

**KAUPAPA HERE WAIPIRO
Ā-ROHE**

**DRAFT LOCAL ALCOHOL
POLICY**

**PEPA TAKE & KŌWHIRINGA 2024
ISSUES AND OPTIONS PAPER 2024**



CONTENTS

WĀHANGA TUATAHI: WHAKATAKINGA SECTION ONE: INTRODUCTION.....	3
1.0 Purpose of the Report.....	3
2.0 Structure of the Report	3
WĀHANGA TUATAHI: WHAKATAKINGA SECTION TWO: SALE AND SUPPLY OF ALCOHOL ACT 2012	3
1.0 Sale and Supply of Alcohol Act 2012	3
WĀHANGA TUATORU: HĪTORI LAP SECTION THREE: LAP BACKGROUND	4
1.0 Council Decision	4
2.0 Development Process of the 2019 LAP	4
3.0 LAP provisions	4
4.0 LAP Review 2024	5
WĀHANGA TUATORU: HĪTORI LAP SECTION FOUR: POLICY PROVISIONS ANALYSIS	6
1.0 Local Alcohol Policy provisions	6
2.0 Maximum trading hours	6
3.0 Location and Density Provisions	15
4.0 Discretionary conditions	18
5.0 Other Policy amendments	24
WĀHANGA TUARIMA: KŌRERO WHAKAHOKI A TE HUNGA WHAIPĀNGA SECTION FIVE - STAKEHOLDER FEEDBACK	25
1.0 Stakeholder feedback	25
WĀHANGA TUAONO – WHAKARĀPOPOTOTANGA ME NGĀ WHAKAKAPINGA SECTION SIX - SUMMARY AND CONCLUSIONS	29
WĀHANGA TUAWHITU – RĀRANGI PUKAPUKA SECTION SEVEN – BIBLIOGRAPHY	31

WĀHANGA TUATAHI: WHAKATAKINGA

SECTION ONE: INTRODUCTION

1.0 Purpose of the Report

- 1.1 This document is designed to provide information and context to support the Hastings District Council's decision-making process regarding the review of its Local Alcohol Policy (LAP). It is also intended to inform individuals and organisations who wish to submit feedback during the consultation period, which will take place in March/April 2025.
- 1.2 The report examines various options available to the Council as part of its review of the LAP. For comprehensive details on relevant legislation, licensed premises within the district, and supporting research, please refer to the accompanying research paper available on the Council's website at <https://www.hastingsdc.govt.nz/services/alcohol-licensing/>.
- 1.3 Evidence indicates that alcohol-related harm is present within the Hastings District, with Māori, youth, and individuals residing in areas of socio-economic deprivation experiencing disproportionate impacts. In response, the Council has explored a variety of policy measures aimed at further reducing alcohol-related harm. These proposed measures are outlined in the draft LAP, which is open for community consultation.

2.0 Structure of the Report

- **Section 2:** Provides background information on the SSAA 2012 and the review process for Local Alcohol Policies.
- **Section 3:** Details an overview of the LAP background, current Local Alcohol Policy 2019 provisions and council decisions.
- **Section 4:** Discusses the policy mechanisms and proposed changes to the LAP.
- **Section 5:** Stakeholder engagement summary.
- **Section 6:** Summary and conclusion of findings.
- **Section 7:** Bibliography.

WĀHANGA TUATAHI: WHAKATAKINGA

SECTION TWO: SALE AND SUPPLY OF ALCOHOL ACT 2012

1.0 Sale and Supply of Alcohol Act 2012

- 1.1 The object of The Sale and Supply of Alcohol Act 2012 is:
 - (a) That 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.
- 1.2 Harm is defined very widely and includes any crime, damage, death, disease, disorderly behaviour, illness, or injury to individuals or the community either directly or indirectly caused by excessive or inappropriate alcohol consumption.
- 1.3 Under the SSAA 2012, Territorial Authorities are able to develop Local Alcohol Policies (LAPs) and Section 77 of the Act sets out the licensing matters that can be addressed through a LAP, these are:
 - Location of licensed premises by reference to broad areas
 - Location of licensed premises by reference to proximity to premises or facilities of particular kinds
 - Whether further licenses (or licenses of a particular kind or kinds) should be issued for premises in the district concerned, or any stated part of the district

- Maximum trading hours
 - The issue of licences, or licences of a particular kind or kinds, subject to discretionary conditions.
 - One-way door restrictions.
- 1.4 LAPs cannot include policies on matters unrelated to licensing such as the price of alcohol, age limits for drinking or alcohol advertising and sponsorship.
- 1.5 Section 78 of the Act requires that if a territorial authority decides to develop a LAP it must have regard to:
- The objectives and policies of its district plan
 - The number of licences of each kind held for premises in its district, and the location and opening hours of each of the premises
 - Any areas where bylaws which prohibit alcohol in public places are in force
 - The demography of the district's residents
 - The demography of people who visit the district as tourists or holiday makers
 - The overall health indicators of the district's residents
 - The nature and severity of the alcohol-related problems arising in the district.
- 1.6 As per the SSAA 2012 Section 97 a Territorial Authority must review the policy utilising the Special Consultative Procedure no later than 6 years after it came into force and no later than the 6 years after the most recent review was completed.
- 1.7 When reviewing a LAP, the territory authority has to follow the process as if it were the adoption of a new LAP (Section 95 - SSAA 2012).

WĀHANGA TUATORU: HĪTORI LAP

SECTION THREE: LAP BACKGROUND

1.0 Council Decision

- 1.1 A decision was made in 2013 by Napier and Hastings Councils to collaborate on a joint Local Alcohol Policy (LAP) to enhance consistency and facilitate enforcement in accordance with Section 76 of the Sale and Supply of Alcohol Act (SSAA) 2012.

2.0 Development Process of the 2019 LAP

- 2.1 The joint LAP was developed over several years, spanning from 2012 to 2017. During this period, a Special Consultative Procedure (SCP) was conducted in 2013 to engage stakeholders and gather public input as part of the policy formulation process.
- 2.2 The LAP received approval from both councils and it was subject to appeals from three parties. Following extensive negotiations, a settlement was reached, allowing the LAP to take effect in August 2019, with specific provisions regarding hours of operation coming into force in November 2019.

3.0 LAP provisions

- 3.1 The LAP includes the following provisions:
- Hours for on licences
 - Taverns / Bars / pubs – 8.00 am to 3.00 am Monday to Sunday (one way door from 2.00 am)
 - Cafes / restaurants / wineries – 8.00 am to 2.00 am Monday to Sunday
 - Entertainment venues - 8.00 am to 2.00 am Monday to Sunday

- Hours for Off licences
 - Grocery Stores / Supermarkets - 7.00 am to 10.00 pm Monday to Sunday
 - All other off licenses – 9.00 am to 10.00 pm Monday to Sunday
- **Hours for Club Licence** – 8.00 am to 1.00 am Monday to Sunday
- **Hours for Special licences** – as per appropriate to the event
- Location of licensed premises – protection for vulnerable communities
 - No further off-licenses are to be issued for any premises being a **bottle store** on land located within: Flaxmere Commercial Service or Suburban Commercial zone or Flaxmere Village Centre Zone / Camberley / Maraenui
- **Discretionary conditions** – various provisions which are guided by the principles of;
 - CONNECTION – whether there is a connection between the problem to be addressed and the proposed activity
 - IMPACT – whether in the opinion of the District Licensing Committee the proposed condition will contribute to making the drinking environment safer and minimise harm
 - REASONABLENESS – whether it is within the capabilities of the applicant or licensee to satisfy this condition.
 - Examples of discretionary conditions include – CCTV, Lighting, no glass serves, limit on drink sizes and type at events.

4.0 LAP Review 2024

- 4.1 When the LAP was adopted, both councils resolved that a “review be considered in three years after the policy becomes operative with a full review required within 6 years of the enforcement date.” (Ref: 19/607).
- 4.2 In a full council meeting on the 13th July 2021 both councils agreed to a 6-year review.
 “That the Council approve a review of the Hastings District Council and Napier City Council Local Alcohol Policy in six years (commencing October 2024) or sooner if required, as per Section 97 of the Sale and Supply of Alcohol Act 2012.”
- 4.3 Joint or individual policy
- 4.4 At a Full council meeting on the 24th October 2024 Council resolved to transition to an individual LAP as part of the review process to simplify administration and improve efficiencies and effectiveness. Officers recommended this approach as it captures efficiency gains whilst enabling the two Councils to administer consistent policies and collaboratively contribute to reductions in alcohol related harm in Hawke’s Bay.

WĀHANGA TUATORU: HĪTORI LAP

SECTION FOUR: POLICY PROVISIONS ANALYSIS

1.0 Local Alcohol Policy provisions

- 1.1 A local alcohol policy can guide decisions on:
- Location of licensed premises by reference to broad areas
 - Location of licensed premises by reference to proximity to premises or facilities of particular kinds
 - Whether further licenses (or licenses of a particular kind or kinds) should be issued for premises in the district concerned, or any stated part of the district
 - Maximum trading hours
 - The issue of licences, or licences of a particular kind or kinds, subject to discretionary conditions.
- 1.2 Local Alcohol Policies cannot include policies on matters unrelated to licensing such as the price of alcohol, age limits for drinking or alcohol advertising and sponsorship.

2.0 Maximum trading hours

- 2.1 Under the current 2019 LAP the maximum trading hours are as follows:
- **Hours for on licences**
 - Taverns / Bars / pubs – 8.00 am to 3.00 am Monday to Sunday (one way door from 2am)
 - Cafes / restaurants / wineries – 8.00 am to 2.00 am Monday to Sunday
 - Entertainment venues - 8.00 am to 2.00 am Monday to Sunday
 - **Hours for Off licences**
 - Grocery Stores / Supermarkets - 7.00 am to 10.00 pm Monday to Sunday
 - All other off licenses – 9.00 am to 10.00 pm Monday to Sunday
 - **Hours for Club Licence** – 8.00 am to 1.00 am Monday to Sunday
 - **Hours for Special licences** – as per appropriate to the event

2.2 Analysis of licensed hours issues

- 2.2.1 The relationship between alcohol availability, trading hours, and alcohol-related harm is well-established. Across different licence types—on-licences, off-licences, club licences, and special licences—research consistently shows that extended trading hours are linked to higher levels of alcohol consumption and an increased risk of harm, including violence, injury, and impaired driving.
- 2.2.2 The Rossow and Norstrom (2012) study highlights the significant impact that even small extensions in trading hours can have on violent crime, underscoring the importance of carefully considering the optimal trading hours for reducing harm.
- 2.2.3 Graham's (2012) commentary adds nuance by suggesting that research should focus not only on when to close, but also on the potential displacement effects of early closures, where drinking may shift to unsupervised locations.
- 2.2.4 The Napier and Hastings Joint Alcohol Strategy and international recommendations, including those from the World Health Organisation, support the regulation of trading hours as a critical tool for mitigating alcohol-related harm.

- 2.2.5 Research by Trolldal (2005), Chikritzhs and Stockwell (2005), and Babor et al. (2010) further confirms that significant reductions in trading hours yield benefits, although smaller changes may have limited effects. Ultimately, the evidence suggests that more significant reductions in trading hours—especially for off-licences and late-night on-licences—could lead to substantial public health benefits.
- 2.2.6 Off-licences, including supermarkets and grocery stores, sell over 80% of all alcohol in New Zealand. With supermarket and grocery store market share approximately 60% and 30% of all off licence wine and beer sales, respectively. These outlets are easily accessible and often operate with long trading hours, which increases the potential for alcohol-related harm, as alcohol is consumed in unregulated environments where supervision is minimal.
- 2.2.7 Reducing trading hours for off-licences is an effective strategy for mitigating alcohol-related harm, as shorter hours limit opportunities for "pre-loading," "post-loading," and "side-loading" — behaviours where individuals drink before, after, or between visits to licensed venues. Research shows that alcohol purchased later in the day is more likely to be bought by heavier drinkers, contributing to increased harm.
- 2.2.8 Evidence from New Zealand and international studies suggests that restricting off-licence trading hours, particularly following the 2012 end to 24-hour trading, resulted in a reduction in alcohol-related incidents, such as assaults, particularly among younger adults. Further reductions in trading hours could yield additional benefits, although more research is needed on the specific impact of off-licence opening hours in New Zealand.
- 2.2.9 Lastly, the absence of regulation concerning remote sales from off-licenses is a significant issue, particularly in a market where an increasing proportion of the population is turning to online platforms to purchase alcohol. This is an area that warrants attention in order to mitigate alcohol-related harm. Since the onset of COVID-19, online sales have become more prevalent, and with no restrictions on trading hours of sales, there is emerging evidence to suggest that this is a critical area for further investigation. Officers sought legal advice regarding off licence remote sales delivery times and unfortunately as it is regulated from a different section of the Act, the LAP cannot include provisions related to these matters.
- 2.3 **Hastings District Specific Hours Analysis – current opening and closing hours: on licences**
- 2.3.1 Hastings District has a total of 120 on licences and the most common closing times are 12am midnight and 10.00 pm. Only 6 of the 120 on licences open to the maximum LAP hours of 3am and 33 stay open after 12am midnight.
- 2.3.2 Most premises open at 8am or 10am, however while these are their licensed hours, many premises will not open until later in the day.
- 2.3.3 When the 2019 LAP came into force 8 on licences had a reduction in hours.
- 2.4 **Hastings District Specific Hours Analysis – current opening and closing hours: off licences**
- 2.4.1 Hastings District has a total of 111 off licences, most off licences have licensed closing hours of 10pm (44 Licences), followed by 21 premises closing before 8pm and 9 licences at 9pm.
- 2.4.2 There are 39 remote sellers' licences, that close 'anytime', however these are online sales only.
- 2.4.3 Also note that even though licensed hours are until 10pm, a lot of licensees close earlier. In discussion with our off licensees, currently many close earlier, but have licensed hours till 10pm, or there are seasonal changes in hours.
- 2.4.4 Off licences (other than remote sales licences as explained above) mainly have opening hours of 9 am or 10 am. This is largely due to the opening hour restrictions within the LAP, only supermarkets and grocery stores can open at 7am.

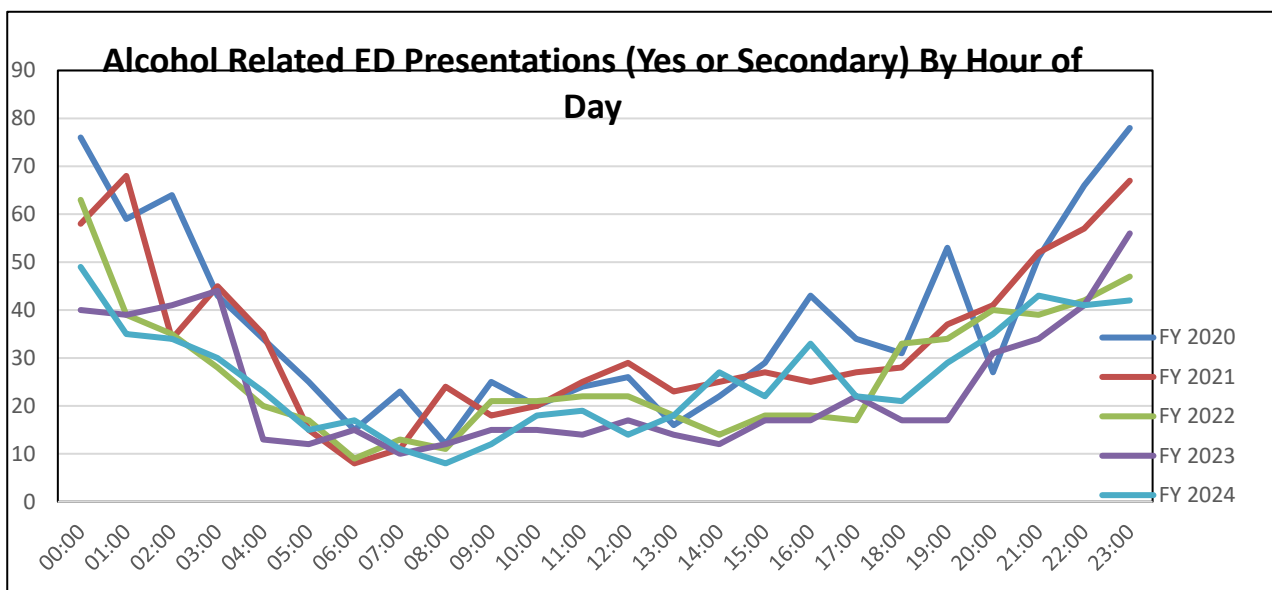
2.4.5 When the 2019 LAP came into force most off licences affected by the LAP hours provision reduced their hours by 1 hour (either at the end of the day or start of the day).

2.5 Hastings District Specific Hours Analysis – Alcohol related harm data

2.5.1 When analysing both the NZ Police data and the Health Emergency Department data provided as a part of the research requirements, Saturday and Sunday have the highest rates of alcohol related presentations into ED, followed closely by Friday. Rates of alcohol related ED presentations peak Saturday 9pm and again at midnight Saturday / Sunday morning.

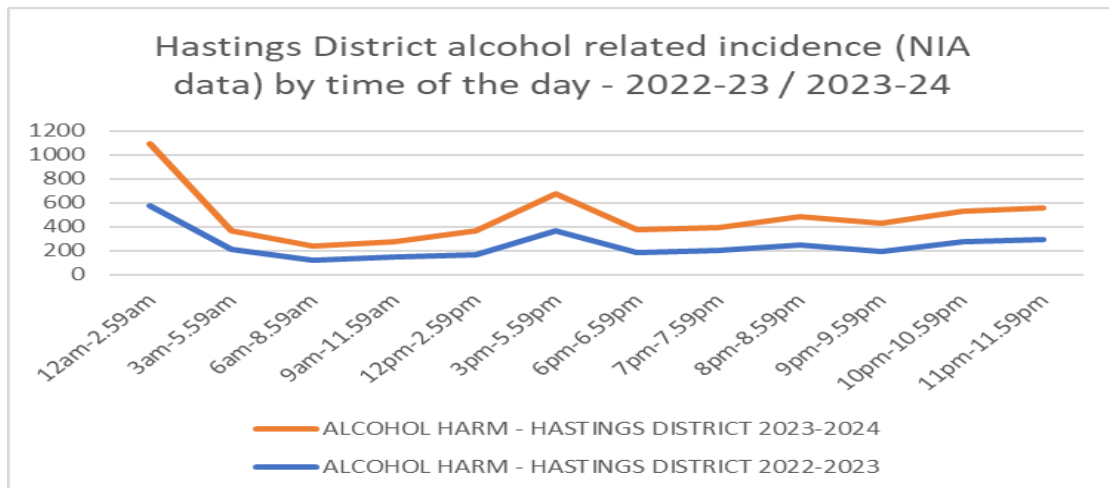
2.5.2 Rates start to rise from Friday night 10pm through to 4am Sunday morning. A total of 46% of the alcohol related presentations occur over the weekend (298 of the 641 total alcohol related presentations).

2.5.3 For most days of the week ED presentations start to rise from 8pm as seen in the graphic below, this trend has not changed over the last 4 years indicating that policy provisions could help reduce alcohol related harm by intervening at these times of highest harm.



2.5.4 The NZ Police data provided shows the time blocks with the highest alcohol-related harm were in the early hours of the morning and late evening periods.

2.5.5 The peak periods of alcohol related incidents for the early morning hours (12:00 AM - 2:59 AM) consistently show the highest alcohol-related harm (accounting for nearly 20% of the total incidents). This time period likely correlates with the tail end of social gatherings, bars closing, and heightened alcohol consumption.

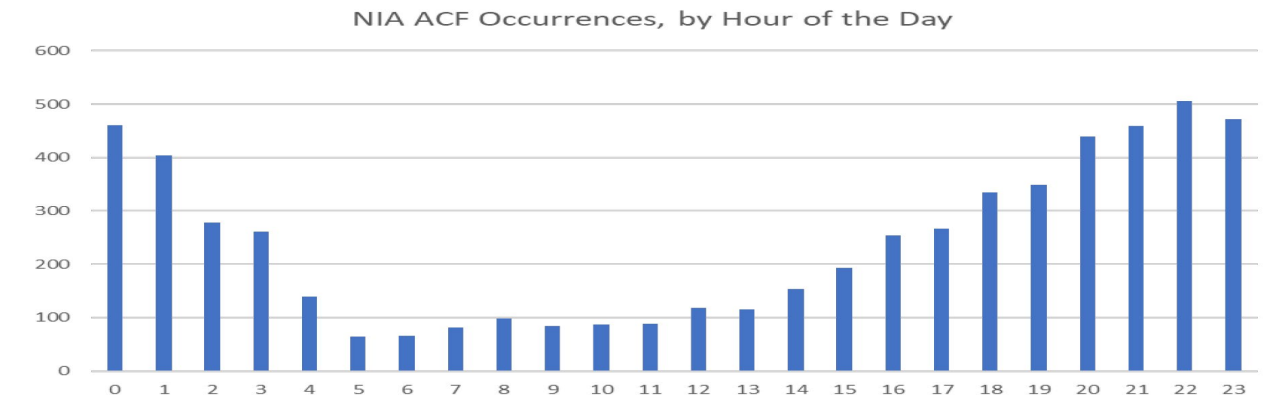


2.5.6 There are late-night trends showing a substantial increase in incidents occurring during the 9:00 PM - 9:59 PM window, this time period likely correlates with social gatherings, bars being open, and heightened alcohol consumption.

2.5.7 Late afternoon 3.00pm to 5.59pm shows a notable spike in alcohol-related harm, possibly due to post-work drinking sessions or events where alcohol is consumed after the working day ends.

2.5.8 As seen in the graph below, which looks at a longer timeframe of five years, there is a clear increase of harm from 5.00 pm through until 1am in the morning.

Hastings town centre alcohol related incidence (NIA Data) by time of the day 2019-2023



2.6 Key Points for Hours Provisions

2.6.1 The analysis of alcohol-related harm in Hastings District through both ED data and Police data reveals clear temporal patterns, with peak periods occurring late at night and in the early morning, especially over weekends.

2.6.2 A significant proportion of alcohol-related harm is concentrated during late evening hours (9:00 PM - 9:59 PM) and early morning hours (12:00 AM - 2:59 AM), while the late afternoon (3:00 PM - 5:59 PM) also shows a noticeable spike. Additionally, the consistent patterns observed over the past five years further reinforce the need for ongoing targeted interventions to mitigate harm during these critical times.

2.6.3 . The findings suggest that targeted policy interventions, such as regulating licensed trading hours, could be an effective strategy to reduce alcohol-related incidents. Specifically, reducing the availability of alcohol during peak harm periods, such as the late evening and early morning hours.

2.6.4 There is sufficient evidence to support the notion that licensed trading hour provisions across all licence types could be reduced to align with the time when peak harm typically begins, around 9 pm. However, any policy changes would need to be carefully considered to avoid unintended consequences. One such concern with the reduction in hours for on licenses is the potential displacement of drinking to private, unregulated environments once licensed premises close. In these settings, factors such as pour sizes, intoxication levels, and alcohol mixes are less likely to be managed, which could result in increased intoxication and associated harm.

2.6.5 Moreover, this shift could place additional strain on police resources, as police officers would be required to respond to multiple, dispersed incidents across the district, rather than concentrating efforts on areas where licensed premises are located.

2.6.6 In addition to reducing alcohol-related harm, there must be a balance between public health objectives and the broader economic context. The alcohol industry plays a significant role in the Hawke's Bay region, contributing to the local economy through employment and business activity.

- 2.6.7 According to Service IQ, (2019) there were 2808 jobs filled in bars and restaurants in 2019. The Tourism revenue in 2023 was \$696 million and tourism contributed to \$106.6 million to Hastings GDP in 2023. (Noting this is total tourism GDP and revenue from all tourist activities not just Alcohol related.)
- 2.6.8 Policymakers must therefore carefully weigh the potential public health benefits of reduced trading hours with the need to support a vibrant night-time economy that sustains local businesses and employment opportunities.
- 2.6.9 Lastly, there is a need to strike a balance between reducing on- and off-license trading hours to mitigate harm and curb unregulated at-home drinking, while also considering the other factors outlined above. This balance is crucial to ensuring that any interventions effectively address the public health concerns without unintended negative consequences.
- 2.6.10 The officer recommendations in the table below reflects the potential benefits and challenges of regulating alcohol trading hours, highlighting both public health considerations and the broader economic context. It underscores the need for balanced policy interventions that address alcohol-related harm while also considering the local economic landscape and enforcement capabilities of NZ Police.
- 2.6.11 For further details and statistics please see the Research Report on the Council website.

2.7 Licensed hours options

2.8 Several hour options were considered, however the below details the Current LAP provisions, proposed changes to the LAP provisions and brief commentary for those changes. (For more in-depth commentary and detailed research please see the research paper at: <https://www.hastingsdc.govt.nz/services/alcohol-licensing/> or under Alcohol licensing on the Council website)

Licence type	Current LAP Hours	Proposed LAP Hours	Commentary
<p><u>On licence;</u> Taverns / Bars Pubs/ Night-clubs</p> <p>Add categories: breweries, cideries, distilleries, Endorsed caterer</p>	<p>8.00 am to 3.00 am the following day Monday to Sunday</p> <p>One way door restriction: mandatory at 2.00 am</p>	<p>Taverns/bars/pubs/night-clubs – breweries / cideries / distilleries / Endorsed Caterer</p> <p>8.00 am to 2.00 am the following day Monday to Sunday</p> <p>One way door restriction: mandatory at 1.00 am</p>	<p>Change: Reduction in hours by one hour</p> <p>An on-licence offers a regulated, safer environment for alcohol consumption. For this specific type of licence, hours until 2:00 am strikes an appropriate balance between harm reduction and supporting the nighttime economy.</p> <p>All statutory stakeholders support a reduction in hours based on the availability theory. (NZ Police, Medical Officer of Health & Inspectors) please see the Research report for further details relating to the availability theory.</p> <p>The addition of categories to ensure all license types are included in the LAP.</p> <p>All stakeholders support maintaining the one-way door policy, as it reduces the likelihood of patrons moving between venues and assists with the egress of patrons at the end of the night.</p> <p>This change would affect 6 of 120 premises, or 6 of 24 premises within this category of licences (taverns, bars, pubs, night-clubs)</p> <p>(noting that this is licenced hours and not all premises utilise their full license hours).</p>
<p><u>On licence:</u> café/ Restaurant / winery / winery restaurant</p>	<p>8.00 am to 2.00 am the following day Monday to Sunday</p>	<p>Cafes/restaurants/wineries/winery restaurants / Hotels (accommodation)</p> <p>8.00 am to 1.00 am Monday to Sunday</p>	<p>Change: Reduction in hours by one hour</p> <p>An on-licence offers a regulated, safer environment for alcohol consumption. For this specific type of licence, where food is often the</p>

<p>Add categories: Hotels (accommodation)</p>			<p>main purpose, hours until 1:00 am strikes an appropriate balance between harm reduction and supporting the nighttime economy. All statutory stakeholders, including NZ Police, the Medical Officer of Health, and Inspectors, are in favour of reducing the hours, in line with the availability theory.</p> <p>The addition of categories to ensure all license types are included in the LAP.</p> <p>This would affect 2 premises of 120 premises or 2 of 70 premises within this category.</p> <p>(noting that this is licenced hours and not all premises utilise their full license hours).</p>
<p>On licence – Entertainment facilities / Add category: Function centres / all other non-specified on licences</p>	<p>Licensing hours are to be consistent with the nature and activities of the premises and in general shall range from: 8.00 am to 2.00 am the following day Monday to Sunday</p>	<p>Entertainment Venues / Function centres and ‘otherwise not specified’ (as per the Sale and Supply of Alcohol (Fees) Regulations 2013</p> <p>Licensing hours are to be consistent with the nature and activities of the premises and in general shall range from: 8.00am to 1.00am the following day Monday to Sunday</p>	<p>Change: Reduction in hours by one hour</p> <p>An on-licence offers a regulated, safer environment for alcohol consumption. For this specific type of licence, where entertainment is the main purpose, hours until 1:00 am strikes an appropriate balance between harm reduction and supporting the nighttime economy. All statutory stakeholders, including NZ Police, the Medical Officer of Health, and Inspectors, are in favour of reducing the hours, in line with the availability theory.</p> <p>The addition of categories to ensure all license types are included in the LAP.</p> <p>This change would affect 2 of 120 premises or 2 of 26 premises in this category.</p> <p>(noting that this is licenced hours and not all premises utilise their full license hours).</p>

Off licence – Grocery Stores and Supermarkets	7.00 am to 10.00 pm Monday to Sunday	All off licences 9.00 am to 9.00 pm Monday to Sunday	Change: Reduction in hours There is research and literature to support a reduction in off licence hours based on the availability theory. All statutory stakeholders support a general reduction in hours. (NZ Police, Medical Officer of Health & Inspectors)
Off licence – All other off licences	9.00 am to 10.00 pm Monday to Sunday		
Off licence – remote sales	Any day at Any time SSAA 2012 Delivery: 6.00 am to 11.00 pm	Sale: Any day at Any time Delivery of alcohol: 6.00am to 11.00pm Monday to Sunday	There was stakeholder support for consistent hours for all license types, including supermarkets and grocery stores. There is stakeholder support for restricting remote sales delivery hours, with the intention on reducing access to alcohol later in the evening when harm is at its highest. However remote sales delivery times cannot be included in the LAP due to the hours being specified in a different section of the Act. The reduction to 9pm closing would affect 43 of 111 premises. (noting that this is licenced hours and not all premises utilise their full license hours). The reduction to a 9am opening would affect 13 grocery stores and supermarkets. (noting this is licensing hours and not actual trading hours)
Club licence	Licensing hours are to be consistent with the nature and activities of the club and in general shall range from: 8.00 am to 1.00 am the following day Monday to Sunday		Only 6 of the 28 clubs close after midnight, and few extend to 1am. This proposal splits the club license category by club size, in line with fee regulation definitions of clubs, to regulate closing hours based on size of the club and better align with current actual trading hours.

<p>Club Licences – Class one: (as per the definition in the Sale and Supply of Alcohol (fees) Regulations 2013 - a club licence that has at least 1000 members of the purchase age and in the opinion of the TA, operates any part of the premises in the nature of a tavern at any time.)</p>		<p>Class One Club (as per The Sale and Supply of Alcohol (Fees) Regulations 2013 - a club licence that has at least 1000 members of the purchase age and in the opinion of the TA, operates any part of the premises in the nature of a tavern at any time.)</p> <p>8.00 am to 1.00 am Monday to Sunday</p>	<p>Change: split out club licence category and reduce small club hours by one hour. No change for class one large clubs.</p> <p>Only 6 of the 28 clubs close after midnight, and few extend to 1am. Officers propose splitting the club license category by club size, in line with fee regulations, to regulate closing hours based on size of club and better align with current trading hours.</p>
<p>Class Two and Three Clubs (as per the definition in the Sale and Supply of Alcohol (fees) Regulations 2013 - that is not a class one or a club that has fewer than 250 members of the purchase age and operates a bar for no more than 40 hours each week</p>		<p>Class Two and Three Clubs (as per The Sale and Supply of Alcohol (Fees) Regulations 2013 - that is not a class one club)</p> <p>8.00 am to 12.00 am midnight – Monday to Sunday</p>	<p>Only 6 of the 28 clubs close at 12am midnight and 6 extend to 1am. Officers propose splitting the club license category by club size, in line with fee regulations, to regulate closing hours based on size and better align with current trading hours.</p> <p>This would affect 3 of the 28 club premises or 3 of the 26 clubs in this category (class 2 and 3).</p>
<p>Special Licence</p>	<p>Any day at any time</p>	<p>8:00 am to 2:00 am the following day – Monday to Sunday, unless the event is deemed suitable to extend beyond these hours, and the applicant can provide justification for the need for the extended hours.</p> <p>All applications must comply with the District Plan and any applicable Resource Consent.</p>	<p>Change: Hours</p> <p>Events can significantly contribute to alcohol-related harm if not properly regulated and managed. Most special licenses in the district align with the proposed hours, with only a few exceptions. This provision also allows the DLC and ARLA to grant extended hours based on the type of event. It is important to note It is expected the policy position is to ensure the hours are appropriate and reasonable for each individual event. The proposed hours are not intended to set an expectation that the DLC and ARLA will always issue licenses for the full duration.</p>

3.0 Location and Density Provisions

3.1 Location and density issues

- 3.1.1 The Hastings Town Centre area exhibited the highest alcohol related harm incidence rates within Hastings, recorded by NZ Police, which is expected given that these locations serve as the main centre of population and entertainment activity. Notably, total incidents have shown a decrease over the four-year period, indicating potential progress in mitigating alcohol-related harm.
- 3.1.2 When comparing total alcohol-related incidents by area (Hastings Residential town centre/ Flaxmere/ Havelock North), Hastings Residential town centre reported the highest figures in both years, with 1,691 incidents in 2022-2023 and 1,452 in 2023-2024.
- 3.1.3 Flaxmere followed with 518 incidents in 2022-2023, decreasing to 495 the next year. This is notable as there are limited alcohol licenses in Flaxmere, yet the incident rates are relatively high.
- 3.1.4 The residential incident scene type (incidents attended by NZ police in a residential setting) for Flaxmere accounted for over 60% of the overall incidents and well over double the public spaces incidents indicating there are more issues in a residential area (drinking / alcohol related issues in the home) than in a public area.
- 3.1.5 Havelock had the lowest totals, with 223 incidents in 2022-2023, rising to 267 in 2023-2024, as this is the second entertainment precinct for Hastings this statistic is noteworthy.
- 3.1.6 For further details on NZ Police statistics please see the Research Report on the Council website.

3.2 Location and density policy considerations - Location of licensed premises by reference to broad areas

- 3.2.1 Through a LAP, Territorial Authorities (TAs) may impose restrictions on licensed premises within a specific "broad area," such as a commercial or special purpose zone, or an entertainment precinct, with due consideration of the district plan.
- 3.2.2 However, there is limited evidence to suggest that zoning, as a policy mechanism, is effective in reducing alcohol-related harm. In fact, it may contribute to increased clustering of licensed premises, which could potentially lead to unintended negative consequences.
- 3.2.3 Additionally, the district plan often prohibits the establishment of certain types of licensed premises in certain zones, such as residential areas or requires a resource consent to be approved. This limitation effectively can remove the need for location restrictions in relation to broad areas.

3.3 Location of licensed premises by reference to proximity to premises or facilities of particular kinds

- 3.3.1 Currently there are no such proximity provisions in the current 2019 LAP, as generally this provision has limited evidence of effectiveness and poses many practical issues. By way of example, if an exclusion zone, or buffer zone is considered around schools, there is almost no area left for new development.
- 3.3.2 If locational proximity restrictions are to be included in the LAP, unintended or undesirable consequences could result from the policy, such as resulting in a higher density or 'clustering' of licensed premises located just outside the exclusion zone, thereby resulting in a greater density of licensed premises. The Law Commission's report recognises that high outlet density of off licences especially, is associated with cheap alcohol products which then in turn facilitates heavy drinking and that the higher the density of outlets, the greater the likelihood of crime and anti-social behaviour.

3.4 **Whether further licenses (or licenses of a particular kind or kinds) should be issued for premises in the district concerned, or any stated part of the district**

- 3.4.1 This is a density provision and is currently utilised to protect Hastings District most vulnerable populations.
- 3.4.2 The current provisions in the 2019 LAP restrict the approval of further bottle store licences for particular areas of Hastings (Flaxmere Commercial Service or Suburban Commercial zone or Flaxmere Village Centre Zone and Camberley) in order to try to minimise alcohol related harm.
- 3.4.3 Consultation conducted by the Law Commission found strong support for halting the expansion of licences, particularly off-licences. The primary reasons cited for reducing the number of licences included the significant negative impact of bottle stores on low socio-economic and vulnerable communities, the role of small suburban outlets in facilitating alcohol access for young people, and the detrimental effects on neighbourhood amenity, such as increased rates of offending, vandalism, and disorderly or offensive behaviour.
- 3.4.4 The current LAP provisions are strongly supported by all stakeholders.
- 3.4.5 In addition to the above density provisions currently in the LAP, there are also other density restrictions such as a sinking lid and freeze on licenses for the whole district or certain parts of the district.
- 3.4.6 Alcohol-related harm is directly associated with the availability of alcohol, based on the premise that easier access leads to higher consumption and, consequently, negative outcomes (Babor et al., 2010).
- 3.4.7 While alternative density control measures, such as sinking lids or freezes on the issuance of new licences across the district, have been considered, there is insufficient evidence specifically for Hastings, to justify imposing additional restrictions on the density of licensed premises as a primary strategy to reduce alcohol-related harm.
- 3.4.8 Calculations were conducted to assess the density of licensed premises in relation to population, geographical area, and areas of deprivation. However, these metrics provide limited insight into the development of effective harm reduction strategies, as there is no universally applicable "ideal" ratio of licenses to population or specific demographic characteristics. If this provision were implemented, it would likely be based on an arbitrary number or simply the current number of licenses in the district, offering little real benefit. This is particularly evident given that the number of licenses remains relatively stable year on year.
- 3.4.9 It is considered that the existing provisions of the Act are sufficient to promote the safe and responsible sale and supply of alcohol. Sections 105 and 106 of the Act empower the District Licensing Committee to evaluate a broad range of factors when deciding on the issue or renewal of licences, including their impact on local amenity and good order. Specifically, Section 106(b)(i) requires consideration of the intended use of surrounding land, ensuring that the broader community context is taken into account when making licensing decisions.

3.5 Location and density options

3.6 Several location and density provisions were considered, however, below details the Current LAP provisions, proposed changes to the LAP provisions and brief commentary for those changes. (for more in-depth commentary and detailed research please see the research paper at: <https://www.hastingsdc.govt.nz/services/alcohol-licensing/>)

Policy Provision	Current LAP	Proposed LAP	Commentary
Proximity provisions	None	None	No change Practicality issues Unintended consequences
Location of licensed premises by reference to broad areas	None	None	No change Practicality issues Unintended consequences
Density provisions - Whether further licenses (or licenses of a particular kind or kinds) should be issued for premises in the district concerned, or any stated part of the district	No further off licenses being a bottle store on land located in – Flaxmere Commercial Service or Suburban Commercial zone or Flaxmere Village Centre Zone Camberley - suburban commercial zone identified in Map 2.	No further off licenses being a bottle store on land located in – Flaxmere Commercial Serv or Suburban Commercial zone or Flaxmere Village Centre Zone or residential area. Camberley – suburban commercial zone identified in Map 2.	No change No further changes are recommended, as there is strong support for the current provisions. An analysis was conducted to assess potential new areas for inclusion. The MoH recommended Mayfair, Akina and St Leonards, however they all straddle the town centre, or are a part of the main centre. Restricting further licenses in these areas may cause clustering of licences just outside these areas or force additional licences to cluster inside of the town centre area increasing density. This option may cause unintended consequences. Licences are mostly in town centres and these areas are inherently lower socioeconomic. Officers believe there are other provisions within the LAP, such as impact assessments and conditions relating to amenity and good order that can help to mitigate any further issues in these areas.

4.0 Discretionary conditions

- 4.1 The Act allows a DLC or ARLA the discretion to apply a reasonable condition on any licence that would promote the object of the Act.
- 4.2 The mandatory conditions set out in the Act include:
- The provision of food for consumption on the premises
 - Free supply of water
 - Provision of low alcohol options
 - Provision of assistance with or information about alternative forms of transport
 - General host responsibility signage
 - No promotions which encourage the irresponsible consumption of alcohol
 - Age verification and the display of licence on a website
 - Licensed area is described on a plan and date stamped, with areas or parts of areas designated.
- 4.3 The LAP currently has the following guidance for discretionary conditions;
- In using its discretion to apply conditions, the District Licensing Committee will be guided by the following:
 - CONNECTION – whether there is a connection between the problem to be addressed and the proposed activity
 - IMPACT – whether in the opinion of the District Licensing Committee the proposed condition will contribute to making the drinking environment safer and minimise harm
 - REASONABLENESS – whether it is within the capabilities of the applicant or licensee to satisfy this condition.
- 4.4 Officers have considered the following additional discretionary conditions as follows.
- 4.5 **Single sales of alcohol (off licence provision)**
- 4.5.1 Alcohol-related harm increases when alcohol is easily accessible, particularly when businesses encourage impulsive purchases or offer affordable pricing. The sale of single cans or bottles of beer, cider, or Ready-To-Drink (RTD) beverages is often cheaper than purchasing packs, making it more appealing to heavy drinkers, adolescents, young adults, and those with alcohol dependence.
- 4.5.2 International studies have linked the sale of single units to increased alcohol-related violence and crime. (Parker RN, McCaffree KJ, Skiles D (2011). For example, an intervention to restrict single sales reduced alcohol-related ambulance attendances among 15 to 24-year-olds. (Masho SW, Bishop DL, Edmonds T, Farrell AD (2014).
- 4.5.3 Restrictions on single sales can also improve compliance with alcohol control measures such as alcohol bans and help reduce pre-loading and side-loading near licensed venues.
- 4.5.4 Hastings Inspectors have observed that most off-licenses in the district do not sell single-serve products, with the exception of high-end, high-strength large single beers. Unlike areas with clustered off-licenses and on-licenses that may encourage behaviours such as side-loading or "popping in" to an off-license on the way to an on-license bar, this issue is not prevalent in our district. However, the inspectors note that many off-licenses have voluntarily accepted conditions on their licenses to restrict the sale of single-serve products.
- 4.6 **Signage and advertising**
- 4.6.1 Signage and advertising are largely regulated through the Alcohol Advertising Standards; however, it can be added in various forms to a LAP.
- 4.6.2 Alcohol marketing has a proven causal relationship with youth alcohol initiation and heavy drinking. Young people are frequently exposed to alcohol advertisements through various

platforms, including store promotions and displays, especially in areas with high levels of deprivation. Individuals with alcohol dependence or problematic drinking patterns are especially susceptible to alcohol-related marketing, which can act as a trigger for relapse or reinforce ongoing alcohol misuse. (Babor TF, Robaina K, Noel JK, Ritson EB. (2017) and (Witteman J, Post H, Tarvainen M, de Bruijn A, Perna ED, Ramaekers JG, Wiers RW (2015).

4.6.3 DLCs around the country and ARLA have applied conditions on a case-by-case basis to manage alcohol-related marketing. These conditions have included limiting signage to only the store name and logo, restricting alcohol advertisements to no more than 25% of the exterior of the premises, and prohibiting the use of bright colours, flags, sandwich boards, or promotional displays for specific products or prices outside the store.

4.7 Crime Prevention through Environmental design

4.7.1 Crime Prevention Through Environmental Design (CPTED) is a strategy focused on modifying the physical and social environments to reduce opportunities for crime and enhance public safety. In the context of alcohol licenses, CPTED principles can be applied to design, manage, and regulate the physical layout of licensed premises to reduce alcohol-related harm and criminal activity.

4.7.2 Key CPTED strategies for alcohol licenses include:

- Natural Surveillance: This involves designing licensed premises and surrounding areas to maximize visibility, ensuring that staff and the public can observe behaviours and activities. This may include the strategic placement of windows, lighting, and layout that allow for better monitoring and discourage undesirable behaviours.
- Access Control: Limiting access to certain areas of a licensed premises can help manage crowd control and minimize opportunities for illegal activities. This could involve controlling entry points, monitoring exits, and using barriers or physical layouts to guide movement within the venue.
- Territorial Reinforcement: Creating a sense of ownership and responsibility over public spaces can deter crime. Clear boundaries between licensed premises and other public or private spaces can be established through physical markers, signage, and consistent maintenance. Well-defined areas help establish authority and discourage undesirable activity.
- Maintenance and Environmental Quality: Maintaining the physical environment of licensed premises and their surroundings is crucial. Well-kept areas are associated with fewer instances of crime and antisocial behaviour. A well-maintained environment signals that the area is monitored and cared for, which can deter criminal activity.
- Activity Support: Ensuring that alcohol-serving environments foster positive activities, such as promoting safe and responsible drinking, entertainment, and socialization, helps reduce the likelihood of alcohol-related incidents. Activities should encourage safe behaviour and provide patrons with alternatives to risky or antisocial activities.

4.7.3 By integrating CPTED principles into the design and regulation of licensed premises, communities can reduce alcohol-related harm, prevent criminal activity, and improve the safety and well-being of both patrons and the wider public.

4.8 Impact Assessments

4.8.1 An Impact Assessment in the context of alcohol licensing is a systematic evaluation used to understand the potential effects of alcohol sales and supply on a community or area. It helps identify the social, economic, environmental and public health impacts that could result from granting or modifying alcohol licenses. Incorporating an impact assessment into the licensing process allows for informed decision-making and better regulation of alcohol-related harm.

4.8.2 Use of Impact Assessment in Alcohol Licensing:

- **Evaluate Local Context:** An impact assessment considers the specific characteristics of the community, including population demographics, crime rates, and health statistics, to determine the potential effects of alcohol availability.
- **Identify Risks and Benefits:** It helps assess both the positive and negative consequences of alcohol licensing, such as economic benefits (e.g., increased business activity) and social risks (e.g., increased alcohol-related harm or anti-social behaviour).
- **Informed Decision Making:** The assessment provides evidence-based recommendations for regulating alcohol licenses, considering factors such as proximity to schools, residential areas, and other vulnerable zones, which helps determine whether new licenses or license variations should be approved.
- **Stakeholder Engagement:** It often involves consultation with key stakeholders, including local communities, public health organizations, police, and local authorities, to gather diverse perspectives on potential impacts.

4.8.3 Advantages of Using an Impact Assessment:

- **Evidence-Based Regulation:** Impact assessments provide objective data and evidence to support decisions, ensuring that licensing decisions are not based solely on subjective opinions or political pressures.
- **Prevention of Harm:** By identifying potential risks early on, impact assessments help prevent alcohol-related harm, such as crime, violence, and health issues, before they manifest in the community.
- **Tailored Solutions:** They allow for more tailored and targeted measures, such as setting specific conditions on licenses (e.g., restrictions on trading hours, the types of alcohol sold, percentage of alcohol advertising outside or on a premises) to mitigate identified risks.
- **Community Involvement:** The process encourages community input, fostering greater public trust and ensuring that local concerns about alcohol-related harm are addressed in licensing decisions.
- **Promote Responsible Drinking:** Impact assessments can help design environments that encourage responsible alcohol consumption by identifying factors that contribute to overconsumption or unsafe drinking patterns.
- **Long-Term Benefits:** By considering long-term social, economic, and health outcomes, impact assessments contribute to the sustainable development of communities, balancing economic growth with public health and safety.
- **Incorporating an impact assessment into the alcohol licensing process ensures a comprehensive approach to regulation, balancing the economic and social benefits of alcohol sales with the need to protect public health and reduce harm in the community.**

4.9 Discretionary Conditions options

4.9.1 A variety of discretionary Conditions were considered, however below details the Current LAP provisions, proposed changes to the LAP provisions and brief commentary for those changes. (for more in-depth commentary and detailed research please see the research paper at: <https://www.hastingsdc.govt.nz/services/alcohol-licensing/>)

Policy Provision	Current LAP	Proposed LAP	Commentary
On licences / club licences	<ul style="list-style-type: none"> • CCTV cameras (location and number) • Provision of effective exterior lighting • No serving in glass containers at specified times • Number of door-staff and provision of additional security staff after specified times • Management of patrons queuing to enter the licensed premise • Limit on the number of drinks per customer at specified times • No shots or types of drinks to be served after specified times • Limit on drink sizes after specified times • Conditions relating to management: such as certificated staff required if the maximum occupancy exceeds a prescribed number or if recommended by Police or 	<ul style="list-style-type: none"> • CCTV cameras (location and number – keeping recordings for at least 28 days) • Provision of effective exterior lighting • No serving in glass containers at specified times • Number of door-staff and provision of additional security staff after specified times • Management of patrons queuing to enter the licensed premise • Limit on the number of drinks per customer at specified times • No shots or types of drinks to be served after specified times • Limit on drink sizes after specified times • 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 etc • One way door restrictions • Provision of transport for patrons • Restriction on the use of outdoor areas after a specified time • Club specific - Conditions relating to management: such as certificated staff required at all clubs unless the bar is staffed voluntarily and membership is below a prescribed number. <p>In addition to the above:</p> <ul style="list-style-type: none"> • Utilise the principals of Crime Prevention through Environmental Design. (CPTED) 	<p>Additional elements will further provide DLC's with options for the licensing process to help alleviate issues with amenity and good order and assist in the reduction of alcohol related harm.</p>

	<p>the Inspector, requirement for multiple managers etc</p> <ul style="list-style-type: none"> • One way door restrictions • Provision of transport for patrons • Restriction on the use of outdoor areas after a specified time • Club specific - Conditions relating to management: such as certificated staff required at all clubs unless the bar is staffed voluntarily and membership is below a prescribed number. 	<ul style="list-style-type: none"> • Require impact assessments by an applicant if a premises is in a particularly low socio-economic area or an area known to have ARH issues. This impact assessment should detail how the applicant will mitigate any issues with amenity and good order and may result in conditions imposed on the licence to ensure the minimisation of alcohol related harm on the surrounding community. • Maintain and provide as a part of the application process and upon request from an inspector or NZ Police, supply an incident register of alcohol related incidents and mandatory reporting of violent incidents to NZ Police. • Maintain and provide upon request a duty manager register. 	
Off licences	<ul style="list-style-type: none"> • Display of safe drinking messages/material 	<ul style="list-style-type: none"> • Display of safe drinking messages/material <p>In addition to the above:</p> <ul style="list-style-type: none"> • CCTV cameras (location and number - keeping recordings for at least 28 days) • Provision of effective exterior lighting • Limit on alcohol related exterior signage or advertising to 30% of the building or glass exterior. • No single sale of Ready to Drink (RTD) or mainstream beer under 500ml. • Utilise the principals of Crime Prevention through Environmental Design. (CPTED) • Require impact assessments by an applicant if a premises is in a particularly low socio-economic area or an area known to have issues. • Maintain and provide as a part of the application process and upon request from an inspector or NZ Police, supply an incident register of alcohol related incidents and mandatory reporting of violent incidents to NZ Police. 	<p>Additional elements will further provide DLC's with options for the licensing process to help alleviate issues with amenity and good order and assist in the reduction of alcohol related harm.</p>

		<ul style="list-style-type: none"> • Maintain and provide upon request a duty manager register. • Low alcoholic drinks and 0% alcohol beer to be available for sale. • No end of Isle sales of alcohol for supermarkets and grocery stores. 	
Special licences	<ul style="list-style-type: none"> • Restriction on the type of drinks sold, the alcohol percentage of the drinks and the type of containers the drinks are served in • One way door restrictions 	<ul style="list-style-type: none"> • Restriction on the type of drinks sold, the alcohol percentage of the drinks and the type of containers the drinks are served in • One way door restrictions • Requirement of a separate line or service area for non-alcoholic beverages where the special licence is likely to have patrons that are under the legal drinking age. • For Class one events <ul style="list-style-type: none"> • Security Staff, porta loos and rubbish bins provided in the surrounding areas to assist with issues with amenity and good order. • No full bottle wine sales for onsite consumption • Serve reduction systems in place to manage intoxication levels – maximum serves of 2 per sale reducing to 1. • Prescribed ratio of security staff to patrons • High visibility clothing to be worn by security staff and be visible to others. • Means of ingress/ egress for emergency services • Submission of Applications at least 25 working days prior to the event to allow for processing and potential stakeholder meetings • - A sufficiently detailed Alcohol Management Plan as per Section 143 of the SSAA 2012 	Additional elements will further provide DLC's with options for the licensing process to help alleviate issues with amenity and good order, reduce issues at larger events and assist in the reduction of alcohol related harm.

5.0 Other Policy amendments

5.1 LAP outcomes

5.2 The current LAP outcomes are as follows:

- Creating a safe and healthy community free from alcohol related harm
- Fostering safe and responsible drinking environments
- Reflecting community views on the sale and supply of alcohol within the district.

5.3 The current outcomes remain appropriate, with one recommended amendment to the first outcome: "Creating a safe and healthy community free from alcohol-related harm." Given that the alcohol industry is a legal and legitimate sector, which inherently carries risks—even for moderate drinkers—it is unrealistic to aim for an outcome that seeks to eliminate all harm.

5.4 Therefore, it is proposed that the outcome be revised to: "Fostering a safe and healthy community by reducing alcohol-related harm." This revised outcome is more action-oriented, realistic, and achievable, aligning better with the practical goal of harm reduction.

WĀHANGA TUARIMA: KŌRERO WHAKAHOKI A TE HUNGA WHAIPĀNGA SECTION FIVE - STAKEHOLDER FEEDBACK

1.0 Stakeholder feedback

1.1 As per the requirements of the SSAA 2012 Section 78 (4) The authority must not produce a draft policy without having consulted the Police, Inspectors, and Medical Officer 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.

1.2 **Medical Officer of Health Feedback**

1.2.1 **Retaining alignment between Hastings and Napier LAPs**

1.2.2 The Medical Officer of Health emphasised that given the close proximity and interconnected nature of the Hastings and Napier urban areas, it is crucial to maintain alignment between their respective LAPs. The short travel distances between the city centres and entertainment precincts, along with the ease of access for communities such as Clive and Waiohiki to both cities, emphasize the need for joint governance and collaboration.

1.2.3 Misalignment in key provisions, such as hours of sale, could lead to increased alcohol-related harm as individuals may travel to neighbouring areas with more lenient conditions.

1.2.4 **Hours**

1.2.5 Studies at both international and national levels show that longer trading hours and increased alcohol availability contribute to higher alcohol-related harm within communities. Given that approximately 80% of alcohol sales occur through off-licensed premises, there may be value in further reducing maximum trading hours. For example, Wairoa District Council has set off-licence trading hours from 10am to 9pm.

1.2.6 Another key consideration is reducing the alcohol trading hours of supermarkets to align with other off-licence premises. Research from New Zealand suggests that there is no significant difference in alcohol-related harm between sales from supermarkets and other off-licence outlets, supporting the case for standardizing trading hours.

1.2.7 **Location provisions**

1.2.8 The MoH recommended that the LAP should maintain provisions from the current joint LAP that limit the issuance of additional off-licences in certain high-risk communities, including Flaxmere and Camberley. These areas have high levels of alcohol-related harm and socioeconomic deprivation.

1.2.9 National evidence indicates that alcohol-related harm is more prevalent in communities with higher levels of deprivation, a pattern observed in Hastings, where the most deprived suburbs also report the highest rates of alcohol-related emergency department presentations. Research further supports the link between the density of licensed premises and alcohol-related harm.

1.2.10 Therefore, it is recommended that Hastings District Council consider expanding restrictions to other areas with high alcohol-related harm, such as Akina, Mayfair, and St Leonards.

1.2.11 **Final recommendations**

1.2.12 The MoH recommended, to mitigate the impact of alcohol on children and adolescents, it is essential to address exposure to alcohol, both through adult drinking behaviour and alcohol marketing. Research shows that early exposure increases the likelihood of young people starting to drink at a younger age and engaging in hazardous drinking behaviours.

1.2.13 In response, Hastings District Council should consider introducing provisions in the LAP that restrict alcohol availability at child-focused events. For example, the Wairoa LAP includes a provision stating that licenses will not be granted for events primarily centred around

minors, such as galas, children's sports games, and school events. This approach could help reduce alcohol-related harm among youth in the Hastings area.

1.2.14 In conclusion the MoH emphasised that ensuring that, despite the decision to formally separate the Hastings District and Napier City LAPs, that provisions within each LAP continue to align. This could be ensured through strong joint governance and by continuing to align the overall strategic direction for alcohol harm minimisation across both districts through mechanisms such as the Joint Alcohol Strategy.

1.2.15 Considering further reductions in off-licence trading hours as well as aligning the alcohol trading time for off-licence supermarkets with other off-licence premises (i.e., move opening time of alcohol trading from 7am to 9am).

1.2.16 Retain, and consider strengthening, the provisions to restrict further off-licences being granted in communities with high levels of alcohol related harm. This could be achieved through limiting the number of licences available or placing restrictions on new licences being issued within communities where there is evidence of high levels of alcohol harm.

1.2.17 Lastly to include provisions to restrict special licences being granted for events which are child focused.

1.3 **NZ Police Feedback**

1.3.1 **Hours**

1.3.2 NZ Police feedback particularly addressed the hours of operation for On-Licence and Off-Licence premises. The Police recommend setting maximum trading hours between 8am and 2am (with a one-way door condition from 1am) for on-licensed premises and 9am to 9pm for all off-licensed premises. There is significant evidence, both internationally and domestically, that longer operating hours for licensed premises are linked to increased alcohol-related harm.

1.3.3 Police argue that off-licences contribute to harm, particularly through facilitating pre- and side-loading, and reducing their operating hours would decrease alcohol availability and associated harm.

1.3.4 **Discretionary conditions**

1.3.5 In addition to reducing trading hours, the Police suggest incorporating a menu of discretionary conditions for licensing authorities.

1.3.6 Key recommendations are:

- impose a condition preventing single-serve sales for less than \$6 at off-licences, particularly in high-deprivation areas, and in communities with a higher proportion of young people or Māori and Pacific populations.
- Requirement for working CCTV with recordings stored for at least 28 days
- Defined security staff-to-patron ratios
- Restrictions on the size and quantity of alcohol sold after midnight (e.g., no shots or doubles)
- No glass containers after midnight
- Security staff in high-visibility clothing
- Certified managers on duty at specific times (for clubs and BYO licences)
- Compliance with Host or Social Responsibility Policies
- Limitations on external alcohol-related advertising
- Transparency in store front glazing (at least 50% clear)
- Exterior lighting requirements
- Alcohol Management Plans for large events
- Provisions for managing outdoor areas and queues

- Incident log maintenance, with updates provided to authorities on request
- Mandatory reporting of violent incidents to the Police
- Provision of transport options in areas lacking public transport
- Cessation of entertainment at specified times
- Noise control management
- Food requirements for special licenses
- Limiting alcohol serves to no more than 2 standard drinks per event
- Restrictions on displaying certain products, such as RTDs and high-strength alcohol
- Regulations on the display of promotions and discounts
- These conditions aim to reduce alcohol-related harm, improve safety, and promote responsible alcohol service across the community.

1.4 **Inspectors Feedback**

1.4.1 **Hours**

1.4.2 Both Licensing Inspectors agree trading hours for both on and off licences should be decreased, knowing the breadth of evidence suggesting that more availability equates to increase consumption and harm (availability theory).

1.4.3 Particularly off licences, seeing the volumes of sales from all off licence types and due to the fact that most bottle stores particularly, do not utilise their full licensed hours of trade.

1.4.4 On licence hours for some on licence types such as restaurants seemed unreasonable due to the type of primary activity's, the main activity being the provision of food. Inspectors feel it is unreasonable for such premises to be open so late, thinking the main activity then would not be the provision of food.

1.4.5 **Location provisions**

1.4.6 Licensing Inspectors report that the density controls and restrictions in Flaxmere and Camberley are effective. When new bottle store license inquiries arise in these areas, the LAP provides a useful tool to prevent formal applications from progressing to the assessment stage.

1.4.7 **Discretionary Conditions**

1.4.8 There were many additional discretionary conditions that could be utilised to help encourage the DLC to utilise to reduce alcohol related harm. Some of which were:

- Special licences:
 - Restriction on the type of drinks sold, the alcohol percentage of the drinks and the type of containers the drinks are served in
 - One way door restrictions
 - Requirement of a separate line or service area for non-alcoholic beverages where the special licence is likely to have patrons that are under the legal drinking age.
 - For class one events - Security Staff, porta loos and rubbish bins provided in the surrounding areas to assist with issues with amenity and good order.
 - Class one events – no full bottle wine sales for onsite consumption
 - Class one events - Serve reduction systems in place to manage intoxication levels
- Off licences
 - Require impact assessments by an applicant if a premises is in a particularly low socio-economic area or an area known to have issues.
 - CCTV cameras (location and number)
 - Provision of effective exterior lighting

- Limit on alcohol related exterior signage or advertising to 30% of the building or glass exterior.
- No end of isle sales for supermarkets / grocery stores
- On licences:
- Limit on the number of drinks per customer at specified times
- Require impact assessments by an applicant if a premises is in a particularly low socio-economic area. This impact assessment should detail how the applicant will mitigate any issues with amenity and good order and may result in conditions imposed on the licence to ensure the minimisation of alcohol related harm on the surrounding community.
- Maintain and provide as a part of the application process an incident register of alcohol related incidents.
- No shots or types of drinks to be served after specified times
- Limit on drink sizes after specified times

1.5 **District Licensing Committee Feedback**

- 1.5.1 The DLC commented on the fact that most decisions coming to the DLC are already shaped with the LAP and legislation in mind. The DLC do not believe the LAP is limiting or hindering the decision-making process.
- 1.5.2 The DLC believe the LAP is not changing local behaviour as much as it could potentially and notes that due to the fact our LAP was formed in the days of challenge by the big supermarkets and formed with potential legal challenges in mind, perhaps within the review there could be more provisions to help with the reduction in alcohol related harm.

WĀHANGA TUAONO – WHAKARĀPOPOTOTANGA ME NGĀ WHAKAKAPINGA

SECTION SIX - SUMMARY AND CONCLUSIONS

- 1.1 The evidence and data discussed in this report and in the associated research report clearly confirms that there are still a wide range of alcohol-related issues in the Hastings District. The issues identified include:
 - Patterns of heavy consumption of alcohol, especially among the young
 - Acute and chronic health problems
 - Alcohol related traffic and crime offences
 - Alcohol related issues and harm is more prevalent during the weekends, particularly Saturday nights and early Sunday morning.
 - Alcohol related harm generally increases in the summer months of the year.
 - Alcohol related harm starts to increase from 9pm.
 - Communities are aware of Hastings alcohol-related issues and recognise that the misuse of alcohol not only causes harm at an individual level but at a community level
 - Alcohol related harm has a high community cost.
 - Alcohol harm is disproportionately felt within Māori and Pacific populations and areas of low socioeconomic status.
- 1.2 Data indicates that the implementation of the Local Alcohol Policy (LAP) may have contributed to some positive changes in reducing alcohol-related harm within the Hastings District. Specifically, there is evidence of minor temporal shifts in harm, particularly following changes to the operating hours for both on- and off-licenses. These findings suggest that modifications to licensing practices can have a measurable impact on harm levels, though the changes are not necessarily large-scale or immediately apparent.
- 1.3 While some of the issues identified in this report cannot be directly addressed through the LAP, literature supports the idea that regulating the sale and supply of alcohol can indirectly influence alcohol-related harm. The evidence suggests that harm reduction is not the result of a single policy provision but rather the combined effect of multiple provisions, national and local policies, and community-led initiatives. This holistic approach is more likely to produce meaningful reductions in harm over time.
- 1.4 It is important to recognize that the effects of any individual policy provision are likely to result in only modest changes in overall harm levels, given the complex and multifaceted nature of alcohol-related harm. Numerous external factors—such as societal norms, economic conditions, and other public health measures—also play a significant role in influencing alcohol consumption patterns and related harm. As a result, the full impact of harm reduction initiatives may be more diffuse, and the available evidence may not fully capture the scope of these changes in the community.
- 1.5 Stakeholders, including health professionals, police, and alcohol licensing inspectors, agree that the current provisions in the LAP are effective and should be maintained. There are currently no significant practical or administrative issues with the policy, indicating that it functions well as it stands. These stakeholders support the idea of strengthening the policy where necessary, based on ongoing evidence and feedback.
- 1.6 The current LAP is considered fit for purpose and the proposed revisions seek to enhance these provisions further, with the goal of continuing to reduce alcohol-related harm based on the best available evidence and stakeholder input.
- 1.7 Overall, the proposed changes to the LAP are designed to build on the existing policy framework, focusing on further reducing alcohol-related harm while recognizing the alcohol industry as a legal and regulated sector. These revisions aim to support a vibrant and safe night-time economy in the community, while ensuring that public health and safety are

prioritized. The ongoing support from stakeholders, including health professionals, law enforcement, and alcohol licensing authorities, underscores the effectiveness and continued importance of the policy in reducing harm in the Hastings District.

WĀHANGA TUAWHITU – RĀRANGI PUKAPUKA SECTION SEVEN – BIBLIOGRAPHY

Adam D. Ward, Paul J. Bracewell & Ying Cui (2018): *Tavern proximity, tavern density and socio-economic status as predictors of assault occurrence within New Zealand: a temporal comparison, Kōtuitui: New Zealand*; Journal of Social Sciences Online, Retrieved from <https://doi.org/10.1080/1177083X.2018.1439072>

Alcohol Advisory Council of New Zealand & Accident Compensation Corporation (2008) Evaluation of the Christchurch City One-Way Door Intervention. Retrieved from http://www.alcohol.org.nz/sites/default/files/research-publications/pdfs/One_Way_Door.pdf

Babor, T., Caetano, R., Casswell, S., Edwards, G., Giesbrecht, N., Graham, K., Grube, J., Hill, L., Holder, H., Homel, R., Livingston, M., Osterberg, E., Rehm, J., Room, R., and Rossow, I. (2010) *Alcohol: No Ordinary Commodity – Research and Public Policy*, Oxford University Press, Oxford.

Babor, Thomas. *Alcohol : no ordinary commodity : research and public policy*. Oxford; New York: Oxford University Press, 2003.

¹Babor TF, Robaina K, Noel JK, Ritson EB. Vulnerability to alcohol-related problems: a policy brief with implications for the regulation of alcohol marketing [Internet]. *Addiction*. 2017;112:94-101. Available from: <https://doi.org/10.1111/add.13626>

Cameron, M., Cochrane, W., McNeill, K., Melbourne, P., Morrison, S. and Robertson, N. (2010) *A spatial econometric analysis of selected impacts of alcohol outlet density in Manukau City*, University of Waikato, Population Studies Centre University of Waikato.

Carter, K., & Filoche, S., & McKenzie, S. (2017). *Alcohol and young people: A review of New Zealand and other international literature. Report commissioned by the Health Promotion Agency*. Wellington: Health Promotion Agency. Retrieved from <http://www.hpa.org.nz/research-library/research-publications>.

Chikritzhs, T., & Stockwell, T. (2005). The impact of alcohol taxation and pricing on alcohol-related harm: A review of the evidence. *Drug and Alcohol Review*, 24(6), 595-605. <https://doi.org/10.1080/09595230500315808>

Crowe, T. D. (2000). *Crime Prevention Through Environmental Design* (2nd ed.). Butterworth-Heinemann.

Department of Justice (2021) *Conviction statistics*. Retrieved from <https://www.justice.govt.nz/justice-sector-policy/research-data/justice-statistics/data-tables/>

Department of Corrections (2016) *Our Drug and Alcohol Strategy through to 2020*. Retrieved from <https://www.corrections.govt.nz/resources/strategic-reports/breaking-the-cycle-our-drug-and-alcohol-strategy-through-to-2020>

Freeman, JE, Palk, G and Davey JD. 2008. *Reducing alcohol related injury and harm: The impact of a licensed premises lockout policy*. In Proceedings 9th World Conference on Injury Prevention and Safety Promotion, Merida Mexico, 2008.

Graham, K (2012) Commentary on Roscoe and Norstrom (2012) When Should Bars Close? *Addiction*, 107(3):538-539. doi: 10.1111/j.1360-0443.2012.03778.x.

Graham K, Bernards S, Osgood DW, Wells S. Bad nights or bad bars? Multi-level analysis of environmental predictors of aggression in late-night large-capacity bars and clubs [Internet]. *Addiction*. 2006;101(11):1569-80. Available from: <https://doi.org/10.1111/j.1360-0443.2006.01608.x>

Graham K, Bernards S, Osgood DW, Homel R, Purcell J. Guardians and handlers: The role of bar staff in preventing and managing aggression [Internet]. *Addiction*. 2005;100(6):755-66. <https://doi.org/10.1111/j.1360-0443.2005.01075.x>

Graham K, Tremblay PF, Wells S, Parnanen K, Purcell J, Jelley J. Harm, intent, and the nature of aggressive behavior: Measuring naturally occurring aggression in barroom settings [Internet]. *Assessment*. 2006;13(3):280-96. Available from: <https://doi.org/10.1177/1073191106288180>

Hastings District Council (2024) *Hastings District Plan*. Retrieved from <http://www.hastingsdc.govt.nz/read-hastings-district-plan>.

Hastings District Council (2024) Alcohol Licence Data 2024

Hastings District Council and Napier City Council Joint Alcohol Strategy

Health NZ (Hawkes Bay) (2023 & 2024) ED presentation data – Business Intelligence unit.

Health Promotion Agency (2021) *Public attitudes on policy interventions to reduce alcohol harm Results from the 2019/20 Alcohol Use in New Zealand Survey (AUiNZ)*. Retrieved from <https://www.hpa.org.nz/research-library/research-publications/public-attitudes-on-policy-interventions-to-reduce-alcohol-harm-results-from-the-2019-20-alcohol-use>

Health Promotion Agency (2021) *Community Law alcohol harm reduction project; a formative evaluation*. Retrieved from <https://www.hpa.org.nz/our-work/research/publications>

Iain K. Crombie, Linda Irvine, Lawrence Elliott, Hilary Wallace (2007) *How do public health policies tackle alcohol-related harm: a review of 12 developed countries*, *Alcohol and Alcoholism*, Volume 42, Issue 5, September 2007, Pages 492–499, retrieved from <https://doi.org/10.1093/alcalc/agm001>

Kypri, K., Jones, C., McElduff, P. and Barker, D. (2011), Effects of restricting pub closing times on night-time assaults in an Australian city. *Addiction*, 106: 303–310. doi: 10.1111/j.1360-0443.2010.03125.x

Lauren Tyler-Harwood, Andrea Kutinova Menclova (2020) *WORKING PAPER No. 2/2020 Alcohol Availability and Alcohol-Related Harm: Exploring the Relationship Between Local Alcohol Policies and Crime in New Zealand* retrieved from <https://repec.canterbury.ac.nz/cbt/econwp/2002.pdf>

Livingston M., Chikritzhs, T., Room, R. (2007) *Changing the density of alcohol outlets to reduce alcohol related problems*, *Drug Alcohol Review*, 26(5): 557-66

Masho SW, Bishop DL, Edmonds T, Farrell AD. Using surveillance data to inform community action: the effect of alcohol sale restrictions on intentional injury-related ambulance pickups [Internet]. *Prevention Science*. 2014;15(1):22-30. Available from: <https://doi.org/10.1007/s1121-013-0373-y>

M.E Consulting. (2018). *New Zealand alcohol supply and demand structures: Research report*. Wellington: Health Promotion Agency. Retrieved from <https://www.hpa.org.nz/our-work/research/publications>

Ministry of Health (2020) *New Zealand health survey- Annual Update of Key Results 2019/20: New Zealand Health Survey*. Retrieved from <https://www.health.govt.nz/publication/annual-update-key-results-2019-20-new-zealand-health-survey>

Ministry of Justice (2020) *New Zealand Crime and Victims Survey (NZCVS) 2019*. Retrieved from <https://www.justice.govt.nz/justice-sector-policy/research-data/nzcvs/resources-and-results/>

Ministry of Justice (2021) *Justice Data Tables*. <https://www.justice.govt.nz/justice-sector-policy/research-data/justice-statistics/data-tables/>

Nielsen. (2021). *Alcohol Use in New Zealand Survey (AUiNZ) 2019/20: High-level results*. Wellington, New Zealand: Te Hiringa Hauora/Health Promotion Agency. Retrieved from <https://www.hpa.org.nz/research-library/research-publications/alcohol-use-in-new-zealand-survey-auinz-2019-20-%E2%80%93-high-level-results-2019-20>

New Zealand Drug Foundation (2020) *State of the Nation 2020; A stocktake of how New Zealand is dealing with the issue of drugs*. Retrieved from <https://www.drugfoundation.org.nz/policy-and-advocacy/drugs-in-nz-an-overview/state-of-the-nation/>

New Zealand Immigration (2017) *Regional Migration Trends Hawkes Bay Overview 2015 / 2016*. Retrieved from <https://www.mbie.govt.nz/assets/d5cba39492/regional-migration-trends-hawkes-bay-2015-16.pdf>

New Zealand Law Commission (2010) *Alcohol in our lives curbing the harm : a report on the review of the regulatory framework for the sale and supply of alcohol*. Retrieved from <http://www.lawcom.govt.nz/ProjectReport.aspx?ProjectID=154>.

New Zealand Police (2024) *NZ Police Database Statistics* -NZ Police National Headquarters.

New Zealand Police (2023) *NZ Police Database Statistics* -NZ Police National Headquarters.

New Zealand Police (2021) *NZ Police Database Statistics*, Retrieved from <https://www.police.govt.nz/about-us/statistics-and-publications/data-and-statistics/demand-and-activity>

New Zealand Police (2020) *Family Harm Statistics during COVID19*. Retrieved from <https://www.police.govt.nz/sites/default/files/publications/jpr-20-93-family-harm-statistics-during-covid19.pdf>

New Zealand Police (2018) *NZ Police Alcohol Action Plan 2018*. Retrieved from <https://www.police.govt.nz/sites/default/files/publications/nz-police-alcohol-action-plan-2018.pdf>

New Zealand Police (2010) *Framework for preventing and reducing alcohol-related offending and victimization 2010–2014*. Retrieved from <https://www.police.govt.nz/about-us/publication/online-version/framework-preventing-and-reducing-alcohol-related-offending-and>

New Zealand Police (2009) *Policing Fact Sheet: Licensed premises trading hours*. Retrieved from <https://www.police.govt.nz/sites/default/files/publications/timaru-licensed-premises-fact-sheet.pdf>

- Parker RN, McCaffree KJ, Skiles D. The impact of retail practices on violence: The case of single serve alcohol beverage containers [Internet]. *Drug and alcohol review*. 2011;30(5):496-504. <https://doi.org/10.1111/j.1465-3362.2011.00318.x>
- Popova, S., Giesbrecht, N., Bekmurador, D., Patva, J. (2009), Hours and Days of Sale and Density of Alcohol Outlets: Impacts of Alcohol Consumption and Damage: A Systematic Review. *Alcohol and Alcoholism*, 44(5): 500-516. doi: 10.1093/alcalc/agg054
- Rossow, I., & Norström, T. (2012). The impact of minimum legal drinking age laws on alcohol-related harm. *Alcohol and Alcoholism*, 47(4), 412-417. <https://doi.org/10.1093/alcalc/ags056>
- Rossow, I., Norstrom, T. (2012), The impact of small changes in bar closing hours on violence. The Norwegian experience from 18 cities. *Addiction*, 107(3): 530-537. doi: [10.1111/j.1360-0443.2011.03643.x](https://doi.org/10.1111/j.1360-0443.2011.03643.x)
- Ragnarsdóttir, P., Kjartansdóttir, A., Davíðsdóttir, S. (2002) *Effect of extended alcohol serving-hours in Reykjavík*, In R. Room (ed.) *The Effects of Nordic Alcohol Policies. What happens to drinking and harm when alcohol controls change?* Nordic Council for Alcohol and Drug Research, Helsinki.
- Statistics New Zealand. (2021). *Census 2018 of place summaries*. Retrieved from: <https://www.stats.govt.nz/tools/2018-census-place-summaries/hastings-district>
- Statistics New Zealand (2021) *Alcohol available for consumption: Year ended December 2020*. Retrieved from <https://www.stats.govt.nz/information-releases/alcohol-available-for-consumption-year-ended-december-2020>
- Statistics New Zealand (2023) *Census 2023 details*. Retrieved from <https://www.stats.govt.nz/topics/census/#Census2023>
- T McCreanor, A Lyons, H Moewaka Barnes, F Hutton, I Goodwin & C Griffin (2016) *'Drink a 12 box before you go': pre-loading among young people in Aotearoa New Zealand*, *Kōtuitui: New Zealand Journal of Social Sciences Online*, 11:1, 36-46, retrieved from <https://doi.org/10.1080/1177083X.2015.1037314>
- Witteman J, Post H, Tarvainen M, de Bruijn A, Perna ED, Ramaekers JG, Wiers RW. Cue reactivity and its relation to craving and relapse in alcohol dependence: a combined laboratory and field study [Internet]. *Psychopharmacology*. 2015;232:3685-96. Available from: <https://doi.org/10.1007/s00213-015-4027-6>