



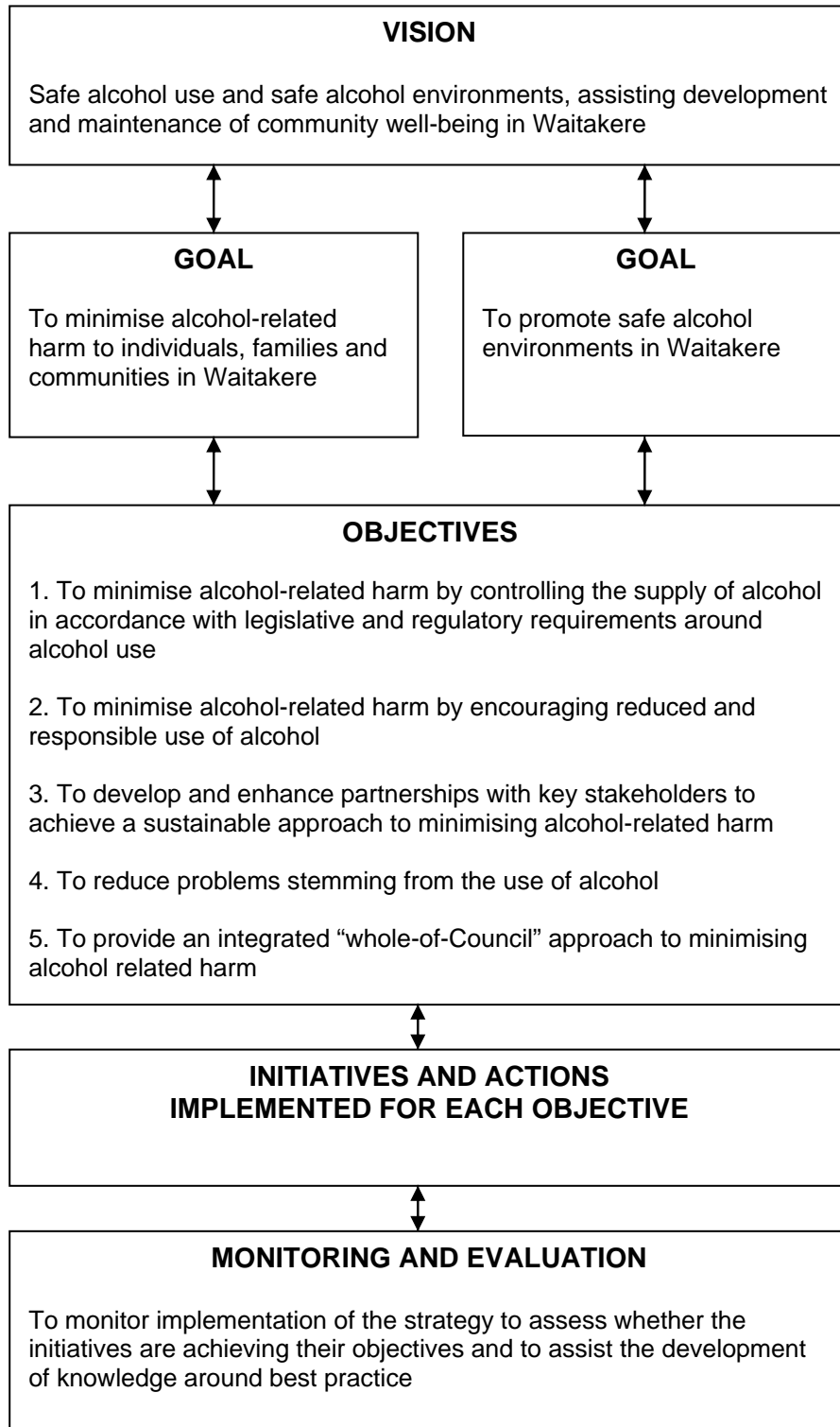
WAITAKERE CITY COUNCIL

CITY-WIDE ALCOHOL STRATEGY

**Minimising Alcohol-Related harm and Promoting Safe
Alcohol Environments in Waitakere**

Adopted 7 July 2006

Structure of the City-wide Alcohol Strategy



Acknowledgements

The Waitakere City Council acknowledges the assistance of a strategy reference group which was established in 2004 to support and provide advice on the development of this strategy. Representatives from the public health sector, enforcement agencies, local industry, treatment providers and the community were involved with the strategy reference group. These included:

- Alcohol Advisory Council (ALAC)
- Alcohol Healthwatch
- Auckland Regional Alcohol & Drug Service
- Auckland Regional Public Health Service
- Elected Members - Waitakere City Council
- North Shore/Waitakere/Rodney Police District
- Pacific Islands Advisory Board
- Safe Waitakere team members
- Te Roopu Puawai o Waitakere
- Te Whanau o Waipareira Trust
- Waitakere and Portage Licensing Trusts
- Waitakere Youth Council

During the development of the *Waitakere Liquor Licensing Policy* a need was identified for further consultation with those communities that are disproportionately affected by alcohol-related harm. Accordingly, specific workshops and presentations were held throughout 2004 with the Pacific Island Advisory Board, Te Whanau o Waipareira Trust, Waitakere Youth Council and Te Roopu Puawai o Waitakere. The contribution of participants at these workshops is also acknowledged.

All contributors will have an additional opportunity to contribute through the submissions process once the draft strategy goes out for public consultation, alongside the draft 2005-2006 Annual Plan.

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BACKGROUND

The misuse of alcohol and unsafe environments that result from alcohol misuse have health, social and economic impacts on communities throughout New Zealand. Local government with its focus on community well-being has a significant role to play in reducing alcohol-related harm.

In November 2002, Waitakere City Council (the "Council") decided on a two-stage process to address alcohol-related harm in Waitakere. The first was to update the Liquor Licensing Policy and the second was to develop a City-Wide Alcohol Strategy.

An updated Liquor Licensing Policy was adopted in April 2004 and provides guidelines for the Council, the Sale of Liquor Inspector, the Police, applicants and other interested parties covering all aspects of the liquor licensing process. The policy has a strong regulatory focus and links the various statutory functions of the Council together in a clear and co-ordinated manner. This was necessary to reflect changes in the legislative framework which govern alcohol sales and alcohol use in the community. The Liquor Licensing Policy provides an integrated and coherent framework for the Council to exercise its licensing role consistent with its wider legislative responsibilities.

Part two of the process, the City-Wide Alcohol Strategy, has been to concentrate on the social, environmental and health impacts of alcohol on individuals, families and communities in Waitakere. The strategy builds on community concerns identified during consultation on the Liquor Licensing Policy in 2003.

CONTEXT

1. Scope and purpose

The City-Wide Alcohol Strategy was developed collaboratively by a range of key stakeholders all of whom have an interest in minimising alcohol-related harm and promoting safe alcohol environments in Waitakere. The strategy will provide stakeholders with a shared vision, common goals to realise the vision, and objectives for initiatives and actions needed to achieve the goals. It is a collective statement of intent by those who participated in its development, and provides a framework to guide and co-ordinate ongoing collaborative work in the City.

The scope of the strategy addresses alcohol use in public spaces (such as parks and streets) and private spaces (such as restaurants and bars). The opportunity provided by the development of the strategy is also being taken to address the Council's internal policies and procedures. The Chief Executive Officer will review "in-house" initiatives so that the Council demonstrates its responsibility by taking a lead role in implementing initiatives and actions consistent with the strategy's vision.

The City-Wide Alcohol Strategy is intended as a stepping stone to achieve the vision of safe alcohol use and safe alcohol environments in Waitakere. Some of the initiatives identified have been underway for some time, others are new, and additional initiatives and actions are likely to be added over time. Ongoing monitoring and evaluation of the strategy as it is implemented will assist in its further development.

2. The role of the Council in minimising alcohol-related harm

Acting for and on behalf of the community, the Council has a range of roles many of which give it an ability to influence alcohol use in Waitakere. Roles that are relevant to alcohol use are described in more detail below, and focus on social and community concerns, planning and regulatory functions and the Council's "in-house" responsibilities as a significant employer and asset owner.

These various roles, functions and responsibilities provide the Council with a unique ability to develop an integrated and co-ordinated approach towards minimising alcohol-related harm and promoting safe alcohol environments within the City.

A focus on community well being

One of the purposes of local government is to promote the social, economic, environmental and cultural well-being of communities within Waitakere (Local Government Act 2002, sections 10 and 77).

Minimising harm communities experience from the misuse of alcohol is an important part of promoting community well-being. Section 93 of the Act requires the Council to have in place a Long Term Community Council Plan setting out the process to deliver on goals and outcomes which have been agreed with the community. The plan, amongst other purposes, is required to describe the activities of the Council to promote community well-being.

In addition, the Council is the provider of a number of externally funded health promotion and community safety programmes under the Safe Waitakere umbrella. All of these programmes include strategies to reduce alcohol-related harm in communities within the City.

Community functions and events

As a funder and organiser of community events and functions, the Council can influence the use of alcohol at such events.

Planning, regulatory and enforcement role

There are three main Acts that determine the planning, regulatory and enforcement functions of local government which relate to the availability and use of alcohol. These form an important legislative mandate for the City-Wide Alcohol Strategy. They are:

- a). The Sale of Liquor Act 1989 - as amended in 1999, devolves some responsibility for granting and issuing liquor licenses to District Licensing Agencies that are located within local government.

- b). The Resource Management Act 1992 - requires councils to regulate land use to remedy, mitigate or avoid the negative effects such use may have on the environment.
- c). The Local Government Act 2002 - requires councils to promote community well-being, and to develop Long Term Council Community Plans that set out the outcomes which are desired for their communities.

The Council is responsible for a number of planning, regulatory and enforcement functions which can influence alcohol use including:

- granting and issuing liquor licenses (the Sale of Liquor Act);
- regulating and granting consent for land-use to remedy, mitigate or avoid negative effects that activities may have on the environment (Resource Management Act); and
- passing and enforcing bylaws to protect the public from nuisance, to maintain public safety and to minimise the potential for offensive behaviour in public places (Local Government Act).

Council as landlord and asset owner

The Council owns a number of community facilities in Waitakere, such as halls, community houses, and recreation centres. As the owner, the Council is able to determine conditions and enforce compliance on the use of alcohol at these facilities.

Council as employer

The Council is one of the largest employers in the City and has the opportunity to model itself as a good employer by promoting host responsibility.

3. Strategic links

National Policy

There are a number of national policies that are of relevance to this strategy.

- a). The New Zealand Health Strategy 2000-2003 (Ministry of Health, 2000) - sets the platform for the Government's action on health. It identifies the Government's priority areas and aims to ensure that health services are directed at those areas that will deliver the most benefit for the population. One of the 13 population health priorities identified in the strategy is "to minimise harm caused by alcohol and illicit and other drug use to both individuals and the community". Alcohol is also identified as a risk factor for a number of the other priorities such as those dealing with cancer, cardiovascular disease, suicide and domestic violence.

Details about the Government's actions on alcohol-related harm are contained in the National Drug Policy (Ministry of Health, 1998) and the National Alcohol Strategy 2000 - 2003 (Ministry of Health, 2001). These two documents complement each other.

- b). The National Drug Policy - is the Government's blueprint for addressing drug-related harm and contains five priorities with specified desired outcomes. Two priorities require a reduction in alcohol-related harm. These are:

Priority One: - "To enable New Zealanders to increase control over and improve their health by limiting the harms and hazards of alcohol use."

Priority Three - "To reduce the hazardous and excessive consumption of alcohol, and the associated injury, violence and other harm, particularly on the roads, in the workplace, in and around drinking environments, and at home."

- c). The National Alcohol Strategy - provides a framework for action on alcohol issues to assist achieving the alcohol-related outcomes identified in the national policy. It sets out a balanced approach to the task of reducing alcohol-related harm, "including the three pillars of supply control, demand reduction and problem limitation strategies". It also promotes an intersectoral and co-ordinated approach to tackling alcohol-related harm.

This strategy has close linkages to the National Alcohol Strategy and indeed one of the objectives identified in the national strategy is to "encourage local bodies to better address alcohol issues by effective use of legislation, by-laws, policies and plans".

Local Policy

Following extensive community consultation, the Waitakere Long Term Council Community Plan (2003-2013) identifies 14 desired community outcomes for the City which consist of 5 "priorities" and 9 "platforms". There is one priority and one platform that are relevant to the City-Wide Alcohol Strategy. One of the 5 overarching "priorities" that must be evident in all council activities is the "Safe City" priority. Building strong communities is also identified as one of the strategic platforms for specific areas of council activity.

Being an eco city means working together for better social, economic, cultural and environmental outcomes for Waitakere residents and future generations. A key eco city objective is to improve the well-being of residents. The City-Wide Alcohol Strategy with its vision of safe alcohol use and safe alcohol environments is intended to assist the development and maintenance of community well-being in the City.

4. Assumptions and beliefs

A number of assumptions and beliefs underpin this strategy. They are:

- **Benefits:** that alcohol is an integral part of peoples' social life in New Zealand, and if used responsibly, and in moderation, can have some benefits that may enhance individual and community well-being;
- **Harm:** that alcohol can and does cause significant and serious harm to individuals and communities;
- **Harm minimisation:** that minimising alcohol-related harm to individuals and communities is an outcome that Waitakere residents support and encourage;
- **Council has a lead role:** that the Council has a legitimate and important role to play in minimising alcohol-related harm;
- **Partnerships:** that working in partnership with agencies and organisations to minimise alcohol-related harm is desirable to ensure that there is collaborative activity, at the local, regional and national level, and that resources are used effectively and efficiently;
- **Multiple strategies:** that a balanced and mixed approach is the most appropriate way of reducing alcohol-related harm;
- **Evidence-based:** that where possible, initiatives should be well grounded, based on best practice and monitored to allow reviews of effectiveness;
- **Innovative:** that where there is strong stakeholder support, new and innovative initiatives should be considered; and
- **Legislative compliance:** that the legislative regime for alcohol use should be complied with and enforced.

5. What is meant by alcohol-related harm?

The National Alcohol Strategy 2000-2003 identifies the major types of alcohol-related harm as:

- deaths and physical health problems from alcohol-related conditions;
- alcohol dependence and other mental health problems;
- effects on unborn children;
- drink-driving fatalities and injuries;
- drownings;
- violence both within and beyond the home; and
- workplace injuries and lost productivity.

Over 80 percent of adult New Zealanders consume alcohol. At some time in their life, nearly one in five New Zealanders will suffer an alcohol use disorder (Ministry of Health, 2000).

To attribute an annual cost to alcohol misuse in New Zealand is complex, as the cost includes lost or reduced production, hospital and other treatment costs, and the costs of policing related to alcohol use. Two key studies in the 1990s attempted to estimate these annual costs. One study led by the University of Otago, estimated the social costs of alcohol misuse as being between \$1.5 billion and \$2.4 billion in 1991 (Devlin et al, 1996). In another study, by the Wellington School of Medicine, the net tangible cost was estimated to be \$2.9 billion in 1990 (Easton, 1997).

6. What is meant by alcohol?

For the purposes of this strategy “alcohol” means alcoholic beverages intended for human consumption and covered by the Sale of Liquor Act 1989. This includes beer, wine, spirits and pre-mixes sometimes referred to as “ready-to-drinks”.

VISION

Safe alcohol use, and safe alcohol environments, assisting development and maintenance of community well-being in Waitakere.

The following goals and objectives are intended to achieve this vision for the City.

GOALS

1. To minimise alcohol-related harm to individuals, families and communities in Waitakere.
2. To promote safe alcohol environments in Waitakere.

OBJECTIVES

1. To minimise alcohol-related harm by controlling the supply of alcohol in accordance with legislative and regulatory requirements around alcohol use (primarily the Sale of Liquor Act and the Waitakere Liquor Licensing Policy) (**supply control**).

Supply control strategies attempt to reduce alcohol-related harm by controlling the availability of alcohol. The Sale of Liquor Act is the primary instrument in supply control, and ongoing initiatives are necessary to ensure it is both well understood and properly enforced.

2. To minimise alcohol-related harm by encouraging reduced and responsible use of alcohol (**demand reduction**).

Demand reduction strategies attempt to reduce alcohol-related harm by ensuring that those who choose to drink do so in a responsible manner. This includes the provision of accurate information on the effects of alcohol and education programmes to encourage moderation in the use of alcohol.

To develop and enhance partnerships with key stakeholders to achieve a sustainable approach to minimising alcohol-related harm (**partnerships**).

A range of agencies and stakeholders have an interest in minimising alcohol-related harm. Working in partnership with others is desirable to avoid unnecessary duplication of effort, and to help ensure that resources are used as effectively and efficiently as possible.

3. To reduce problems stemming from the use of alcohol (**problem limitation**).

Problem limitation strategies reflect the fact that alcohol is part of many peoples' lives and attempt to minimise problems that can result from its misuse. This includes encouraging those who serve alcohol to do so responsibly, and trying to ensure that drinking environments are conducive to problem-free alcohol use.

4. To provide an integrated and co-ordinated "whole-of-Council" approach to minimising alcohol-related harm (**whole-of-Council approach**).

The Council has various roles in relation to alcohol-related harm and responsibility for these is located across the organisation. This objective seeks to ensure all of Council's actions are complementary and share where possible, the same vision, goals and objectives.

LINKAGES BETWEEN OBJECTIVES AND INITIATIVES

This section links each initiative to an objective of the *City-Wide Alcohol Strategy*. In reality a number of the initiatives relate to more than one objective. The initiatives are discussed in Section VII.

1. Supply control

- Reduce the off-licence supply of alcohol to people under 18 years of age
- Reduce the social supply of alcohol to people under 18 years of age
- Advocate for raising the purchase age from 18 to 20 years
- Reduce incidence of intoxication at on-licensed premises

2. Demand reduction

- Assist demand reduction by disseminating accurate information about alcohol use and promoting moderate alcohol use to those who choose to drink

3. Partnerships

- Continue collaboration with statutory agencies and other strategic partners locally, regionally and nationally
- Support and participate in partnerships with central government agencies to address community safety issues in Waitakere
- Support community-driven initiatives that aim to reduce alcohol-related harm for young people
- Obtain an understanding of community perceptions of alcohol-related issues

4. Problem limitation

- Work to reduce the adverse effects of noise pollution from licensed premises
- Ensure planning decisions about licensed premises consider community concerns over environmental impacts
- Work with communities and enforcement agencies to identify and consider all relevant crime and alcohol-related harm issues
- Support community initiatives that focus on reducing alcohol-related crime and safety issues in areas where liquor bans have been requested
- Implement and review the Control of Liquor in Public Places Bylaw 2003
- Contribute to regional work and research into liquor bans

5. Whole-of-Council approach

- Conduct liquor licensing in a manner consistent with the Liquor Licensing Policy and this strategy
- Align District Plan with the Liquor Licensing Policy to ensure the two documents are consistent with one another
- Ensure that the provisions of the Sale of Liquor Act 1989 are enforced at community functions and public events either organised or funded by the Council
- Support and promote alcohol-free community functions and events
- Ensure that event and function organisers adopt responsible beverage service practice and host-responsibility
- Promote a council environment where council employees and visitors are safe when alcohol is present
- Develop council policies to cover responsible advertising and sponsorship practices including those involving alcohol

Initiatives

The initiatives that comprise the strategy are explained in this section. The initiatives are grouped according to the defined roles that the Council has in respect to tackling alcohol related issues as outlined in Section II.

Some of these initiatives are well established and have been ongoing for several years (for example, Safe Waitakere Alcohol Project), whilst others are more recent (for example, Community Action on Youth and Drugs).

These initiatives will be reviewed regularly, and added to, as the strategy is further developed and refined during implementation.

1. Community based initiatives

1.1. The Safe Waitakere Alcohol Project (“SWAP”)

Objective

This initiative relates to: Objective 1 (supply control)
Objective 2 (demand reduction)
Objective 3 (partnerships)

Rationale

The Council is involved in a number of local community-based initiatives which focus on improving safety. The Safe Waitakere Alcohol Project (SWAP) is one of five externally funded community projects involving partnership approaches with central government agencies to reduce harm and promote safety in Waitakere.

The other four projects are:

- Community Action on Youth and Drugs (CAYAD)
- Safe Waitakere Injury Prevention (SWIP)
- Safe Waitakere Crime Prevention
- Road Safety Co-ordination

While all of these projects have an interest in alcohol harm reduction, SWAP is the specific project with a focus on reducing alcohol-related harm, particularly for young people. The CAYAD project also has strong focus on reducing supply of alcohol to young people.

Initiatives

a) Reduce the off-license supply of alcohol to people under 18 years of age

Actions	Responsibility	Timeframe and funding
1) Contribute to projects as part of the Auckland Regional Alcohol Project (including pseudo patron projects)	SWAP	Ongoing - within existing budgets
2) Support enforcement and monitoring operations (including Police control purchase operations)	SWAP, District Licensing Agency	Ongoing - within existing budgets
3) Work with licensees to enhance a culture of asking to see proof of age	SWAP	Ongoing - within existing budgets

b) Reduce the social supply of alcohol to people under 18 years of age

Actions	Responsibility	Timeframe and funding
1) Raise public awareness of roles and responsibilities of legal guardians supplying alcohol to young people under 18	SWAP, CAYAD	2004 - 2005 - within existing budgets

- c) Reduce the incidence of intoxication at on-licensed premises (such as bars and sports clubs)

Actions	Responsibility	Timeframe and funding
1) Support action research that monitors intoxication levels in Waitakere	SWAP	2005 - within existing budgets
2) Support enforcement initiatives that aim to reduce intoxication	SWAP	2005 - 2006 - within existing budgets
3) Work with licensees to minimise intoxication at points of service	SWAP	2005 - 2007 - within existing budgets

- d) Assist demand reduction by disseminating accurate information about alcohol use and promoting moderate alcohol use to those who choose to drink

Actions	Responsibility	Timeframe and funding
1) Use community education events and other opportunistic initiatives to provide accurate information on alcohol use and promote moderate use to those who choose to drink.	SWAP, CAYAD, SWIP, Safe Waitakere Crime Prevention, and Road Safety Coordinator	Ongoing - within existing budgets

- e) Advocate for the raising of the purchase age from 18 to 20 years

Actions	Responsibility	Timeframe and funding
1) Support the Private Member's Bill: Sale of Liquor (Youth Alcohol Harm Reduction) Amendment Bill	SWAP, Corporate and Civic Services	2005-2006 - within existing budgets
2) Advocate with stakeholders and with the community to support raising the purchase age	SWAP	2006-2006 - within existing budgets

1.2. Working with communities where alcohol-related behaviour is a problem

Objective

These initiatives relate to: Objective 2 (demand reduction)
Objective 3 (partnerships)
Objective 4 (problem limitation)

Rationale

The Council is keen to facilitate community solutions to local problems in order to enhance the social, cultural, economic and environmental well-being of communities. This involves working in partnership with communities, enforcement agencies, industry and business interests to support community initiatives that focus on safety and on reducing alcohol-related crime.

A variety of methods can be used to tackle alcohol-related problems in the community. These must be explored before consideration will be given to the use of a liquor ban which can only be put in place if the Council is satisfied that any benefits outweigh any disadvantages.

Any request for a liquor ban involves consideration of relevant crime and safety issues and practicable options in reducing the problem. Any liquor ban must be supported by complementary strategies to address supply and enforcement issues.

Liquor bans are a proactive policing tool which have community support to help minimise disorderly conduct where the misuse of alcohol is concerned.

The power to create liquor bans is contained in the Local Government Act 2002. The Control of Liquor in Public Places Bylaw 2003 relates to the liquor ban at Piha and allows Council to grant bans for “special events,” such as a temporary ban for a carnival or festival.

Initiatives

- a) Work with communities and enforcement agencies to identify and consider all relevant crime and alcohol-related harm issues

Actions	Responsibility	Timeframe and funding
1) Refer formal requests for liquor bans to the Council - Police City Safety Liaison Group	Safe Waitakere - Crime Prevention Project & SWAP	Ongoing - within existing budgets
2) Undertake crime and safety audits of areas where liquor bans have been requested	Safe Waitakere - Crime Prevention Project & SWAP	Ongoing - within existing budgets

- b) Support community initiatives that focus on reducing alcohol-related crime and safety issues in areas where liquor bans have been requested

Actions	Responsibility	Timeframe and funding
1) Develop community action plans to reduce alcohol-related crime and address safety issues	Safe Waitakere - Crime Prevention Project & SWAP	Ongoing - within existing budgets
2) Re-evaluate requests for liquor ban following implementation of action plans	Safe Waitakere - Crime Prevention Project & SWAP	Ongoing - within existing budgets
3) Establish liquor bans if legally justified where action plans have proven to be ineffective	Strategy & Development Legal Services	Ongoing - funding sought as needed

1.3 Partnership initiatives

Objective

These initiatives relate to: Objective 1 (supply control)
Objective 2 (demand reduction)
Objective 3 (partnerships)

Rationale

The Waitakere City Council has a commitment to working with a range of key strategic stakeholders to reduce alcohol-related harm. An effective way to reduce alcohol-related harm is to work across statutory agencies to support enforcement outcomes.

A collaborative approach is already in place given the different roles that agencies and organisations have. Council is responsible for monitoring licensee compliance issues through the District Licensing Authority, whilst other enforcement roles are undertaken by Auckland Regional Public Health Services and the Police.

For these reasons it is important that the Council continues to invest and participate in forums both locally and regionally that support collaboration and partnership between statutory agencies and other strategic stakeholders.

Initiatives

- a) Continue collaboration with statutory agencies and other partners locally, regionally and nationally

Actions	Responsibility	Timeframe and funding
1) Participate in the Auckland Regional Crime Prevention and Safety Promotion initiative	Safe Waitakere Crime Prevention Project	2004 - 2005 - funding sought as needed
2) Participate in regional enforcement forums such as the Waitakere Liquor Liaison Group	District Licensing Agency	Ongoing - within existing budgets
3) Facilitate an Alcohol Advisory Group to assist Council with strategic advice on alcohol-harm issues	SWAP	Ongoing

- b) Support and participate in partnerships with central government agencies to address community safety issues in Waitakere.

Actions	Responsibility	Timeframe and funding
1) Support Safe Waitakere community-based initiatives.	Strategy & Development.	Ongoing - funding sought as needed.

- c) Support community-driven initiatives that aim to reduce alcohol-related harm for young people.

Actions	Responsibility	Timeframe and funding
1) Support Students Against Driving Drunk (SADD) to develop and implement initiatives for the Waitakere region.	Road Safety Co-ordination.	Ongoing - within existing budgets.

- d) Obtain an understanding of community perceptions of alcohol-related issues.

Actions	Responsibility	Timeframe and funding
1) Collect information relating to residents' perceptions of alcohol-related issues.	SWAP, Monitoring.	Ongoing - funding sought as needed.
2) Monitor local media coverage of alcohol-related issues.	SWAP.	Ongoing - funding sought as needed.

2. Community functions and events

Objective

These initiatives relate to: Objective 1 (supply control)
Objective 2 (demand reduction)
Objective 3 (partnerships)

Rationale

The Council is responsible for organising and funding a number of functions and public events within Waitakere. These include well-known events such as Trash to Fashion through to smaller events such as the Waitakere matariki celebrations. In addition to the Council-branded events, the Council assists communities with funding and organisation of community-initiated public functions and events.

The Council recognises the need to enhance healthy outcomes for the people of Waitakere. It also acknowledges that the misuse of alcohol at community events can have significant adverse effects on the well-being of its residents. As a consequence the Council actively supports events where the potentially harmful effects of alcohol are minimised.

Initiatives

- a) Ensure that the provisions of the Sale of Liquor Act 1989 (the "Act") are enforced at community functions and public events either organised or funded by Council.

Actions	Responsibility	Timeframe and funding
1) Raise public awareness of provisions of the Act with particular emphasis on the provisions relating to underage drinkers	Public Affairs	Ongoing - within existing budgets
2) Ensure adherence to a 'no-card - no service' policy for young drinkers	Public Affairs	Ongoing - within existing budgets
3) Enforce provisions in the Act relating to the sale and supply of alcohol to intoxicated persons	Public Affairs	Ongoing - within existing budgets

- b) Support and promote alcohol-free community functions and events.

Actions	Responsibility	Timeframe and funding
1) Prohibit alcohol sponsorship for events aimed at children and young people	Public Affairs, Leisure Services	Ongoing - within existing budgets
2) Develop and facilitate alcohol-free events	Public Affairs, Leisure Services	Ongoing - within existing budgets
3) Raise public awareness of alcohol-free events	Public Affairs, Leisure Services	Ongoing - within existing budgets

- c) Ensure that event and function organisers understand and implement the principles of responsible beverage service practice and host responsibility.

Actions	Responsibility	Timeframe and funding
1) Provide training in the management of responsible beverage service for relevant Council staff	Democracy & Support	2005 - 2006 - funding sought as needed
2) Follow principles and guidelines outlined in <i>Managing a Successful Public Event</i> published by the Alcohol Advisory Council of NZ (ALAC)	Public Affairs, Leisure Services	Ongoing - funding sought as needed

3. Planning, regulatory and enforcement

3.1. District Licensing Agency

Objective

This initiative relates to: Objective 5 (whole-of-Council)

Rationale

A clear framework for liquor licensing in Waitakere is provided for by Council's *Liquor Licensing Policy*.

Liquor licensing matters are processed by District Licensing Agencies (DLAs), under provisions of the Sale of Liquor Act 1989. The Waitakere DLA is based within Waitakere City Council. The Waitakere DLA role covers administration, monitoring and enforcement. It includes:

- assessing and determining unopposed applications for liquor licences and managers certificates;
- opposing applications where appropriate;
- inspecting and monitoring licensed premises;
- assessing and determining special licences and temporary authorities; and
- record-keeping (including instances of non-compliance and complaints) and maintaining a register of applications.

The Council's *Liquor Licensing Policy* provides a comprehensive overview of the role of the DLA in liquor licensing matters. The policy also links the role of the DLA with the Council's planning role in developing the Waitakere District Plan.

Initiative

- a) Conduct liquor licensing in a manner consistent with the *Liquor Licensing Policy* and this strategy

Actions	Responsibility	Timeframe and funding
1) Conduct the Council's responsibilities as a licensing agent in accordance with the <i>Liquor Licensing Policy</i> and the <i>City-Wide Alcohol Strategy</i> .	Waitakere District Licensing Agency	Ongoing - within existing budgets

3.2. District Plan

Objective

These initiatives relate to: Objective 4 (problem limitation)
Objective 5 (whole-of-Council)

Rationale

The Council has a responsibility to promote the sustainable management of natural and physical resources. A key mechanism to achieving this is the District Plan which establishes rules and policies limiting particular types of activities that may adversely effect the environment. Its aim is to remedy, mitigate and avoid negative environmental effects. In the District Plan, geographical areas are distinguished by the land use, and are called 'environments'. The District Plan provides the Council with some ability to control alcohol use in the community in particular areas.

The Council can indirectly control the location of licensed premises and their potential impact on the community through the District Plan and associated Liquor Licensing Policy conditions relating to location and opening times. The Liquor Licensing Policy limits the days and hours of operation according to the type of licensed premise, and according to the nature of the 'environment' in which it is located. Linking the Liquor Licensing Policy to the District Plan in this way seeks to mitigate any adverse impacts of a licensed premise on the neighbouring community.

Provisions in the District Plan allow the Council to address issues such as noise pollution from licensed premises and to otherwise ensure environmental impacts of licensed premises are addressed.

Initiatives

- a) Work to reduce the adverse effects of noise pollution from licensed premises

Actions	Responsibility	Timeframe and funding
1) Undertake a noise ambience profile of Waitakere	City Services	2006-2007 - funding sought as needed
2) Insert a low noise frequency provision within the District Plan	City Services	2007-2008 - funding sought as needed
3) Monitor noise complaints against licensed premises and provide the results to the DLA to inform licensing renewal processes	Field Services	Ongoing - within existing budgets
4) Review the "sale of liquor hours of operation city-wide noise rule" in the District Plan	City Services	2005 - 2006 - within existing budgets

- b) Ensure that planning decisions in relation to licensed premises consider the effects of the activity on the environment, which may extend to an assessment of amenity values and the social, economic, aesthetic and cultural conditions that effect those values.

Actions	Responsibility	Timeframe and funding
1) Give consideration to sale of liquor as a discretionary notifiable land use activity	City Services	2005 - 2006 - within existing budgets
2) Give consideration to creating buffer zones for sensitive areas (e.g.: schools, churches, play centres)	City Services	2005 - 2006 - within existing budgets

- c) Align, subject to statutory processes, the District Plan with the Council's *Liquor Licensing Policy* to ensure the two documents are consistent with each other

Actions	Responsibility	Timeframe and funding
1) Align District Plan with <i>Liquor Licensing Policy</i> .	City Services	2005 - within existing budgets

3.3. Control of Liquor in Public Places Bylaw 2003

The Control of Liquor in Public Places Bylaw 2003 will be subject to ongoing review as the Council is required to determine whether liquor bans are a suitable and effective means of addressing specific alcohol-related problems. To assist in ongoing reviews, regional links will be maintained so that work or research to increase our understanding in this area is undertaken in a collaborative manner.

Objective

This initiative relates to: Objective 4 (problem limitation)

Rationale

(See Section 1.2 initiative b) above)

- a) Implement and review the Control of Liquor in Public Places Bylaw 2003

Actions	Responsibility	Timeframe and funding
1) Implement the Bylaw at Piha and at special events as and when appropriate	Field Services Legal Services, and relevant Council section requesting a ban	2005 ongoing - within existing budgets

- b) Contribute to regional work and research into liquor bans

Actions	Responsibility	Timeframe and funding
1) Participate in the Regional Liquor Ban Group which will include development of a framework to review liquor bans	SWAP Strategy & Development Legal Services District Licensing Agency	2005 ongoing – within existing budgets

4. Council as employer

Objective

This initiative relates to:

- Objective 1 (supply control)
- Objective 2 (demand reduction)
- Objective 4 (problem limitation)
- Objective 5 (whole-of-Council)

Rationale

The Council plays a leading role in reducing alcohol-related harm within Waitakere. As one of the largest employers in the city and as a central focus for the community, the Council is committed to ensuring that its employees and visitors to the Council, are safe when attending internal functions and events involving consumption of alcohol. This commitment extends to all council-owned and managed facilities.

With this in mind the Chief Executive Officer of the Council will develop a Host Responsibility Policy to provide in-house guidance for its employees with respect to alcohol activities.

Initiative

- a). Promote a council environment where the Council employees and visitors are safe when alcohol is present

Actions	Responsibility	Timeframe
1) Provide training in the management of responsible beverage service for relevant council staff	Democracy & Support Human Resources	2005 - 2006 - funding sought as needed
2) Progressively implement the Council's Host Responsibility Policy	Human Resources, Democracy & Support, all areas of the Council	2005 - funding sought as needed
3) Raise awareness amongst employees of the Council's Host Responsibility Policy	Human Resources	Ongoing - within existing budgets

5. Council as landlord and owner

5.1. Advertising and promotion of alcohol on Council property

Objective

This initiative relates to: Objective 5 (whole-of-the-Council)

Rationale

Other local authorities in the Auckland area have adopted policies to act as a guide to their development and management of advertising and sponsorship.

Such policies address a wide range of issues and cover advertising and sponsorship opportunities provided by:

- stadiums, community halls, libraries, swimming pools, arts centres and other council buildings;
- billboards on council-owned land and buildings;
- programmes and activities funded by the Council;
- bus shelters, flag poles, road signs, the Council's website, notice boards, the Council's air space, and publications;
- vending opportunities; and
- other opportunities as identified from time to time.

Waitakere currently has no such policy. In order to ensure a co-ordinated and systematic consideration of all issues relating to advertising and sponsorship on council-owned properties and facilities, it is recommended that separate advertising and sponsorship policies be developed. A consideration of the concerns and impacts of alcohol advertising should be included in this. Current evidence on alcohol advertising and sponsorship, public concerns over the promotion of alcohol, self-regulatory codes relating to alcohol advertising, provisions within the Sale of Liquor Act, and council partnerships with Licensing Trusts will all need to be taken into account.

Provisions for regulating signage and the visual amenity of the environment are currently provided for in the District Plan.

Initiative

- a) Develop the Council's policies to cover responsible advertising and sponsorship practices including those involving alcohol

Actions	Responsibility	Timeframe and funding
1) Develop the Council's policies to cover responsible advertising and sponsorship practices including those involving alcohol	Strategy and Development	2005 - 2006

MONITORING AND EVALUATION

1. City-Wide Alcohol Strategy

A key to ensuring the objectives of this strategy are being met is to develop a monitoring and evaluation process. Ongoing monitoring and evaluation of the strategy are important to guide its further development and implementation. This will help to ensure that initiatives are effective and are appropriate for changing patterns of alcohol use. Monitoring will involve developing indicators that monitor social outcomes of the strategy as well as ensuring compliance with related policy objectives and legislative requirements.

In addition to focusing upon initiatives that represent best practice, the Council will encourage innovation and pilot projects that may not have been tried before. The trial of new initiatives and evaluation of them will help to inform the ongoing development of the strategy.

In sum, monitoring and evaluation will enable the Council to:

- to assess whether the initiatives are achieving their objectives
- to ensure that the priorities for the strategy are still relevant
- to assist the development of knowledge around best practice
- to identify any new or emerging issues relating to alcohol within the City
- to ensure compliance with policy objectives and legislative requirements

Table 1: Details about monitoring the progress of the *City-Wide Alcohol Strategy*

Actions	Responsibility	Timeframe and funding
1) Develop a set of social outcome indicators (e.g. alcohol-related harm indicators)	SWAP, Monitoring	Ongoing - within existing budgets
2) Collect data on local social outcome indicators (e.g. alcohol-related harm indicators)	SWAP, Monitoring	Ongoing - within existing budgets
3) Develop a monitoring framework for the strategy	Strategy and Development	2005 - within existing budgets
4) Evaluate the strategy	Strategy and Development	2008 - funding sought as needed

2. Specific initiative

One initiative listed in this strategy, requires specific review or monitoring. This initiative has an enforcement and regulatory focus and concerns the Liquor Licensing Policy. Further details are provided below.

- The Liquor Licensing Policy - As there is a statutory requirement that the Liquor Licensing Policy is reviewed every three years, it is important good information is available to assist any review.

Specific monitoring initiative

- a) Monitor the progress of the *Liquor Licensing Policy*

Actions	Responsibility	Timeframe and funding
1) Develop a monitoring framework for the policy	Strategy and Development	2005 - within existing budgets
2) Evaluate the policy	Strategy and Development	2008 - funding sought as needed

REFERENCES

Devlin, NJ et al (1996) *The Social Costs of Alcohol Abuse in New Zealand* Dunedin, University of Otago

Easton, B (1997) *The Social Costs of Tobacco Use and Alcohol Misuse* Wellington, Wellington School of Medicine

Ministry of Health (1998) *National Drug Policy* Wellington, Ministry of Health

Ministry of Health (2000) *The New Zealand Health Strategy* Wellington, Ministry of Health

Ministry of Health (2001) *National Alcohol Strategy* Wellington, Ministry of Health

Waitakere City Council (2003) *Waitakere City Council Liquor Licensing Policy*

RELEVANT LEGISLATION AND BYLAWS

Resource Management Act 1991

Sale of Liquor Act 1989

Local Government Act 2002

Waitakere City Council Control of Liquor in Public Places Bylaw 2003