

1 September 2021

South Wairarapa District Council
PO Box 6
MARTINBOROUGH 5741

To Whom It May Concern

Re: Reducing Alcohol Related Crime and Disorder, Proposed Alcohol Control Bylaw

Thank you for the opportunity to provide a written submission on this statement of proposal.

Regional Public Health serves the greater Wellington Region, through its three district health boards (DHBs): Capital & Coast, Hutt Valley and Wairarapa and as a service is part of the Hutt Valley District Health Board.

We work with our community to make it a healthier safer place to live. We promote good health, prevent disease, and improve the quality of life for our population, with a particular focus on children, Māori and working with primary care organisations. Our staff includes a range of occupations such as: medical officers of health, public health advisors, health protection officers, public health nurses, covid-19 teams and public health analysts.

Our service delivery includes work to reduce alcohol related harm in the Wairarapa and we are one of the three reporting agencies in the *Sale and Supply of Alcohol Act 2012* reporting on liquor licence applications.

We are happy to provide any clarification in regards to our submission if needed. We do not wish to appear before Council to speak to our written submission.

The contact point for this submission is:

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Nāku noa, nā

Dr Stephen Palmer
Medical Officer of Health

Peter Gush
General Manager

Summary

Regional Public Health (RPH) appreciates the opportunity to submit on the proposed Alcohol Control Bylaw.

RPH supports the Council's position to proceed with Option 1 outlined in your Statement of Proposal which recommends the following:

- Provides Council and the Police with a regulatory tool to control the possession and consumption of alcohol in public places leading to a reduction in crime or disorder caused or made worse by alcohol
- Promotes and maintains public health and safety
- Is an appropriate balance between regulatory and non-regulatory strategies to reduce alcohol-related crime and disorder
- Enables new controls to be in place prior to Toast Martinborough in November

RPH recommends

Alcohol bans are generally well supported by residents and businesses. However the details are often not well known especially by visitors. The council should ensure the bylaw is successfully communicated to the public so the details are well understood.

RPH recommends highly visible and simple signage be used to inform the public of the locations and times covered by an alcohol ban. This should be part of a wider communication and enforcement plan that supports an alcohol ban.

Support for Alcohol Control Bylaws

Public place drinking is one of a number of negative influences contributing to alcohol related harm. Public place settings are a common location for low level alcohol related offending, increase the opportunity for more serious alcohol-related violence¹ and increase the opportunities for drunk driving and underage drinking².

Alcohol Control Bylaws are a widely used and well-established tool internationally and in New Zealand. They are known to improve perceptions of public safety and can contribute to the reduction of harm by providing police with a tool for dealing with antisocial behaviour caused by drinking in public³. They can also contribute to change in people's perception of social norms through alcohol being less visible in public and can help limit consumption to more controlled or supervised environments.

¹ Stevenson, R. (2009, April). *National Alcohol Assessment*. NZ Police. <https://www.police.govt.nz/sites/default/files/Police-National-Alcohol-Assessment.pdf>

² Webb, M., Marriott-Lloyd, P. A. U. L., & Grenfell, M. (2004, May). Banning the bottle: Liquor bans in New Zealand. In *3rd Australasian Drug Strategy Conference*. Melbourne, Australia [http://www.moh.govt.nz/moh.nsf/pagescm/1047/\\$File/banningbottleliquorbans.pdf](http://www.moh.govt.nz/moh.nsf/pagescm/1047/$File/banningbottleliquorbans.pdf)

³ Pennay, A., Manton, E., Savic, M., Livingston, M., Matthews, S., Lloyd, B. (2014). *Prohibiting public drinking in an urban area: Determining the impacts on police, the community and marginalised groups*. Turning Point Alcohol and Drug Centre. Funded by the National Drug Law Enforcement Research Fund. <http://www.ndlerf.gov.au/sites/default/files/publication-documents/monographs/monograph49.pdf>

The literature reports some limitations. Displacement can be a problem^{4 5} and disadvantaged and marginalised groups are more likely to consume alcohol in public, either by choice or because of limited alternatives.^{6 7}

Alcohol bylaws are most successful when part of a wider strategy.^{8 9} These should include other regulations for supply control for example elements in a Local Alcohol Policy, as well as community based harm reduction initiatives, social and cultural programmes and access to health services.

Alcohol bylaws are most successful when the underlying causes are understood, that context addressed and the community are engaged in the solutions.

Support for an Alcohol Control Bylaw in South Wairarapa

Alcohol harm in South Wairarapa from consumption in a public place is a particular subset of harm that is influenced by the easy availability of low cost alcohol from off licences and the high density of premises in the district. Harms from public place drinking are often associated with heavy or binge drinking. This consumption is influenced by certain social or cultural cues and its interaction with the local physical or built environment.

The value of public consultation

We commend the Council for setting up a public meeting to consult with your community and provide additional information on your website for those who weren't able to attend this meeting. This ensures that your communities are able to be involved in the consultative process and have an opportunity to address any questions or concerns they may have.

Community knowledge of alcohol free zones

Having variable restrictions can cause confusion. Such concerns were raised in the *Law Commission* report *Alcohol in Public Places*.¹⁰ It is important there is on-going clear communication about the specific locations and the times the ban operates throughout the life of the bylaw.

Ensuring effectiveness and meeting legislative requirements

⁴ Alcohol Advisory Council. (2005, October). *Liquor Bans in New Zealand: ALAC Occasional Publication no. 25*.

<http://www.hpa.org.nz/research-library/research-publications/liquor-bans-new-zealand>

⁵ Pennay, A., Manton, E., Savic, M., Livingston, M., Matthews, S., Lloyd, B., (2014). *Prohibiting public drinking in an urban area: Determining the impacts on police, the community and marginalised groups*. Turning Point Alcohol and Drug Centre. Funded by the National Drug Law Enforcement Research Fund. <http://www.ndlerf.gov.au/sites/default/files/publication-documents/monographs/monograph49.pdf>

⁶ Pennay, A., Room, R. (2012). Prohibiting public drinking in urban public spaces: a review of the evidence. *Drugs: Education, prevention and policy*, vol 19(2), p 91-101

⁷ Pennay, A., Manton, E., Savic, M., Livingston, M., Matthews, S., Lloyd, B., (2014). *Prohibiting public drinking in an urban area: Determining the impacts on police, the community and marginalised groups*. Turning Point Alcohol and Drug Centre. Funded by the National Drug Law Enforcement Research Fund. <http://www.ndlerf.gov.au/sites/default/files/publication-documents/monographs/monograph49.pdf>

⁸ Alcohol Advisory Council. (2005, October). *Liquor Bans in New Zealand: ALAC Occasional Publication no. 25*.

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⁹ Pennay, A., Manton, E., Savic, M., Livingston, M., Matthews, S., Lloyd, B. (2014). *Prohibiting public drinking in an urban area: Determining the impacts on police, the community and marginalised groups*. Turning Point Alcohol and Drug Centre. Funded by the National Drug Law Enforcement Research Fund. <http://www.ndlerf.gov.au/sites/default/files/publication-documents/monographs/monograph49.pdf>

¹⁰ Law Commission. (2009). *Alcohol in our lives: An issues paper on the reform of New Zealand liquor laws*.

Evaluating an implemented policy is important to assess the impact both positive and negative. Prior to the next review it may be beneficial for the *Council* to again collaborate with other agencies involved in alcohol harm reduction and complete an evaluative impact assessment. This would provide policy makers with a high level of evidence supporting the requirements under the *Local Government Act*, support a sustainable approach to the wellbeing of communities and a participatory and consultative approach to policy-making.

Section 3

Submission Form Questions

2. The problem we are addressing with this bylaw can be defined as “Crime or disorder caused or made worse by the consumption of alcohol in public places”.
Do you agree with the problem as we have stated it?

Yes

3. We propose the following controls (refer to paragraph four of the Statement of Proposal).
Select the controls you agree with

- The bylaw would provide for an alcohol ban for Toast Martinborough as it is a well-established and recurring event.
- The bylaw would enable Council to make alcohol bans by the resolution (instead of going through a formal bylaw review process)

4. We do not propose to include permanent alcohol ban areas in the bylaw, including the Featherston CBD alcohol ban in the previous bylaw. We do not think there is sufficient evidence of a high level of crime or disorder caused or made worse by alcohol consumption in the district to support this. Refer to paragraph four of the Statement of Proposal).
Do you agree?

Yes

5. What other actions do you think Council could take to address public safety and reduce alcohol related crime and disorder in the community?

See comments above

6. Do you have any other comments that you want us to consider?

See comments above

7. Do you want to speak to your submission on the 22 September?

No