Challenge national policies relating to alcohol

## **B. Goals and Objectives**

### **B.1 Overarching Goal**

The overall goal of this strategy is to minimise the effects of alcohol related harm on the Franklin community.

The sale, to people over 18 years, and consumption of alcohol are legal activities. Alcohol is an integral part of New Zealand society. When consumed in moderation, alcohol harm is mitigated and is a significant contributor to New Zealand's economy.

However, when alcohol is misused, the related harms can be considerable and costly to health, the economy and society in general.

## **B.2 Objectives**

- To utilise effective planning and regulation tools to minimise alcohol-related harm
- To minimise alcohol-related harm
- To encourage responsible use of alcohol
- To minimise youth alcohol related harm
- To develop and cultivate partnerships with relevant stakeholders to ensure a sustainable approach to minimising alcohol-related harm.

## **C. Principles**

The Strategy is based on the following principles:

- That Council acknowledges its social responsibility to provide for the well-being of the community
- That all Franklin residents can enjoy safe, peaceful neighbourhoods and public spaces.
- That the views of the community are considered when planning for alcohol in the community.

## **D How the strategy works**

The strategy works through involving the whole of Council and the community.

- Involving Council: This strategy focuses on the safe consumption of alcohol. In its role as the DLA, Council needs to consider the objectives of this strategy when approving licences and special licenses for events and functions within the District.
- Involving the community: Alcohol harm reduction is a community wide responsibility. Council will work in partnership with agencies and the community to reduce alcohol harm.

The strategy builds on existing initiatives and actions, and also introduces some new actions which seek to address the issues related to alcohol harm in Franklin.

## **E. Scope of the Strategy**

The strategy covers the geographical area administered by the Franklin District Council.

It relates to alcohol use in public spaces, ie. parks, reserves, streets; and in licensed private spaces, ie. restaurants and bars, bottle stores, retail outlets and clubs where the sale and supply of alcohol is carried out as a licensed activity.

The strategy includes:

1. Areas of Council responsibility:
  - Planning matters
  - Regulation and control of the sale of liquor
  - Monitoring and enforcement
  - Host responsibility
  - Council operations
  - Council as an employer.
2. Areas where other agencies have prime responsibility:
  - Policing
  - Drink driving
  - Public Health
  - Accident prevention
  - Education and awareness
  - Campaigns to alter the dominant drinking culture
  - Counselling
  - Youth drinking.
3. Areas where Council, lead agencies and key stakeholders work in partnership:
  - Collaborative Liquor Enforcement Group.

## **F. Alcohol-Related Harm**

### **F.1 What is Alcohol-Related Harm?**

The indicators listed in the National Alcohol Strategy have been used to describe alcohol-related harm in this strategy.

They are as follows:

- Deaths and physical health problems from alcohol-related conditions.
- Alcohol dependence and other mental health problems.
- Effects on unborn children.
- Drink driving fatalities and injuries.
- Drowning.

- Violence both within and beyond the home.
- Workplace injuries and lost productivity.

## **F.2 Statistics Around Alcohol-Related Harm in Franklin**

While data relating to all of the above indicators is not available, the tables below help demonstrate the prevalence of alcohol related-harm in Franklin.

### ***F.2.1 Drink Driving Offences***

Year	No. of offences Franklin
2006	379
2007	380

*(Source: NZ Police, Counties Manukau Licensing Unit)*

### ***F.2.2 Alcohol-Related Crashes***

Year	No. of Alcohol Related Crashes in Franklin	No. of Alcohol Related Crashes in Papakura	Ratio of Crashes (corrected for population difference*) Franklin: Papakura
2002	27	14	1.5:1
2003	32	18	1.4:1
2004	30	15	1.5:1
2005	22	16	1.0:1
2006	26	22	0.9:1

\* As an approximation, Papakura has 76 % of Franklin's population, from age 15 up. This factor was used in the "Ratio of Crashes" calculation.

Between 2002 and 2006, alcohol was a factor in 19% of injury crashes and in 22% of fatal crashes in Franklin.

*(Source: Land Transport NZ)*

### ***F.2.3 Alcohol-Related Assaults, Violent Attacks, and Disorder Offences***

Year	Assaults and Violent Attack:			Disorder Offences		
	Alcohol related	Overall total	% alcohol related	Alcohol related	Overall total	% alcohol related
2006	32	414	7.7	5	31	16.1
2007	67	479	14	8	52	15.4

- There were no sexual assaults reported in either 2006 or 2007 in Franklin where alcohol was cited as a factor.

*(Source: NZ Police, Counties Manukau Licensing Unit)*

### ***F.2.4 Community Alcohol and Drugs Service (CADS)***

Clients accessing CADS in Counties Manukau District Health Board by T.L.A. and by % of T.L.A. population.

Year	Clients Accessing CADS Franklin District	% of Franklin Population	Clients Accessing CADS Papakura District	% of Papakura Population	Clients Accessing CADS Manukau City	% of Manukau Population
2005	204	0.4%	310	0.7%	1474	0.4%
2006	303	0.5%	344	0.8%	1866	0.6%
2007	392	0.6%	384	0.8%	2359	0.7%

- Alcohol is the most commonly reported drug of choice for people attending CADS. (Approximately 70% of CADS clients access the service for alcohol issues.)
- The number of people accessing the service is not directly indicative of the number of people having alcohol or other drug problems. Approaching the service is voluntary, so people may choose not to. Also, it depends on how well advertised or well known the service is. CADS estimate that the number of clients accessing the service represents approximately 30 to 40% of the number of people within any community who have alcohol or other drug problems.

*(Source: Community Alcohol and Drug Services, Auckland)*

## **G Links**

## G1. National Policies

A local Alcohol Strategy develops the objectives and priorities set by national strategies.

<b>Policy</b>	<b>Objectives/Priorities</b>
<p><b>NZ Health Strategy 2000 -2003</b> (Ministry of Health, 2000)</p>	<p>Sets the platform for change and identifies key priorities, including minimising harm to individuals and community caused through the use of alcohol and illicit and other drugs</p>
<p><b>National Drug Policy 1998 - 2003</b> (Ministry of Health)</p>	<p>Sets out the Governments commitment to minimise all drug-related harm, through three streams: supply/control, demand reduction and problem limitation strategies.</p> <p>Relevant Priorities: Priority One: <i>'To enable New Zealanders to increase control over and improve their health by limiting the harms and hazards of alcohol use.'</i></p> <p>Priority Three: <i>'To reduce the hazardous and excessive consumption of alcohol, and the associated injury, violence and other harm, particularly on the roads, in the workplace, in and around drinking environments, and at home.'</i></p>
<p><b>National Alcohol Strategy 2000 - 2003</b> (Ministry of Health)</p>	<p>Develops a set of strategies by which to achieve alcohol-related targets listed in the National Drug Policy. The overall goal of the National Alcohol Strategy is to help minimise alcohol- related harm to individuals, family/whanau, the community and New Zealand society.</p> <p>Relevant objectives: Objective 5: <i>'To encourage local bodies to better address alcohol issues by effective use of legislation, by-laws, policies and plans.'</i></p> <p>Objective 5.1: <i>'Encourage local authorities to address alcohol issues via the development of comprehensive local alcohol policies'</i></p> <p>Objective 5.5: <i>'Encourage local authorities to support strategies for minimising alcohol-related harm, which have been developed by Maori community service providers and marae-based committees.'</i></p>

<p><b>New Zealand Police Alcohol Action Plan</b></p>	<p>The aim of the Plan is to improve Police's ability to prevent and reduce alcohol-related harm.</p> <p>The objectives of this Plan include :</p> <ul style="list-style-type: none"> <li>• minimising alcohol-related crime and crashes;</li> <li>• tailoring responses for special events and population groups;</li> <li>• developing and supporting our workforce;</li> <li>• investing in research and evaluation.</li> </ul>
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## **G.2 Local Policies**

### ***G.2.1 Franklin District Council Policies***

- Long Term Council Community Plan (LTCCP)
- Gambling Venue Policy
- Liquor Control Bylaw
- Beach Control Bylaw
- Public Places Bylaw
- Liquor Trading Hours

### ***G.2.2 Policies of Partners/Other Agencies***

- Police: New Zealand Police Strategic Plan to 2010
- Counties Manukau District Health Board: Health Status Documents
- ACC
- ALAC
- Alcohol Health Watch
- Ministry of Social Development
- Pukekohe Family Support Centre
- Ministry of Justice

### ***G.2.3 Legislation***

The Sale of Liquor Act 1989, Resource Management Act 1991, and Local Government Act 2002 are all relevant to Council's responsibilities and practices concerning alcohol.

The relevant provisions of the Gambling Act 2003, Prostitution Reform Act 2003, and the Smoke Free Environments Amendment Act 2003 are linked to alcohol-related harm issues.

## **H. Acknowledgements**

### ***Working Party Members:***

Ministry of Justice

Alcohol Advisory Council (ALAC)

Ministry of Social Development

Police

Franklin Family Support Trust

Injury Free Counties Manukau

Franklin Safer Community Council

Alcohol Health Watch

Ministry of Youth Development

Franklin Road Safety Co-ordinator

## **SECTION B: ACTIONS**

### **A. Regulation**

#### **Strategy Objectives:**

- To minimise alcohol-related harm
- To utilise effective planning and regulation tools to minimise alcohol-related harm

### **A1 Planning and Controls**

#### ***Objective 1***

***To ensure that Council's planning tools and bylaws are in keeping with the role of local authorities under the Local Government Act 2002 (s.10) 'to promote the social, economic, environmental and cultural well-being of communities, in the present and for the future.'***

#### ***A1.1 Public Input into Licensing Decisions***

Through the Sale of Liquor Act, all applications for a new licence and licence renewals must be publicly advertised. The public can object on matters specified in the Act, including the suitability of the applicant, days and hours of trade, designation of the premises, steps taken to ensure prohibited persons are not served, and supply of food and non-alcoholic refreshments. However, the right to object only applies to people who have a greater interest in the application than the public generally, eg. a resident living in the same street as the proposed premises. A member of the public who is concerned about the effects of alcohol generally in the community, but living some distance from the premises, would not be considered as having a greater interest in the application, but can comment on the applicant suitability.

In terms of the Resource Management Act 1991, the public can have input if there is a notified resource consent application for a new licensed premises in any zone where it is not a permitted activity. The public can make submissions in terms of site suitability, and environmental effects (such as parking and noise etc.)

An applicant for a liquor licence must meet the requirements of the Sale of Liquor Act 1989. The premises must also meet requirements under the Building Act 2004, the Health Act 1956 and Resource Management Act 1991.

### ***A1.2 Location of Premises***

Through consultation, consideration will be given to the location of proposed new licensed premises in relation to sensitive sites such as kindergartens, early childhood centres, schools, places of worship and other community facilities. This will inform the Liquor Licensing Policy.

Measures to limit the total number of alcohol outlets in Franklin will also be considered.

Options:

- Develop policy relating to outlet density in Franklin
- No new licences for bottle stores or taverns
- Wait for central government direction -
- Status quo

The community will be consulted on this matter.

### ***A1.3 Hours of Operation***

The Sale of Liquor Act 1989 gave responsibility to Local Authorities to regulate hours of operation. Franklin District Council has a Liquor Trading Hours Policy which sets the liquor trading hours within the District.

Proposed new hours for liquor trading are as follows:

Trading hours for Taverns and Hotels (not including Special Licences) are:

- Sunday to Thursday - up to 1.00am
- Friday and Saturday - up to 3.00am.

Trading hours for Restaurants:

- 11.00am - 11.00pm.

Trading hours for Function Centres:

- 11.00am - 1.00am.

Trading hours for Clubs:

- Club hours are related to the clubs activities.

Trading hours for Special Licences:

- Sunday to Thursday - up to 1.00 am
- Friday and Saturday may not extend beyond 3.00am
- Public holidays may not extend beyond 3.00am.

Trading hours for Off Licences

- Supermarkets - 7.00am to 12.00 midnight
- Bottle Stores - 11.00am to 11.00pm
- Clubs.

Input from the community will be sought regarding the above proposed new hours of operation for liquor outlets.

#### ***A1.4 Review of Operating Hours***

In developing of this strategy, concerns were raised around anti-social behaviour that occurs in the vicinity of licensed premises at closing times.

The strategy recommends public consultation on the level of satisfaction with the operating hours, to determine if there is sufficient demand for changed hours.

#### ***A1.5 Advertising***

There will be no advertising outside licensed premises. There will be no advertising in premises used by minors.

<b>Action 1: Planning and Controls</b>	<b>Responsibility</b>	<b>Timeframe</b>	<b>Resource Implications</b>
(i) Carry out consultation with the community to establish the level of satisfaction with operating hours of licensed premises and include the hours in the Liquor Licensing Policy (see Action 4) depending on the outcome	Franklin District Council	Within six months	Costs associated with consultation
(ii) Consult with the community on the proposed rules about the location of premises in relation to sensitive sites and include the outcome in the Liquor Licensing Policy	Franklin District Council	Within six months	Costs associated with consultation
(iii) Consult with the community on measures to limit the total number of alcohol outlets in the District and include the outcome in the Liquor Licensing Policy	Franklin District Council	Within six months	Costs associated with consultation
(iv) Include the rules regarding liquor advertising in the Liquor Licensing Policy	Franklin District Council	Within six months	Within existing budget

## ***A1.6 Bylaws for the Control of Liquor in Public Places***

### ***Objective 2***

***To ensure compliance with Bylaws controlling the consumption of liquor in public places, to achieve their purpose of 'protecting the public from nuisance; protecting, promoting, and maintaining public health and safety; and minimising the potential for offensive behaviour in public places'.***

The Council's 'Liquor Control Bylaw' prohibits the possession and consumption of liquor in or at any specified public place daily from 10.00pm to 7.00am at all times of the year. The 'Public Places Bylaw' does not permit anyone in a state of intoxication to remain within any part of a public place. The Beach Control Bylaw does not permit any person under the influence of alcohol to remain on any part of a beach within the District.

There is concern within the community about non-compliance with the bylaws and the anti-social problems occurring in some parks and public places. This poses a threat to the safety and well-being of the public, and to maintenance staff. The strategy proposes stricter enforcement, and actions to raise public awareness of the bylaw.

There is also an issue of drinking outside licensed premises. Currently, 'Street Dining Permits' allow a portion of the footpath outside a licensed restaurant to be used by diners. The following guidelines are applicable:

- The tables are no wider than 600mm;
- Each table has no more than two chairs;
- The chairs are positioned at the end of each table;
- The tables and chairs are positioned against the shop frontage and must not extend more than 600mm from the shop frontage;
- A passage at least two metres wide is to be maintained at all times between the tables and chairs and the roadside. This may necessitate the removal or relocation of the sign outside the shop;
- The extent of the area to be used shall be defined at each end by a white paint mark not more than 25mm wide and not more than 75mm long. The paint mark shall be maintained so as to be legible at all times.

The dispensation to use the footpath for the placement of tables and chairs is granted subject to the following conditions:

- Pedestrian and wheelchair flow and safety is not adversely affected;
- Access to adjoining businesses will not be impeded;
- The use (either individually or cumulatively), will not distract from the visual environment;
- Traffic safety will not be jeopardised;
- Litter shall be controlled;

- Displayed materials shall comply with all Acts and Regulations;
- No liability will rest with Council;
- Reserves and gardens are not to be adversely affected.

This dispensation from the Bylaws does not imply consent for any other activity. It is granted at the pleasure of the Council and may be withdrawn at any time. A copy of the approval must be affixed to the wall or window at the front of the shop.

It should be noted that people may drink for a period before they dine and for a period after they dine. The premises must, however, continue to trade as a restaurant.

Some licensees are keen to see drinking on the footpaths outside taverns. Public opinion will be sought on this matter.

<b>Action 2: Bylaw Compliance</b>	<b>Responsibility</b>	<b>Timeframe</b>	<b>Resource Implications</b>
(i) Carry out public education and awareness campaigns; distribute information through i-sites	Franklin District Council	Annually – prior to summer	
(ii) Review signage in the bylaw zone	Franklin District Council	Within 6 months	Cost of signage
(iii) Carry out targeted monitoring and enforcement of known trouble spots	Police	On-going	
(iv) Investigate the pros and cons of alcohol consumption on the footpaths outside bars and pubs.	Franklin District Council		

### ***Objective 3***

#### ***To measure the effectiveness of the Bylaws***

Bylaws are required to be reviewed, under the Local Government Act 2002 (LGA), within 5 years of the date on which they are made. This looks at whether a bylaw is the most effective way of addressing the perceived problem (s.155 of the LGA). The strategy proposes an evaluation to measure the effectiveness of the Bylaw.

<b>Action 3: Bylaw Review</b>	<b>Responsibility</b>	<b>Timeframe</b>	<b>Resource Implications</b>
(i) The Police and Council will agree on baseline data on which to base the evaluation	Police and Council	Within three months of approval of strategy	

## **A2 Liquor Licensing - District Licensing Agency**

### **Objective 4**

**To ensure that the activities of the District Licensing Agency fulfil the purpose of the Sale of Liquor Act, which is “to establish a reasonable system of control over the sale and supply of liquor to the public with the aim of contributing to the reduction of liquor abuse, so far as that can be achieved by legislative means”.**

### **A.2.1 Operation of the District Licensing Authority (DLA)**

Under the Sale of Liquor Act 1989, Local Authorities are the DLA. The DLA is responsible for issuing and renewing liquor licenses, imposing conditions for the licence, and monitoring licensed premises.

In Franklin, the day to day functions of the DLA administration and liquor licensing are undertaken by the Administrator.

The functions of the Franklin DLA are under the control of the Regulatory Committee of Franklin District Council. The role of the Secretary is carried out by the Group Manager, Environmental Services under delegation from the Chief Executive.

### **A2.2 Liquor Licensing Procedures**

Liquor Licensing is carried out in accordance with the provisions of the Sale of Liquor Act.

<b>Action 4: Liquor Licensing Policy Statement</b>	<b>Responsibility</b>	<b>Timeframe</b>	<b>Resource Implication</b>
(i) Franklin District Council will develop a Liquor Licensing Policy Statement.	Council	Within six months of approval of the strategy	Within existing budget
(ii) The Liquor Licensing Policy will be posted on the Council website.	Council	On approval of the Policy	Within existing budget
(iii) Franklin District Council will review Liquor Licensing Application Forms.	Council	Ongoing	Within existing budget
(iv) Franklin District Council will ensure that all statutory signs are located together at the principal entrance to the licensed premises.	Council	On-going	Within budget
(v) Licensees will be encouraged to display their written Host Responsibility notices in a prominent position on the premises.	Council	On-going	Within budget

## ***A.2.4 Designation of Premises***

### ***Objective 5***

#### ***To apply appropriate designations to licensed premises***

The Sale of Liquor Act (s.14(5)(g)) makes provision for licenses to be given a designation (either restricted or supervised), or to be undesignated.

The designation can apply to part of, or to the whole premises.

Subsection (4) requires hotels and taverns to be designated.

Definitions:

**Restricted Area:** an area where minors (people under the age of 18 years) may not be admitted.

**Supervised Area:** an area where minors may not be admitted unless they are accompanied by their parent or guardian. Minors are not able to purchase liquor themselves, but they are able to consume liquor, provided this is purchased and supplied to them by their parent or guardian.

**Undesignated Area:** there are no restrictions on entry by minors. However, as above, minors can only consume liquor if purchased and supplied to them by their parent/guardian.

#### ***A.2.4.1 On-Licenses***

On-licenses are premises where consumption of liquor takes place on the premises.

In deciding on the designation, the DLA takes into account the following factors:

- The purpose of the premises: whether mainly for drinking, mainly for eating, or a mixture
- The aesthetics, ambience of the premises
- Whether it is family oriented
- If an applicant requests a certain designation, or mixture of designations (eg. restricted or supervised for a drinking area and undesignated for a family area), this will generally be approved by the DLA.

Most cafes and club premises are undesignated.

#### ***A.2.4.2 Off-Licenses***

Off-licenses are granted where liquor is sold for consumption off the premises, ie. bottle stores, supermarkets and general purpose stores. The minimum purchase age of 18 applies. Off-licenses may be given a supervised or restricted designation (s.37(4)(b) Sale of Liquor Act), or may be undesignated.

The sale and supply of alcohol to minors is a national concern.

In the Franklin District Licensing Area, all stand-alone bottle stores will be designated restricted.

## ***A2.6 Special Licenses***

### ***Objective 6***

***To ensure that Special Licences are granted in accordance with the provisions of the Sale of Liquor Act.***

A Special Licence authorises the holder of the licence to sell and supply liquor for a particular occasion or event, or series of occasions, or to sell liquor to people attending a social event, or series of occasions, or to sell liquor to people attending a social gathering, either at a different location from that shown in the licence, or at times outside the normal hours of the licence.

As the Sale of Liquor Act does not provide a clear definition of 'occasion' or 'event', or 'series of events or occasions', it is up to the DLA to clarify this. In granting a special licence, the DLA must be able to separate one-off events or series of occasions from normal licensed activities, and to identify the point at which an application for a Special Licence is in fact a *de facto* change of hours operation, for which a Variation to a Licence should be obtained. It is important to maintain this distinction, to ensure a change in hours of operation does not occur by *de facto* means, which removes the opportunity for public input or objection.

Applications for special licences in Franklin are considered and approved (if appropriate), under delegated authority, except where the original licence was obtained through a Resource Consent, in which case the applicant is required to go through the Consent process to obtain a special licence.

<b>Action 5: Special Licenses</b>	<b>Responsibility</b>	<b>Timeframe</b>	<b>Resource Implications</b>
(i) The licensing Policy will include a definition of special licences and guidelines for the granting of these licenses.	DLA	Within the Policy development	Within budget
(ii) All stand-alone bottle stores will be designated restricted	FDC	Within the Policy development	Within budget

## **A3 Host Responsibility**

### **Objective 7**

***To ensure that licensees adopt best practices in Host Responsibility which contribute to well-being and safety of drinkers and the community at large.***

#### **A3.1 Best Practise Host Responsibility**

Host Responsibility refers to a range of actions designed to promote the 'responsible consumption of liquor'. These actions include:

- (i) having a reasonable range of non-alcoholic refreshments available on the licensed premises
- (ii) providing food for consumption on the premises or to take away
- (iii) provision of low alcoholic beverages
- (iv) providing assistance with, or information about, alternative forms of transport from the licensed premises
- (v) the steps to be taken by the licensee to ensure that the provisions of the Sale of Liquor Act relating to the sale of liquor to prohibited persons (intoxicated persons and minors) are observed
- (vi) not allowing violent or disorderly conduct on the premises
- (vii) provision of brief statement on promotions;
- (viii) licensed to be displayed
- (ix) provision of brief statement on security.

It is expected that the licensees will produce a comprehensive written host responsibility policy with their licence application, and that management will ensure that their staff are aware of and comply with their Host Responsibility policy. Council may request that the host responsibility policy be reviewed if the premises should come to Police or DLA attention.

The DLA and the Public Health Service have a wide range of material relating to Host Responsibility requirements. This material is made available to applicants, who are encouraged to read and distribute the information amongst their staff.

Management and staff will be encouraged to participate in Host Responsibility seminars and on-going training. This is facilitated by the Public Health Service, with the involvement of the Police and the DLA.

<b>Action 6: Host Responsibility Policies, Practices, Training</b>	<b>Responsibility</b>	<b>Timeframe</b>	<b>Resource Implications</b>
(a) Council's Licensing Policy will include guidelines as to best practice in Host Responsibility	Franklin District Council	On-going	
(b) Applicants are to provide a comprehensive written Host Responsibility Policy for their premises	Applicants	On-going	
(c) Applicants will be provided with appropriate documentation and posters including: information and updates on the Sale of Liquor Act; guidelines for producing a Host Responsibility Policy; Host Responsibility posters; a guide on how to recognise intoxicated patrons; the law about responsible promotions; notices about ID checking	Council	On-going	
(d) Facilitate workshops for key groups around Host Responsibility	Council	On-going	

### ***A.3.2 Public Awareness of Host Responsibility***

#### **Objective 8**

#### **To raise public awareness of Host responsibility**

The general public have a role to play in ensuring that licensees comply with their Host Responsibility policies. Public awareness campaigns will increase understanding of the responsibilities held by licensees and act as a prompt to improve compliance.

<b>Action 7: Raising Public Awareness of Host Responsibility</b>	<b>Responsibility</b>	<b>Timeframe</b>	<b>Resource Implications</b>
(a) Initiate campaigns aimed to raise public awareness around Host Responsibility	Public Health Service; DLA	On-going	Within budget

## **A.4 Monitoring and Enforcement**

### **Objective 9**

**To ensure that alcohol harm is reduced through proactive, consistent monitoring and enforcement.**

#### **A.4.1 Monitoring and Enforcement**

The responsibility for monitoring and enforcement lies with the Police, DLA and Medical Officer of Health and New Zealand Fire Service.

#### **A.4.2 Alco-Link**

Information available from the police Alco-Link system will assist with enforcement of “problem” premises.

<b>Action 8: Monitoring and Enforcement</b>	<b>Responsibility</b>	<b>Timeframe</b>	<b>Resource Implications</b>
(a) Each DLA carries out a set number of monitoring visits annually, in accordance with its specific targets. In addition, the DLA will act on complaints from the public.	DLA	On-going	Within budget
(b) Police carry out monitoring of licensed premises according to agreed targets, and in response to complaints from the DLA, Public Health Service, or the public	Police	On-going	Within budget
(c) Use of Alco-Link information to identify “problem” premises	Police, DLA, Public Health Service	On-going	Within budget
(d) Consideration of introducing a voluntary “Lockout” on taverns within the Franklin District.	Police; DLA		

### **Objective 10**

**To improve compliance with the Sale of Liquor Act provisions relating to sale and supply to minors.**

Reference is made to the Responsible Liquor Licensing Model. Franklin District Council will participate and will take steps to ensure other parties also participate.

<b>Action 9: Sales to Minors</b>	<b>Responsibility</b>	<b>Timeframe</b>	<b>Resource Implications</b>
(a) All licensees in the District are encouraged to request ID from anyone under the age of 25 years, before entering the premises or attempting to buy alcohol	DLA	On-going	Within budget
(b) Licensees and their staff will be encouraged to be vigilant about supply of alcohol to minors by other than legal guardians.	DLA; Police; Public Health Services	On-going	Within budget
(c) Undertake awareness campaigns with regard to illegal and irresponsible supply of alcohol to minors	Public Health Service		
(d) Controlled Purchase Operations will be carried out at regular intervals	Police; DLA; Public Health Service	On-going	Within budget

## **B. Council Operations**

- **Strategy Objective:** to develop and cultivate partnerships with relevant stakeholders to ensure a sustainable approach to minimising alcohol-related harm

### **Objective 11**

**To ensure the safe use of alcohol on Council owned/leased premises.**

#### ***B1 Alcohol on Council Property***

Council will ensure there are effective policies and procedures in place relating to the safe consumption of alcohol on Council-owned or leased property and at Council organised or approved events.

<b>Action 10: Control of alcohol on Council property</b>	<b>Responsibility</b>	<b>Timeframe</b>	<b>Resource Implications</b>
(a) Standard clauses relating to the sale and consumption of alcohol will be included in Council leases and management contracts.	Community facilities	On-going	Within budget
(b) Council will follow best practice Host Responsibility in relation to all events that it hosts, both staff and public.	Council wide	On-going	Within budget

## **B2 Council Events**

### **Objective 12**

**To provide opportunities for the community to take part in celebrations which may be alcohol free, or where the safe, responsible use of alcohol is exercised.**

Council will not allow events that promote alcohol.

Council will support and encourage events that are alcohol free or partially alcohol free, ie one day alcohol free. This will reinforce that events that are alcohol free can be enjoyed by all.

<b>Action 11: Council Events</b>	<b>Responsibility</b>	<b>Timeframe</b>	<b>Resource Implications</b>
(a) To encourage alcohol free community events	Safer Community Council	On going	Within budget
(b) To promote responsible use of alcohol at events where alcohol is permitted	Event organiser	Ongoing	

## **C. Partnership**

### **Strategy Objectives:**

- To encourage responsible use of alcohol
- To minimise youth alcohol related harm
- To develop and cultivate partnerships with relevant stakeholders to ensure a sustainable approach to minimising alcohol-related harm.

### **C1 Developing Partnerships**

#### **Objective 13**

**To develop partnerships with strategic stakeholders and community groups involved with alcohol harm reduction.**

The Police, District Licensing Agencies, Public Health Services, ALAC and Alcohol Health Watch are the leading agencies involved in alcohol harm

reduction. Council will develop partnerships with these agencies to deliver the common goal of reduced alcohol harm across the District.

Further, this Strategy will promote co-operation and collaboration amongst all community groups and welfare organisations who work to reduce alcohol related harm.

The Stakeholder Group will disseminate information locally and raise issues of common interest or concern.

<b>Action 12: Partnerships</b>	<b>Responsibility</b>	<b>Timeframe</b>	<b>Resource Implications</b>
(b) Liaison with key stakeholders through Reference Group	Council and identified key stakeholders	Ongoing	Within budgets
(c) Liaise with community groups who are involved with alcohol-related harm reduction	Council		

## C2. Young People and Alcohol

### **Objective 14**

#### **To promote the safe and responsible use of alcohol by young people.**

Council will work with young people in support of alcohol harm reduction.

<b>Action 13: Young People</b>	<b>Responsibility</b>	<b>Timeframe</b>	<b>Resource Implications</b>
(a) Consult with young people about attitudes towards alcohol and effective alcohol-harm reduction measures	Safer Community Council	Ongoing	Within budget
(b) Support opportunities for youth to have a safe gathering place and alcohol-free events	Council in partnership with others	Ongoing	Within budget
(c) Encourage licensees to do ID checks on all people under the age of 25 years	DLA Police	Ongoing	Within budget

## D Advocacy and Education

### Objective 15

**To promote the safe and responsible use of alcohol throughout the community.**

<b>Action 14: Advocacy and Education</b>	<b>Responsibility</b>	<b>Timeframe</b>	<b>Resource Implications</b>
(a) Community education on alcohol-related harm and responsible use of alcohol	Public Health Service District Licensing Authority Police Council	Ongoing	Within budgets
(b) Links set up on the Council website to ALAC and Alcohol Health watch and other appropriate sites	Council	Ongoing	Within budget
(c) Council publications will include messages that promote responsible and safe use of alcohol	Council	Ongoing	Within budget
(d) Reference Group will advocate to Central Government on issues that are relevant to their particular terms of reference, or on topical issues	Individual agencies	Ongoing	

## E Monitoring

### Objective 16

**To measure the effectiveness of the Strategy in its aim to reduce alcohol related harm.**

<b>Action 15: Monitoring</b>	<b>Responsibility</b>	<b>Timeframe</b>	<b>Resource Implications</b>
(a) Establish baseline data against which progress can be measured	Police Public Health Service District Licensing Agency	12 months	
(b) Obtain agreement around methods for data collection	Police Public Health Service District Licensing Agency	12 months	
(c) Review strategy every three years	Council	Adopted 2009 Review 2012	

## **F. Appendix**

- F1 Summary of Liquor Licensing by Territorial Authorities – Performance Audit Report – Office of the Auditor General – November 2007.

