

# SOUTH WAIRARAPA DISTRICT COUNCIL

27 AUGUST 2014

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## AGENDA ITEM D2

### WAIRARAPA ALCOHOL WORKING GROUP - ADOPTION OF DRAFT LOCAL ALCOHOL POLICY FOR CONSULTATION

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#### **Purpose of Report**

To inform Councillors of the form and content of the draft Local Alcohol Policy (LAP) prepared by the Wairarapa Alcohol Working Group (WAWG) under the provisions of the Sale and Supply of Alcohol Act. The draft LAP document will be the basis for community consultation, so it is also requested that Council endorse it for this purpose, subject to a legal review being completed prior to notification.

#### **Recommendations**

The Working Group recommends that the Council:

1. *Receive the information.*
2. *Adopt the Draft Local Alcohol Policy (statement of proposal) for public consultation.*
3. *Authorise the WAWG to make any minor amendments that may be required before notification of the draft LAP for public consultation.*
4. *Agree that the consultation be undertaken jointly with Carterton and Masterton District Council's under the direction of the WAWG.*

## **1. Executive Summary**

Over the past 2 years the WAWG has been developing a LAP for the Wairarapa. The WAWG is comprised of Councillors drawn from the three Wairarapa Council's and representatives of the NZ Police Force and Medical Officer of Health. Considerable research and public consultation has occurred leading to the writing of a draft LAP. This process has now reached the point where it is necessary for each Council to adopt the draft for public consultation under the special consultative procedures contained in the Local government Act.

## **2. Background**

Over the past 20 years there has been an increase in the availability of alcohol in New Zealand. This is a result of the more liberal Sale of Liquor

Act 1989 that relaxed New Zealand's alcohol legislation and licensing requirements. Over the same period there has been an increase in alcohol related harm leading many to argue that "*the pendulum has swung too far*" (Palmer 2014). The aim of the Sale and Supply of Alcohol Act 2012 is to restore balance.

A key feature of the Act is the provision for territorial authorities to work with their communities to develop a local alcohol policy (LAP). A LAP provides for greater local influence in alcohol licensing matters and the opportunity to reduce the harm caused by alcohol in our communities.

In 2013, Masterton, Carterton and South Wairarapa District Councils resolved to develop a joint Wairarapa Local Alcohol Policy (WLAP) and established the Wairarapa Alcohol Working Group (WAWG) with representation from all three Councils.

From February 2014, the Medical Officer of Health and Police were included in the Working Group. At the WAWG meeting of 24<sup>th</sup> July 2014 policy options were discussed and consensus on the proposed draft LAP (see Appendix 1) was achieved.

There are two sections to this report, one for information and the second for decision, and two attachments:

- (i) The Draft Local Alcohol Policy (LAP)
- (ii) Appendices to LAP (that contain data and research)  
(Please note that these are attached in draft form).

### **3. For information**

#### **3.1 Local Alcohol Policies**

Local Alcohol Policies allow territorial authorities to make decisions about the sale and supply of alcohol in their geographical area. The LAP allows Councils to modify and refine the national rules to reflect local circumstances.

A LAP can include policies relating to trading hours and the location and number of licensed premises in its District. The LAP can also recommend discretionary conditions that may help to minimize harm locally.

For more information about LAPs, please refer to the overview section in the proposed draft LAP. (See Appendix 1)

#### **3.2 The Wairarapa LAP Process**

The following sources of information informed the policy development process:

- Community Consultation
  - Wairarapa Community Alcohol Survey; 1938 responses
  - Under 25 views cut from the Community Survey
  - Youth feedback; 6 forums involving 90 students aged 15-19 years

- Survey of Licensees and Managers; 251 emails sent / 94 response / 37.5% response rate
  - Stakeholder Mail out
- Presentations/information from Police and Medical Officer of Health
  - Research – local, national, international
  - Local data, information, observations and knowledge. A range of community organisations have contributed information/ data and taken time to discuss and or assist the process including NZ Police, Wairarapa DHB, Regional Public Health; ACC; Care NZ; NZ Fire Service; CAAGS and Destination Wairarapa.

For more information and key findings/results, please refer to the relevant sections of the proposed draft LAP appendices. (See Appendix 2)

### **3.3 Availability Theory**

The Sale and Supply of Alcohol Act 2012 specifies the types of policies Councils can include in their LAPs. Many of the policy options are centered on influencing the availability of alcohol and relate to:

- Trading hours
- Number of licences
- Location of licenced premises and
- Discretionary conditions, such as one way door policies where people cannot enter or re-enter a licenced premises after a certain time.

Nationally and internationally is there growing evidence that highlights the relationship between the availability of alcohol and alcohol-related harm such as violence, public nuisance and injuries. In essence, *“The easier it is for people to get alcohol, the more people drink.”* (Healthwatch, 2014, P2)

There is substantial research that shows that reducing the availability of alcohol can reduce alcohol related harm. Some of this research is referenced in the next section.

See the proposed draft LAP appendices (appendix 2) for more detail.

## **4. For Decision**

### **4.1 Wairarapa Alcohol Working Group policy position**

The attached draft Wairarapa LAP (appendix 1) includes the policy position proposed by the Wairarapa Alcohol Working Group (WAWG). This is discussed below:

#### **4.1.1. Trading Hours**

Research indicates that reducing trading hours is a key way of reducing alcohol availability and therefore alcohol related harm (ALAC, 2009; Colgrave and Hoskins, 2013; Miller et al, 2012). “Restrictions on trading hours remain one of the most readily available means of affecting alcohol availability” (ANDRI, 2007, as cited in ALAC, 2009, P37).

The trading hours proposed by WAWG are:

<b>Type of Licensed Premise</b>	<b>Start Selling</b>	<b>Stop Selling</b>
Off-Licence: Bottle Stores	7am	9pm
Off-Licence: Supermarkets	7am	9pm
Off-Licence: Grocery Stores	7am	9pm
On-Licence: ALL	8am	1am
Club Licence: Sports Clubs	10am	11pm
Club Licence: Other	8am  6am on ANZAC Day for those clubs involved in ANZAC celebrations only	1am

The rationale for the hours proposed are:

**The proposed times for commencing the sale of alcohol are generally consistent with the default national hours as per the Sale of Alcohol Act.**

- From a harm minimization viewpoint, local feedback and information suggests starting times for the sale of alcohol are less of a concern. Harm is more closely aligned with closing times.
- Most research points to earlier closing rather than later opening as a means of addressing alcohol related harm via reducing trading hours (Miller et al, 2012; Stockwell and Chikritzhs, 2009 as cited by ALAC 2009).
- Data relating to police calls showed peak times over the weekends (Friday night – Sunday morning), and especially later in the evenings (10pm/11pm - though for SWDC this was earlier, from 7pm) through until the early hours of the morning following (around 3am across the Wairarapa) (NZ Police, 2014a; 2014b; 2014c). Emergency Department alcohol related admissions data showed similar patterns to police. (Emergency Department data is indicative only).
- Feedback from youth via the youth forums and the community survey found young people tended to support later opening and MUCH later closing. This was interpreted as youth perhaps being less likely to be seeking alcohol in the morning.
- Progressive supermarkets undertook research in Auckland and found the typical shopper between the hours of 7am and 9am was 47, female and purchased on average 18 items, suggesting any alcohol

purchased is part of a general shop. (Communication with Kate Porter, Progressive).

- Those seeking alcohol at 7am for immediate consumption are a minority and perhaps more likely to have alcohol dependence/addiction issues. These people would be better assisted via individual interventions than a population based strategy such as the LAP.

### **The proposed closing time for all on-licence premises is 1am.**

- As noted above, research generally supports earlier closing as an effective means of reducing alcohol related harm in a community. In a study of Australian cities, Miller et al (2012) noted a consistent trend of escalating intoxication over an evening, with particularly high levels of intoxication after 1am.
- As noted, local police data indicated alcohol related harm is more predominant in the evening through until the early hours of the following morning, and particularly over weekends. ED data, while indicative only, generally supports this.
- There was consensus in feedback from licensing officers, police and the Medical Officer of Health that 1am closing would reduce the level of alcohol related harm experienced in our community.

### **The proposed closing time for off-licence premises is 9pm.**

- Both national research (ALAC, 2009) and our local community survey found the majority of people purchase most of the alcohol they consume from off-licence premises, and consistent with that, consume most of the alcohol they purchase in a private home.
  - In our local survey, younger people indicated that they purchased most of their alcohol from bottle stores followed by supermarkets. The trend was reversed in the general survey where respondents had an older average age.
  - Alcohol consumption in home environments can contribute to negative outcomes such as violence in the home
- Off-licence premises are associated with issues such as pre-loading that can contribute to binge drinking and intoxication (Miller et al, 2012).
  - The price differential between on and off-licence premises is often quoted as a key driver for this. People choose to drink cheaper alcohol purchased from off-licences before 'going out' to on-licence premises. (Colegrave and Hoskins, 2013; Miller et al, 2012).
  - Pre-loading is very common amongst young people (Miller et al 2012).
  - Those who pre-load have been found to be at greater risk of alcohol related harm (Miller et al, 2012).
- Bottle stores, in particular, were considered to present a greater harm risk, especially for younger people.
  - HPA (2013) found young adult drinkers were more likely to have consumed mainly RTDs (22% vs 3% of those aged 45+)

and full strength spirits (20% vs. 10-12% for older age groups) than older drinkers. These can only be purchased from bottle stores.

- The Youth Forum warm up exercise asked participants to draw or write something that reflected what came to mind when they thought of alcohol – of those that specifically referenced an identifiable alcoholic beverage, there were twice as many references to spirits as there were to beer. Only a handful referred to cider and only one to wine.
- WAWG considered proposing differentiated hours for bottle stores and supermarkets given supermarkets do not sell spirits and have vigilant checking processes in place so may present a lower risk to young people. However concluded that differentiated hours could result in confusion for the community and displacement effects – those who seek alcohol after 9pm would simply transfer their purchase to a supermarket.

**The proposed closing time for sports clubs is 11pm, and for all other clubs 1am.**

- Clubs, other than sports clubs, were perceived by WAWG to align more closely with on-licence premises and to be lower risk premises. They are generally located in the CBD areas; usually offer full meal services; require attendees to be members or guests of members and many offer courtesy coaches for transport home. Clientele in these clubs also tend to be older.
- It was proposed 'Sports Clubs' close earlier (as well as opening later). The key reason for this was that sports clubs can be located in residential areas so have potential to contribute greater amenity issues. In addition, they do not generally offer full food services to the same extent as other Clubs. In general feedback from the community survey, the industry survey as well as younger people's views supported later opening and earlier closing of sports clubs.

**4.1.2. Location**

**WAWG proposes using the Wairarapa Combined District Plan (WCDP) to address location issues.**

- The WCDP restricts licensed premises to the CBD and/or industrial areas of each town. Licensed premises outside of these zones must be granted resource consents. These are assessed on a case by case basis and conditions can be applied as applicable.
- Referring to the WCDP reduces potential inefficiency and duplication in the re-litigation of matters that have already been addressed in the WCDP; and reduces 'red tape' and costs for potential new businesses.
- Feedback from community consultation was reasonably consistent in identifying locations that were perceived to be more sensitive. These included: Schools, in particular secondary schools, and children's playgrounds; Health and social services; Low socio-economic/high deprivation areas.
- The industry survey asked respondents to indicate which types of licensed premises they felt restrictions should apply to. Responses

indicated that bottle stores and pubs/bars were of greatest concern. Unfortunately the general survey did not ask that question.

- The majority of sensitive locations identified above would be covered via the WCDP resource consent process. Amenity/parking considerations etc. would offer protection to any sensitive locations within the permitted zones. New retail applications would need to meet amenity standards before they could proceed. New retail applications would also need to gain a licence to sell alcohol which also considers amenity effects.
- WAWG feel there is sufficient protection for sensitive sites within the existing regulatory framework.

#### **4.1.3. Number of Licences**

##### **WAWG does not propose licensing caps or restrictions on licence numbers.**

- In the Wairarapa context, WAWG concluded market conditions will resolve any potential density related issues. From an economic perspective, the market can only support so many outlets. WAWG believes new premises are more likely to take business away from existing premises than attract new customers, and any price differentials as a result of new competition are likely to be short term.
- Avoiding restrictions also avoids limiting potential growth and development that may benefit our region, for example by attracting further tourism or offering employment opportunities.
- At the same time, there is still protection in place for applications that *are* assessed as presenting a particular risk. These can be opposed for specified reasons, as the recent Masterton bottle store application was.
- It is acknowledged that the North Island Density Study (Cameron et al, 2013) did find some associations between certain licenced premises in the Wairarapa and violence offences. Bars/nightclubs had the strongest association – an additional premise of this kind could result in at least 6-9 additional offences over a year. Supermarkets/grocery stores and other off-licences were associated with at least 3.5 and 3.3 additional offences per year respectively. The researchers noted that these associations are not necessarily causal and may change over time.
- Changes over time can include interventions to address and/or mitigate harm. Reduced trading hours have been identified as a way of mitigating density issues where they do exist (Grigg et al, 2011; Sparks et al, 2011). WAWG believes the proposed reduction in trading hours will impact on alcohol related harm associated with these types of premises in the Wairarapa.

#### **4.1.4. One Way Door Policies**

**WAWG proposes a one way door policy for specified on-licence premises from midnight.**

*(This means patrons will not be able to enter, or re-enter, specified on-licence premises after midnight. Those who are on the premise at midnight can stay until closing, unless they choose to leave earlier).*

- Feedback from community consultation has indicated popular support for one way door policies from one hour before closing.
- While national and international research on the effectiveness of one-way door policies is mixed, our local Police, supported by Regional Public Health Wairarapa, do believe one-way door policies will reduce alcohol related harm in our communities.

#### **4.1.5. Other Discretionary Conditions**

**WAWG proposes discretionary conditions for specified licensed premises.**

The Sale and Supply of Alcohol Act 2012 requires certain actions to support safe drinking environments and assist in minimizing alcohol related harm. Discretionary conditions can require additional measures or restrictions over and above those specified in the Act.

The conditions proposed in the draft LAP (See Attachment 1) provide some guidelines for the District Licensing Committee (DLC) when assessing a licence application.

WAWG have focused on a few key conditions considered to be most important. Other Councils have also taken this approach in the development of their LAPs. The DLC can add additional conditions if applicable. At the same time, not all discretionary conditions listed will be relevant to all applications or in all circumstances.

## **5. LAP timeline**

### **5.1 Consultation**

The proposed draft LAP must be approved by all three Wairarapa Councils before it can be released for public consultation. If all Councils approve the LAP during their current meeting rounds, a draft Wairarapa LAP will be available for legal review early September, and for public consultation September/October 2014.

The Special Consultative Process (SCP) must be used for consultation on the draft. A consultation and communication plan to support the SCP is being developed by the WAWG.

### **5.2 Legal Implications**

Council would be adopting the policy in accord with the provisions of the Sale and Supply of Alcohol Act. The policy will be vetted by a legal practitioner prior to being notified for consultation to ensure, as far as practicable, that the LAP is compliant with the requirements of the Act.



### **5.3 Financial Considerations**

The costs of notification to the community will be shared by the 3 partner Council's and Council has provided a budget within the Public Protection activity centre of the Annual Plan. There is a possibility that the policy may be challenged and contested by parties who consider themselves to be adversely affected by its provisions. Costs may arise in the course of having such issues determined, potentially through the Licencing Authority.

## **6. Conclusion**

Council can accept the recommendation of the WAWG to adopt the attached draft for public consultation under the provisions of the Local government Act. It can also elect to modify the draft and then adopt it for consultation. Any changes would need to be consistent with the draft as a whole.

## **7. Appendix**

Appendix 1 – Draft LAP

Appendix 2 – Appendices to LAP

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Reviewed By: Murray Buchanan, Group Manager Planning and Environment

# **Appendix 1 – Draft LAP**

# WAIRARAPA

## DRAFT LOCAL ALCOHOL POLICY STATEMENT OF PROPOSAL

### Overview

#### General Framework

- 1.1 The Sale and Supply of Alcohol Act 2012 (the Act) puts in place a system to manage the sale and supply of alcohol and achieve the objectives of the Act. The key principles which drive this system of management are:
  - (a) that the sale, supply and consumption of alcohol should be undertaken safely and responsibly; and
  - (b) harm caused by the excessive or inappropriate consumption of alcohol should be minimised.
- 1.2 Harm is defined widely and includes crime, damage, death, disease, disorderly behaviour, illness or injury, and harm to individuals or the community, either directly or indirectly caused by excessive or inappropriate alcohol consumption.
- 1.3 The Act also sets out national rules for the sale and supply of alcohol which provide a baseline for the management of alcohol. Some of these rules are mandatory including national maximum trading hours, the drinking age, manager training and vetting, and actions to minimise the risk of alcohol related harm such as providing free drinking water, ensuring food and low or non-alcoholic beverages are available, and providing information about transport options.
- 1.5 In addition to the national rules framework, the Act allows territorial authorities to develop and adopt a local alcohol policy (LAP).
- 1.6 A LAP is a set of policies, made by the Council in consultation with its community, about the sale and supply of alcohol in its geographical area. It can modify and refine some of the national rules to reflect the particular circumstances of the local area and introduce other local requirements.
- 1.7 The Act allows for territorial authorities to work together to develop a combined LAP. Masterton, Carterton and South Wairarapa District Councils have decided to develop a LAP together for the Wairarapa
- 1.8 Once a LAP comes into force, each Council's District Licensing Committee (DLC) along with the Alcohol Regulatory Licensing Authority (ARLA) must have regard to the policy when they make decisions on licence applications.
- 1.9 A LAP must be reasonable and consistent with the purpose of the Act.

- 1.10 It must be developed in consultation with the Medical Officer of Health, the NZ Police, Council's Licensing Inspectors and the community, including those who own and operate licenced premises.
- 1.11 The following matters have been considered in preparing this LAP (*please refer to the draft Wairarapa LAP appendices for more information*):
- Objectives and policies of the Wairarapa Combined District Plan
  - The number of licences of each kind in the District and location and opening hours of premises.
  - Liquor bans that are in force
  - The demographic profile of residents and tourists
  - Overall health indicators of residents
  - The nature and severity of alcohol-related problems
- 1.12 In the future the LAP can be amended or revoked at any time subject to appropriate consultation processes being followed. It must be reviewed at least every 6 years.

### **The Meaning of Terms used in this LAP**

- 1.13 For further details refer to the section of the Act that is referenced.

### **Types of Licences**

- **on-licences** where the licensee can sell and supply alcohol for consumption on the premises and can let people consume alcohol there (see section 14 of the Act)
- **off-licences** where the licensee sells alcohol from a premises for consumption somewhere else (see section 17 of the Act);
- **club licences** where the licensee (e.g. a club) can sell and supply alcohol for consumption on the club premises by authorised customers (see section 21 of the Act); and
- **special licences** which can be either on-site or off-site special licences. With an on-site special, the licensee can sell or supply alcohol for consumption there to people attending an event described in it. With an off-site special, the licensee can sell the licensee's alcohol, for consumption somewhere else to people attending an event described in it (see section 22 of the Act).

### **Reasonable**

For the purpose of this Local Alcohol Policy, reasonable is defined as a position that the average Wairarapa resident would perceive to be fair, sensible and balanced.

## Other Terms

- act** means the Sale and Supply of Alcohol Act 2012
- bottle store** means retail premises where (generally speaking) at least 85% of the annual sale revenue is expected to be earned from the sale of alcohol for consumption somewhere else (refer section 32(1))
- bar** in relation to a hotel or tavern, means a part of the hotel or tavern used principally or exclusively for the sale or consumption of alcohol (refer section 5(1))
- café** has the same meaning as restaurant in terms of the licence
- club** means a body that—
- (a) is a body corporate having as its object (or as one of its objects) participating in or promoting a sport or other recreational activity, otherwise than for gain; or
  - (b) is a body corporate whose object is not (or none of whose objects is) gain; or
  - (c) holds a permanent club charter (refer section 5(1))
- DLC** means the District Licensing Committee as appointed by each of the three Wairarapa Councils pursuant to section 186 of the Act.
- grocery store** grocery store means a shop that—
- (a) has the characteristics normally associated with shops of the kind commonly thought of as grocery shops; and
  - (b) comprises premises where—
    - (i) a range of food products and other household items is sold; but
    - (ii) the principal business carried on is or will be the sale of food products (refer sections 5(1) and 33(1))
- hotel** means premises used or intended to be used in the course of business principally for providing to the public—
- (a) lodging; and
  - (b) alcohol, meals, and refreshments for consumption on the premises (refer section 5(1))
- reasonable** for the purpose of this Local Alcohol Policy, reasonable is defined as a position that the average Wairarapa resident would perceive to be fair, sensible and balanced.
- restaurant** means premises that—
- (a) are not a conveyance; and
  - (b) are used or intended to be used in the course of business principally for supplying meals to the public for eating on the premises (refer section 5(1))

- night-club** a place of entertainment open at night which normally provides music and space for dancing and may provide a show e.g. of comedy or other 'acts'
- supermarket** means premises with a floor area of at least 1000 m2 (including any separate departments set aside for such foodstuffs as fresh meat, fresh fruit and vegetables, and delicatessen items) (refer section 5(1))
- tavern** (a) means premises used or intended to be used in the course of business principally for providing alcohol and other refreshments to the public; but  
(b) does not include an airport bar (refer section 5(1)) i.e. an airport bar is not treated as a tavern for alcohol licensing purposes).
- Wairarapa** for the purpose of this Local Alcohol Policy, Wairarapa refers to the territorial areas made up of the Masterton, Carterton and South Wairarapa District Councils.

## Purpose, Aims & Scope

### PURPOSE

- 2.1 This LAP provides local guidance for the three Council's District Licensing Committees so that licensing decisions:
- Contribute to a safe and healthy district
  - Reflect the character and values, preferences and needs identified as being important to our communities;
  - Foster positive, responsible drinking behaviours and alcohol-related harm is reduced.

### AIMS

- 2.2 The aims of this LAP are to:
- Promote safe and responsible sale, supply and consumption of alcohol.
  - Reflect the views of our communities regarding the appropriate location, number, hours and conditions that apply to licensed premises;
  - Provide certainty and clarity for applicants and the public as to whether a proposed license application meets the criteria in the LAP;
  - Provide effective guidance for the decisions of the District Licensing Committee and the Alcohol Regulatory Licensing Authority.

### SCOPE

- 2.3 A LAP can only deal with matters relating to licensing. Through a LAP the community is able to:

- Restrict the location of licensed premises in particular areas or near certain types of facilities, such as in specific neighbourhoods or near schools or churches;
  - Limit the density of licensed premises by specifying whether new licences or types of licences should be issued in a particular area;
  - Require the imposition of conditions on groups of licences, such as a “one-way door” condition that would allow patrons to leave premises but not enter or re-enter after a certain time;
  - Recommend discretionary conditions for licences;
  - Restrict or extend the default maximum trading hours set in the Act, which are:
    - 8am - 4am for on-licences (such as pubs and restaurants)
    - 7am - 11pm for off-licences (such as bottle stores and supermarkets).
- 2.4 For special licences, policies can be set on maximum trading hours, discretionary conditions and one-way door restrictions only.
- 2.5 Where the LAP does set maximum trading hours, the District Licensing Committee has discretion to set the permitted trading hours as more restrictive than the maximum trading hours in the LAP.
- 2.6 The LAP can be more restrictive in its provisions relating to licensed premises, but cannot permit activities not allowed by the District Plan. The Wairarapa Combined District Plan provides for licensed premises within Commercial and Industrial zones, and in rural areas when accessory to another use e.g. vineyard, or by resource consent.
- 2.7 Section 117 of the Act permits the District Licensing Committee and the Alcohol Regulatory Licensing Authority to issue any licence subject to “any reasonable conditions not inconsistent with this Act”. LAPs can include policies to guide the District Licensing Committee and Alcohol Regulatory Licensing Authority as to the discretionary conditions that may be appropriate.

## **HOW A POLICY IS APPLIED**

- 2.8 Policies will apply to all applications for new licences after the date that the policy comes into force.
- 2.9 Except that maximum trading hours in this policy will apply to all licences issued before the date this policy comes into force.
- 2.10 Conditions under this policy regarding one-way door restrictions come into force 3 months after the day on which public notice is given of the adoption of this policy.
- 2.11 The LAP applies to renewals of licences in accordance with section 133 of the Act.

## **CRITERIA FOR CONSIDERING LICENSING APPLICATIONS**

- 2.12 Decisions on applications for licences are made by District Licensing Committees.
- 2.13 Under section 105 of the Act the District Licensing Committee must consider each application in accordance with the criteria set out in the Act. The criteria includes whether the application complies with a LAP. Other criteria are:
- the objectives of the Act;
  - the suitability of the applicant;
  - the design and layout of the premises;
  - whether the applicant provides goods and services other than those related to the sale of alcoholic and non-alcoholic refreshments and food;
  - whether (in its opinion) the amenity and good order of the locality is likely to be reduced by more than a minor extent, by the issue of a licence;
  - whether the amenity and good order of the locality are already so badly affected by the effects of the issue of existing licences that it is desirable not to issue any further licences;
  - whether the applicant has the appropriate systems, staff and training to comply with the law.
- 2.14 The Act states that a licence may be refused or conditions applied if the issue of the licence, or the consequences of the issue of the licence, would be inconsistent with the LAP (section 108 and 109). Where a licence is renewed and it will be inconsistent with the provisions of the LAP, conditions may be imposed (section 133).

## **Policies**

### **GENERAL**

#### **3.1 LOCATION OF LICENSED PREMISES**

From the date this LAP comes into force, no further licences are to be issued for any premises unless the location of that premise complies with the provisions of the Wairarapa Combined District Plan or a Resource Consent has been granted.

The Act requires DLCs consider the effects of proposed new premises on the amenity and good order of the locality when considering a licence application.

Schools, children's playgrounds/recreation facilities, health/social services and high deprivation areas have been identified as sensitive sites and will be considered when assessing the effects of new resource consent and licence applications.

Applications for new licences that are assessed as high risk may be declined.



## SPECIFIC

### 3.2 OFF-LICENCES

#### 3.2.1 Maximum Trading Hours

The following maximum trading hours apply to off-licence premises in the Wairarapa region and include all off-licence sales including over the counter sales:

	Opening	Closing
All Districts – Bottle Stores	<b>7.00am</b>	<b>9.00pm</b>
All Districts – Supermarkets	<b>7.00am</b>	<b>9.00pm</b>

#### 3.2.2 Discretionary conditions for off-licences

Conditions relating to the following matters ***may*** be appropriate for off licences:

- Supervised designation of all bottle stores to ensure unaccompanied minors do not enter bottle stores.
- Restriction on advertisement or display of alcohol that is visible from outside and/or the entrance to the premises.
- Require signage and display of alcohol to be consistent with CPTED guidelines.

### 3.3 ON-LICENCES

#### 3.3.1 Maximum Trading Hours

The following maximum trading hours apply to all on-licensed premises in the Wairarapa region (other than hotel in-bedroom (mini-bar) sales):

	Opening	Closing
All Districts – All On-Licence Premises	<b>8.00am</b>	<b>1.00am the following day</b>

The following hours apply to hotel in-bedroom (mini-bar) sales:

Hotel Mini Bars and/or Lodgers	<b>24 hour</b>
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### 3.3.2 One way door policies

One way door policies apply to all on-licence pubs, bars and nightclubs from **Midnight**.

### 3.3.3 Other Discretionary conditions for on-licences

Conditions relating to the following matters **may** be appropriate for on-licences:

- Specify the range of food, non-alcohol and low-alcohol drinks to be provided.
- Specify limits on the number of drinks per customer at specified times.
- No serving in glass containers at specified times.
- Restrictions on the wearing and/or display of gang paraphernalia.
- Restrictions on the use of outdoor areas after 'x' hour, e.g. outdoor speakers are prohibited after 'x' hour.
- Require licenced outside areas to be monitored.
- Require a management plan for the management of patrons in outdoor areas to minimise impacts on the amenity of near-by properties.
- Conditions relating to management such as:
  - certificated staff required if the maximum occupancy exceeds a prescribed number or if recommended by Police or the Inspector
  - requirement for multiple managers for large events and/or establishments

The following conditions **may** be appropriate for on-licensed premises such as BYO restaurants:

- The holder of a manager's certificate to be on duty during busy periods e.g. Thursday, Friday and Saturday nights

## 3.4 CLUB LICENCES

### 3.4.1 Maximum Trading Hours

The following maximum trading hours apply to club-licensed premises in the Wairarapa region:

	Opening	Closing
All Districts – Sports Clubs	<b>10.00am</b>	<b>11.00pm</b>
All Districts – Other Clubs	<b>8.00am</b> 6.00am on ANZAC Day only for those involved in ANZAC celebrations subject to section 47 of the Act.	<b>1.00am</b> <b>the following day</b>

### 3.4.2 Discretionary conditions for club licences:

Conditions relating to the following matters **may** be appropriate for Club licensed premises depending on the size and nature of the club:

- Specify the range of food, non-alcohol and low-alcohol drinks to be provided.
- Require licenced outside areas to be monitored.
- Require a management plan for the management of patrons in outdoor areas to minimise impacts on the amenity of near-by properties.
- Require the holder of a managers certificate to be present when alcohol is available for sale during busy periods e.g. more than X people are on the Club premises. For large events or establishments, a number of licenced managers may be specified.

### 3.5 SPECIAL LICENCES

3.5.1 Special licences may be issued both for off-site consumption (e.g. wine sales from a market stall) or for on-site consumption (e.g. at a community event or when a bar has a special licence to open earlier/close later for significant events).

#### 3.5.2 Maximum Trading Hours

The hours (opening and closing) and duration of a special licence are set at the discretion of the District Licensing Committee for each event, having regard to the nature of the event or series of events, as assessed on a case by case basis.

Special Licences	Maximum trading hours for special licences will be considered on a case by case basis.
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#### 3.5.3 Discretionary conditions for special licences

Conditions relating to the following matters **may** be appropriate for special licences depending on the size and nature of the event:

- Specify the range of food, non-alcohol and low-alcohol drinks to be provided.
- Wine to be sold by the glass or plastic container only.
- Areas to be clearly defined/ cordoned off/ demarcated where alcohol is being sold/consumed outside of the building e.g. beer tent. Where appropriate people are to remain within the defined area.
- Require licenced outside areas to be monitored.
- Require a management plan for the management of patrons in outdoor areas to minimise impacts on the amenity of nearby properties.
- One way door restrictions.
- The holder of a manager's certificate is to be present when alcohol is available for sale. For large events or establishments, multiple managers may be specified.

- Restrict BYO alcohol and require security to check the public for alcohol/contraband as they arrive and confiscate any alcohol/ contraband found.
- Where an event is taking place within a liquor ban area require signage at the event exit to remind the public that when they leave the event they will be entering a liquor ban area.
- For events with over 400 attendees, or as otherwise considered appropriate:
  - Require an Alcohol Management Plan in a form acceptable to the District Licensing Committee. The Plan should identify alcohol related risks as they apply to the event and state how these will be mitigated.
  - Specify the maximum number of alcoholic drinks per sale transaction, as appropriate.
- Careful consideration of the appropriateness of alcohol associated with driving events shall be undertaken and such applications may be refused.

DRAFT

# **Appendix 2 – Appendices to LAP**

# APPENDIX 1: BACKGROUND INFORMATION

## INTRODUCTION

The adoption of the Sale & Supply of Liquor Act 2012 gave territorial authorities the power to develop Local Alcohol Policies.

The object of the Sale and Supply of Alcohol Act 2012 is:

- (a) The sale, supply and consumption of alcohol should be undertaken safely and responsibly; and*
- (b) The harm caused by the excessive or inappropriate consumption of alcohol should be minimised.*

The intent of the legislative change is to provide opportunities for greater local influence in alcohol licensing matters and reduce the harm caused by alcohol.

A key feature of the Act is the provision for territorial authorities to work with their communities to develop a local alcohol policy (LAP).

In 2013, Masterton, Carterton and South Wairarapa District Councils resolved to develop a joint Wairarapa Local Alcohol Policy (WLAP) and established the Wairarapa Alcohol Working Group with representation from all three Councils. From February 2014, the Medical Officer of Health and Police were included.

## WHAT IS A LAP?

Local Alcohol Policies (LAPs) give local authorities greater power to control alcohol licensing in their communities. A LAP is essentially a set of decisions made by a territorial authority about the sale and supply of alcohol in its geographical area. If there is a LAP in place, the District Licensing Committee must consider this when making licensing decisions.

LAPs allow an authority to influence the local retail market for alcohol by developing specific policies on factors like the location and density of licensed premises and their hours of operation. LAPs cannot however restrict or influence alcohol advertising, sponsorship, age limits or the price of alcohol.

Section 77 of the Sale & Supply of Liquor Act 2012 specifies what a LAP can contain:

- (1) A local alcohol policy may include policies on any or all of the following matters relating to licensing (and no others):*
  - (a) location of licensed premises by reference to broad areas:*
  - (b) location of licensed premises by reference to proximity to premises of a particular kind or kinds:*
  - (c) location of licensed premises by reference to proximity to facilities of a particular kind or kinds:*
  - (d) whether further licences (or licences of a particular kind or kinds) should be issued for premises in the district concerned, or any stated part of the district:*
  - (e) maximum trading hours:*

*(f) the issue of licences, or licences of a particular kind or kinds, subject to discretionary conditions:*

*(g) one-way door restrictions.*

*(2) Paragraphs (a) to (d) of subsection (1) do not apply to special licences, or premises for which a special licence is held or has been applied for.*

*(3) A local alcohol policy must not include policies on any matter not relating to licensing.*

When developing a LAP, Councils must also consider other policy and regulatory decisions, and its communities own specific strengths, needs and challenges.

Section 78 of the Sale & Supply of Liquor Act 2012 specifies that if a territorial authority chooses to develop a LAP, it must have regard to:

*(1) A territorial authority that wishes to have a local alcohol policy must produce a draft policy.*

*(2) When producing a draft policy, a territorial authority must have regard to—*

*(a) the objectives and policies of its district plan; and*

*(b) the number of licences of each kind held for premises in its district, and the location and opening hours of each of the premises; and*

*(c) any areas in which bylaws prohibiting alcohol in public places are in force; and*

*(d) the demography of the district's residents; and*

*(e) the demography of people who visit the district as tourists or holidaymakers; and*

*(f) the overall health indicators of the district's residents; and*

*(g) the nature and severity of the alcohol-related problems arising in the district.*

*(3) For the purposes of subsection (2), a district's residents include people who have holiday homes there.*

*(4) The authority must not produce a draft policy without having consulted the Police, Inspectors, and Medical Officers of Health, each of whom must, if asked by the authority to do so, make reasonable efforts to give the authority any information they hold relating to any of the matters stated in subsection (2)(c) to (g).*

## **WAIRARAPA COUNCILS COLLABORATION**

Two or more territorial authorities (Councils) can develop a LAP together. In 2013, Masterton, Carterton and South Wairarapa District Councils resolved to develop a joint Wairarapa Local Alcohol Policy (WLAP). A Wairarapa approach will enable:

- Efficiencies in the development of the LAP
- A joint District Licensing Committee
- Better alignment of policies and by-laws across the Wairarapa region.

The Wairarapa Alcohol Working Group was established in 2013 with representation from all three Councils. From February 2014, the Medical Officer of Health and Police were included in the working group.

Highlights of our local Wairarapa LAP development process include:

- Community Survey and Youth Views taken from the Survey
  - A copy of the survey was delivered to every household in the Wairarapa with the Wairarapa News. An on-line version was also available via Survey Monkey. The survey was open for over a month and was promoted via email forums, on the radio and in the newspapers.
  - 1938 responses were received in total
  - Attachment 1/1 provides a summary of the key results from the Wairarapa Community Alcohol Survey.
- Stakeholder Letters
  - Letters were sent to all licensees listed with each of the three Wairarapa Councils; social and health service providers; community organisations; Iwi and a sample of commercial operators.
  - There number of responses was low, though some chose to make group rather than individual submissions.
- Survey of Licensees and those holding Managers Certificates
  - In light of the low response to the stakeholder letters, a short version of the community survey was emailed to all licensees and holders of Managers Certificates whose email addresses were recorded on file.
  - A total of 251 emails were sent and 94 responses were received, equating to a 37.5% response rate.
- Youth Focus Groups
  - A total of six forums were held in different locations across the Wairarapa. In total, 90 students aged 15 – 19 years participates in a Forum.

Information drawn from these sources has informed the Local Alcohol Policy, along with research and data provided by a range of local organisations including members of the Wairarapa Community Alcohol Action Group, ACC, Destination Wairarapa, Wairarapa DHB / Regional Public Health; NZ Police and NZ Fire Service.



## Attachment 1/1 – WAIRARAPA COMMUNITY ALCOHOL SURVEY

### Response Rate

In total **1,938** surveys were returned - **1,432** as hard copies and **506** on-line.

The sample was a self-selected. By choosing to complete the survey, people self-selected into the sample group. It is acknowledged that people who self-select often have a particular interest in the subject, and as a result, the sample group may not be representative of the Wairarapa community.

### Respondent Demographics

- There was higher participation from females (54.8%) compared to males (45.2%).
- There were a larger number of older participants, with 59.1% indicating they were aged 56+.
- The majority of those who answered the question regarding ethnicity identified as New Zealand European (91.3%) followed by Maori (10.1%), other (4.96%); Pacific Island (1.73%) and Asian (1.11%).
- Responses were received from across the Wairarapa: Masterton (61.04%); Carterton (17.53%); Greytown (7%); Martinborough (6.19%); Featherston (6.73%); Other (1.52%).
  - Responses recorded in the 'other' section were mostly from the neighbouring Tararua District.

### Key Findings

#### Perceptions of Alcohol in Our Community

Participants were asked to indicate the extent to which alcohol contributes to a range of positive outcomes in our community.

- Overall participants perceived alcohol to make at least a MODERATE contribution to the range of outcomes that were listed. These included: Sense of community; Enjoyment at social gatherings; Enjoyment of events
- For Tourism just over half (51.18%) of respondents indicated they thought alcohol made a MAJOR contribution.

Participants were asked to indicate the extent to which alcohol contributes to a range of negative outcomes in our community.

- Respondent's perceived alcohol as making a MAJOR contribution to a range of negative outcomes, especially Family/Domestic Violence (80.14%); Other Violent crimes (79.34%) and Anti-Social Behaviour (73.45%).

Participants were then asked to indicate their perception of the overall impact of alcohol in our community.

- Almost half of all respondents (49.49%) felt the overall impact of alcohol was negative; 26.43% thought it was neutral and 20.71% perceived a positive impact overall.

## Places That Sell Alcohol

### Licensed Premises

- The majority of respondents felt that we had 'enough and we would not want more' licensed premises, in particular more bottle stores or supermarkets.
- The majority response was less pronounced for cafes/restaurants, vineyards and 'other' licensed venues (e.g. function centres, movies, theatres, bowling). While the majority of respondents still felt we had 'enough and would not want more', a higher proportion of participants indicated that more would be ok.

### Sensitive Sites

Participants were asked to indicate how far from community facilities they felt places that sell alcohol should be located in general. The purpose of the question was to identify which community facilities respondents felt most sensitive about. It is acknowledged that the community may feel differently about the location of different types of licensed premises.

- The community facilities that respondents felt most strongly about were secondary schools, children's playgrounds, pre-schools/primary schools and health/social services.
- The community facilities that respondents felt less sensitive about, with a higher proportion indicating 'does not matter', were other places that sell alcohol, places of worship and community centres/halls.

### Sale of Alcohol

Participants were asked to indicate what they thought would be an appropriate time for different types of licensed premises to start and stop selling alcohol. The majority response/range is indicated below:

<b>Licensed Premise</b>	<b>Start Selling</b>	<b>Stop Selling</b>
Bottle stores	9am - 10am	9pm - 10pm
Supermarkets	7am - 9am	9pm – 10pm
Pubs/bars	10am - 11am	Midnight – 1am
Sports Clubs (e.g. rugby, golf, shooting)	12 noon or later	11pm - Midnight
Clubs (e.g. RSA, Cosmopolitan)	From 11am	11pm - Midnight
Cafes/Restaurants	10am - 11am	11pm - Midnight

### One Way Door Restrictions

- The majority of respondents supported one way door restrictions – 73.0% in favour.
- Participants indicated that licenced premises should apply such restrictions from around 11pm or Midnight.

### Alcohol Consumption

- Most respondents (87.7%) reported that they do consume alcohol.
- Those who indicated that they do drink alcohol were invited to answer some additional questions about their drinking behaviours. Those who responded reported:
  - Buying most of the alcohol they consume at supermarkets/grocery stores (63.8%), followed by bottle stores (13.5%).\*
  - Consuming most of the alcohol that they purchased in their own home (73.6%)\*
  - The most common alcohol consumption pattern reported was 'usually 2-3 days per week' (25.7%). A minority (11.5%) reported consuming alcohol every day.
  - The majority reported usually consuming 1 or 2 alcoholic drinks (68.7%) when they do drink alcohol. In total, 91.9% reported consuming 4 or less alcoholic drinks when they do consume alcohol.

*\*Note: Some respondents ticked more than one option on hard copy surveys. To eliminate any potential processing bias, only on-line results have been reported for these questions. Trends for the hard copy survey, however, were generally consistent with on-line findings.*

## APPENDIX 2: LITERATURE REVIEW

This section discusses alcohol consumption, associated issues and key policy mechanisms that are available via the LAP to reduce alcohol related harm.

### ALCOHOL CONSUMPTION

An individual's risk of alcohol related harm is influenced by both the quantity and the frequency of their drinking (Law Commission, 2009 and 2010).

- The risk of acute harm, such as a fall, accident, injury, alcohol poisoning or criminal activity, is influenced by the amount someone drinks on a single occasion. The more someone drinks, and the more intoxicated they become, the greater their risk of acute harm.
- The risk of chronic harm, such as alcohol related cancers and liver disease, is influenced by the cumulative effects of alcohol over a longer period. The more someone drinks and the more often they drink over a lifetime, the greater their risk of chronic harm.

Alcohol consumption behaviours that are associated with greater harm outcomes include binge drinking (drinking a large amount on a single occasion) and drinking to the point of intoxication (Law Commission, 2010; Miller et al, 2012 and 2013). Countries like New Zealand where these behaviours are more common, and even socially acceptable among some groups, tend to experience higher levels of acute alcohol related harm (Law Commission, 2010).

#### Binge Drinking

The Alcohol Advisory Council of New Zealand (ALAC) defines binge drinking as seven or more standard drinks in one session (Fryer et al, 2011). Other definitions of heavy drinking generally fall within the range of 4-6 drinks for females and 6-8 drinks for males (Law Commission, 2009). Colegrave and Hoskins (2013) concluded that acute alcohol related harm is predominantly linked to binge drinking exacerbated by pre-loading.

#### Pre-loading

Pre-loading refers to drinking alcohol before 'going out' for the night. Those who pre-load are more likely to engage in heavier alcohol consumption (Miller et al, 2013). Miller et al (2013) undertook a substantial study of night time entertainment districts in five cities across Australia and found that "pre-drinking before going out remained the strongest predictor of harm and intoxication" (p12).

They also found this was a common behavior, with 65% of the overall sample reporting drinking before going out. Pre-drinking was more common amongst younger people with 77% of 18-19 year olds reporting pre-drinking compared to only 44% of those aged 40+. Another study by Miller et al (2012) in two Australian cities found it was 'the norm' to pre-drink and identified pre-drinking as one of the major barriers to harm reduction in both cities.

Most pre-drinking (82%) occurred in private homes, and 61% indicated that price was the key reason they had chosen to pre-drink. Colegrave and Hoskins (2013) also concluded that price was a key determinant of pre-drinking. People choose to drink cheaper alcohol purchased from off-licence premises before 'going out' to on-licence premises where alcoholic drinks are more expensive (Colegrave & Hoskins, 2013).

## NEW ZEALAND ALCOHOL CONSUMPTION PATTERNS

In 2013 466 million litres of alcoholic beverages were available for consumption in New Zealand. This equates to 9.2 litres of pure alcohol for every person over the age of 15 years (Statistics NZ, 2014).

Several surveys have been undertaken in recent years that have provided insight into alcohol consumption and drinking behaviours in New Zealand. Key Ministry of Health (2013) findings (with comments relevant to local research) include:

- **Alcohol is widely consumed in New Zealand**
  - 80% of New Zealand adults reported consuming alcohol in the last 12 months – down from 84% in 2006/07.
- **Fewer people are drinking alcohol than in 2006/07**
  - Reported drinking in the past year decreased across all age groups but the largest drop was for youth aged 15-17 years – down from 75% in 2006/07 to 59% in 2011/12. Some believe this is the result of economic recession (Law Commission, 2010).
- **One in five have hazardous drinking patterns**
  - Of those who did report consuming alcohol, 19% had drinking patterns that were considered hazardous (potential to harm the drinker's health and/or have social consequences for them or others) – this equates to approximately 15% of all New Zealand adults.
- **Young adults, men, Maori & Pacific people have a higher risk of hazardous drinking**
  - Hazardous drinking was most common among **younger adults** (44% of men and 26% of women aged 18 – 24 years), however overall a decline in hazardous drinking was observed for this age group from 49% in 2006/07 to 36% in 2011/12.
  - **Men** had higher rates of hazardous drinking in all age groups compared to women. Rates were particularly high for men aged 18-34 years (40%) followed by men aged 35-44 years (26%).
  - Compared to all adult drinkers, **Māori** (37%) and **Pacific** (35%) drinkers are at higher risk of hazardous drinking patterns. However, as a percentage of all Maori adults, hazardous drinking rates for Maori did decline from 33% in 2006/07 to 29% in 2011/12.
- **Adults living in more deprived areas are less likely to drink but have higher rates of hazardous drinking.**
  - People in the most deprived areas were less likely to report consuming alcohol in the past 12 months – 68% compared to 86% of people living in the least deprived areas.
  - But those who did drink were more likely to report hazardous drinking than those in the least deprived areas (27% compared to 13%).

Recent Health Promotion Agency (2013) research and analysis generally support the Ministry of Health (2013) key findings:

- 78% of adults identified themselves as drinkers
- Males reported consuming higher quantities of alcohol (35% consumed 7+ standard drinks per occasion compared to 26% of females) and drinking more frequently than females (19% reported drinking at least every second day compared to 11% of females).
- Older drinkers reported more frequent drinking (18% of drinkers aged 65+ consumed alcohol daily compared to only 1% of drinkers aged 18-24). However, older drinkers reported drinking less alcohol per occasion – 12% of drinkers aged 65+ consumed 7+ standard drinks on their last drinking occasion compared to 54% of drinkers aged 18-24.
- Consistent with this, younger drinkers were more likely to report that they had 'got drunk' on their last drinking occasion – 28% of 18-24 year olds and 16% of 25-44 year olds compared to only 2% of those aged 65+.

In addition to asking about consumption patterns, the Health Promotion Agency research also identified that:

- **Wine and beer are the drinks of choice for most adult drinkers**
  - Wine (40%), ordinary strength beer (29%) and spirits either mixed or straight (13%) were the most commonly reported 'main drink'.
  - Young adult drinkers were more likely to have consumed mainly RTDs (22% compared to only 3% of those aged 45+) and full strength spirits (20% compared to 10%-12% for older age groups) than older drinkers.
  - Men were more likely to have consumed ordinary strength beer than women (50% vs 8%).
  - Women reported mainly consuming wine (59% compared to 21% of male drinkers)
- **Most alcohol is consumed in a private home**
  - The most common drinking locations for adult drinkers were their own home (52%), followed by a friend's house (17%), pub/bar (10%), family/relative's home (8%) and café/restaurant (7%).
  - Younger drinkers were more likely to have recently consumed alcohol in a pub/bar (17% of those aged 18-24 compared to only 5% aged 65+).
- **Trends in alcohol consumption**
  - The 2011 survey shows a decline in the proportion of people consuming alcohol at low (54% vs 58%) or medium (14% vs 17%) levels compared to 2009 but the number of people consuming high levels of alcohol has remained consistent at 9%.
  - There have been increases in the number of people identifying as non-drinkers in both the 18-24 year (21% in 2011 vs 11% in 2009); and the 25-44 age bracket (21% vs 13%).
  - The Law Commission (2010) argued that the economic recession is likely to have contributed to observed decreases in alcohol consumption.

See Appendix 6 for information relating to alcohol consumption patterns in the Wairarapa.

## **ALCOHOL RELATED HARM**

As noted, alcohol has the potential to cause both immediate (acute) and longer term (chronic) harm to individuals and communities, including:

See Appendix 6 for information relating to alcohol related harm in the Wairarapa.

### **Health & Well-Being**

- Approximately 1000 New Zealanders die each year from alcohol-related causes and thousands of others are treated and/or hospitalised for alcohol related injuries (Law Commission 2009; Wilson et al, 2011).
  - Immediate harms from intoxication include alcohol poisoning and accidental injury, ranging from falls to road accidents, and sometimes result in permanent disabilities or even death. (Law Commission 2009 and 2010).
    - ACC estimate that alcohol is a contributing factor in up to 22% of claims (Law Commission, 2010).
  - Longer term harms relate to the cumulative effect of alcohol over time with alcohol linked to over 60 different diseases and disorders (Law Commission 2009) including some cancers, mental health disorders, foetal alcohol spectrum and sexually transmitted infections (Law Commission, 2010).
  - Alcohol consumption has also been identified as a contributing factor in cases of self-harm and suicide (Law Commission, 2009; Wilson et al, 2011).

### **Crime**

- Alcohol contributes to a wide range of criminal offences from homicides, assaults and sexual assaults to domestic violence and public disorder.
  - In 2007/08, at least 31% of recorded criminal offending was committed by individuals who had consumed alcohol beforehand (Law Commission, 2010).

### **Social & Economic Consequences**

- Alcohol often has negative social and economic consequences for those who drink excessively and their families (Law Commission, 2010; Wilson et al, 2011).
  - Individuals who drink excessively often have poorer educational outcomes and/or workplace productivity (Law Commission, 2010).
    - Estimates suggest that 392,800 work days are lost each year due to alcohol (Law Commission, 2010; Wilson et al, 2011).
  - Drinkers may also find that their drinking impacts negatively on their friendships and social life (Law Commission, 2010) contributing to stress.
  - The families of excessive drinkers are at increased risk of domestic violence and negative home environments (Law Commission, 2010).
  - Households can suffer financially too (Law Commission, 2010) with alcohol exacerbating poverty for some (Wilson et al, 2011) either directly as a result of money spent on alcohol, or indirectly as their alcohol consumption impacts on their employment status and/or ability to secure and continue employment.
- All these factors combine to create a negative cycle: low socioeconomic status in childhood has been identified as risk factor for alcohol dependence

in adulthood (Wilson et al, 2011) which, as noted above can increase the risk of poor socio-economic outcomes.

- Cycles like this are consistent with emerging evidence that suggests alcohol-related harm may actually be driving inequalities – people drink to avoid their issues but alcohol exacerbates these (Law Commission, 2010).

### **Other Implications for a Community**

- The flow on effects of excessive alcohol consumption can impact on everyone in a community.
  - Police and health resources suffer the burden of responding to alcohol related crime, accidents and treating alcohol related disease (Law Commission, 2010).
  - In addition, alcohol contributes to public nuisance such as litter, broken glass, noise, damage to property that cost to manage and rectify (Law Commission, 2010).

## **ALCOHOL RELATED BENEFITS**

The benefits of alcohol must also be considered and balanced against these harms. Alcohol is a commodity that offers a range of potential benefits for individuals, communities, private enterprises and government. For example:

### **Economic Benefits**

- The alcohol sector in New Zealand is a multi-billion dollar industry that includes growers, manufacturers, distributors, retailers, bars, cafes, restaurants and clubs.
  - New Zealanders are estimated to spend around \$85 million per week on alcoholic beverages (Law Commission, 2010).
- Alcohol also plays a role in New Zealand's tourism sector contributing to New Zealand cuisine (Wilson et al, 2011) and as part of events and activities such as winetasting, vineyard tours and summer concerts.
- Wine is one of New Zealand's top ten export sectors (NZ Wine, 2012)
- Excise tax on alcohol (in addition to GST) contributes to the Government's consolidated fund.
  - In 2008/09 the alcohol excise tax amounted to around \$828 million (NZ Customs, 2012 as cited in PCC, 2013).
- The industry offers a range of employment opportunities for New Zealanders with a significant number of people working in the sector, especially in hospitality, manufacturing and retail roles (Law Commission, 2009).

### **Social Benefits**

- Alcohol is enjoyed by many for its taste, its role as a food companion and its hobby aspect for connoisseurs and/or home brewers (Wilson et al, 2011).
- Alcohol is recognised as a social lubricant and relaxant (Law Commission, 2009).
- For these reasons, alcohol is often included as a part of cultural celebrations for many New Zealanders (Wilson et al, 2011)
  - For those who drink in a low-risk manner, these social benefits can be enjoyable (Law Commission, 2010; Wilson et al, 2011).



## **ADDRESSING ALCOHOL RELATED HARM via a LAP**

### **Priority Populations**

A key message heard by the Law Commission (2010) during the consultation phase for the new Act was that “moderate drinkers should not be punished for the abuses of a minority” (p.8). However, with one in five New Zealanders reporting hazardous drinking patterns, the Law Commission (2010) suggests that intoxication and drinking large quantities of alcohol are not confined to a small minority of New Zealanders.

Some groups are disproportionately affected by alcohol and should be considered priority populations for reducing harm. These groups include young people, Maori and those living in lower socio-economic areas:

- Research has identified young people, Maori and Pacific people and lower socio-economic groups as having higher rates of hazardous alcohol consumption, defined as established patterns of drinking that carry a higher risk of future damage to their health (Law Commission, 2010). There have also been increases in hazardous drinking patterns among some demographics, including women aged 25-34; men aged 34-44 and Maori men. Women aged 44-74 have also reported substantial increases from low bases (Law Commission, 2010).
- Jatrana et al (2011) found men, Maori and young people reported higher levels of binge drinking. Binge drinking was most common in those aged 15-24 and declined with age. They also identified an association between binge drinking and deprivation.
- Those living in areas of higher socio-economic deprivation are more likely to experience harmful effects from their drinking, and as noted, emerging evidence indicates that alcohol-related harm may actually be driving inequalities (Law Commission, 2010).
- Younger people tend to drink more, are more likely to be out at night and are also more likely to take risks when drinking placing them at greater risk of acute alcohol related harm (Colegrave & Hoskins, 2013).

### **Availability Theory**

There is more and more research that shows alcohol availability influences alcohol consumption – the easier it is for people to access alcohol, the more they tend to drink (AHW, 2014). And the more an individual drinks, the greater their risk of alcohol related harm (Law Commission, 2009 and 2010). Reducing the availability of alcohol in a community can reduce alcohol related harm for that community (AHW, 2014).

Factors within the scope of the Local Alcohol Policy that can influence the availability of alcohol include policies relating to trading hours, the number and/or density of licensed premises and the location of licensed premises (AHW, 2014). Policies that limit or restrict these factors can reduce alcohol availability in a community.

## **Trading Hours**

There is substantial research that supports an association between later trading and higher rates of intoxication and alcohol related harm (ALAC, 2009; Babor et al, 2010; Chikritzhs & Stockwell, 2001 as cited in Miller et al, 2013; Miller et al, 2012). For example:

- Stockwell & Chikritzhs (2009 as cited by ALAC 2009 P36) reviewed English studies dating back to 1965 and concluded “extended late-night trading hours led to increased consumption and related harm”.
- The Australian National Drug Research Institute (2007 as cited by ALAC 2009 P37) reviewed alcohol restrictions that had been applied throughout Australia. Increased trading hours were associated with increased consumption and harm.
- Miller et al (2013) found a consistent trend toward increasing intoxication across all venue types over the course of an evening in all five Australian cities studied. By 2am between 71% and 75% of patrons were exhibiting signs of intoxication, and up to 25% appeared too intoxicated to remain in the venue. A further study by Miller et al (2012, p12) found that restricting trading hours in Newcastle had an “immediate and long term effect on alcohol related harm and the culture of intoxication”.
- The Ministry of Justice (2013) identified late closing after 2am as one of the key risk factors for alcohol related offences.
- Colegrave & Hoskins (2013), critical that research had focused more on the impact of extended hours rather than the restriction of trading hours, identified four studies that assessed the impact of trading hour restrictions and noted that all four reported decreases in violence.

Support for reducing trading hours is generally strong. Colgrave & Hoskins (2013), reviewing policy options for Christchurch City Council, acknowledged that most research is from overseas but still concluded that of all the policy options available, restrictions on opening hours were most likely to have an impact on reducing alcohol related harm. Similarly, ALAC (2009) argue trading hour restrictions are a key way of influencing alcohol availability. Others also note that trading hour restrictions can mitigate potential density-related issues (Grigg et al, 2011).

## **Number and/or Density of Licensed Premises**

Research has found associations between the density of different licensed outlets; volume of alcohol consumed and a range of alcohol related harms (ALAC, 2009; Law Commission, 2010). For example in New Zealand:

- Cameron et al (2010 and 2013) found associations between off-licence density and violent, sexual and drug/alcohol related offences; and between pub/bar density and violent offences, drug/alcohol offences, property damage/abuses, anti-social behavior, dishonesty, traffic and motor vehicle offences.

- Connor et al (2011 as cited in Cameron et al 2013) found a positive relationship between binge drinking and bar/club and off-licence density.
- Kypri et al and Huckle et al (2008 as cited in Cameron et al 2013) found associations between outlet density and individual alcohol consumption in university students (Kypri et al) and 12-17 year olds (Huckle et al).

Researchers do acknowledge however that ‘links between outlet density and alcohol-related harms are complex and varied’ (Cameron et al, 2013, P3). Researchers have found that the impacts and effects of increasing outlet numbers can differ depending on a range of variables including:

- the socio-economic status of the area (Law Commission, 2010; Livingston, 2008 and Mair et al, 2013 as cited in Cameron et al, 2010 and 2013);
- the target population and/or mix of patrons (Cameron et al, 2013; Wickham, 2012);
- the type of licensed premise (Cameron et al, 2013; Wickham, 2012);
- the geographic location e.g. urban vs. rural (Cameron et al, 2013) and
- environmental factors such as the level of policing or the availability of CCTV (Wickham, 2012).

Effects and saturation levels can also vary over time within a location (Cameron et al, 2013; Wickham, 2012).

Recommendations from the WHO Commission on Social Determinants of Health (as cited by the Law Commission, 2010) included controlling the number of alcohol outlets. Arguments in favour of restrictions include the effects of clustering of outlets, i.e. the physical proximity of outlets in a defined area. Cameron et al (2010) found clustering of off-licences reduced the effort required to obtain alcohol i.e. travel time to an outlet, and increased competition between outlets resulting in lower cost alcohol and longer trading hours. Clusters of on-license premises, e.g. entertainment districts, can have similar effects (Wickham, 2012). “Lower prices can stimulate demand for alcohol and facilitate heavier consumption” (Babor et al, 2010 as cited in Law Commission, 2010, p129). Entertainment districts also tend to attract more people and as a direct result of the number of people can experience more problems (Wickham, 2012).

Arguments against outlet density restrictions include that they are not competitive and potentially advantage some retailers (Livingston et al, 2007 and Donnelly et al, 2006 as cited by Auckland Council, 2012). Others also argue that clustering of on-licence premises to create an entertainment area can actually help confine alcohol related problems and enable resources to be targeted (Babor et al, 2010 as cited by Auckland Council, 2012). For example police could focus on the entertainment area.

Arguments related to restricting the number and/or density of outlets tend to vary more and appear to be less consistent than research related to trading hours. Where a point of saturation has been met, and this may vary by location and over time, restrictions may be useful in reducing alcohol consumption and related harm. Research has found that dramatic changes in density where there are substantial outlets can impact consumption (Babor et al, 2003 as cited in ALAC 2009).

## APPENDIX 3: THE WAIRARAPA ALCOHOL INDUSTRY

The Sale of Alcohol Act 2012, section 78 (2) (b) states that territorial authorities must have regard to **the number of licences** of each kind held for premises in its district and **the location** and **opening hours** of each of the premises when developing a draft Local Alcohol Policy.

### Number of Licensed Premises in the Wairarapa

Licensing officers for each of the Wairarapa Councils provided information regarding the number of licensed premises of each type as at 31<sup>st</sup> January 2014. See Table 3.1.

**Table 3.1: Licensed Premises by District as at 31/1/2014**

	Masterton District	Carterton District	South Wairarapa District	Wairarapa Combined
<b>On Licence Total</b> <i>(as at July 2011*)</i>	<b>32</b> <i>(33)</i>	<b>17</b> <i>(15)</i>	<b>41</b> <i>(50)</i>	<b>90</b> <i>(98)</i>
Taverns/Hotels	12	5	10	27
Restaurants	18	12	30	60
Other	2	0	1	3
<b>Off Licence Total</b> <i>(as at July 2011*)</i>	<b>29</b> <i>(34)</i>	<b>11</b> <i>(15)</i>	<b>53</b> <i>(58)</i>	<b>93</b> <i>(107)</i>
Bottle Stores	6	2	4	12
Supermarkets	4	1	2	7
Grocery Stores	2	0	4	6
Tavern/Hotel/Club Off-licence	8	1	5	14
Wine Cellar Door and/or Remote Sales	7	7	37	51
Other	2	0	1	3

<b>Club Licence Total</b>	<b>21</b>	<b>8</b>	<b>13</b>	<b>42</b>
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\*ACC last published Community Alcohol Profiles in 2012. The data reported for alcohol availability was as at July 2011. They did not report the number of licensed clubs at that time.

Data supplied by licensing inspectors in January 2014 suggests that there has been a slight decline in the number of on and off licensed premises in the Wairarapa since July 2011. Without more recent comparative data for other areas it is not possible to comment on whether this has been the trend across New Zealand.

### **Comparing the Number of Licensed Premises with Other Regions**

The ACC (2012) Community Profile data enables comparison of the number of licences per 10,000 people with other districts and the New Zealand average as at July 2011. See Table 3.2.

As at July 2011, the Wairarapa had more licensed premises per 10,000 than the New Zealand average, with the exception of on-licence premises in Masterton. As noted in Appendix 2, the number and density of licensed premises needs to be considered in the local context:

- The Wairarapa is acknowledged and recognised as a wine producing region, particularly South Wairarapa. The wine industry in the Wairarapa contributes to the economy offering employment opportunities and attracting tourists to the district. In the Wairarapa Community Alcohol Survey most people perceived the alcohol industry as making a major contribution to tourism in the region. Many licensed premises service the tourist market and weekend visitors rather than just 'locals'. See Appendix 5 for further discussion regarding tourism in the Wairarapa.
- As a District in its own right, rates for South Wairarapa are higher than Marlborough, another wine growing region. South Wairarapa's closer proximity to Wellington may influence this. Whilst the Wairarapa in general attracts tourists from Wellington, both Martinborough and Greytown are recognised as particularly popular weekend destinations for this domestic tourist market.
  - A large number of the on and off licence premises in SWDC are cellar door/remote licences or restaurants, both attracting and serving the tourist market. Generally these types of licensed premises are perceived as presenting a lower level of harm risk compared to other types of licensed premises.
- Population wise, the Wairarapa region at 41,109 people is comparable with Marlborough at 43,416 (Statistics NZ Census, 2013). When the comparison is made between the Wairarapa, as a region, and Marlborough, rates per 10,000 for both on and off licences are lower in the Wairarapa.

**Table 3.2: Alcohol Availability from ACC Community Profiles as at July 2011**

Area	Licensed Premises per 10,000	On- Licensed Premises per 10,000	Off-licensed per 10,000	Club Licences per 10,000
New Zealand	34.0	18.5	10.0	5.5
Wairarapa	n/a	24.3	26.5	n/a
• Masterton	38.9	14.1	14.5	10.3
• Carterton	54.2	19.8	19.8	14.6
• South Wairarapa	131.4	53.4	62.0	16.0
Marlborough	69.7	30.9	31.5	7.3
Napier	38.2	22.7	9.2	6.2
Gisborne	41.3	17.8	14.8	8.6
Thames-Coromandel	76.7	39.3	25.2	12.2
Horowhenua	28.4	11.8	8.2	8.5
Tararua	46.2	18.6	14.1	13.5
Ashburton	42.1	19.7	11.2	11.2

### Location of Licensed Premises

Within each of the Districts, most on and off licensed premises (other than vineyards/wineries) tend to be concentrated in the central business districts/main streets of each town. Clubs, usually based around a particular sporting interest or activity, are more widely spread and some are located in residential areas. As at the 31<sup>st</sup> January 2014:

In Masterton District:

- All supermarkets and 5/6 bottle stores are within the CBD to Kuripuni area of the town. This area is referred to as the 'Masterton Business District' in the Consolidated Bylaw 2012 (MDC, 2012).
- Approximately half of all restaurants and taverns/hotels are also located within this wider CBD area.
- There is a smaller cluster of licensed premises at the Solway end of town, predominantly associated with the motels/hotels that are located there.

In Carterton District:

- Both bottle stores and the supermarket are located in the central shopping area of the town.
- Two thirds of restaurants and 2/5 taverns/hotels are also located in this area, one additional tavern is also on High Street, south of the shopping area.

In South Wairarapa District:

- Supermarkets are located in Featherston and Greytown near the shopping areas. Three of the four SWDC grocery store licences are for premises located in the Martinborough township.
- Most of the tavern/hotel licences are for premises located within the South Wairarapa towns - three in Greytown, three in Martinborough and two in Featherston. These premises are located in or around the main streets/central areas of the towns.
- Around two thirds of the SWDC restaurant licences are for premises located in or around Martinborough, and around half of these are associated with the wineries and vineyards. Most other SWDC restaurant licences are for premises located in the towns of Greytown and Featherston.
- All wine cellar doors and the majority of remote sale licences are located in and around Martinborough.

### **Trading Hours for Licensed Premises in the Wairarapa**

If Councils do not adopt a Local Alcohol Policy, default national maximum hours will apply. The default hours are:

- 8am - 4am for on-licences (such as pubs and restaurants) and club licences
- 7am - 11pm for off-licences (such as bottle stores, supermarkets and wineries).

Under the old licensing regime the latest sales were allowed for Clubs and on-licence premises was 1am in South Wairarapa District and 2am in Carterton District. The latest sales were allowed for off-licence premises was 11pm.

In Masterton District there was more variation in licensed hours:

- Off-Licences:
  - Bottle stores ranged from 7am to 10pm/11pm, with one licensed until Midnight.
  - Most off-licences within clubs/taverns were licensed through until approximately 10pm, but three were licensed until 2am the following morning.

- Supermarkets from 6am/7am to Midnight, with one licensed until only 9pm.
- Grocery stores from 7am until 10.30pm.
- Wineries range from 8am to 10pm.
- On-Licences:
  - Restaurants ranged from 7am-10am to 2am the following morning.
  - Hotels and taverns from 7am until 2am the following morning.

Very few licensed premises trade to the full capacity of their licensed hours. In South Wairarapa and Carterton on-licence premises are generally closed by 1am on weekend evenings. In Masterton there are a handful of premises that currently remain trading until 2am on weekend evenings.

## LOCAL REGULATION

### WAIRARAPA COMBINED DISTRICT PLAN

The Sale of Alcohol Act 2012, section 78 (2) (a) states that territorial authorities must have regard to **the objectives and policies of their district plan** when developing a draft Local Alcohol Policy.

The three Wairarapa Councils jointly developed the Wairarapa Combined District Plan (WCDP), which became fully operative on the 25<sup>th</sup> May 2011. The WCDP provides a framework for managing the use and development of land across the region. It includes objectives, policies and rules. Any subdivision, development or land use is required to comply with these rules.

The WCDP has the following provisions relating to alcohol:

- The WCDP provides for the sale of alcohol under its definition of retail activities.
- Retail activities are only permitted in areas that are zoned commercial or industrial. Considerations for new retail outlets include:
  - Parking (section 21.1.25)
  - Access (section 21.1.25)
  - Signage (section 6.5.2f)
- Resource consent is required for any retail activity in a rural or residential zone.

Any retail outlet that is intending to sell alcohol must also apply for a licence to sell alcohol. The District Licensing Committee assesses all applications, taking into consideration factors like potential amenity effects.

A Local Alcohol Policy can contain a position that is more restrictive than the District Plan, but it cannot authorise anything that is not allowed by the District Plan (section 93).



## BYLAWS PROHIBITING ALCOHOL IN PUBLIC PLACES/LIQUOR BAN AREAS

The Sale of Alcohol Act 2012, section 78 (2) (c) states that territorial authorities must have regard to **any areas in which bylaws prohibiting alcohol in public places are in force** when developing a draft Local Alcohol Policy.

Section 147 of the Local Government Act 2002 gives Councils the power to make bylaws to control alcohol. Bylaws can regulate or control the consumption or possession of liquor in specified public places. Liquor bans are implemented by Councils and enforced by the police.

Liquor ban areas are bylaws that are adopted by Councils in accordance with the Local Government Act. In the Wairarapa, a total of five liquor ban areas are in force. See Table 3.3. Maps of liquor ban areas are included as attachments 3/1 – 3/4.

All liquor bans restrict alcohol in a particular area but some only apply within certain hours. Each Wairarapa Council administers its own Liquor Ban areas via its bylaws.

**Table 3.3: Wairarapa Liquor Bans**

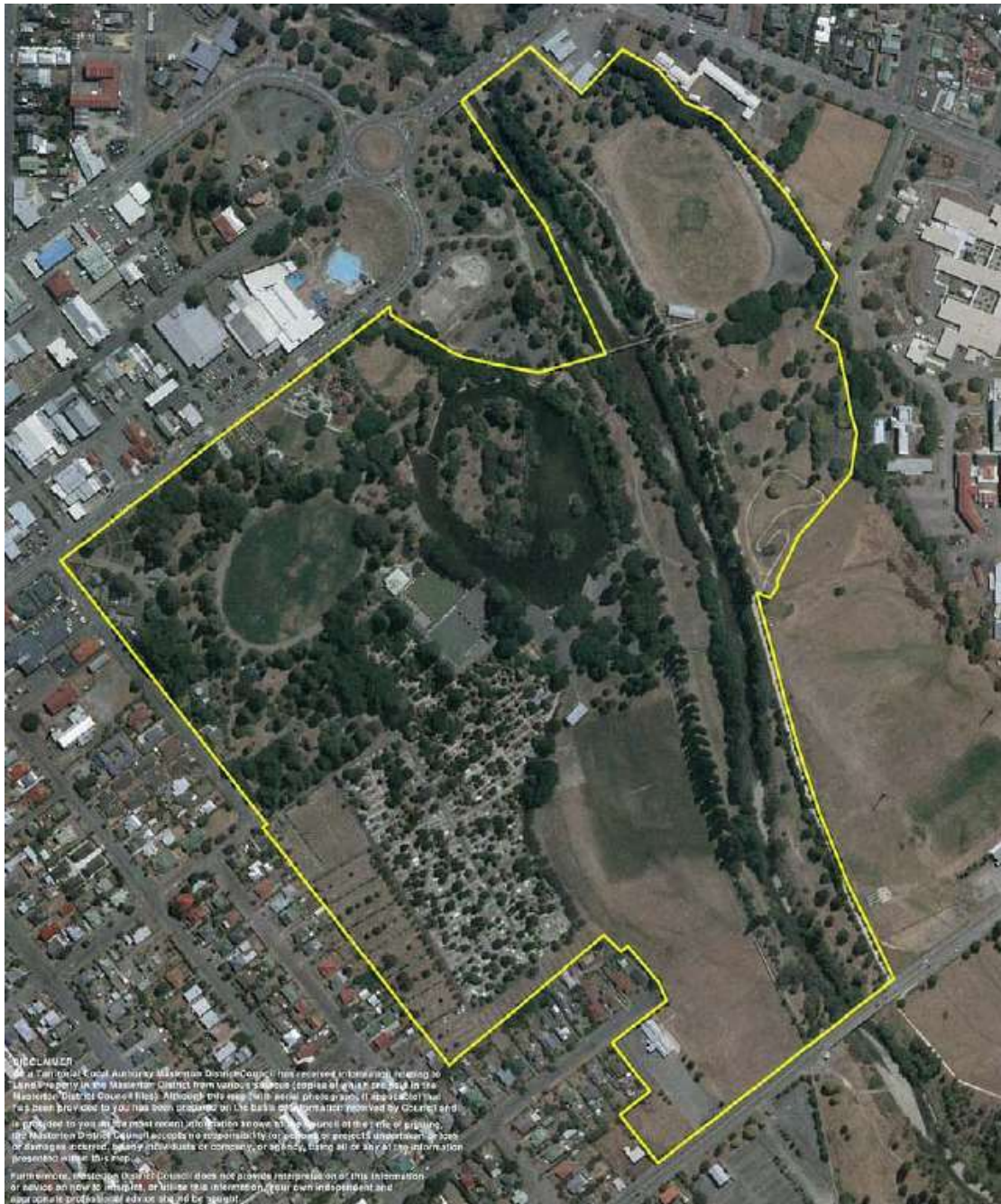
	No. of Liquor Ban Areas	Description of These
MDC	3	<p>The consumption or possession of alcohol in a public place (including while in a vehicle) is prohibited at all times within the Masterton Business District and the Skate Park; and from 9.00pm through until 7.00am the following morning in Queen Elizabeth Park.</p> <p>In general the Masterton Business District extends from the Northern roundabout through the CBD to the Southern roundabout at High Street, just past the Kuripuni shopping centre. A more detailed and specific description is available in the Consolidated Bylaw 2012 (MDC, 2012).</p>
CDC	1	<p>A liquor ban applies in Carrington Park at all times, except on notified occasions.</p> <p>CDC is currently reviewing its liquor ban areas. The existing liquor ban is likely to be extended beyond the park.</p>
SWDC	1	<p>The possession and consumption of alcohol (including while in a vehicle) is prohibited at all times in the Featherston Central Business District.</p> <p>In general the Featherston Central Business District extends from Wakefield Street through the CBD to Waite Street. A more detailed and specific description is available in the South Wairarapa Liquor Control Bylaw 2011 (SWDC, 2011).</p>

Liquor bans can only be enforced by the New Zealand Police who have the right to search the bags of people in these areas and can confiscate all alcohol and search vehicles (NZ Police, 2014).

Attachment 3/1: Masterton Liquor Ban Area 1 – Masterton Business District



## Attachment 3/2: Masterton Liquor Ban Area 2 – Queen Elizabeth Park



### Attachment 3/3: Masterton Liquor Ban Area 3 – The Skate Park



**Attachment 3/4 Carterton and South Wairarapa Liquor Ban Areas**

**Carterton Liquor Ban Area - Carrington Park**



**South Wairarapa Liquor Ban Area - Featherston**



## APPENDIX 4: WHO ARE 'OUR COMMUNITY'?

### WAIRARAPA DEMOGRAPHIC PROFILE

The Sale of Alcohol Act 2012, section 78 (2) (d) states that territorial authorities must have regard to the **demography of the district's residents** when developing a LAP. This section provides an overview of the demographic profile of the Wairarapa.

For the purpose of subsection (2), a district's residents include people who have holiday homes in the District.

Please note: data in this section has been sourced from id Community Profiles. id is a tool designed to assist Councils and their communities to access demographic data for community planning. It is based on Statistics NZ Census data but there may be minor differences in some statistics compared to the Statistics NZ website. This reflects different rounding mechanisms and/or the use of different base data e.g. usually resident population vs. all respondents.

### OVERVIEW

The usually resident population for the Wairarapa at the March 2013 was **41,109** people (id Community Profiles, 2014).

Compared to national statistics, the Wairarapa is characterised by:

- An older population
  - A higher proportion of people aged 50+ (41.2% vs. 32.9%)
  - A higher proportion of people aged 70+ (12.9% vs. 9.7%)
  - Fewer people aged 20-49 (32.6% vs. 39.6%)
  - Slightly fewer people aged under 20 (26.2% vs. 27.4%)
- A less diverse population
  - A higher proportion of people identifying as European (84.9% vs. 70%)
  - An equivalent proportion of people identifying as Maori (15.5% vs. 14.1%)
  - Much lower proportions of people from other ethnic groups
- A lower income population
  - The proportion of people who are unemployed is lower than the NZ average (6.4% vs. 7.1%), however incomes are also lower:
    - A higher proportion of households whose income falls into the lowest quartile of \$0 - \$33K (31% vs. 25%)
    - A lower proportion of households whose income falls into the highest quartile being \$109K+ (16.5% vs. 25%)
  - A higher proportion of households receiving income from NZ superannuation or veterans pensions (28.9% vs. 23.0%), consistent with the older population.

## THE WAIRARAPA REGION

### THE DISTRICTS

The Wairarapa is made up of three territorial authorities, or District Councils, being Masterton, Carterton and South Wairarapa. See Table 4.1. See Attachment 4/1 for a map of the Wairarapa.

**Table 4.1: Wairarapa Population**

District	Population	% Wairarapa Population	Urban Population	Rural Population
Masterton District	23,352	56.8%	18,135	5,217
Carterton District	8,232	20.0%	4,686	3,546
South Wairarapa District	9,525	23.2%	5,925	3,600
Wairarapa	41,109			

Source: id Community Profiles (2014)

### THE URBAN CENTRES

Within the Wairarapa there are five key urban areas or towns. The majority (69.9%) of the Wairarapa population lives within these urban areas. See Table 4.2.

**Table 4.2: Urban Centre Populations**

Town	Population	% Wai Pop.
Masterton	18,135	44.1%
• Masterton East	3,579	8.7%
Carterton	4,686	11.4%
Featherston	2,250	5.5%
Greytown	2,202	5.4%

Martinborough	1,473	3.6%
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Source: id Community Profiles (2014)

## KEY CHARACTERISTICS

Key characteristics of the Wairarapa and its main urban centres, as at the 2013 Census, are included in the following tables. Attachments 4/2- 4/3 include tables that summarise these key statistics at the District level, and include 2006 Census data for comparison.

### AGE

The Wairarapa has an ageing population (see Table 4.3):

- The proportion of people aged over 50 is higher than for New Zealand as a whole, and the median age (half the population is older than this age and half is younger) is higher than the median age for New Zealand.
- Masterton East however has a younger population than the rest of the Wairarapa with a higher proportion of under-20s and a lower proportion of people aged 50+. The proportion of under-20s in Masterton East exceeds the New Zealand average.

**Table 4.3: Wairarapa Population Age Distribution**

District	% Aged Under 20	% Aged 20-49	% Aged 50+	Median Age 2013
Masterton District	26.6%	33.0%	40.4%	42.8
• Masterton East	<b>30.8%</b>	34.7%	<b>34.6%</b>	
Carterton District	26.5%	31.9%	41.6%	44.3
South Wairarapa District	24.8%	32.3%	42.8%	45.1
• Featherston	24.5%	35.8%	39.5%	-
• Greytown	23.0%	27.5%	49.5%	-
• Martinborough	22.0%	33.0%	44.9%	-
Wairarapa	26.2%	32.6%	41.2%	-



<b>New Zealand</b>	<b>27.4%</b>	<b>39.6%</b>	<b>33.0%</b>	<b>38</b>
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Source: id Community Profiles (2014) and Statistics NZ (2013) for Median Age data.

## ETHNICITY

The Wairarapa population is less diverse than the New Zealand population (See Table 4.4) with:

- A higher proportion of people identifying as European and about the same proportion of people identifying as Maori but fewer people from other ethnic groups.
- There are variations within the Wairarapa. In Masterton, especially Masterton East, and in Featherston and Martinborough the proportion of people identifying as Maori is higher than the New Zealand average.
- Similarly, in Masterton East, the proportion of Pacific Island people is slightly higher than the New Zealand average.

**Table 4.4: Ethnicity in the Wairarapa**

<b>District</b>	<b>% European</b>	<b>% Maori</b>	<b>% Pacific</b>	<b>% Asian</b>
Masterton District	83.2%	<b>17.9%</b>	3.1%	2.3%
• Masterton East	70.2%	<b>31.2%</b>	<b>7.6%</b>	2.3%
Carterton District	87.8%	11.3%	1.8%	1.3%
South Wairarapa District	86.5%	13.2%	1.9%	2.0%
• Featherston	84.7%	<b>17.6%</b>	2.9%	2.9%
• Greytown	88.8%	9.3%	1.5%	1.6%
• Martinborough	82.9%	<b>16.9%</b>	3.5%	3.5%
Wairarapa	84.9%	15.5%	2.6%	2.1%
<b>New Zealand</b>	<b>70.0%</b>	<b>14.1%</b>	<b>7.0%</b>	<b>11.1%</b>

Source: id Community Profiles (2014)

## FAMILIES

Consistent with an ageing population, the Wairarapa has a higher proportion of couples without children compared to New Zealand, and slightly fewer one parent families (See Table 4.5). However, there are variations within the Wairarapa:

- In Masterton, Masterton East in particular, and in Featherston and the Carterton urban area there are higher proportions of one parent families.

**Table 4.5: Families in the Wairarapa**

District	% Couple with Children	% One Parent Families	% Couple without Children
Masterton District	34.8%	<b>19.7%</b>	45.6%
• Masterton East	31.4%	<b>31.1%</b>	37.5%
Carterton District	36.8%	13.2% ( <b>18.1%</b> in town)	50.0%
South Wairarapa District	35.8%	12.9%	51.4%
• Featherston	33.0%	<b>20.9%</b>	46.1%
• Greytown	33.0%	14.1%	52.9%
• Martinborough	29.7%	15.9%	54.5%
Wairarapa	35.4%	16.8%	47.8%
New Zealand	41.3%	17.8%	40.9%

Source: id Community Profiles (2014)

## EMPLOYMENT, INCOME and DEPRIVATION

### Employment

Unemployment rates in the Wairarapa are lower than for New Zealand as a whole, however there are variations within the Wairarapa (See Table 4.6):

- The proportion of unemployed in Masterton East almost twice the New Zealand average.
- Featherston is also above the NZ average.

**Table 4.6: Unemployment in the Wairarapa**

<b>District</b>	<b>% Unemployed</b>
Masterton District	7.3%
• Masterton East	<b>14.3%</b>
Carterton District	5.6%
South Wairarapa District	5.2%
• Featherston	<b>10.5%</b>
• Greytown	5.0%
• Martinborough	4.2%
Wairarapa	6.4%
New Zealand	7.1%

Source: id Community Profiles (2014)

### **Income**

The Wairarapa has a higher proportion of lower income households compared to New Zealand as a whole (See Table 4.7):

- Household income is considered a measure, or indicator, of socio-economic status. The areas within the Wairarapa where the greatest discrepancies exist are Masterton East and Featherston where 43.4% and 37.5% of households respectively are in the lowest quartile.

**Table 4.7: Wairarapa Income Distribution**

District	Lowest Quartile	Medium/ Lowest Quartile	Medium/ Highest Quartile	Highest Quartile
Masterton District	33.5%	29.2%	22.9%	14.4%
• Masterton East	<b>43.4%</b>	32.3%	18.4%	<b>5.9%</b>
Carterton District	28.2%	29.2%	25.1%	17.5%
South Wairarapa District	27.6%	27.3%	24.5%	20.6%
• Featherston	<b>37.5%</b>	27.7%	21.1%	13.7%
• Greytown	29.2%	25.6%	24.7%	20.5%
• Martinborough	28.0%	29.1%	25.4%	17.5%
<b>Wairarapa</b>	<b>31.0%</b>	<b>28.7%</b>	<b>23.7%</b>	<b>16.5%</b>
<b>New Zealand</b>	<b>25.0%</b>	<b>25.0%</b>	<b>25.0%</b>	<b>25.0%</b>

Source: id Community Profiles (2014)

### Deprivation

The deprivation index (NZDep2013) is a measure of relative deprivation based on variables from the 2013 census that reflect socio-economic deprivation. The variables considered are (Atkinson et al, 2014):

- Communication – people aged <65 with no access to the Internet at home
- Income 1 – people aged 18-64 receiving a means tested benefit
- Income 2 – based on household income
- Employment – people aged 18-64 who are unemployed
- Qualifications- people aged 18-64 without any qualifications
- Own Home – people not living in their own home
- Support – people aged <65 living in a single parent family
- Living Space – based on number of bedrooms vs number of occupants
- Transport – people with no access to a car

Using these variables a deprivation score is calculated for all mesh blocks (small areas of around 100 people approximately) in New Zealand. Deprivation scores for an area range from 1 to 10 and reflect percentiles enabling scores for different areas to be compared across New Zealand. A score of '1' indicates an area that is amongst

the 10% least deprived, while a score of “10” indicates that the area is in the 10% most deprived in New Zealand. The scores relate to the area rather than individual people within the area (Atkinson et al, 2014).

The **least deprived** Wairarapa census area units are all rural areas and all had deprivation ratings of “2”:

- Opaki-Fernridge in Masterton
- Waingawa in Carterton
- Te Wharau in Carterton
- Kahutara in South Wairarapa

The **most deprived** census area units in the Wairarapa are:

- Masterton East – 10
- Masterton Central - 9
- Masterton Railway – 9
- Featherston - 9

For a list of NZDep2013 ratings for all Wairarapa Census Area Units, please see Attachment 4/5.

## **HOLIDAY HOME OWNERS**

As noted, for the purpose of subsection (2) of the Act, a district’s residents include people who have holiday homes in the District. To provide an indication of who owns holiday homes in the Wairarapa, properties owned by people residing outside of the region were considered.

As at 30<sup>th</sup> June 2014, there were a total of **3,519** properties owned by an individual or organisation based outside of the Wairarapa. See Table 4.8.

- Almost 60% of these properties are owned by a person or organisation based in the greater Wellington region, consistent with tourist information about who visits the Wairarapa. See Appendix 5.
- These properties include commercial, farming/forestry and investment/rental properties as well as holiday homes. To provide some insight into the proportion that might be holiday homes the addresses for Masterton based properties owned by people in the greater Wellington region (excluding the Wairarapa) were considered.
  - Of the 667 eligible properties, approximately one quarter had addresses in the beach areas of Castlepoint, Riversdale and Mataikona. These properties are likely to be holiday homes.
  - In addition, around one third had rural addresses. Some will be forestry blocks and/or farm land. Some will also be rural lifestyle block weekenders /holiday homes.

Based on this information, at least one quarter (and probably more) of all properties owned by people located outside of the Wairarapa could be holiday homes.

**Table 4/8: Properties Owned By An Individual/Organisation Outside the Wairarapa**

	MDC	CDC	SWDC	Combined
Total:	<b>1426</b>	<b>463</b>	<b>1630</b>	<b>3,519</b>
GWRC Area (excl. Wairarapa)	<b>667 (46.8%)</b>	<b>304 (65.7%)</b>	<b>1133 (69.5%)</b>	<b>2,104 (59.8%)</b>
Other Lower NI Neighbouring Areas*	220 (15.4%)	31 (6.7%)	65 (4.0%)	316 (9.0%)
Other North Island Areas	356 (25.0%)	67 (14.5%)	259 (15.9%)	682 (19.4%)
South Island	94 (6.6%)	32 (6.9%)	61 (3.7%)	187 (5.3%)
Overseas	87 (6.1%)	29 (6.3%)	112 (6.9%)	228 (6.5%)

\*This includes Tararua, Manawatu, Horowhenua and Palmerston North City districts.

## KEY POINTS:

### Youth

- While the Wairarapa has an ageing population, the proportion of under-20s is comparable with the rest of New Zealand. From the age of 20, the proportion of young people in the Wairarapa declines. This is considered consistent with young people leaving the region to pursue work and/or further study. However there are still a significant number of young people that do stay within the Wairarapa.
- As identified in Appendix 2, young people are at increased risk of alcohol related harm; and the statistics indicate that those who do stay in the Wairarapa may face additional challenges, such as unemployment or becoming young single parents, that could place them at even greater risk. The Wairarapa Social Sector Trial Youth Action plan (2013) also noted that compared to national averages, one year after leaving school, fewer students from Wairarapa schools are enrolled in further training or formal tertiary study. Education has been identified as a protective factor for a number of negative outcomes (Wairarapa SST, 2013).

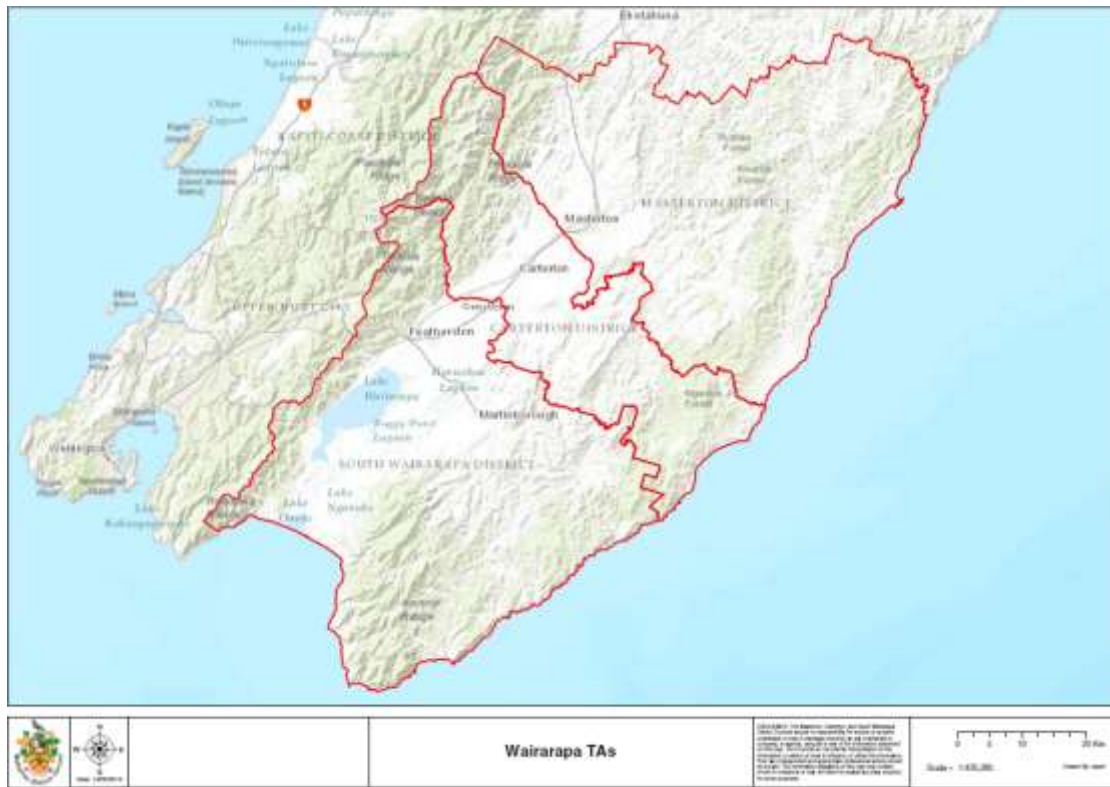
### Potentially Higher Risk Areas

Areas within the Wairarapa that may be at greater risk of alcohol related harm include **Masterton East** and **Featherston**:

- Masterton East has a younger population and a higher proportion of young people compared to the rest of the Wairarapa. Younger people were identified in Appendix 2 as a higher risk population.
- Both areas have a higher proportion of Maori, and in Masterton East, Pacific Island people too. These population groups were identified in Appendix 2 as being at greater risk of alcohol related harm.
- Both have higher rates of unemployment compared to the rest of the Wairarapa and New Zealand. Unemployment can impact financially and in terms of personal stress and wellbeing.
- Both have a higher proportion of households whose income is in the lowest quartile. Household income is a predictor of socio-economic status. Low socio-economic status was been identified as a risk factor for alcohol related harm in Appendix 2.
- Masterton East also has a much higher proportion of one parent families compared to the rest of the Wairarapa and New Zealand. One parent families may be more likely to be receiving welfare benefits and thereby living on lower incomes.
- Both are amongst the most deprived in the Wairarapa and New Zealand.

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# Attachment 4/1 – Map of the Wairarapa



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## Attachment 4/2 - MASTERTON DISTRICT

### Population

Masterton District	2013			2006			Change
	Number	% Zealand	New Zealand %	Number	% Zealand	New Zealand %	
Population (excluding O/S visitors)	23,352	100.0	100.0	22,626	100.0	100.0	+726
• Females	12,123	51.9	51.3	11,754	51.9	51.2	+369
• Males	11,229	48.1	48.7	10,872	48.1	48.8	+357

### Age structure - service age groups

Masterton District	2013			2006			Change
	Number	% Zealand	New Zealand %	Number	% Zealand	New Zealand %	
Service age group (years)							
Babies and Pre-schoolers (0 to 4 )	1,449	6.2	6.9	1,392	6.2	6.8	+57
Primary Schoolers (5 to 11)	2,205	9.4	9.4	2,268	10.0	10.1	-63
Secondary Schoolers (12 to 17 )	2,073	8.9	8.3	2,337	10.3	9.2	-264
Tertiary education and independence (18 to 24)	1,716	7.3	9.6	1,589	6.9	9.6	+147
Young workforce (25 to 34)	2,220	9.5	12.1	2,196	9.7	12.9	+24
Parents and homebuilders (35 to 49)	4,254	18.2	20.6	4,764	21.1	22.6	-510
Older workers and pre-retirees (50 to 59)	3,417	14.6	13.2	3,084	13.6	12.1	+333
Empty nesters and retirees (60 to 69)	2,856	12.2	10.1	2,283	10.1	8.1	+573
Seniors (70 to 84)	2,544	10.9	8.0	2,283	10.1	7.2	+261
Elderly aged (85 and over)	618	2.6	1.7	453	2.0	1.4	+165
<b>Total</b>	<b>23,352</b>	<b>100.0</b>	<b>100.0</b>	<b>22,629</b>	<b>100.0</b>	<b>100.0</b>	<b>+723</b>

### Ethnic groups

Masterton District	2013			2006			Change
	Number	% Zealand	New Zealand %	Number	% of total population	New Zealand %	
Ethnic group - multi-response							
European	19,440	83.2	70.0	17,169	75.9	64.8	+2,271
Maori	4,170	17.9	14.1	3,726	16.5	14.0	+444
Pacific peoples	735	3.1	7.0	600	2.7	6.6	+135
Asian	543	2.3	11.1	363	1.6	8.8	+180
Middle Eastern/Latin American/African	60	0.3	1.1	57	0.3	0.9	+3
New Zealander	465	2.0	1.6	2,670	11.8	10.7	-2,205
Other ethnicity	9	0.0	0.0	12	0.1	0.0	-3

### Labour force status

Masterton District	2013			2006			Change
	Number	% Zealand	New Zealand %	Number	% Zealand	New Zealand %	
Labour force status							
Total in labour force	11,685	62.5	63.8	11,484	64.4	66.2	+201
Not in labour force	6,387	34.2	31.3	6,021	33.8	30.4	+366
Employment status unidentifiable	612	3.3	4.9	315	1.8	3.4	+297
<b>Total persons aged 15+</b>	<b>18,684</b>	<b>100.0</b>	<b>100.0</b>	<b>17,820</b>	<b>100.0</b>	<b>100.0</b>	<b>+864</b>

## Employment status

Masterton District	2013			2006			Change
Employment status	Number	% Zealand	New Zealand %	Number	% Zealand	New Zealand %	2006 to 2013
Employed	10,836	92.7	92.9	10,938	95.2	94.9	-102
• Employed full-time	7,959	68.1	71.5	8,058	70.2	73.2	-99
• Employed part-time	2,877	24.6	21.4	2,880	25.1	21.7	-3
Unemployed	849	7.3	7.1	546	4.8	5.1	+303
<b>Total labour force</b>	<b>11,685</b>	<b>100.0</b>	<b>100.0</b>	<b>11,484</b>	<b>100.0</b>	<b>100.0</b>	<b>+201</b>

## Household income quartiles

Masterton District	2013			2006			Change
Quartile group	Number	% Zealand	New Zealand %	Number	% Zealand	New Zealand %	2006 to 2013
Lowest group	2,757	33.5	25.0	2,490	32.4	25.0	+267
Medium lowest	2,403	29.2	25.0	2,268	29.5	25.0	+135
Medium highest	1,884	22.9	25.0	1,755	22.8	25.0	+129
Highest group	1,182	14.4	25.0	1,173	15.3	25.0	+9
<b>Total households</b>	<b>8,226</b>	<b>100.0</b>	<b>100.0</b>	<b>7,686</b>	<b>100.0</b>	<b>100.0</b>	<b>+540</b>

## Household income - quartile group dollar ranges

Calculated from income data for New Zealand	Weekly income by Census year		
Household income ranges	2013	2006	2001
Lowest group	\$0 to \$33,001	\$0 to \$25,168	\$0 to \$20,627
Medium lowest	\$33,002 to \$63,996	\$25,169 to \$51,433	\$20,628 to \$39,587
Medium highest	\$63,996 to \$109,431	\$51,433 to \$89,107	\$39,587 to \$67,291
Highest group	\$109,43 and over	\$89,107 and over	\$67,291 and over

Source: Statistics New Zealand, Census of Population and Dwellings 2006 and 2013. Compiled and presented in profile.id by .id the population experts.

## Attachment 4/3 - CARTERTON DISTRICT

### Population

Carterton District	2013			2006			Change
	Number	% Zealand %	New Zealand %	Number	% Zealand %	New Zealand %	
Population (excluding O/S visitors)	8,235	100.0	100.0	7,098	100.0	100.0	+1,137
• Females	4,173	50.7	51.3	3,594	50.6	51.2	+579
• Males	4,062	49.3	48.7	3,504	49.4	48.8	+558

### Age structure - service age groups

Carterton District	2013			2006			Change
	Number	% Zealand %	New Zealand %	Number	% Zealand %	New Zealand %	
Service age group (years)							
Babies and Pre-schoolers (0 to 4 )	543	6.6	6.9	468	6.6	6.8	+75
Primary Schoolers (5 to 11)	777	9.4	9.4	705	9.9	10.1	+72
Secondary Schoolers (12 to 17 )	675	8.2	8.3	672	9.5	9.2	+3
Tertiary education and independence (18 to 24)	501	6.1	9.6	384	5.4	9.6	+117
Young workforce (25 to 34)	648	7.9	12.1	690	9.7	12.9	-42
Parents and homebuilders (35 to 49)	1,671	20.3	20.6	1,584	22.3	22.6	+87
Older workers and pre-retirees (50 to 59)	1,269	15.4	13.2	1,113	15.7	12.1	+156
Empty nesters and retirees (60 to 69)	1,191	14.5	10.1	729	10.3	8.1	+462
Seniors (70 to 84)	819	9.9	8.0	639	9.0	7.2	+180
Elderly aged (85 and over)	141	1.7	1.7	117	1.6	1.4	+24
<b>Total</b>	<b>8,235</b>	<b>100.0</b>	<b>100.0</b>	<b>7,101</b>	<b>100.0</b>	<b>100.0</b>	<b>+1,134</b>

### Ethnic groups

Carterton District	2013			2006			Change
	Number	% Zealand %	New Zealand %	Number	% of total population	New Zealand %	
Ethnic group - multi-response							
European	7,227	87.8	70.0	5,706	80.4	64.8	+1,521
Māori	933	11.3	14.1	681	9.6	14.0	+252
Pacific peoples	147	1.8	7.0	111	1.6	6.6	+36
Asian	108	1.3	11.1	78	1.1	8.8	+30
Middle Eastern/Latin American/African	12	0.1	1.1	18	0.3	0.9	-6
New Zealander	180	2.2	1.6	828	11.7	10.7	-648
Other ethnicity	--	--	0.0	--	--	0.0	--

### Labour force status

Carterton District	2013			2006			Change
	Number	% Zealand %	New Zealand %	Number	% Zealand %	New Zealand %	
Labour force status							
Total in labour force	4,305	65.2	63.8	3,741	68.8	66.2	+564
Not in labour force	2,073	31.4	31.3	1,731	30.9	30.4	+342
Employment status unidentifiable	222	3.4	4.9	129	2.3	3.4	+93
<b>Total persons aged 15+</b>	<b>6,600</b>	<b>100.0</b>	<b>100.0</b>	<b>5,601</b>	<b>100.0</b>	<b>100.0</b>	<b>+999</b>

## Employment status

Carterton District	2013			2006			Change
Employment status	Number	%	New Zealand %	Number	%	New Zealand %	2006 to 2013
Employed	4,062	94.4	92.9	3,615	96.6	94.9	+447
• Employed full-time	3,015	70.0	71.5	2,730	73.0	73.2	+285
• Employed part-time	1,047	24.3	21.4	885	23.7	21.7	+162
Unemployed	243	5.6	7.1	126	3.4	5.1	+117
<b>Total labour force</b>	<b>4,305</b>	<b>100.0</b>	<b>100.0</b>	<b>3,741</b>	<b>100.0</b>	<b>100.0</b>	<b>+564</b>

## Household income quartiles

Carterton District	2013			2006			Change
Quartile group	Number	%	New Zealand %	Number	%	New Zealand %	2006 to 2013
Lowest group	817	28.2	25.0	680	28.5	25.0	+137
Medium lowest	847	29.2	25.0	698	29.3	25.0	+149
Medium highest	729	25.1	25.0	638	26.8	25.0	+91
Highest group	508	17.5	25.0	366	15.4	25.0	+142
<b>Total households</b>	<b>2,901</b>	<b>100.0</b>	<b>100.0</b>	<b>2,382</b>	<b>100.0</b>	<b>100.0</b>	<b>+519</b>

## Household income - quartile group dollar ranges

Calculated from income data for New Zealand	Weekly income by Census year		
Household income ranges	2013	2006	2001
Lowest group	\$0 to \$33,001	\$0 to \$25,168	\$0 to \$20,627
Medium lowest	\$33,002 to \$63,996	\$25,169 to \$51,433	\$20,628 to \$39,587
Medium highest	\$63,996 to \$109,431	\$51,433 to \$89,107	\$39,587 to \$67,291
Highest group	\$109,43 and over	\$89,107 and over	\$67,291 and over

Source: Statistics New Zealand, Census of Population and Dwellings 2006 and 2013. Compiled and presented in profile.id by .id, the population experts.

## Attachment 4/4 - SOUTH WAIRARAPA DISTRICT

### Population

South Wairarapa District	2013			2006			Change
	Number	% Zealand	New Zealand %	Number	% Zealand	New Zealand %	
Population (excluding O/S visitors)	9,525	100.0	100.0	8,892	100.0	100.0	+633
▪ Females	4,860	51.0	51.3	4,476	50.3	51.2	+384
▪ Males	4,665	49.0	48.7	4,416	49.7	48.8	+249

### Age structure - service age groups

South Wairarapa District	2013			2006			Change
	Number	% Zealand	New Zealand %	Number	% Zealand	New Zealand %	
<b>Service age group (years)</b>							
Babies and Pre-schoolers (0 to 4 )	624	6.5	6.9	573	6.4	6.8	+51
Primary Schoolers (5 to 11)	867	9.1	9.4	891	10.0	10.1	-24
Secondary Schoolers (12 to 17 )	705	7.4	8.3	711	8.0	9.2	-6
Tertiary education and independence (18 to 24)	561	5.9	9.6	405	4.6	9.6	+156
Young workforce (25 to 34)	738	7.7	12.1	879	9.9	12.9	-141
Parents and homebuilders (35 to 49)	1,953	20.5	20.6	1,977	22.2	22.6	-24
Older workers and pre-retirees (50 to 59)	1,473	15.5	13.2	1,383	15.6	12.1	+90
Empty nesters and retirees (60 to 69)	1,434	15.1	10.1	1,107	12.4	8.1	+327
Seniors (70 to 84)	996	10.5	8.0	834	9.4	7.2	+162
Elderly aged (85 and over)	177	1.9	1.7	132	1.5	1.4	+45
<b>Total</b>	<b>9,528</b>	<b>100.0</b>	<b>100.0</b>	<b>8,892</b>	<b>100.0</b>	<b>100.0</b>	<b>+636</b>

### Ethnic groups

South Wairarapa District	2013			2006			Change
	Number	% Zealand	New Zealand %	Number	% of total population	New Zealand %	
<b>Ethnic group - multi-response</b>							
European	8,244	86.5	70.0	6,894	77.6	64.8	+1,350
Māori	1,257	13.2	14.1	1,089	12.3	14.0	+168
Pacific peoples	180	1.9	7.0	141	1.6	6.6	+39
Asian	192	2.0	11.1	138	1.6	8.8	+54
Middle Eastern/Latin American/African	21	0.2	1.1	18	0.2	0.9	+3
New Zealander	210	2.2	1.6	1,107	12.5	10.7	-897
Other ethnicity	-	-	0.0	-	-	0.0	-

### Labour force status

South Wairarapa District	2013			2006			Change
	Number	% Zealand	New Zealand %	Number	% Zealand	New Zealand %	
<b>Labour force status</b>							
Total in labour force	5,049	65.7	63.8	4,686	66.6	66.2	+363
Not in labour force	2,346	30.5	31.3	2,109	30.0	30.4	+237
Employment status unidentifiable	285	3.7	4.9	246	3.5	3.4	+39
<b>Total persons aged 15+</b>	<b>7,680</b>	<b>100.0</b>	<b>100.0</b>	<b>7,041</b>	<b>100.0</b>	<b>100.0</b>	<b>+639</b>

## Employment status

South Wairarapa District	2013			2006			Change
Employment status	Number	% Zealand	New Zealand %	Number	% Zealand	New Zealand %	2006 to 2013
Employed	4,788	94.8	92.9	4,545	97.0	94.9	+243
• Employed full-time	3,528	69.9	71.5	3,486	74.4	73.2	+42
• Employed part-time	1,260	25.0	21.4	1,059	22.6	21.7	+201
Unemployed	261	5.2	7.1	141	3.0	5.1	+120
<b>Total labour force</b>	<b>5,049</b>	<b>100.0</b>	<b>100.0</b>	<b>4,686</b>	<b>100.0</b>	<b>100.0</b>	<b>+363</b>

## Household income quartiles

South Wairarapa District	2013			2006			Change
Quartile group	Number	% Zealand	New Zealand %	Number	% Zealand	New Zealand %	2006 to 2013
Lowest group	954	27.6	25.0	888	28.5	25.0	+66
Medium lowest	943	27.3	25.0	898	28.8	25.0	+45
Medium highest	848	24.5	25.0	751	24.1	25.0	+97
Highest group	714	20.6	25.0	583	18.7	25.0	+131
<b>Total households</b>	<b>3,459</b>	<b>100.0</b>	<b>100.0</b>	<b>3,120</b>	<b>100.0</b>	<b>100.0</b>	<b>+339</b>

## Household income - quartile group dollar ranges

Calculated from income data for New Zealand	Weekly income by Census year		
Household income ranges	2013	2006	2001
Lowest group	\$0 to \$33,001	\$0 to \$25,168	\$0 to \$20,627
Medium lowest	\$33,002 to \$63,996	\$25,169 to \$51,433	\$20,628 to \$39,587
Medium highest	\$63,996 to \$109,431	\$51,433 to \$89,107	\$39,587 to \$67,291
Highest group	\$109,43 and over	\$89,107 and over	\$67,291 and over

Source: Statistics New Zealand, [Census of Population and Dwellings](#) 2006 and 2013. Compiled and presented in profile id by [.id](#), the population experts.

## Attachment 4/5 – DECILE RATINGS for WAIRARAPA CENSUS AREA UNITS

Masterton District Census Area Units	2013 Deprivation Score
Homebush-Te Ore Ore	3
Opaki-Fernridge	2
Kopuaranga	3
Whareama	3
<b>Masterton Central</b>	<b>9</b>
Masterton West	7
<b>Masterton East</b>	<b>10</b>
Solway North	8
Solway South	8
Ngaumutawa	8
<b>Masterton Railway</b>	<b>9</b>
Lansdowne	7

Carterton District Census Area Units	2013 Deprivation Score
Waingawa	2
Mt Holdsworth	3
Te Wharau	2
Carterton	7

South Wairarapa District Census Area Units	2013 Deprivation Score
Tuturumuri	4
Kahutara	2
Greytown	5
<b>Featherston</b>	<b>9</b>
Martinborough	6

## APPENDIX 5: POSITIVE ALCOHOL RELATED OUTCOMES

The Sale of Alcohol Act 2012, section 78 (2) (e) states that territorial authorities must have regard to the demography of people who visit the district as tourists or holidaymakers when developing a LAP. This section considers the demographic profile of visitors to the Wairarapa in its discussion of tourism.

Whilst acknowledging that many factors contribute to tourism in the Wairarapa, this section primarily discusses the role of alcohol in Wairarapa tourism, and other ways in which alcohol can make a positive contribution to the Wairarapa community.

### TOURISM IN THE WAIRARAPA

Tourism is recognised as a key contributor to our local Wairarapa economy. Being just over an hour away from the capital city, the Wairarapa is promoted to the Wellington market as a rural escape and attracts substantial visitors from the Wellington region each year. As NZ Police (2014c, P5) note, “Greytown has a stable resident population with visitor numbers increasing population levels during the weekends, particularly in the summer”. Other Wairarapa areas also experience this summer population surge.

In the Wairarapa Community Alcohol Survey the majority of respondents (51%) perceived alcohol as making a major contribution to tourism in the region and 34% perceived alcohol as making a moderate contribution to tourism.

Alcohol related attractions include:

- Major events - The Wairarapa hosts some major events of both national and international significance including Wings over Wairarapa; the Wairarapa Balloon Festival; Toast Martinborough; La de Da and the Harvest Festival. Numbers at events can be in the thousands attracting attendees from all around New Zealand and overseas (NZ Police, 2014c). Many Wairarapa events incorporate alcohol and some, like Toast Martinborough, are built around and promote our wine industry.
- Vineyards and Wineries - The Wairarapa has 885 of the 33,400 hectares of vineyards in New Zealand (NZ Wine, 2012), and is acknowledged and recognised as a wine producing region, particularly South Wairarapa. The wineries and vineyards service visitors and are also an attraction in their own right.
- Cafes, restaurants and bars also contribute to tourism. Many licensed premises target the tourist market and weekend visitors as well as ‘locals’. For example, premises like the new King Street Live venue in Masterton attract visitors to the region with high quality entertainers.
- Wairarapa Community Alcohol Survey respondents also felt alcohol made a moderate to major contribution to creating a vibrant CBD, which can also attract tourists to an area.



## WHO ARE OUR VISITORS?

Based on information provided by the Ministry for Business, Innovation and Employment (MBIE as provided by Destination Wairarapa, 2014), the Wairarapa gets **1.46 million** visitors a year – these could be day visitors, not necessarily staying the night. Just over 90%, or **1.34 million** of these visitors, are domestic visitors.

Credit card data provides an insight into where Wairarapa visitors come from. Destination Wairarapa (2014) advise:

- Domestic Visitors:
  - Wellington – 65%
  - Manawatu – 14%
  - Auckland – 5%
  - Followed by Hawkes Bay, Canterbury and then Waikato in that order.
- Australia is the primary source of international visitors, contributing a slightly larger proportion of visitors than Auckland's 5%.

Guest night data shows (Destination Wairarapa, 2014):

- The Wairarapa has approximately 200,000 guest nights each year. This does not include unrecorded guest nights at Bed and Breakfasts.
  - 86% are domestic guest nights
  - 14% are international guest nights
- On average, visitors stay 1.8 nights in the Wairarapa. Destination Wairarapa (2014) advise this is considered a very good length of stay.

## Tourist Spend

Regional tourism indicators draw on electronic card transaction data to provide information on tourism spending in New Zealand. Table 5.1 that follows summarises Wairarapa data.

**Table 5.1: Tourist Spend in the Wairarapa 2009-2013**

Sum of Spend (\$millions)	Year Ending March				
	2009	2010	2011	2012	2013
Product					
Accommodation	16	17	17	15	14
Food and beverage serving services	19	20	21	20	20
Other passenger transport	8	10	11	10	9
Other tourism products	9	9	7	7	6
Retail sales - fuel and other automotive	36	37	37	41	39
Retail sales - other	45	48	48	47	47
Grand Total	133	140	141	141	136

Visitors to the Wairarapa have spent approximately \$20 million on food and beverages each year for the past 5 years – approximately 15% of their total spend in the region.

In the year ending March 2013 (MBIE, 2014):

- \$17million came from domestic visitors including:
  - \$11 million from visitors based in the Wellington region and
  - \$2 million from visitors based in the Manawatu-Wanganui area
- \$3million came from international visitors including:
  - \$2 million from Australian domiciled visitors

Attachment 5/1 provides a summary of Wairarapa Tourism data from MBIE (2014).

### **ALCOHOL RELATED EMPLOYMENT**

In addition to attracting and servicing tourists, the wine industry and other licensed premises in the Wairarapa also make a contribution to employment opportunities for local people. Wairarapa Community Alcohol Survey Respondents perceived alcohol as making a moderate / minor contribution to employment and business opportunities.

Alcohol can contribute a range of work opportunities, for example in the food service sector and retail trades as well as 'behind the scenes' in horticulture/viticulture and manufacturing. Table 5.2 summarises the number of people and proportion of the workforce employed in each of these sectors.

**Table 5.2: Number of People & Proportion of Workforce Employed in Industry Sectors that Alcohol May Contribute To**

	MDC	CDC	SWDC
Accommodation & Food Services	609 (5.6%)	180 (4.4%)	342 (7.1%)
Retail trade	1215 (11.2%)	384 (9.5%)	360 (7.5%)
Agriculture, Forestry & Fishing	1395 (12.9%)	699 (17.2%)	963 (20.1%)
Manufacturing	936 (8.6%)	372 (9.2%)	318 (6.6%)

Source: id Community Profiles (2014)

### **SOCIAL BENEFITS**

As noted in Appendix 2, alcohol is recognised as having social benefits.

Wairarapa Community Alcohol Survey respondents perceived alcohol to make a moderate / major contribution to the following positive outcomes in our community:

- Sense of community – 45% moderate / 26% major
- Enjoyment at social gatherings – 43% / 38%
- Enjoyment of events – 40% / 26%

## **GRANTS, DONATIONS and SPONSORSHIP**

Wairarapa Community Alcohol Survey respondents perceived alcohol as making a **moderate / major** contribution to Grants, donations & sponsorship in our community.

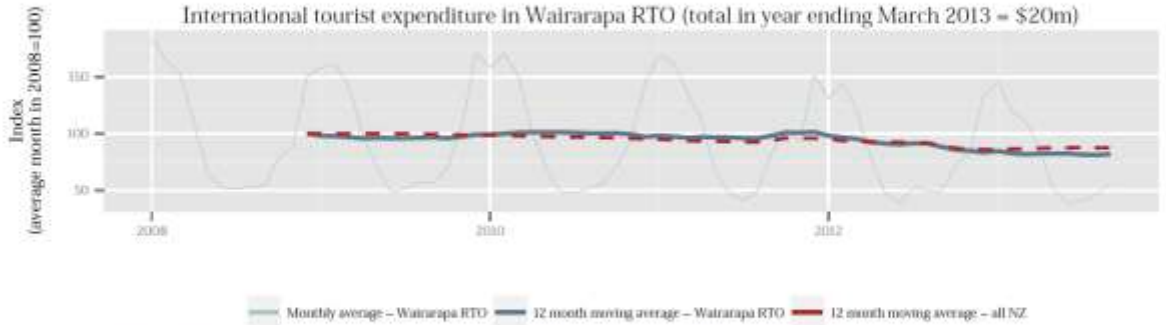
### **KEY POINTS:**

- The vast majority of visitors to the Wairarapa are domestic, with key visitor markets being Wellington and the Manawatu. Alcohol is a major contributor to the Wairarapa tourism industry, with vineyards, wineries and events attracting visitors to the region; and cafes, restaurants and bars servicing these visitors.
- Alcohol also contributes to employment opportunities in the region; grants, donations and sponsorship and to people's personal enjoyment of social occasions and events.
- It is noted by NZ Police (2014c) that large public events in Martinborough are likely to contribute to alcohol related offending in the area over the summer period.

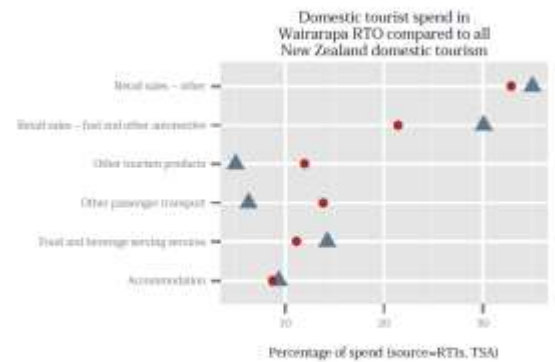
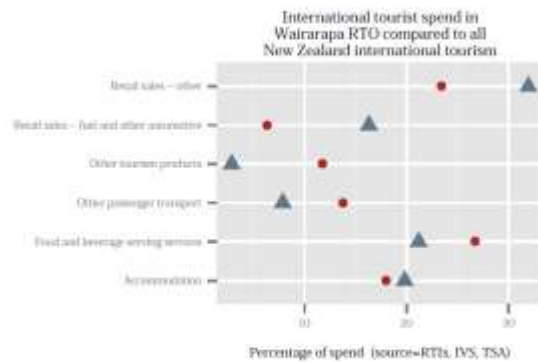
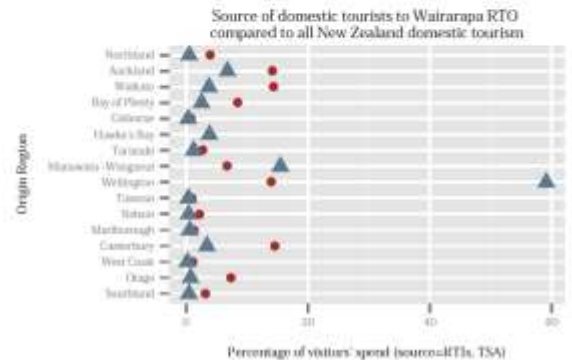
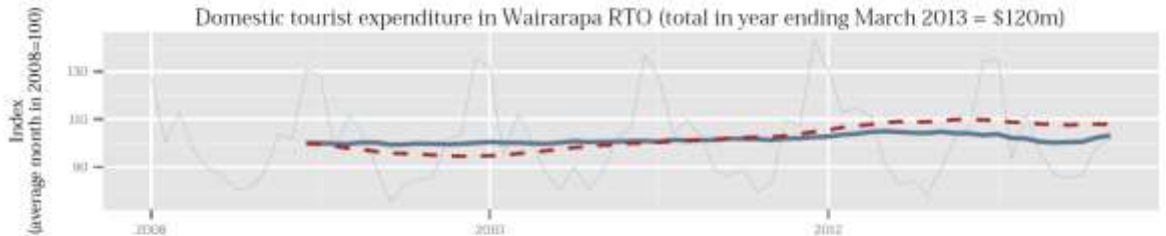
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Attachment 5/1 – Wairarapa Regional Tourism Summary (MBIE)

Regional Tourism summary  
Wairarapa RTO



Use caution with the 12 month rolling average – it shows an overall trend but is not rapidly responsive to change – large events 'persist' for 12 months



## APPENDIX 6: HEALTH & HARM in the WAIRARAPA

The Sale of Alcohol Act 2012, section 78 (2) (f) and (g) state that territorial authorities must have regard to the **overall health indicators** of the district's residents, and the **nature and severity of alcohol related problems** arising in the district when developing a LAP.

Whilst acknowledging that many factors contribute to health and wellbeing, this section primarily discusses the role and impact of alcohol in the lives of Wairarapa residents.

### HEALTH INDICATORS

Health indicators are quantifiable characteristics of a population which researchers use to help describe the health of a population.

#### Life Expectancy

Life expectancy in the Wairarapa is expected to continue to increase for the period through until 2026, but remains slightly below the national average with the exception of Maori females whose life expectancy is expected to exceed the New Zealand average. Life expectancy figures are estimates only and are based on small samples.

**Table 6.1: Life Expectancy at birth by ethnicity and gender Wairarapa vs New Zealand (2004-2006)**

	Maori Male	Maori Female	Non Maori Male	Non Maori Female
Wairarapa	68.5	77.1	78.2	82.8
Central Region	71.3	76	78.7	82.6
New Zealand	70.3	75	78.8	83

Source: Wairarapa DHB, 2008 as cited in Wairarapa SST (2013)

#### Avoidable Mortality

Between 2006 and 2008, the leading causes of avoidable mortality overall for people aged up to 74 years at the Wairarapa DHB were (Marsters et al, 2012):

- **Motor vehicle accidents**
- **Ischaemic heart disease**
- **Suicide and self-inflicted injuries**
- Lung cancer
- **Colorectal cancer**

Alcohol consumption has been linked to, and could play a role in four out of five of these causes (National Cancer Institute, n.d.; Wilson et al, 2011; Law Commission, 2009 and 2010).

The Wairarapa DHB Health Needs Assessment (2008) identified car accidents as a leading cause of hospital admissions and death for young people. Assaults and suicide attempts also contributed. Alcohol can be linked and may play a role in these causes (Law Commission, 2009 and 2010).

### **Mortality**

Between 2006 – 2008, the leading cause of mortality in people aged 65+ at the Wairarapa DHB were (Marsters et al, 2012):

- **Ischaemic heart disease**
- COPD
- **Colorectal cancer**
- Lung cancer
- **Stroke**

Alcohol consumption has been linked to, and could contribute to, three out of five of these causes (National Cancer Institute, n.d.; Law Commission, 2009 and 2010).

### **Alcohol Consumption**

Alcohol consumption influences health and well-being. As discussed in Appendix 2, the more people drink, on a single occasion or over a lifetime, the greater their risk of alcohol related harm. Data relating to alcohol consumption in the Wairarapa includes:

- Most Wairarapa Community Alcohol Survey respondents (87.7%) reported that they do consume alcohol.
  - The most common alcohol consumption pattern was 'usually 2-3 days per week' (25.7%). A minority (11.5%) reported consuming alcohol every day.
  - The majority reported usually consuming 1 or 2 alcoholic drinks (68.7%) when they do drink alcohol. In total, 91.9% reported consuming 4 or less alcoholic drinks when they do consume alcohol.
- The Wairarapa Community Alcohol Survey identified trends similar to those identified by HPA (see Appendix 2) in the frequency and quantity of alcohol consumed, with younger people reporting drinking less frequently but consuming more alcohol when they did choose to drink.
  - Approximately one quarter of respondents aged 25 and under indicated that they usually consumed 7+ drinks compared to only 2.4% of all respondents. These figures are lower than HPA found when looking at data for New Zealand.
- Wairarapa respondents reported purchasing most of the alcohol they consume from a supermarket followed by a bottle store. This trend was reversed however for those aged 25 and under.
  - Most respondents aged 25 and under reported purchasing most of the alcohol they consume at a bottle store.
  - Consistent with this, feedback from the Youth Forums suggest spirits, shots and RTDs, which can only be purchased from bottle stores, are the 'drink of choice' for many Wairarapa youth. There were approximately three times as many direct references to these types of alcohol as there were to beer in the feedback.

- Similar to national research, Wairarapa respondents reported consuming most of the alcohol they purchase at home, though those aged 25 and under were twice as likely to indicate they consumed most of the alcohol they purchased in a pub or bar.
- Comments and feedback from the youth forums suggest binge drinking is an issue for Wairarapa youth. There were many references to binge drinking and intoxication.
- The Community Drug & Alcohol Advisory Group Wairarapa Alcohol & Drug Survey 2002 (as cited in MSD, 2011) also identified binge drinking as a key issue for youth in the Wairarapa.
- In 2007/08, hazardous drinking at the DHB level was slightly lower for the Wairarapa than the NZ average – 18.7% vs. 19.6%. (ACC, 2012).

## **ALCOHOL RELATED HARM**

Alcohol has been linked to a range of harms and negative outcomes, as discussed in Appendix 2.

### **Wairarapa Community Alcohol Survey**

Wairarapa Community Alcohol Survey (2014) respondents perceived alcohol as making a **major contribution** to the following negative outcomes in our community:

- Family/Domestic Violence (80%)
- Other Violent Crimes (79%)
- Anti-Social Behaviour (73%)

Respondents perceived alcohol to make a **major to moderate contribution** to the following negative outcomes in our community:

- Traffic (60%)
- Health problems (56%)
- Nuisance (54%)

Community perceptions appear to be reasonably consistent with local data. Key alcohol related issues for the Wairarapa are discussed below:

### **Deaths and Injuries**

ACC (2012) provides 'at a glance' community alcohol profiles at the District Council level. The profiles for each Wairarapa District are included as Attachments 6/1 – 6/3. A summary is included in Table 6.2.

- Alcohol related deaths and alcohol related injury hospital discharges in both Masterton and South Wairarapa were higher than the New Zealand average; and
- Alcohol related hospital discharges in Masterton, were also higher than the New Zealand average.

**Table 6.2: Alcohol Related Deaths/Injuries and Hospital Discharges per 10,000**

	<b>MDC</b>	<b>CDC</b>	<b>SWDC</b>	<b>NZ</b>
Alcohol Related Deaths, Wholly Attributable	-	-	-	0.4
Alcohol Related Deaths	<b>2.7</b>	0.8	<b>3.8</b>	2.2
Alcohol Related Hospital Discharges, Wholly Attributable	17.9	6.6	10.7	28.5
Alcohol Related Hospital Discharges	<b>98.0</b>	76.0	80.2	93.8
Alcohol Related Injury Hospital Discharges, Wholly Attributable	0.4	-	-	0.8
Alcohol Related Injury Hospital Discharges	<b>55.3</b>	47.8	<b>54.4</b>	50.8
Injuries per 10,000	2020.9	1985.4	2235.5	2537.5

**Source ACC Community Profiles (2012)**, which notes alcohol-related deaths and hospital discharges are from Ministry of Health and are calculated using MoH data and Alcohol Attributable Fractions (AAFs) sources from Connor and Jones et al.

### **Hospital Admissions**

In 2012/13, 51 people admitted to hospital had alcohol or other drugs identified as a factor in their admission. The majority (41 people) were aged 30+. (Wairarapa SST, 2013).

Wairarapa DHB data (2013) generally indicates peak times for alcohol related emergency department admissions are Friday and Saturday evenings though until the early hours of the following morning. The data also indicates a higher proportion of admissions for younger people.

### **Mental Health Impacts**

Approximately 15% of Masterton; 18% of Carterton and 13% of South Wairarapa mental health clients that commenced treatment during 2008 were seen by alcohol and drug teams. This compared to 18% nationally (MSD, 2011, P26; MSD 2011b p 26; MSD, 2011c, p40).

The Wairarapa DHB Health Needs Assessment (2008) identified the use of alcohol as the third most common cause of mental health hospital admissions overall, and the second most common cause for Wairarapa Maori.



Care NZ (2014) recently confirmed that alcohol is still a key issue for Wairarapa residents. “We statistically find that by far the majority of our referrals report alcohol as substance of choice...this is the biggest problem facing our community in terms of substance misuse and addiction.” (Care NZ, 2014, personal correspondence). In April 2014, two thirds of referrals to Care NZ were for alcohol.

Between August 2012 and July 2013, 460 young people were seen by specialist DHB and other drug and alcohol providers for drug and alcohol treatment. Alcohol and other drugs were also identified as a factor for five people aged 19 or younger admitted to hospital (Wairarapa SST, 2013).

### **Suicide and Self-Harm**

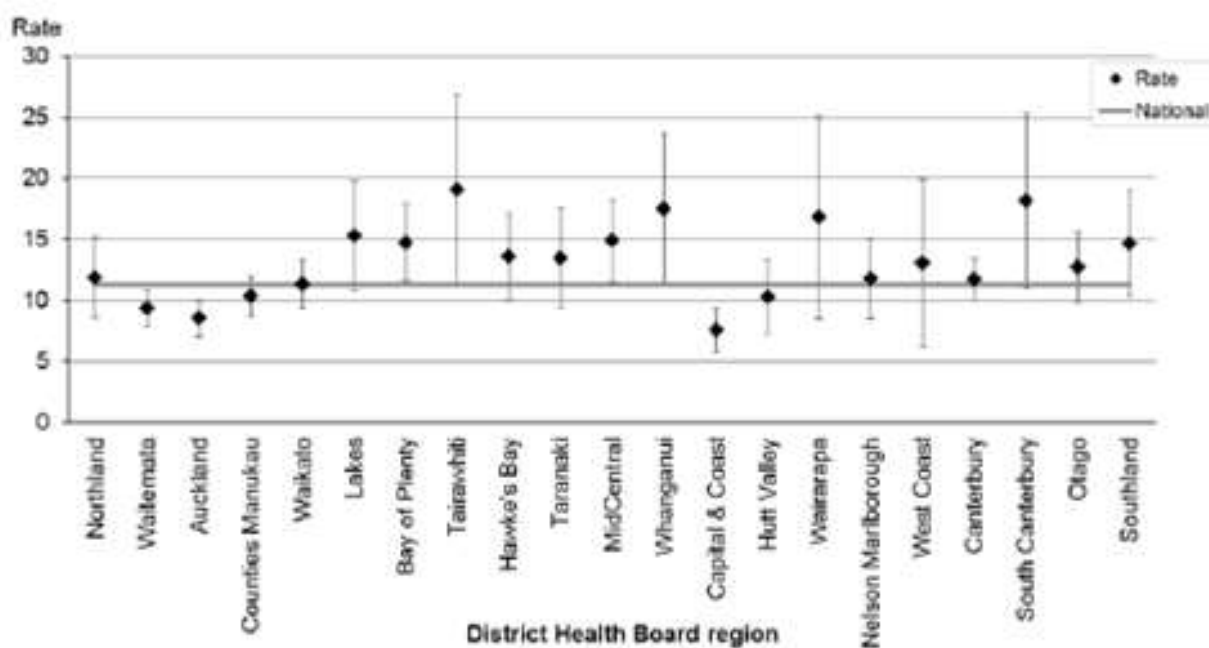
The Wairarapa DHB has higher rates of suicide compared to most other DHBs. Rates are in the top five for all DHBs (MOH, 2014). See Table 6.3, and Figure 6.1.

**Table 6.3: Suicide in the Wairarapa 1992 – 2007**

	MDC	CDC	SWDC
Total 1992 – 2007	59	13	14
Average per annum	4	<1	<1
Fluctuation in Number per annum	1 - 8	0 - 6	0 - 5
Number aged 15 – 24 years	10	4	1

Source: MSD, P22; MSD, 2011b P21; MSD, 2011c, P41

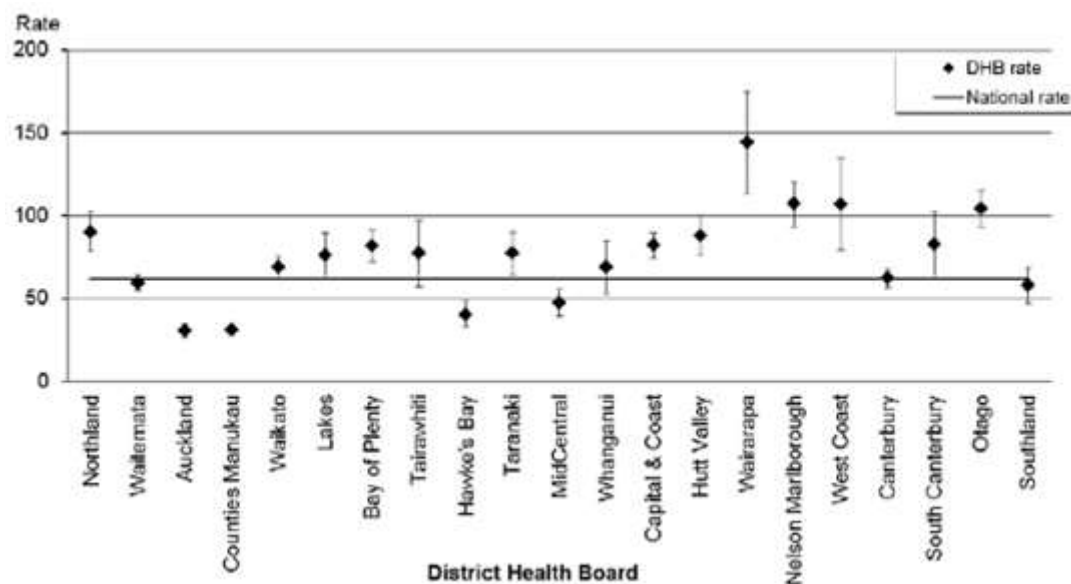
**Figure 6.1: Suicide age-standardised death rates by DHB, 2007-2011**



Source: Ministry of Health 2014

The Wairarapa DHB Neath Needs Assessment (2008) noted rates for self-harm among young people aged 15-24 years were higher than the national average. More recent data shows the Wairarapa DHB as having the highest rate of all DHBs (MOH, 2014). See Figure 6.2.

**Figure 6.2: Intentional self-harm hospitalisation age-standardised death rates by DHB, 2009-2011**



Source: Ministry of Health 2014

### **Unsafe Sex and Unwanted Pregnancies**

Unsafe sexual behavior has been linked to the consumption of alcohol and can result in unwanted pregnancies and sexually transmitted diseases (Law Commission, 2009).

- The number of live births to teenage mums (ages 15-19 years) in the Wairarapa and the number of terminations by teens (12-19 years) decreased in 2012/13 compared to the previous three years (Wairarapa SST, 2013).
- In contrast, the number of 12-18 year olds being tested for chlamydia and the proportion of those testing positive has increased over the past three years. It is acknowledged that this could reflect better detection rather than an increase in prevalence (Wairarapa SST, 2013).

The Wairarapa Social Sector Trial (2013) report noted that teenage parents are not uncommon and there are significant numbers of STIs, especially in young teenagers, in the Wairarapa.

### **Crime**

Police analysed calls received between January 2008 and December 2012 (see Table 6.4) to identify events that would typically relate to alcohol and where these were occurring.

**Table 6.4: 2008-2012 Calls for Events typically related to alcohol**

	MDC	CDC	SWDC
Total Jan 2008 – Dec 2012	7,762	1,228	1,535
Average per annum	1,550	245	300

Source: NZ Police, 2014a, P3; Police 2014b, P3; Police 2014c

Across the Wairarapa, the greatest number of calls to police occurred in spring/summer (October – March):

for Carterton there was also an observed peak in August possibly linked to the end of the winter sports season

- it was noted that at least some SWDC calls over the summer period are linked to major events.

Peak days and times for calls tended to be over weekends. See Table 6.5.

**Table 6.5: 2008-2012 Temporal Analysis of Calls for Events typically related to alcohol**

District:	Calls predominantly:	Peak Times:
Masterton	Thursday – Sunday 7pm - 4am	Fri night and Sun morning 11pm and 3am
Carterton	Thursday – Sunday 6pm - 3am	Thurs./Fri./Sat nights and Sun. morning 10pm and 3am
South Wairarapa	6pm and 3am	Saturdays and Fri. nights to a lesser degree 7pm and 3am

The analysis of calls enabled police to identify ‘hot spots’ in each Wairarapa town (NZ Police 2014a; 2014b; 2014c). Hotspots identified are “most likely to be locations that are generators, attractors or enablers of crime” (NZ Police, 2014a, P5).

Masterton ‘Hot Spots’ include (NZ Police, 2014a):

- Masterton central business district bounded by Chapel, Dixon and Queen Streets where the majority of on, and off, licence premises are based.
- Queen Elizabeth Park where youth often gather/socialise (P5)
- Main routes into the CBD – many of these calls relate to damage, disorder and family violence.
  - Eastern residential areas/roads leading to/from the CBD including Bannister Street, Worksop Road and Church Street – many calls relate to disorder and family violence.
  - Western residential routes - smaller hot spots in Perry Street and Lincoln Road, many relating to damage, disorder and family violence.

Carterton Hotspots include (NZ Police, 2014b):

- Central Carterton along High Street North and South, bordered by Belvedere Road to the North and Victoria Street to the south.
- Carrington Park
- Pockets along High Street South and residential areas of Brooklyn Road, Phillip and Frederick Streets.
- In December 2013 a number of calls were received relating to the Square

South Wairarapa Hotspots include (NZ Police, 2014c):

- Greytown: Along the main road leading to and from the CBD and central and northern quadrants of the CBD.
- Featherston: Central and southern quadrants near on and off licence premises.
- Martinborough: CBD

## Violence

The ACC (2012) community alcohol profile summarises assault offences in the Wairarapa. See Table 6.6.

- Public place assaults were above the New Zealand average.
- Alcohol consumption prior to offending was lower than the New Zealand average across all Wairarapa Districts, though only just for Masterton and Carterton.
  - Those who had consumed alcohol prior to offending were mostly 'moderately intoxicated' and were most likely to have consumed the alcohol in a private residence. See Attachments 6/1 – 6/3.

**Table 6.6: Serious, Dwelling and Public Place Assaults and Alcolink Offences (2011)**

	<b>Wairarapa</b>	<b>NZ</b>
Serious Assaults by Police District, per 10,000	0.2	25.4
Dwelling Assaults by Police District, per 10,000	54.5	61.2
Public Place Assaults by Police District, per 10,000	<b>31.1</b>	28.1
Alcolink Offences by Licensed Premises, Police District	0.4	0.4

Alcohol Consumed Prior to Offence	27.6% (MDC) 29.1% (CDC) 20.0% (SWDC)	29.7%
Drunks taken to Detox by Police Area, per 10,000	30.6	40.8

The Wairarapa Social Sector Trial (2013) report noted that many Wairarapa families are living with violence.

- Looking at family violence over the five year period to 2010, rates of harassment & threatening behavior and disorderly conduct were higher than the New Zealand average. See Table 6.7.

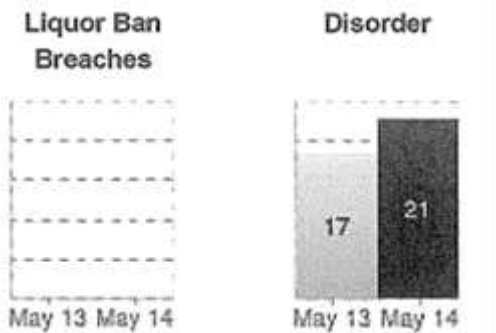
**Table 6.7: Most Common Forms of Family Violence Recorded By Wairarapa Police Stations 2006-2010.**

	MDC	CDC	SWDC	NZ
Assaults	41%	40%	40%	48%
Harassment & Threatening Behaviour	<b>15%</b>	<b>13%</b>	19%	10%
Disorderly Conduct	<b>14%</b>	6%	<b>13%</b>	7%
Breach of Violence & Non-violence restraining orders	9%	<b>14%</b>	10%	11%
Property damage	10%	6%	9%	11%

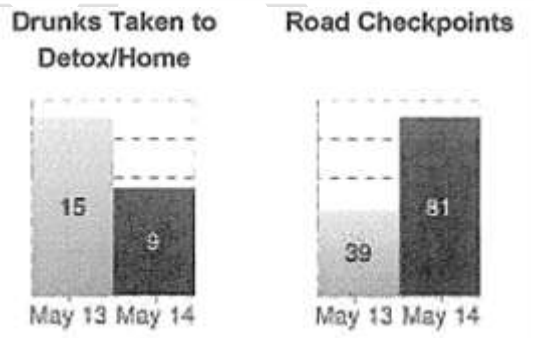
Source: MSD, P55; MSD, 2011b, P53; MSD, 2011c, P48

More recent data (see Figure 6.3) shows an increase in assaults and disorder compared to May 2013. On a positive note, there were no recorded liquor ban breaches (NZ Police, 2014):

Figure 6.3: Offences Usually Reported to Police



**Preventative activities aimed at reducing crime and victimisation**



Consistent with all previous data regarding violence and assaults, Figure 6.4, inserted from the ACC District Injury Comparison Report (2013), shows that the number of assaults resulting in ACC injury claims is also higher in the Wairarapa than the New Zealand average:

**Figure 6.4: ACC District Injury Comparison Report: Wairarapa Assaults**

	Wairarapa	NZ	5Yr Trend
Serious assaults resulting in injury rate <sup>1,2</sup>	26.01	23.38	▲
Public place assault rate <sup>1,2</sup>	35.82	25.67	▼
Dwelling assault rate <sup>1,2</sup>	75.56	56.38	▲
ACC injury claim rate <sup>2,3</sup>	71.28	66.04	▼
ACC moderate to serious cost injury claim rate <sup>2,3</sup>	9.57	4.12	▲
Number of days lost productivity <sup>3</sup>	863	257,686	▲

1 = New Zealand Police recorded offences for Wairarapa Area based on the location of the assault  
2 = per 10,000 of population  
3 = TLA is allocated based on claimants residence at the time of accident

The North Island Density Study (Cameron et al, 2013) looked at the relationships between outlet density for different types of licensed premises and violent outcomes. Noting that these can change over time, the study indicated that for the Wairarapa region:

- An additional bar or nightclub could be associated with an additional 6+ violent offences per year.
- An additional supermarket or grocery store could be associated with an additional 3.5+ violent offences per year.
- An additional off-licence could be associated with an additional 2.7+ violent offences per year.
- The relationship between an additional 'other' on-licence and violent offences was either statistically insignificant or negative, meaning an additional 'other' on-licence outlet could actually result in fewer violent offences per year.
- For most of the region, the relationship between density of club licences and violent offences was found to be statistically insignificant. For South Wairarapa, there was a small positive association.

### Criminal Activity and Youth

In 2012, young people aged 12-18 years made up 27.6% of all apprehensions; and committed 36.7% of liquor and tobacco offences, in the Wairarapa (Wairarapa SST, 2013).

Wairarapa youth apprehensions for other crimes that national and international research has linked to alcohol include (Wairarapa SST, 2013):

- Disorderly conduct – 31.5% committed by youth
- Assaults
  - Common assault – 28.0% committed by youth
  - Aggravated sexual assault – 40%
  - Serious assault not resulting in injury – 13.2%
  - Serious assault resulting in injury – 12.5%
- Threatening behavior – 19.5% committed by youth
- Property damage – 32.5% committed by youth
- Graffiti – 90%

Alcohol and drug related convictions of 17-18 year olds did show a decline on previous years in 2011 and 2012 (Wairarapa SST, 2013). See Table 6.8 inserted from the Wairarapa Social Sector Trial (2013) report.

**Table 6.8: 17-18 year olds prosecuted for alcohol and drug offences in the Masterton District Court between 2008-2012**

Outcome	2008	2009	2010	2011	2012	Total
Convicted	70	53	71	35	28	257
Adult diversion/youth court discharge	5	9	7	1	0	22
Not proved	4	5	6	2	1	18
Total	79	67	84	38	29	297

Source: Ministry of Justice Court Statistics (2013) as cited in Wairarapa SST (2013)

### Road Accidents

Alcohol can be a factor in road accidents. Table 6.9 below shows the number of road accidents in the Masterton and Carterton Districts.

**Table 6.9: 2002 - 2009 Road Accidents for MDC and CDC**

	MDC	CDC
fatal and injury crashes where a driver with alcohol was involved	<b>46</b>	<b>19</b>

Source: MSD, 2011, P25; MSD, 2011b, P24: Data was not included for SWDC.

The cost and accessibility of transportation in the Wairarapa was identified as an issue for youth in the Wairarapa Social Sector Trial report (2013).

The North Island Density study (Cameron et al, 2013) looked at the relationship between the density of different licensed premises and motor vehicle accidents. In the Wairarapa relationships were predominantly insignificant, negative (i.e. associated with fewer accidents) or small.




## KEY POINTS

- Feedback from the Wairarapa Community Alcohol Survey and Youth Forums indicates that alcohol consumption is common in the Wairarapa, and binge drinking could be an issue for Wairarapa youth in particular.
- Bottle stores may present a higher risk for Wairarapa youth with more young people reporting purchasing most of the alcohol they consume from a bottle store, and referencing spirits, shots and RTDs that can only be purchased from bottle stores.
- The alcohol related harm data suggests alcohol related issues of particular concern for the Wairarapa are:
  - Violence, and in particular assaults
  - Self-harm and suicide
  - Mental health and addiction issues

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# Attachment 6/1: ACC Community Alcohol Profile – Masterton

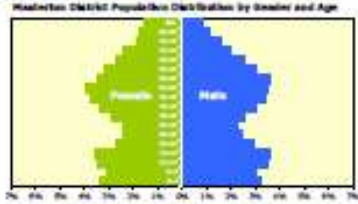


## Community Profiles

Alcohol Profile - Masterton District 2011

### Demographic Overview

	Masterton District	New Zealand
Population	23,400	4,361,700
Male	11,290	2,088,600
Female	12,110	2,273,100
Unemployment Rate (by Region)	6.0%	6.4%
Deprivation	6.2	6.3



**Demographic**  
Population information is from Statistics NZ for the period of 2010. It is classified by Territorial Local Authority (TLA) (50 TLAs in total given the exclusion of the Cook Strait Islands and the consolidation of Auckland into one TLA into the supercity).  
Unemployment rate is from Statistics NZ from 2<sup>nd</sup> quarter 2011. It is classified by region (12 regions in total).  
Deprivation information is from Ministry of Health (MoH) for the period of 2010.

#### Alcohol Availability/Accessibility

**Alcohol Available for Consumption and Licensed Premises**

	Masterton District	New Zealand
Licensed Premises per 10,000	28.9	26.0
On Licenses per 10,000	24.1	18.9
Off Licenses per 10,000	24.9	10.0
Club Licenses per 10,000	10.0	6.9
Alcohol Available for Consumption (L/Person)	6.6	
<b>TOTAL Licensed Premises (District)</b>	<b>47</b>	<b>39</b>
	<b>On Licenses</b>	<b>Off Licenses</b>
	23	24

**Alcohol Availability/Accessibility**  
Licensed Premises data is from Police classified by TLA. There are three classes of license: on licenses, off licenses and club licenses. This data is current as at July 2011.  
Alcohol Available for Consumption (L/Person) is from Stats NZ for the period of 2010. This figure is only available at the national level.

#### Drinking Behaviour

**National and District-Level Drinking Patterns**

	Masterton District	New Zealand
Drinking Prevalence	69.2%	
Wetly Drinking	62.6%	
Excessive Drinking (at CHS level)	18.7%	19.4%
Drinking by Minute	79.6%	

**Drinking Behaviour**  
Drinking Prevalence, Wetly Drinking (Large Amount of Alcohol), Excessive (from Ministry of Health (MoH) Alcohol and Drug Use survey for the period of 2007/2008. They are all available only at the national level.  
Excessive Drinking is from Ministry of Health (MoH) for the period of 2007/2008. It is at the CHS level.

#### Alcohol-Attributable Harm

**Alcohol-Related Deaths and Hospital Discharges per 10,000**

	Masterton District	New Zealand
Alcohol Related Deaths, Wholly Attributable	-	0.4
Alcohol Related Deaths	2.7	2.3
Alcohol Related Hospital Discharges, Wholly Attributable	57.4	28.5
Alcohol Related Hospital Discharges	60.0	63.0

Alcohol Related Deaths (Wholly Attributable), Alcohol Related Deaths, Alcohol Related Hospital Discharges (Wholly Attributable), Alcohol Related Hospital Discharges are from Ministry of Health (MoH). They are calculated using MoH data and Alcohol Attributable Fractions (AAFs) sourced from Coroners' inquests. They are presented at the TLA level.

#### Injury - Per 10,000

**Index Rate (per 10,000 population)**

	Masterton District	New Zealand
Alcohol Related Injury Hospital Discharges, Wholly Attributable	0.4	0.8
Alcohol Related Injury Hospital Discharges	65.0	65.0
Injuries per 10,000	2,020.8	2,487.8

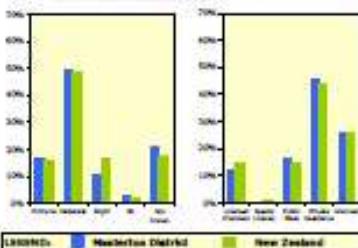
### Crime and Police Alcohol Statistics

**Drinking, Driving and Public Place Assaults and Alcohol Offences**

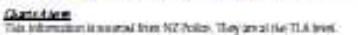
	Masterton District	New Zealand
Serious Assaults by Police District, per 10,000	22.0	29.4
Drinking Assaults by Police District, per 10,000	66.8	61.3
Public Place Assaults by Police District, per 10,000	21.1	28.1
Alcohol Offences by Licensed Premises, Police District	12.6	11.4
Alcohol Consumed Prior to Offence	27.6%	
Drunk Taken to Detain by Police Area, per 10,000	80.4	60.8

**Drinking Assaults, Drinking Public Place Assaults and Alcohol Offences**  
Assaults (Drinking, Drinking Public Place) are from Statistics NZ. They

**Level of Substitution for Arrests, Where Alcohol Consumed Prior**



**Place of last drink for arrest, where alcohol was consumed prior**




**Crimes from**  
This information is sourced from NZ Police. They are at the TLA level.

DATA NOTES

All figures underneath the Territorial Local Authority (TLA) heading are at the TLA level unless otherwise noted.  
Alcohol-related deaths and hospital discharges are calculated using 1. Coroners' alcohol-attributable fractions for diseases and injuries where alcohol-related harm is a higher risk.  
Data is provided at the Territorial Local Authority (TLA) level where available. If data is not available at this level, it is presented at the next highest level available. Where the classification available does not allow direct mapping to a TLA, the most appropriate mapping is chosen. For example, some TLAs do not fall entirely within a region, and in this case the region which contains the largest geographical area and/or population is chosen.

# Attachment 6/1: ACC Community Alcohol Profile – Carterton

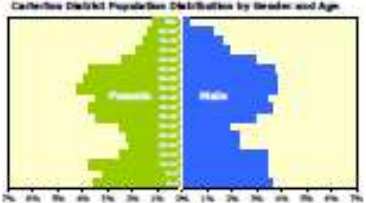


## Community Profiles

Alcohol Profile - Carterton District 2011

### Demographic Overview

	Carterton District	New Zealand
Population	7,340	4,367,750
Male	3,730	2,044,400
Female	3,610	2,323,350
Unemployment Rate (by Region)	6.2%	6.4%
Deprivation	4.9	3.3



**Demographic**  
Population information is from Statistics NZ for the period of 2008. It is classified by Territorial Local Authority (TLA) (50 TLAs in total given the exclusion of the Chatham Islands and the combination of Auckland and TLA into the supercity).  
Unemployment rate is from Statistics NZ from 3<sup>rd</sup> quarter 2011. It is classified by region (12 regions in total).  
Deprivation information is from Ministry of Health (MoH) for the period of 2008.

#### Alcohol Availability/Accessibility

	Carterton District	New Zealand
Licensed Premises per 10,000	54.7	34.0
On Licenses per 10,000	39.9	18.9
Off Licenses per 10,000	14.8	15.0
Club Licenses per 10,000	9.6	0.1
Retail Points for Consumption (L/yr/ha)	9.4	
Total Licensed Premises (District)	30	13
	On Licenses	Off Licenses
	30	13

**Alcohol Availability/Accessibility**  
Licensed Premises data is from Police classified by TLA. There are three classes of license: on licenses, off licenses and club licenses. This data is current as at July 2011.  
Alcohol Available for Consumption (L/yr/ha) is from Stats NZ for the period of 2010. This figure is only available at the national level.

#### Drinking Behaviour

	Carterton District	New Zealand
Drinking Prevalence	65.2%	
Risky Drinking	61.9%	
Hazardous Drinking (at ORB level)	18.7%	18.8%
Drinking by Women	79.8%	

**Drinking Behaviour**  
Drinking Prevalence, Risky Drinking (Large Amount of Alcohol), Women are from Ministry of Health (MoH) Alcohol and Drug Dependency for the period of 2007/2008. They are all available only at the national level.  
Hazardous Drinking is from Ministry of Health (MoH) for the period of 2007/2008. It is at the ORB level.

#### Alcohol-Attributable Harm

	Carterton District	New Zealand
Alcohol Related Deaths and Hospital Discharges per 10,000		
Alcohol Related Deaths, Wholly Attributable	-	0.4
Alcohol Related Deaths	0.8	0.3
Alcohol Related Hospital Discharges, Wholly Attributable	4.4	28.3
Alcohol Related Hospital Discharges	36.0	63.8

**Alcohol-Attributable Harm**  
Alcohol Related Deaths (Wholly Attributable), Alcohol Related Deaths, Alcohol Related Hospital Discharges (Wholly Attributable), Alcohol Related Hospital Discharges are from Ministry of Health (MoH). They are calculated using MoH data and Alcohol Attributable Fractions (AAFs) sourced from Connor and Jones et al. They are presented at the TLA level.

#### Injury - Per 10,000

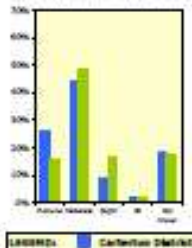
	Carterton District	New Zealand
Alcohol Related Injury Hospital Discharges, Wholly Attributable	-	0.8
Alcohol Related Injury Hospital Discharges	47.9	63.8
Injuries per 10,000	1,953.4	3,227.3

### Crime and Police Alcohol Statistics

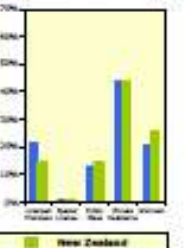
	Carterton District	New Zealand
Arrests, Charging and Police Stop Assets and Alcohol Offences		
Police Assets by Police District, per 10,000	3.2	23.4
Driving Assets by Police District, per 10,000	64.0	61.2
Public Place Assets by Police District, per 10,000	91.1	28.1
Alcohol Offences by Licensed Premises, Police District	0.8	0.4
Alcohol Consumed Price to Offence	24.2%	29.7%
Drinks Taken to Detect by Police Area, per 10,000	80.4	42.8

**Police Assets and Alcohol Offences**  
Assets (Arrests, Charging, Public Place) are from Statistics NZ. They

#### Level of Detention for Arrests, Where Alcohol Consumed Price



#### Place of last drink for arrest, where alcohol was consumed price




**Police Assets**  
This information is sourced from NZ Police. They are all the TLA level.

DATA NOTES

All figures underneath the Territorial Local Authority (TLA) heading are at the TLA level unless otherwise noted.  
Alcohol-related deaths and hospital discharges are calculated using 1. Connor's alcohol-attributable fractions for diseases and injuries where alcohol-related have a higher risk.  
Data is provided at the Territorial Local Authority (TLA) level where available. If data is not available at this level, it is presented at the next highest level available. Where the classification available does not allow direct mapping to a TLA, the most appropriate mapping is shown. For example, some TLAs do not fall entirely within a region, and in this case the region which contains the largest geographical area and/or population is chosen.

# Attachment 6/1: ACC Community Alcohol Profile – South Wairarapa



## Community Profiles

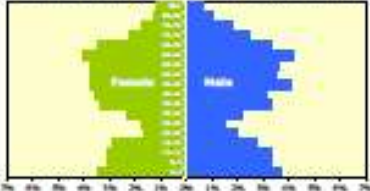
Alcohol Profile - South Wairarapa District 2011

### Demographic Overview

	South Wairarapa District	New Zealand
Population	8,240	4,387,700
Male	4,670	2,048,800
Female	3,570	2,338,900
Unemployment Rate (by Region)	6.2%	6.4%
Deprivation	9.0	9.9

**Demographic**  
Population information is from Statistics NZ for the period of 2010. It is classified by Territorial Local Authority (TLA) (all TLAs in total given the exclusion of the Cook Strait Islands and the consolidation of Auckland area TLAs into the supercity). Unemployment rate is from Statistics NZ from 3<sup>rd</sup> quarter 2011. It is classified by region (12 regions in total). Deprivation information is from Ministry of Health (MoH) for the period of 2010.

**South Wairarapa District Population Distribution by Gender and Age**



### Alcohol Availability/Accessibility

Alcohol Available for Consumption and Licensed Premises	South Wairarapa District	New Zealand
Licensed Premises per 10,000	131.4	94.0
On Licenses per 10,000	93.4	18.9
Off Licenses per 10,000	63.0	10.0
Club Licenses per 10,000	58.0	9.9
Alcohol Available for Consumption (L/Person)	6.8	
<b>Total Licensed Premises (District)</b>	<b>On Licenses</b>	<b>Off Licenses</b>
	538	60

**Alcohol Availability**  
Licensed Premises data is from Police classified by TLA. These are four classes of license: on license, off license and club license. This data is current as of July 2011.

**Alcohol Available for Consumption (L/Person)** is from Stats NZ for the period of 2010. This figure is only available at the national level.

### Drinking Behaviour

National and OHS Level Drinking Figures	South Wairarapa District	New Zealand
Drinking Prevalence	85.2%	
Risky Drinking	61.4%	
Repetitive Drinking (at OHS level)	19.7%	18.6%
Drinking by Motor	79.4%	

**Drinking Behaviour**  
Drinking Prevalence, Risky Drinking (Large Amount of Alcohol), Motor and Repetitive Drinking (at OHS level) figures are from Ministry of Health (MoH) Alcohol and Drug Consumption for the period of 2010/2008. They are all available only at the national level.

Repetitive Drinking is from Ministry of Health (MoH) for the period of 2010/2008. It is at the OHS level.

### Alcohol-Attributable Harm

Alcohol Related Deaths and Hospital Discharges per 10,000	South Wairarapa District	New Zealand
Alcohol Related Deaths, Wholly Attributable	-	0.4
Alcohol Related Deaths	3.8	3.3
Alcohol Related Hospital Discharges, Wholly Attributable	10.7	18.8
Alcohol Related Hospital Discharges	60.2	68.8

Alcohol Related Deaths (Wholly Attributable), Alcohol Related Deaths, Alcohol Related Hospital Discharges (Wholly Attributable), Alcohol Related Hospital Discharges are from Ministry of Health (MoH). They are calculated using MoH data and Alcohol Attributable Fraction (AAF) sources from Connor and Jones et al. They are presented at the TLA level.

### Injury - Per 10,000

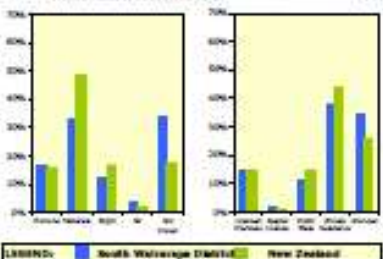
Injury Statistics per 10,000 population	South Wairarapa District	New Zealand
Motor Related Injury Hospital Discharges, Wholly Attributable	-	0.8
Motor Related Injury Hospital Discharges	84.8	80.8
Injuries per 10,000	2,236.8	2,007.8

### Crime and Police Alcohol Statistics

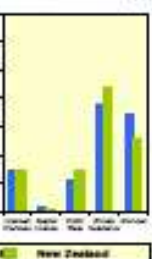
Arrests, Drinking and Public Place Assault and Alcohol Offences	South Wairarapa District	New Zealand
Arrests Resulted by Police District, per 10,000	11.2	23.4
Drinking Resulted by Police District, per 10,000	64.6	61.3
Public Place Assaults by Police District, per 10,000	31.1	28.2
Alcohol Offences by Licensed Premises, Police District	0.4	0.6
Alcohol Consumed Prior to Offence	23.2%	24.7%
Double Trips to Court by Police Area, per 10,000	30.6	60.0

**Crimes Resulted by Police, Public Place Assaults and Alcohol Offences**  
Arrests (Public, Drinking, Public Place) are from Statistics NZ. They

**Level of Detention for Arrests, Where Alcohol Consumed Prior**



**Place of last drink for arrest, where alcohol was consumed prior**



**Crimes Resulted by Police, Public Place Assaults and Alcohol Offences**  
Arrests (Public, Drinking, Public Place) are from Statistics NZ. They

**Crimes Resulted by Police, Public Place Assaults and Alcohol Offences**  
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**Level of Detention for Arrests, Where Alcohol Consumed Prior**  
This information is sourced from NZ Police. They are at the TLA level.

**DATA NOTE**

All figures underneath the Territorial Local Authority (TLA) heading are at the TLA level unless otherwise noted. Alcohol-related deaths and hospital discharges are calculated using Connor's alcohol-attributable fractions for diseases and injuries where alcohol-drinkers have a higher risk.

Data is provided at the Territorial Local Authority (TLA) level where available. If data is not available at this level, it is presented at the next highest level available. Where the classification available does not allow direct mapping to a TLA, the most appropriate mapping is chosen. For example, some TLAs do not fall entirely within a region, and in this case the region which contains the largest geographical area and/or population is chosen.

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