# REVIEW OF THE WAIRARAPA LOCAL ALCOHOL POLICY

# **BACKGROUND REPORT**

December 2023

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### 1. Introduction

The development of the first Wairarapa Local Alcohol Policy (LAP) commenced in 2013. In the initial stages of its development, research was undertaken into the impacts of alcohol consumption in the Wairarapa region, as per Section 78(2) of the Sale and Supply of Alcohol Act 2012 (the Act).

A report was completed in 2014 which included:

- the impacts of alcohol consumption on health, crime and the region's economy
- an assessment of the local alcohol industry, including the number and type of alcohol licences in each district
- the results of a community survey on alcohol use and perceptions
- an assessment of sensitive areas
- a review of national-level data on alcohol consumption
- a literature review of the community impacts of alcohol at a national level.

The background information gathered during this research phase was used to help inform the development of the LAP.

The intent of this report is to update the information listed above to provide current context and identify any changes or trends that may be relevant to the policy review. It is not an exhaustive research report but pulls together relevant available data and information.

Information has been provided by the Environmental Health teams at the three Wairarapa district councils, Te Whatu Ora, the New Zealand Police, Waka Kotahi NZ Transport Agency, and the Wairarapa Road Safety Council. A range of datasets have been drawn from, using the most up to date sources of information available at the time of writing.

This document is intended to be informative only. Attachment 2 records the views and opinions of key agencies regarding whether the LAP is working as intended and whether amendments are considered necessary.

# 2. The Sale and Supply of Alcohol Act 2012

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

- that the sale, supply and consumption of alcohol should be undertaken safely and responsibly, and
- the harm caused by the excessive or inappropriate consumption of alcohol should be minimised.

Harm is defined 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.

Under Section 75 of the Act, Territorial Authorities are able to develop Local Alcohol Policies (LAPs). The matters that can be addressed through a LAP are:

- location and density of licensed premises
- location of licensed premises in relation to premises and facilities of a particular kind, such as schools
- whether any future licences should be issued for premises in the district, or any part of the district

- maximum trading hours
- discretionary conditions for the use of licences or licences of a particular kind
- one-way door restrictions.

A LAP cannot cover unrelated licensing matters such as the price of alcohol.

In developing a LAP, councils must have regard to the following matters:

- 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 in which bylaws prohibiting 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 and
- the nature and severity of the alcohol-related problems arising in the district.

Councils must consult with the Police, Licencing Inspectors and the Medical Officer of Health when developing a draft LAP.

A District Licensing Committee (DLC) is required to have regard to the LAP when making decisions about applications for alcohol licences.

#### Amendment to the Sale and Supply of Alcohol Act 2012

The Sale and Supply of Alcohol (Community Participation) Amendment Act 2023 received the royal assent on 30 August 2023. This made changes to the Sale and Supply of Alcohol Act 2012 (the Act) to make it easier for communities to have a say in alcohol licencing decisions.

A key change was removing the ability for people to appeal provisional LAPs to the Alcohol Regulatory and Licencing Authority (ARLA) from 31 August 2023. The process to develop a LAP is now much simpler.

Uder the new rules, the process follows the following steps:

- Draft LAP
- Consult of draft LAP
- Finalise and give public notice of LAP
- Adopt LAP
- Bring LAP into force by resolution.

#### Other changes include:

- enabling DLCs and ARLA to decline to renew a licence if the licence would be inconsistent with conditions on location or licence density in the relevant LAP. Previously, DLCs were unable to take any inconsistency between LAPs and the renewal of licences into account when deciding whether to approve applications (i.e. if a LAP was not in place at the time of the issuing of the original licence, it did not need to be considered when an application was received to renew a licence). This change is intended to improve the effectiveness of LAPs as renewal decisions will be more likely to reflect communities' intentions for alcohol licensing as per the LAP.
- allowing any person to object to licence applications, whether as an individual or a representative of a group or an organisation, with narrow exceptions for trade

competitors and their surrogates. Previously, only people with "a greater interest than the public generally" could object to licensing applications;

- extending the time period for objections to applications from 15 to 25 working days;
   and;
- changing the way licencing hearings are run from 30 May 2024 to make them less formal and more accessible.

# 3. The Current Wairarapa Local Alcohol Policy

The Wairarapa LAP was developed jointly by the three Wairarapa district councils (the three councils). It came into force in November 2018.

The Wairarapa LAP gives direction to the region's three District Licensing Committees (DLCs) for Masterton, Carterton and South Wairarapa, and helps inform their decisions on licensing and renewals. It is important to note, that when the DLC is considering applications, it must have regard to the LAP and give weight to its provisions, however it is not bound to ensure all provisions are applied (except for those given statutory effect such as maximum trading hours). The DLC may apply its discretion in response to individual circumstances. It is also important to note that while the LAP sets out discretionary conditions for on-licences and special licences, this does not prevent the DLC from issuing any other conditions (as per Section 117 of the Act).

Work on the current policy began in 2013, with the establishment of a Wairarapa Alcohol Working Group. The Working Group comprised representatives from each of the three Councils, and from February 2014, the Medical Officer of Health and Police were included in the Group. In addition to the 11 steps required under the Act to develop a LAP, the three councils undertook a Wairarapa Community Alcohol Survey and held various forums to hear from licensees, those involved in the hospitality industry, and youth.

Following submissions, Council adopted a provisional LAP in June 2015. Three appeals were received, and one was later withdrawn. The appeals related to off-licence maximum trading hours and one discretionary condition.

Through a process of mediation, the appeals were resolved and Council adopted the revised Provisional LAP in December 2016. The Alcohol Regulatory and Licensing Authority (ARLA) required a hearing to confirm agreement between the appellants and the Councils. This was held in July 2017. All those who originally submitted on the draft LAP were notified of the changes to the Provisional LAP and given the opportunity to appeal those changes. No further appeals were received.

While the Act specifies a minimum six-yearly review period, the three councils resolved to review the LAP after three years.

The following table summarises the content of the current Wairarapa LAP. Note that this is a summary only, and that the full policy conditions are contained within the LAP. All policy conditions contained in the Wairarapa LAP apply to all districts.

Table One: Policy Conditions in the Wairarapa LAP 2018							
Policy Setting	Summary of Policy Conditions						
OFF LICENCES							
(Where the licensee sells alcohol from a p	oremises for consumption somewhere else)						
Off-licence maximum trading hours	7.00am – 10.00pm						
Location of premises	Within commercial areas and/or pedestrian precincts, an off-licence will not be issued in respect of any new premises being licensed for the first time on any site where the front façade of the premises directly borders any school, early childcare facilities, children's playgrounds and recreation facilities.						
	In cases where a resource consent is required to locate the premises outside a commercial area and/or pedestrian precinct, an off-licence will not be issued in respect of any new premises being licensed for the first time on any site where the boundary of the site is less than 40m from the boundary of a school, early childcare facility, or children's playground or recreational facility.						
	The above apply unless it can be demonstrated to the DLC that the hours/signage/operation of the premises will have no significant alcohol-related impact on those facilities and/or on persons using those facilities.						
Discretionary conditions	Conditions relating to the following may be appropriate for off-licences:						
	<ul> <li>Supervised designation of all bottle stores to ensure unaccompanied minors do not enter bottle stores.</li> </ul>						
	<ul> <li>Application of Crime Prevention through Environmental Design (CPTED) principles (e.g. CCTV, lighting, internal layout).</li> </ul>						
	<ul> <li>At least 50% of any store front glazing shall be transparent, and no more than 30% of the external area of any side of the premises may contain alcohol-related signage or advertising.</li> </ul>						

Policy Setting	Summary of Policy Conditions				
	<ul> <li>External alcohol-related signage must comply with the signage requirements of the Wairarapa Combined District Plan.</li> </ul>				
ON-LICENCES					
(Where the licensee can sell and supply of	alcohol for consumption on the premises and can let people consume alcohol there)				
On-licence maximum trading hours	8.00am – 1.00am the following day				
	Hotel minibar sales: 24 hours				
On-licence discretionary conditions	Conditions that may be appropriate include: one way door restrictions from a specified time, specifications around food and drink to be provided, limits on the number of drinks per customer, requirement for a management plan (this is not a complete list).				
CLUB LICENCES					
(Where the licensee can sell and supply of	alcohol for consumption on the club premises by authorised customers)				
Maximum trading hours	Considered on a case-by-case basis, but will generally not exceed:				
	8.00am* – 11.00pm for Sports Clubs, and				
	8.00am* – 1.00am the next day for other clubs.				
	*6am on ANZAC day for those hosting ANZAC celebrations				
Discretionary conditions for club licences	Conditions that may be appropriate include: one-way door restrictions, specification of food and drinks to be provided, require licensed outside areas to be monitored, require a management plan, require the holder of a manager's certificate to be present when alcohol is available during busy periods.				
SPECIAL LICENCE DISCRETIONARY CONDITIONS					
(Can be either on-site or off-site special licences. These are generally used for events).					
Maximum Trading Hours	Considered on a case-by-case basis.				

Table One: Policy Conditions in the Wairarapa LAP 2018							
Policy Setting Summary of Policy Conditions							
Discretionary conditions	Conditions that may be appropriate include: specifying the range of food and drinks available, wine to be sold by the glass or plastic container only, require licensed outside areas to be monitored, restriction on BYO alcohol, one way door restrictions (this is not a complete list).						

The following table shows the licensed closing times for each type of alcohol licence in each district prior to the introduction of the Wairarapa LAP in 2018, the closing times under the Wairarapa LAP, and the difference between the two.

# Table Two: Licensed closing times before and after the introduction of the Wairarapa Local Alcohol Policy Prior to the introduction of the LAP Wairarapa LAP 2018

	Prior to	the introduction of	the LAP	Wairarapa LAP 2018	Difference
	Masterton	Carterton	South Wairarapa	All Districts	Dillerence
Off-Licence closing time	Generally 11pm with the exception of taverns (2am)	Generally 11pm	11pm	10pm	Reduction of 1 hour for all districts. Reduction of 4 hours for Taverns in Masterton.
On-Licence closing time	2am	2am	lam	1am	Reduction of 1 hour for Masterton and Carterton.  No change for South Wairarapa.
Club Licence closing time	Generally 1am or 2am	Generally 1am	lam	Case by case but generally 11pm for sports clubs and 1am for other clubs.	Reduction of 2-3 hours for sports clubs and up to 1 hour for other clubs.

Note: Licences may be issued with more restrictive hours than those in the table. The hours above are the maximum licensed hours.

# 4. The Wairarapa Combined District Plan

When producing a draft LAP, a territorial authority must have regard to the objectives and policies of its district plan – Section 78(2)(a).

The existing Wairarapa Combined District Plan (the Plan) is now 10 years old and a review is underway.

The review of the Plan is an opportunity to influence how the Councils control land use and subdivision in the three Wairarapa districts. The Proposed Plan was notified and open for submissions until 19 December 2023. Submissions on the Proposed District Plan will be summarised and published to the website and a further submission period will be notified. This will be an opportunity for people to make submissions on points raised in an original submission. The further submission period is not an opportunity to raise new points. This will be followed by hearings, decisions, and any appeals to the Environment Court.

The Wairarapa Local Alcohol Policy (LAP) is independent of the Plan and of the designated land uses that the Plan stipulates. The district plan denotes at a high level the areas that are set aside for commercial, industrial or residential use. Within those areas the LAP has the ability to control the location (or not) within those zones as well as the times (opening hours or sales time) and type of business (off licence, club licence, or on-licence) those premises can undertake.

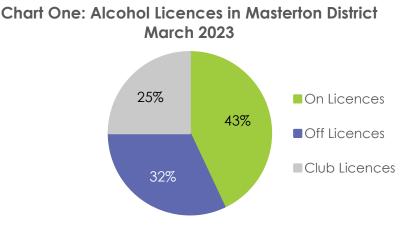
# 5. Alcohol Licensing in the Wairarapa Region

This section looks at the number and type of alcohol licenses held by businesses or clubs in each of the three Wairarapa districts. It includes information about changes in licence figures since the previous background report, completed in 2014.

It is important to note that the number of alcohol licences in a district does not necessarily reflect the number of actual alcohol premises, i.e. "bricks and mortar" outlets. A premises which sells alcohol can hold more than one type of alcohol licence. For this reason, the following section looks at changes in the number of alcohol premises.

#### **Masterton**

Masterton district has 77 alcohol licences issued to 68 premises. The following chart shows that most licences (43%) are on-licences issued to premises such as restaurants, cafes, hotels, and function centres. Off-licences comprise 32% of all licences and club licences comprise a quarter of all licences (25%).



The following table shows the number of alcohol licences in 2014 and 2023, by licence type.

Table Three: Number of Alcohol Licences in Masterton, 2014 and 2023								
Licence Type	Description	Number 2014	Number 2023	Change (#)	Change (%)			
On Licences	Restaurant/café, hotel, function centre, BYO, winery, tavern	32	33	+1	+3%			
Off Licences	Remote Sales <sup>1</sup> , supermarkets, grocery stores, bottle stores, hotels, winery, tavern	29	25	-4	-16%			
Club Licences	Sports club, charter club, social club	21	19	-2	-10%			
TOTAL LICENCES	All types	82	77	-5	-6%			

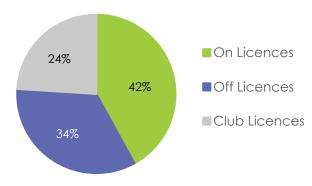
Source: Masterton District Council, March 2023 and ACC community profile, 31 January 2014

There has been a 6 per cent reduction in the total number of alcohol licences in Masterton district since 2014. This equates to five fewer licenses. There was an increase of one on-licence, a reduction of four off-licences and a reduction of two club licences. Masterton district's population increased by 15 per cent over a similar period (24,500 in 2014 to 28,200 people in 2022<sup>2</sup>).

#### Carterton

Carterton district currently has 38 alcohol licences issued to 36 premises. The following chart shows that the proportion of different licence types, as a percentage of total licences.

Chart Two: Alcohol Licences in Carterton March 2023



<sup>&</sup>lt;sup>1</sup> Remote Sales take place when the seller uses the internet, phone, mail or other means to sell and deliver alcohol to a person who is not at the premises. The end consumer may live in a different region or country.

<sup>&</sup>lt;sup>2</sup> At the time of writing, estimated population data was not available for 2023.

Table Four: Number of Alcohol Licences in Carterton, 2014 and 2023								
Licence Type	Description	Number 2014	Number 2023	Change (#)	Change (%)			
On Licences	Restaurant/café, hotel, function centre, BYO, winery, tavern	17	16	-1	-6%			
Off Licences	Remote sales, supermarkets, grocery stores, bottle stores, hotels, winery, tavern	11	13	+2	+18%			
Club Licences	Sports club, charter club, social club	8	9	+1	+12.5%			
TOTAL LICENCES	All types	36	38	+2	+5.6%			

Source: Carterton District Council, March 2023 and ACC community profile, 31 January 2014

There has been a 5.6 per cent increase in the total number of alcohol licences in Carterton district since 2014. This equates to an overall increase of two licences. There has been two additional off-licences, a reduction of one on-licence and one additional club licence. The population of Carterton increased 18 per cent over a similar period (from 8,710 in 2014 to 10,250 in 2022).

#### **South Wairarapa**

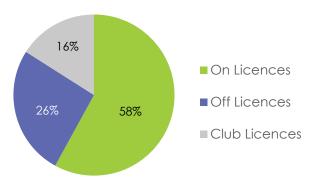
South Wairarapa district currently has 135 alcohol licences issued to 111 premises. The following table shows the number of each different licence type in South Wairarapa District, as at March 2023.

Table Five: Alcohol Licences Issued in South Wairarapa, as at March 2023							
Licence Type	Featherston	on Greytown Martinborough		Total South Wairarapa			
On Licences	11	11	36	58			
Off Licences	5	9	48	62			
Club Licences	3	5	7	15			
TOTAL LICENCES	19	25	91	135			

Source: South Wairarapa District Council, March 2023.

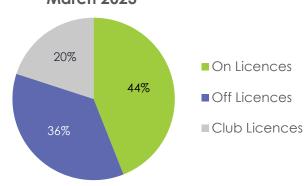
The following graphs show the proportion of the different licence types, as a percentage of total licences, in each of the South Wairarapa district wards.

Chart Three: Alcohol Licences in Featherston
March 2023



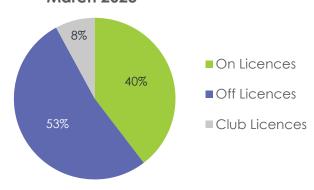
As the graph shows, more than half of alcohol licences in Featherston are for on-licensed premises. Off-licences account for just over a quarter of all licences, while club licences comprise 16% of total licences.

Chart Four: Alcohol Licences in Greytown
March 2023



The split between on and off licences in Greytown is relatively even, with 44% of all licences being for on-licences and 36% being for off-licences. Club licences comprise 20% of total licences.

Chart Five: Alcohol Licences in Martinborough March 2023



Over half of alcohol licences in Martinborough are off-licences (53%). A significant proportion of these are for cellar door sales at vineyards. On-licences comprise 40% of total licences and club licences account for 8% of total licences.

The data used in the background report completed during the development of the LAP was only available at the district level, and was not broken down into South Wairarapa district's individual wards. To enable a comparison between 2014 and 2023 figures, the following table shows the number of alcohol licences in South Wairarapa district as a whole in 2014 and in 2023, as well as the difference (%) between the two.

Table Six: Number of Alcohol Licences in South Wairarapa District, 2014 and 2023							
Licence Type 2014 2023 Change (#) Change							
On Licence	41	58	+17	+41%			
Off Licence	53	62	+9	+17%			
Club Licence	13	15	+2	+15%			
TOTAL LICENCES	107	135	+28	+26%			

Source: South Wairarapa District Council, March 2023 and ACC community profile, 31 January 2014

There has been a 26 per cent increase in the total number of alcohol licences held in South Wairarapa district between 2014 and 2023. This is an increase of 28 licenses. The biggest increase is in on-licences (up 41 per cent or 17 licences). Off-licences have increased by 17 per cent (an additional 9 licences) and club licences have increased 15 per cent (2 additional licences). The resident population of South Wairarapa district has increased 23 per cent over a similar period (from 9,525 in 2014 to 11,750 in 2022).

It is important to note the contribution of the tourism sector to South Wairarapa district's economy, particularly in Martinborough and Greytown. The population of these towns swell considerably during holiday periods and weekends. The number of licensed premises in the district serves not only the resident population, but also the significant number of international and domestic visitors to the area throughout the year. Wairarapa was one of few regions that experienced an increase in visitor numbers following the first Covid-19 lockdown in 2020. This is believed to be due to the close proximity of Wairarapa to Wellington, and people opting to holiday close to home rather than overseas or further afield within New Zealand.

#### **Number of Licences Relative to Population**

The following table shows the number of licences (on, off and club licences) per 10,000 people in each district, and the Wairarapa region as a whole. The table includes figures from 2014 as a comparison.

Table Seven: Number of Licences Relative to Population, 2014 and 2023								
Area	On-Lic Premis 10,000		Premis	ensed es per people	premis	censed ses per people	Premis	censed es per people
	2014	2023	2014	2023	2014	2023	2014	2023
Masterton District	13.1	11.7	11.8	8.9	8.6	6.7	33.5	27.3
Carterton District	19.5	15.6	12.6	12.7	9.2	8.8	41.3	37.1
South Wairarapa District	43.0	49.4	55.6	53.0	13.6	12.8	112.3	114.9
Total Wairarapa Region	20.8	21.3	21.5	19.9	9.8	8.6	52.7	49.8

The table shows that in Masterton and Carterton districts, the number of licensed premises per 10,000 people has decreased across almost all licence types between 2014 and 2023. There was a slight increase in the number of off-licensed premises per 10,000 people in Carterton district. The number of alcohol licences per 10,000 people increased in South Wairarapa district between 2014 and 2023. This was driven by an increase in on-licences, while the number of club and off-licences per 10,000 people fell between 2014 and 2023. The Wairarapa region as a whole has seen a decrease in the number of alcohol licences per 10,000 people between 2014 and 2023.

# 6. Alcohol Premises in the Wairarapa Region

As noted earlier, alcohol premises can hold more than one type of licence. Examples include wineries, which may hold an off-licence for cellar door purchases where the alcohol is to be consumed off-site and an on-licence for alcohol consumed onsite. Hotels or taverns that serve alcohol and have a bottle store attached also require two licences. When a premises opens or closes, the number of licences can therefore increase or reduce by more than one. This means the change in the availability or 'visibility' of alcohol in the community can appear greater than the reality. Change of ownership of premises can also skew the number of licences held in a district.

To assist with assessing whether there has been an increase or decrease in the availability of alcohol since the LAP came into force, this section looks at the changes in the number of alcohol premises ("bricks and mortar") since 2018. The information in this section is based on a combination of information held by alcohol inspectors as well as staff knowledge of closures and openings. While data on licences was available from 2014, this section looks at changes since the LAP came into force in 2018. It would be difficult to draw on information prior to 2018 due to the 'on the ground' staff knowledge needed to compile this information. It is important to note that because the information draws on staff knowledge as well as records of licence cancellations and closures, the figures provided in this section should be considered estimates.

The following table shows the number of new premises that have opened in Masterton since 2018, the number of premises that have closed and the resulting net change in the number of alcohol premises. Where a premises has closed or opened that holds/held more than one type of licence, it is only included in one category in order to avoid double counting.

#### **Masterton**

The following table shows the number of new premises that have opened in Masterton since 2018, the number of premises that have closed and the resulting net change in the number of alcohol premises. Where a premises has closed or opened that holds/held more than one type of licence, it is only included in one category in order to avoid double counting.

Table Eight: Changes in Number of Alcohol Premises, 2018-2023							
	Type of licence	New premises opened since 2018	Premises closed and not reopened since 2018	Total Masterton Net Change 2018-2023			
On licensed	Restaurant/Café	7	3	+4			
premises	Hotel	-	1	-1			
	Function Centre	-	-	No change			
	BYO	-	1	-1			
	Winery	1	-	+1			
	Tavern	-	-	No change			
Total net change –	On licensed			+3			
Off licensed	Remote Sales	1	-	+1			
premises	Other	1	-	+1			
	Supermarket	-	-	No change			
	Grocery Store	-	-	No change			
	Bottle Store	1	-	+1			
	Hotel		-	No change			
	Club		1	-1			
	Winery	1	1	No change			
	Tavern	-	-	No change			
Total net change –	Off licensed			+2			
Club licensed	Sports Club	1	1	No change			
premises	Charter Club	-	-	No change			
	Social Club	-	1	-1			
Total net change –	Clubs			-1			
TOTAL NET CHANGE	E – All licensed prem	nises		+4			

Source: Masterton District Council, last updated March 2023.

The table shows a net increase of four additional premises that sell alcohol (all licence types) since 2018. This comprises:

- A net increase of three on-licensed premises
- A net increase of two off-licensed premises
- One less club.

#### Carterton

The following table shows the number of new premises that opened in Carterton between 2018 and 2023, the number of premises that have closed and the resulting net change in the number of alcohol premises. As above, where a premises has closed or opened that holds/held more than one type of licence, it is only included in one category in order to avoid double counting.

Table Nine: Changes in Number of Alcohol Premises, 2018-2023						
	Type of Licence	New Premises opened since 2018	Premises closed and not reopened since 2018	Total Carterton Net Change 2018-2023		
On Licensed	Restaurant/Café	3	-	+3		
premises	Hotel	-	-	No change		
	Function Centre	-	-	No change		
	BYO	-	-	No change		
	Winery Cellar Door	-	-	No change		
	Tavern	-	1	-1		
Total net change –	on licensed			+2		
Off Licensed premises	Tavern	-	NB – a tavern with an off licence has closed since 2018. This change is recorded under on-licence above.	No change		
	Remote Sales	2	-	+2		
	Supermarket	-	-	No change		
	Grocery Store	-	-	No change		
	Bottle Store	1	-	+1		
	Hotel	-	-	No change		
	Winery Cellar Door	-	3	-3		
	Other	-	-	No change		
Total net change –	off licensed			No change		
Club Licensed	Sports Club	-	-	No change		
premises	Social Club	-	-	No change		
	Services Club	~	-	No change		
Total net change –	Club licensed			No change		
TOTAL NET CHANGE	TOTAL NET CHANGE – All licensed premises					

Source: Carterton District Council, last updated March 2023.

#### The table shows:

- A net increase of two alcohol premises in Carterton since 2018.
- Three new licensed restaurants/cafes since 2018.
- Two new businesses offering remote sales.
- An additional bottle store.
- A tavern has closed, along with three businesses that offered cellar door sales.

#### **South Wairarapa**

The following table shows the number of new premises that have opened in South Wairarapa district since 2018, the number of premises that have closed since 2018, and the resulting net change in the number of alcohol premises. As above, where a premises has closed or opened that holds/held more than one type of licence, it is only included in one category in order to avoid double counting.

		Featherston		Greytown		Martinborough		
	Type of licence	(New premises opened since 2018)	(Premises closed and not reopened since 2018)	(New premises opened since 2018)	(Premises closed and not reopened since 2018)	(New premises opened since 2018)	(Premises closed and not reopened since 2018)	Total South Wairarapa Net Change 2018-2023
On licensed	Restaurant/Café	1	3	4	2	1	1	No change
premises	Hotel	1	-	-	1	-	-	No change
	Function Centre	1	-	-	-	2	-	+3
	BYO	-	-	-	-	1	-	+1
	Winery Cellar Door	-	-	-	-	3	1	+2
	Tavern	-	-	-	-	1	-	+1
Total net char	nge – on licenced	3	(3)	4	(3)	8	(2)	+7
Off licensed	Remote Sales			Location not applicable			+3	
premises	Other	-	-	-	-	1	-	+1
	Supermarket	-	-	-	-	-	-	No change
	Grocery Store	-	-	-	-	-	-	No change
	Bottle Store	-	-	2	-	1	-	+3
	Hotel	-	-	-	-	-	-	No change
	Winery Cellar Door	-	-	1	-	3	2	+2
	Tavern	-	-	-	-	1	-	+1
Total net char	nge – off licenced	0	0	3	0	6	(2)	+10

Table 10: Changes in Number of Alcohol Premises since 2018								
			Featherston		Greytown		Martinborough	
	Type of licence	(New premises opened since 2018)	(Premises closed and not reopened since 2018)	(New premises opened since 2018)	(Premises closed and not reopened since 2018)	(New premises opened since 2018)	(Premises closed and not reopened since 2018)	Total South Wairarapa Net Change 2018-2023
Club licensed	Sports Club	-	1	1	-	-	-	No change
premises	Charter Club	-	-	-	-	-	-	No change
	Social Club	-	-	-	-	-	-	No change
Total net chang	ge – club licensed	0	(1)	1	0	0	0	No change
TOTAL NET CHA	NGE – All licensed	3	(4)	8	(3)	14	(4)	+17 (including remote sales)

Source: South Wairarapa District Council, last updated March 2023.

The table shows a net increase of 17 alcohol premises in South Wairarapa since 2018. Points of note include:

- Three of the new licences (18% of additional new licences) are remote sales, and therefore do not necessarily have a "shop front".
- There has been no overall change in restaurants/cafes since 2018.
- There has been a net increase of three new bottle stores since 2018 (two in Greytown, one in Martinborough). Note that "bottle store" includes boutique/speciality bottle stores as well as standard franchise bottle stores.
- There have been two additional on-licence winery/cellar door premises since 2018 (both in Martinborough).
- There is one additional tavern and three additional function centres since 2018.

The net change in the number of alcohol premises (excluding remote sales) for each of the South Wairarapa towns (2018-2023) are:

- Featherston: -1
- Greytown: +5
- Martinborough: +10

# 7. Opening Hours of Licensed Premises

The licensed hours for on and off-licensed premises in Wairarapa are consistent with the LAP.

The maximum opening hours granted for off-licences as per the LAP are 7am-10pm. The trading hours for off-licensed premises in Wairarapa vary, but all are trading within their maximum licensed hours.

The maximum opening hours granted for on-licences under the LAP is 8am-1am the following day. As with off-licensed premises, the trading hours for on-licensed premises in Wairarapa vary, but all are trading within their maximum licensed hours.

While there are a small number of sports clubs that are licensed later than the "generally accepted" time of 11pm, this is within the requirements of the LAP because licences for clubs are decided on a case-by-case basis. The hours are no later than 1am as required in the LAP. The licences were first granted prior to the introduction of the Wairarapa LAP.

All alcohol inspectors and relevant agencies in each district are working to ensure they align with the purpose and object of the Act, including in relation to licensed hours.

#### 8. Location of Licensed Premises

The location of all licensed premises are shown in the maps linked below. The map for each district includes all on, off and club licences within the district.

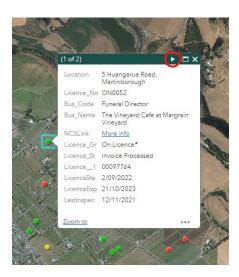
- 1. Map of licensed premises in the Masterton District, as at March 2023
- 2. Map of licensed premises in the Carterton District, as at March 2023
- 3. Map of licensed premises in the South Wairarapa District, as at March 2023

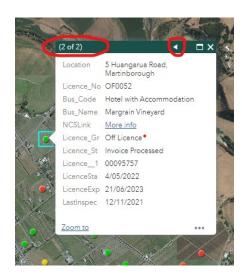
Premises with a current off-licence (e.g. bottle stores, cellar door) are marked green.

Premises with a current on-licence (e.g. restaurants) are marked red.

Premises with a club licence (e.g. sports clubs) are marked yellow.

Where a premises holds more than one type of licence, only one coloured dot is shown for that premises. However, when the dot is clicked on, the pop up will show two items. Clicking on the small triangle at the top will give the option to select between the first or second set of data, as shown below.





Areas with an alcohol ban in place are shaded red, green or blue in each district (different colours are used to denote different ban areas). These areas are defined in each district's Alcohol Control Bylaws, as described in more detail below. An example of Carterton's alcohol ban areas is shown below.



As was the case in 2014 when the last background report was produced, within each of the districts, most on and off-licensed premises tend to be concentrated in the central business district (CBD) or main streets of each town. The exception is vineyards/cellar door premises. Clubs are more widely spread with some being located in residential areas. The following information about each district is provided as at March 2023.

#### In Masterton District:

- All supermarkets and four out of six bottle stores are within the CBD to Kuripuni area of the town.
- More than half of all restaurants and taverns/hotels are also located within this wider CBD area.
- There are small clusters of licensed premises at the Solway end of town (predominantly associated with the hotels and motels located there) and at the northern end of town.

#### In Carterton District:

- Both bottle stores and the supermarket are located in the central shopping area of the town.
- The majority of restaurants, cafes, taverns and hotels are also located in this area. There is an additional tavern on High Street, south of the shopping area.

#### In South Wairarapa District:

- Supermarkets are located in Featherston and Greytown near the shopping areas. Most grocery store licences are located in the Martinborough township.
- Most tavern/hotel licences are located in or around the main streets/ central areas of the three South Wairarapa towns.
- The majority of restaurant licences are for premises located in or around Martinborough.
- There are winery/cellar door licences in both Greytown and Martinborough, with the
  vast majority being located around Martinborough. Licences for remote sales are held
  in Greytown and Martinborough.

# 9. Alcohol Control Bylaws

Local authorities have the power to make bylaws for alcohol control purposes under Section 147 of the Local Government Act 2002. Each Wairarapa district has a standalone Alcohol Control Bylaw, which sets out the alcohol-free areas in each district. Temporary alcohol bans are sometimes put in place for major events to ensure an event is a safe place.

Prohibitions in an Alcohol Control Bylaw do not apply to licensed premises or their outdoor areas, or to people transporting unopened alcohol containers. The police are responsible for enforcing alcohol bans.

The alcohol-free areas in each of the districts, and their operative times, are shown in the following tables. These areas are also shown graphically in the maps linked below.

#### Masterton

Permanent Ban Areas	Operative Time
Masterton Business District	All times
Masterton Skate Park	All times
Queen Elizabeth Park	9:00pm – 7:00am

A copy of the Masterton District Alcohol Control Bylaw can be found here.

While not included in the current Alcohol Control Bylaw, for a number of years the Masterton District Council has issued temporary alcohol bans over the new year period at parts of Castlepoint and Riversdale beaches. These bans must be approved by Council each year.

#### Carterton

Permanent Ban Areas	Operative Time	
Carrington Park	All times	
Central Business District (specify)	All times	
Millennium Park	All times	
Memorial Square	All times	
Private Carpark on High Street North	All times	
Town Clock Reserve	All times	

A copy of the Carterton District Alcohol Control Bylaw can be found here.

#### South Wairarapa

Event-based Ban Area	Operative Time
The Martinborough Square bounded by Strasbourge, Cork, Naples and Ohio Streets	From midday – 9:00pm on the day of the Toast Martinborough event

A copy of the South Wairarapa District Alcohol Control Bylaw can be found here.

A summary of SWDC's 2021 review of its Alcohol Control Bylaw, and rationale for the decisions made, is provided as Attachment One.

# 10. Demographic Profile of Wairarapa

When preparing a draft Local Alcohol Policy, a territorial authority must have regard to the demography of the district's residents. The results of the 2018 census and data from Infometrics and Sense Partners informs this section.

#### **Population**

The following table shows the resident population for each of the Wairarapa districts, as at June 2018 (census data). This is the year the Wairarapa LAP came into force. It also shows the estimated resident population for each of the Wairarapa districts as at June 2022, and the percentage change in population between 2018-2022.

Table 11: Population figures for the three Wairarapa districts, 2018 and 2022					
District	2018 (resident population)	2022 (estimated resident population)	% change (2018 to 2022)		
Masterton District	26,400	29,000	+9.8%		
Carterton District	9,510	10,250	+7.8%		
South Wairarapa District	10,900	11,750	+7.8%		
Total – all districts	46,810	51,000	+9.0%		
New Zealand	4,900,600	5,124,100	+4.6%		

Source: Statistics New Zealand Census 2018 and Estimated Resident Population, June 2022

All Wairarapa districts have experienced population growth since the LAP was introduced in 2018. Masterton has experienced the biggest population growth (9.8 per cent) while Carterton and South Wairarapa districts both experienced growth of 7.8 per cent.

The population of the Wairarapa region grew faster than New Zealand as a whole between 2018-2022.

#### **Forecast Population Growth**

The following table shows the forecast population changes, under a medium growth scenario, for each of the three Wairarapa districts, between 2018 and 2038.

Table 12: Forecast population growth for the three Wairarapa districts						
District	2018 (Actual)	2028	2038	% Change (2018 - 2038)		
Masterton District	26,400	31,644	36,054	36.6%		
Carterton District	9,510	11,324	13,016	36.9%		
South Wairarapa District	10,900	12,992	14,782	35.6%		

Source: Sense Partners, 2022

The table shows that a similar growth rate is forecast for each district over 2018-2038. The population of each Wairarapa district is forecast to grow at a greater rate than the New Zealand population, which is forecast to increase 25.8% over the same period (2018-2038).

#### **Ethnicity**

The largest ethnic group in each of the three Wairarapa districts is European, followed by Māori and Pacific Peoples. This reflects the three largest ethnic groups for all of New Zealand.

Each of the Wairarapa districts has a higher proportion of European people than New Zealand as a whole. The proportion of Māori is the same in Masterton as for New Zealand as a whole (21.3 per cent) but lower than New Zealand in Carterton and South Wairarapa districts. The proportion of pacific peoples is the same in Masterton as for New Zealand as a whole (4.0 per cent) but lower in Carterton and South Wairarapa districts.

Changes in the proportion of different ethnic groups between 2013 and 2018 are shown in the tables below.

Table 13: Ethnic Groups for People in Masterton District, 2013 and 2018					
Ethnic Group	2013 (%)	2018 (%)			
European	86.6	84.7			
Māori	18.6	21.3			
Pacific Peoples	3.3	4.0			
Asian	2.4	3.9			
Middle Eastern/Latin American/African	0.3	0.3			
Other ethnicity	2.1	1.3			

Source: Statistics New Zealand (Census 2018 and Census 2013)

NB: Where a person reported more than one ethnic group, they are counted in each applicable group.

The proportion of European people and 'other ethnicities' reduced between 2013 and 2018. The proportion of all other ethnic groups increased over the period.

Table 14: Ethnic Groups for People in Carterton District, 2013 and 2018				
Ethnic Group	2013 (%)	2018 (%)		
European	91.4	91.4		
Māori	11.8	13.4		
Pacific Peoples	1.9	1.8		
Asian	1.3	2.2		
Middle Eastern/Latin American/African	0.2	0.2		
Other ethnicity	2.3	1.7		

Source: Statistics New Zealand (Census 2018 and Census 2013)

NB: Where a person reported more than one ethnic group, they are counted in each applicable group.

The proportion of European people in Carterton remained the same between 2013 and 2018. The Middle Eastern/Latin American/African proportion of the population also remained the same. The proportion of Pacific Peoples fell slightly, along with 'other ethnicities'. The proportion of Māori and Asian people both increased over the period.

Table 15: Ethnic Groups for People in South Wairarapa District, 2013 and 20				
Ethnic Group	2013 (%)	2018 (%)		
European	90.2	90.5		
Māori	13.8	14.2		
Pacific Peoples	2.0	2.2		
Asian	2.1	2.5		
Middle Eastern/Latin American/African	0.2	0.4		
Other ethnicity	2.3	1.5		

Source: Statistics New Zealand (Census 2018 and Census 2013)

NB: Where a person reported more than one ethnic group, they are counted in each applicable group.

The proportion of the population of all ethnicities identified in the table increased between 2013 and 2018. 'Other ethnicities' reduced between 2013 and 2018.

#### Age

Each Wairarapa district has a higher median age compared with all of New Zealand, as shown in the following table.

Table 16: Median Age for each Wairarapa district and New Zealand, 2018			
District	Median Age (Years)		
Masterton	43.2		
Carterton	46.4		
South Wairarapa	47.1		
New Zealand	37.4		

Source: Statistics New Zealand (Census 2018)

The table below shows the age composition for each Wairarapa district and for New Zealand as a whole, as at December 2022.

Table 17: Age composition for each Wairarapa District, December 2022					
District	Under 20 years (%)	20-49 years (%)	50-64 years (%)	65 years+ (%)	
Masterton	24	34	20	22	
Carterton	24	30	22	24	
South Wairarapa	22	31	24	24	
New Zealand	24	40	19	16	

Source: Infometrics Regional Economic Monitor, December 2022

As the figures show, the percentage of people in both the 50-64 years and 65+ age groups is higher in the three Wairarapa districts than New Zealand as a whole. The proportion of those aged 20-49 years is lower in the Wairarapa districts than New Zealand as a whole. Those aged under 20 years is the same for Masterton and Carterton as New Zealand as a whole (24 per cent) while the percentage of the population aged under 20 is slightly lower than the national average in South Wairarapa district (20 per cent).

#### **Deprivation**

Evidence from Alcohol Healthwatch (2022) shows that communities in deprived areas experience more harm per drink, when compared with the least deprived communities with the same level of drinking.

The New Zealand deprivation index (NZDEP) is an index of socioeconomic deprivation based on census information. Deprivation scores range from 1 (least deprived) to 10 (most deprived). The following maps show the deprivation scores for each of the five towns within the Wairarapa region - Masterton, Carterton, Greytown, Featherston and Martinborough.

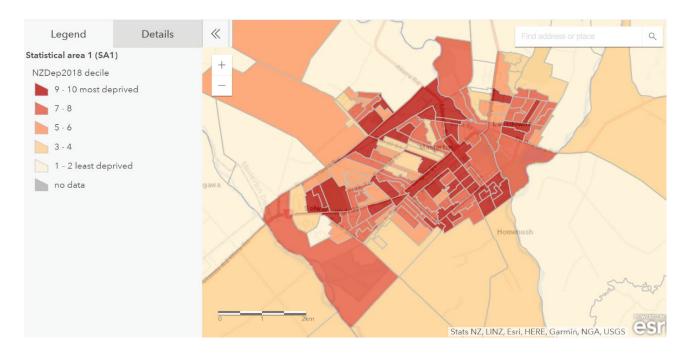
The maps are broken down into 'Statistical Areas'. Statistical Area 2 (SA2) areas in district council locations generally have a population of around 1,000-3,000 residents. An example of an SA2 in Masterton is Masterton Central. SA2s are further broken down into Statistical Area 1 (SA1) areas. These areas have a range of around 100-200 residents, and a maximum population of about 500 residents. For example, Masterton Central is divided into two SA1s.

Due the geographical size of the region and the towns within it, only the central area of each town is shown in the maps below. The maps can be viewed in full here.

#### **Masterton**

Areas with a deprivation score of 9 or 10 are considered the most deprived in the country. Masterton has 40 SA1 areas<sup>3</sup> with a deprivation score of 9 or 10, out of 170 total SA1 areas in the district (24 per cent). These are located within the following SA2 areas<sup>4</sup>:

- Ngaumutawa (9, 10)
- Masterton Central (9, 9, 9)
- Kurupuni (9, 9)
- Douglas Park (9, 9, 9, 10, 9)
- Cameron and Soldier's Park (9, 9, 9, 9, 9, 9, 9)
- McJorrow Park (10, 10, 10, 10, 10, 10, 10, 9, 9)
- Solway South (9, 9, 9)
- Lansdowne East (9, 9, 9)
- Lansdowne West (9)
- Solway North (9, 9, 10, 10, 9)



<sup>&</sup>lt;sup>3</sup> Statistical Area 1 (SA1) provides a detailed geography output within district council locations, with an ideal size range of 100–200 residents, and a maximum population of about 500,

<sup>&</sup>lt;sup>4</sup> Statistical Area 2 (SA2) areas in district council locations generally have a population of around 1,000-3,000 residents.

#### Carterton

Carterton and the surrounding district has no areas with a deprivation score of 9 or 10.



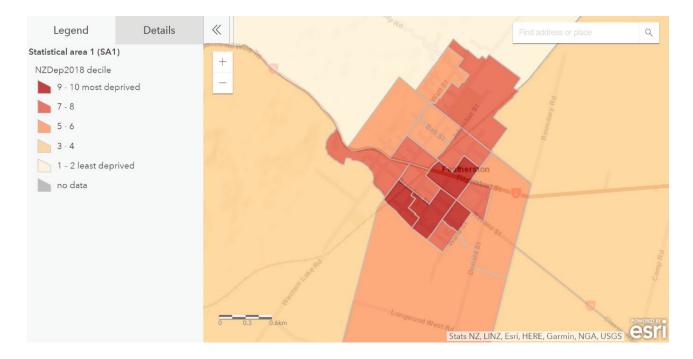
### Greytown

Greytown has no areas with a deprivation score of 9 or 10.



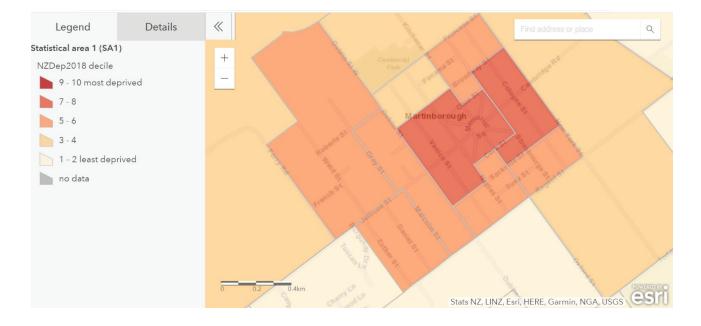
#### **Featherston**

Featherston has four SA1 areas with a deprivation score of 9, out of a total of 16 SA1 areas in Featherston (25 per cent). These are all located in the SA2 area 'Featherston' clustered on the southern side of Featherston township.



#### Martinborough

Martinborough has no areas with a deprivation score of 9 or 10.



#### **Employment**

Employment growth is shown by an increase in the number of filled jobs. According to Infometrics, Masterton district experienced the highest employment growth of each of the three Wairarapa districts between 2018 and 2022 (10.2 per cent). Carterton experienced employment growth of 9.2 per cent, and South Wairarapa district recorded employment growth of 8.7 per cent over the same period.

#### **Unemployment and the NEET Rate**

The unemployment rate measures the proportion of the workforce that is not in employment.

The NEET rate measures the percentage of those aged 15-24 years who are Not in Employment, Education or Training.

The NEET rate for each of the three districts dropped significantly between 2018-2022. The NEET rate for all of New Zealand remained static over the same period. The unemployment rate for each of the three districts has also fallen between 2018 and 2022. The unemployment rate for all of New Zealand dropped over the same period. The NEET rate and unemployment rate figures for 2018 and 2022 are shown in the following table.

Table 18: NEET Rate and Unemployment Rate for the three Wairarapa Districts, 2018 and 2022

District	Unemploy	ment Rate	NEET Rate (%)			
	2018	2022	2018	2022		
Masterton	4.4%	2.3%	15.7	8.1		
Carterton	3.6%	3.0%	12.9	7.9		
South Wairarapa	2.9%	1.6%	10.4	6.6		
New Zealand	4.6%	3.4%	11.8	11.7		

Source: Infometrics, December 2022

#### **Household Income**

The following table shows the average (mean) household income for each of the Wairarapa districts, and for all of New Zealand, in 2018 and 2022.

Table 19: Average Household Income, 2018 and 2022						
District	2018	2022	% Change			
Masterton	\$77,414	\$91,935	18.8%			
Carterton	\$73,755	\$92,403	25.3%			
South Wairarapa	\$87,232	\$106,494	22.1%			
New Zealand	\$99,601	\$117,934	18.4%			

Source: Infometrics Regional Economic Profile, 2018 and 2022 data

As the table shows, each Wairarapa district has an average household income that is lower than the New Zealand average. South Wairarapa district has the highest average household income, followed by Carterton and Masterton. Carterton district experienced the biggest increase in average household income between 2018 and 2022 (25.3 per cent

increase). This was followed by South Wairarapa district (22.1 per cent increase) and Masterton (18.8 per cent increase). Each district experienced a higher increase in average household income over the period than New Zealand as a whole (18.4 per cent increase).

#### Per Capita Income

Per capita income is a widely used measure of living standard, as it accounts for all sources of household income as well as household size. Masterton and Carterton districts have a per capita income which is lower than the New Zealand per capita income. The per capita income in South Wairarapa district is higher than for New Zealand as a whole.

The per capita income for each of the Wairarapa districts and for New Zealand in 2022 were:

Masterton District: \$36,014Carterton District: \$38,735

South Wairarapa District: \$47,706

New Zealand: \$44,179.

Source: Infometrics Regional Economic Profile, December 2022

#### **Housing Affordability**

Housing affordability is measured by a ratio of average house values to average household incomes. A higher ratio suggests that average houses cost a greater multiple of typical incomes, which indicates lower housing affordability.

Infometrics data shows that housing is becoming increasingly unaffordable across all Wairarapa districts. Housing is most affordable in Masterton District. South Wairarapa is the least affordable district in the Wairarapa region and is now less affordable than New Zealand as a whole.

Table 20: Housing Affordability Ratio, 2018 and 2022					
District	Housing Affordability Ratio December 2018	Housing Affordability Ratio December 2022			
Masterton District	4.3	7.5			
Carterton District	5.3	8.4			
South Wairarapa District	5.3	9.0			
All of New Zealand	6.7	8.7			

Source: Infometrics, 2018 and 2022 data

# 11. Alcohol Consumption and Availability – A National Overview

A literature review of research relating to alcohol consumption and availability in New Zealand was undertaken during the initial development of the LAP and was completed in 2014. This section provides key updates, where available, on alcohol consumption and availability in New Zealand, as well as its associated impacts.

#### **Past Year Drinking**

The most recent New Zealand Health Survey (2021/22) produced by the Ministry of Health, found that:

- In 2021/22, four in every five adults (79.1%) drank alcohol in the past year, an increase since 2020/21 (78.5%).
- Men were 1.1 times as likely to have been past-year drinkers than women, after adjusting for age.
- Although the legal age for purchasing alcohol in New Zealand is 18 years old, 57.1% of those aged 15–17 years drank alcohol in the past year. This rate has not changed significantly since 2011/12 (59.9%).
- Pacific and Asian adults were less likely to have had alcohol in the past year than non-Pacific and non-Asian adults, after adjusting for age and gender.
- After adjusting for age, gender, and ethnic group, those in the most socioeconomically deprived areas were less likely to have consumed alcohol in the past year than those living in the least deprived areas.

#### **Hazardous Drinking**

'Hazardous drinking' refers to an established alcohol drinking pattern that carries a risk of harming the drinker's physical or mental health or having harmful social effects on the drinker or others. It is determined by using the World Health Organisation's AUDIT checklist - a score of 8 or more on the checklist indicates hazardous drinking (Ministry of Health, 2022).

Nearly one in five adults (18.8%) have a hazardous drinking pattern that places them and/or others at risk of harm. This is equivalent to over 900,000 New Zealanders. There has been no significant change in the hazardous drinking rate since it was first recorded in 2015/16.

In 2021/22, the highest prevalence of hazardous drinking was among those aged 18–24 years, at 31%. The prevalence of hazardous drinking was also high in those aged 25–34 (22.4%), 35–44 (23.4%) and 45–54 (19.5%).

Approximately 33% of Māori are hazardous drinkers, and Māori are more likely to be hazardous drinkers than non-Māori. This is especially the case for wāhine Māori who reported a hazardous drinking prevalence that was 1.9 times higher than non-Māori women. Māori men reported a hazardous drinking prevalence 1.6 times higher than non-Māori men. Asian adults had a lower rate of hazardous drinking than other ethnic groups, at 6%. The rate for Pacific peoples is 22% and for European/other it is 20% (New Zealand Health Survey 2021/22).

In 2021/22, after adjusting for age, gender, and ethnic group, those in the most socioeconomically deprived areas were less likely to be hazardous drinkers in the past year than those living in the least deprived areas.

#### **Heavy Episodic Drinking**

Heavy episodic drinking, or 'binge drinking' is when a large amount of alcohol is consumed rapidly within a short time. Most define a 'binge' as four or more drinks over a short period for women, and five or more for men. Binge drinking leads to intoxication in a short space of time and can cause serious harm in both the short and the long-term (Ministry of Health, 2022).

#### Heavy episodic drinking at least monthly

In 2021/22, 19.8% of people aged 15 years and over reported consumption of six more or more drinks on one occasion, at least monthly.

Very little overall change was found in the prevalence of heavy episodic drinking at least monthly since the last New Zealand Health Survey, and there has been little change since the time series began in 2015/16. Future surveys are needed to determine real trends.

#### Heavy episodic drinking at least weekly

In 2021/22, 10.2% of New Zealand people aged 15 years and over reported consumption of six or more drinks on one occasion, at least weekly.

#### **Family Violence**

Substance use (drugs or alcohol) is understood to exacerbate the risk of family violence offending and victimisation. Substance use by victims can also affect their ability to get help and to live free from violence. Victims of family violence may also increase their use of alcohol and other drugs as a coping mechanism (Ministry of Justice, 2022).

The New Zealand Crime and Victims Survey Report 2022, produced by the Ministry of Justice, reports that:

- In 2020-21, offenders were under the influence of alcohol in 37% of offences by family members.
- Offenders were under the influence of alcohol <u>and/or other drugs</u> in about half of all offences by family members (52%).
- For 12% of offences by family members, victims said it had led them to increase their use of alcohol and/or other drugs.
- Victims reported that they themselves were under the influence of alcohol during 14% of offences by family members, or under the influence of alcohol and/or other drugs during 20% of offences.

Alcohol.org.nz report that one in four of the most severe intimate partner assaults in Aotearoa involve alcohol.

#### **Drunk Driving**

Alcohol consumption can impair coordination and judgement and is a major cause of road injury in New Zealand. There is no set number of drinks that a person can have to stay under the Blood Alcohol Concentration (BAC) of 250 mcg per litre of breath and 50 milligrams per 100 millilitres of blood. The legal drink drive limit for drivers under 20 years of age is a BAC of zero. The rate of alcohol absorption in the body varies depending on body size, gender, body fat and amount of food in the stomach. The same person can drink the same number of drinks on different occasions and have different BAC levels (Waka Kotahi, 2022).

According to the New Zealand Police (2022):

- Drinking while impaired either by alcohol, drugs or fatigue, is one of the four main behaviours which contribute to death and injury on New Zealand's roads.
- Alcohol and/or drugs are a factor in about a third of all fatal road crashes.

Alcohol and/or drugs are involved in one-in-eight injury crashes.

#### The Availability of Alcohol for Consumption

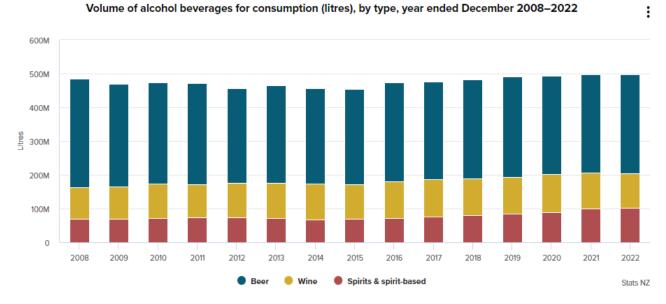
Statistics New Zealand provides data on the volume of alcohol available for consumption in New Zealand, including beer, wine, spirits, and spirit-based drinks. The total volume calculated includes production for domestic consumption as well as imports, and excludes exports.

In the year ended December 2022, the total volume of alcoholic beverages available for consumption was 498 million litres. This includes:

- 294 million litres of beer.
- 101 million litres of wine.
- 103 million litres of spirits (including spirit-based drinks). Spirit-based drinks have an alcohol content less than or equal to 23 percent. They include RTDs (ready-to-drink beverages) and wines that are spirit-based.

#### Changes in Volume of Alcohol Available for Consumption between 2008-2022

The following graph shows the volume of alcohol beverages for consumption by type, between 2008-2022.



Source: Statistics New Zealand, New Zealand Health Survey 2021/22

As a proportion of the total volume of alcoholic beverages available for consumption, between 2008 and 2022:

- beer decreased from 66 percent to 59 percent
- wine increased from 19 percent to 20 percent
- spirits and spirit-based drinks increased from 14 percent to 21 percent.

# 12. Alcohol Related Harm in Wairarapa

Excessive and inappropriate consumption of alcohol is a significant contributor to social harm in New Zealand. Alcohol is the most common recreational drug in New Zealand, and a significant proportion of police work involves responding to alcohol-related incidents. These include violent offending, homicides, drink-driving, family violence, and ensuring the safety of intoxicated people or those around them (New Zealand Police, 2022).

Alcohol harm is driven by both the total volume consumed and by patterns of drinking. Harmful drinking can cause serious health, personal and social problems. Alcohol is one of the main preventable risk factors for a number of diseases, such as cancer, mental health conditions and long-term conditions (Ministry of Health, 2022).

#### Wairarapa drinking patterns

- The Wairarapa DHB catchment had more past year drinkers between 2017 2020 than anywhere else in the country at 87.9 per cent (range 69.2 to 87.9 per cent), with the New Zealand average at 80.4 per cent.
- Past year drinkers in the Wairarapa were less likely to consume alcohol hazardously at 21.8 per cent compared to the New Zealand average at 25.7 per cent.
- Those most likely to drink hazardously were 25-44-year-olds (32.8 per cent) and 15–24-year-olds (29.1 per cent).
- Hazardous drinking by Māori in Wairarapa (41.4 per cent) is similar to the New Zealand Māori average at 41.2 per cent.

#### Alcohol-related hospital presentations

All communities have some level of alcohol related harm but this is not spread evenly between areas.

From hospital diagnostic coding it is possible to determine residents who has hospital admissions related to alcohol and compare levels of harm across geographic areas. Geographical comparisons are made by analysing the crude rate (number of hospital admissions per 100,000 head of population) and then categorising crude rates as a decile scale where 10% of the highest crude rates are at decile 10 through to the 10% lowest at decile 1. This translates into a risk assessment scale as follows:

- 1 and 2 are very low risk
- 3 and 4 are low risk
- 5 and 6 are moderate risk
- 7 and 8 are high risk
- 9 and 10 are very high risk.

The following table outlines alcohol related presentations from January 2016 to April 2023 to understand the comparative level of risk of Wairarapa residents being admitted to Wairarapa Hospital. It includes conditions of an acute nature, that is, the impact is rapid and often results from excessive consumption (e.g. alcohol poisoning), and chronic conditions (e.g. alcohol liver disease). The table distinguishes between presentations where alcohol was wholly vs. partially responsible for the outcome/condition.

Those areas shown in red are of most concern (Masterton Central, Masterton East, Solway South, Lansdowne, Carterton and Featherston), followed by those in orange (Masterton West, Solway North and Ngaumutawa).

Area	All Acute	All	All Chronic	Partial Acute	Partially	Partial Chronic	Wholly Acute	Wholly	Wholly Chronic
Masterton									
Homebush-Te Ore Ore	3	3	3	3	4	4	4	2	
Opaki-Fernridge	1	1	3	1	2	4	1	1	1
Kopuaranga	2	2	2	3	3	3	1	1	1
Whareama	5	4	3	6	5	4	5	4	2
Masterton Central	10	10	10	10	10	10	10	10	10
Masterton West	7	7	7	8	8	8	3	3	3
Masterton East	10	9	9	9	9	9	9	9	8
Solway North	7	8	8	8	9	9	6	5	3
Solway South	7	7	7	8	8	8	6	6	5
Ngaumutawa	9	9	8	10	10	9	4	3	1
Masterton Railway*	10	9	8	8	9	9	10	9	
Lansdowne	9	9	8	10	9	8	7	7	6
Carterton									
Waingawa	4	3	3	6	5	3		1	
Mt Holdsworth	4	3	2	5	5	5	3	1	
Te Wharau	3	3	2	4	3	3	4	2	1
Carterton	8	9	9	8	9	9	7	8	8

Table 21: Crude rates of alcohol related Wairarapa hospital presentations by decile for Wairarapa residents									
Area	All Acute	All	All Chronic	Partial Acute	Partially	Partial Chronic	Wholly Acute	Wholly	Wholly Chronic
Tuturumuri	7	6	4	7	5	2	7	8	8
Greytown	6	6	7	7	8	8	3	4	5
Featherston	9	9	8	9	8	8	8	8	8
Martinborough	8	7	4	6	6	5	9	8	3
Kahutara	3	4	5	4	4	5	4	4	5

<sup>\*</sup>Masterton Railway may be an outlier due to a small data set.

Emergency Department specific data shows a similar pattern, with Masterton Central, Masterton East and Lansdowne having the highest crude rates. Masterton West, Solway North and Featherston may also be areas of concern.

Table 22: Emergency Department alcohol related hospital admissions in July 2020 to April 2023

2020 to April 2023	
Area	Crude rate
Homebush-Te Ore Ore	4
Opaki-Fernridge	5
Kopuaranga	3
Whareama	5
Masterton Central	10
Masterton West	8
Masterton East	9
Solway North	7
Solway South	6
Ngaumutawa	5
Masterton Railway	10*
Lansdowne	8
Waingawa	3
Mt Holdsworth	1
Te Wharau	5
Carterton	6
Tuturumuri	8*
Greytown	3
Featherston	7
Martinborough	6
Kahutara	4

<sup>\*</sup>Possible outliers due to small data set.

#### Explanatory notes for Alcohol-Related Harm Data

#### **Definitions**

Wholly: Alcohol is wholly responsible for the outcome/condition.

**Partially:** Alcohol is partly responsible for the outcome/condition.

**Acute:** Casual impact (e.g. Acute Intoxication, Alcohol Poisoning, Alcoholic Mental and Behavioural Disorders, Blood Alcohol).

Chronic: Evidence of association linked to long term consumption (e.g. Alcoholic Cardiomyopathy, Alcoholic Gastritis, Alcoholic Liver Disease, Alcoholic Pancreatitis, FASD & Maternal Care for damage to foetus from alcohol, Nervous System Degeneration/ Crude rates: A crude rate refers to a basic measure of alcohol-related harm (ARH) in a population. It provides a straightforward assessment of the overall occurrence of an ARH within a defined population, without considering any demographic or other factors that may influence the rates. Crude rates are useful for obtaining a general overview of the occurrence ARH in a population. However, they may not provide a comprehensive understanding of the underlying factors or variations in rates across different subgroups within the population (e.g. age, sex).

**Areas:** The areas displayed in the above tables are the 2013 census area units, and can be looked up <a href="here.">here.</a>

## 13. Alcohol-Related Crime in Wairarapa

#### **Police Alcohol Harm Demand**

This section includes data sourced from the Police National Alcohol Harm Viewer (NAHV) which contains data from two systems Police use to record information: the Communications Centres Computer Aided Resource Despatch (CARD) system and the Police National Intelligence Application (NIA).

CARD records events reported to Police, and when the call taker identifies that alcohol is a factor in the event occurring, they select an Alcohol Supplementary Flag. When police respond to an event, it is entered into NIA. In 2019, NIA was amended so that all occurrences must indicate if alcohol is a contributing factor. The NAHV only includes CARD events that have not been entered into NIA.

The NAHV counts each harm (e.g. incident, infringement, or offence) individually, whether they are linked to the same occurrence or not.

The following two tables show the number of police recorded alcohol harm events for Wairarapa, and the number of events relative to population. Trend comparisons are difficult due to the data for 2019 and 2023 not being full year data, and the potential impacts of Covid-19 on the in between years. The data does however show that overall Masterton has higher rates of alcohol related-harm per population than Carterton and South Wairarapa districts.

Table 23: Police Recorded Alcohol Harm for Wairarapa, September 2019 – August 2023

Event Type	Police Recorded Alcohol Harm Events (NIA)			Police Reported Alcohol Harm Events (not recorded) (CARD)			Total Alcohol Harm Events			
District	Masterton District	Carterton District	South Wairarapa District	Masterton District	Carterton District	South Wairarapa District	Masterton District	Carterton District	South Wairarapa District	
2019 (from September)	301	36	59	75	9	14	376	45	73	
2020	945	158	200	203	34	52	1,147	192	252	
2021	988	210	256	166	24	36	1,154	234	292	
2022	698	147	283	148	21	34	846	168	317	
2023 (to August)	605	131	159	116	22	24	721	153	183	
Total	3537	682	957	708	110	160	4,245	792	1,117	

Table 24: Police Recorded Alcohol Harm for Wairarapa relative to Population, September 2019 – August 2023

Event Type			cohol Harm 000 people	Police Reported Alcohol Harm Events (not recorded) (CARD) per 10,000 people			Total Alcohol Harm Events per 10,000 people			
District	Masterton District	Carterton District	South Wairarapa District	Masterton District	Carterton District	South Wairarapa District	Masterton District	Carterton District	South Wairarapa District	
2019 (from September)	111.9	37.3	54.4	27.9	9.3	12.9	139.8	46.6	67.3	
2020	341.2	159.8	180.1	73.3	34.4	46.8	414.1	194.1	226.9	
2021	350.4	209.0	225.2	58.9	23.9	31.7	409.2	232.8	256.8	
2022	243.2	144.1	243.2	51.6	20.6	29.2	294.8	164.7	272.5	
2023 (to August)	207.9	127.8	133.6	39.9	21.5	20.2	247.8	149.3	153.8	

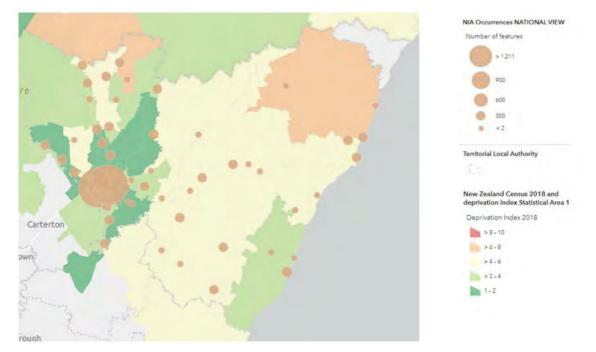
The below table shows police recorded alcohol harm by scene type. Around half (52 per cent) of alcohol harm throughout the Wairarapa districts occurs in a private residential setting.

Table 25: Police Recorded Alcohol Harm (NIA) by scene type – September 2019 – August 2023

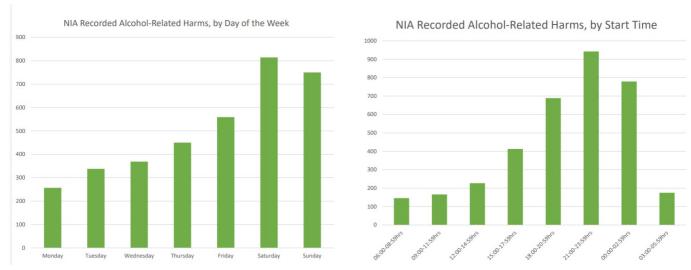
	Mast	erton	Carl	erton	South Wairarapa		
Scene Type	#	%	#	%	#	%	
Residential	1,824	52%	347	51%	499	52%	
Public Space	1,374	39%	240	35%	370	39%	
Commercial	59	1.7%	31	5%	4	2.9%	
Retail	76	2.1%	14	2.1%	6	0.6%	
Community	45	1.3%	4	0.6%	4	0.4%	
Education	7	0.2%	3	0.4%	3	0.3%	
Health	13	0.4%	0	-	0	-	
In-transit	51	1.4%	0	-	16	1.7%	
Online	30	0.8%	9	1.3%	5	0.5%	
Not applicable	48	1.4%	11	1.6%	17	1.8%	
Unknown	10	0.3%	2	0.3%	8	0.8%	
Total	3,537	100%	682	100%	956	100%	

#### **Masterton**

#### Police Recorded Alcohol Harm (NIA) in Masterton District, September 2019 – August 2023



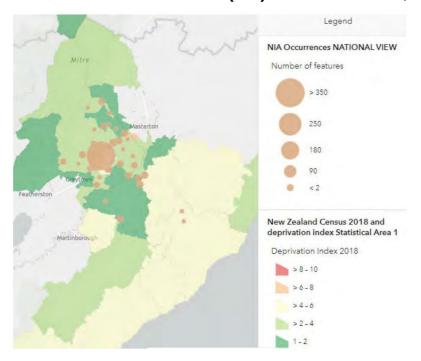
- Around half (52 per cent) of police recorded alcohol harm occurred in a residential setting. The next most common setting is in a public space (39 per cent).
- The majority of police recorded alcohol harm that occurred in Masterton District between September 2019 – August 2023 was in a deprivation area of 8 or higher.
- Recorded alcohol-related harm occurred most often from Friday Sunday. The most common period for recorded alcohol-related harm is between 9pm – midnight, followed by midnight – 3.00am.
- Just over half (51 per cent) of police recorded alcohol harm was alcohol-related family harm. Alcohol-related family harm follows a similar pattern to total alcohol-related harm in that it occurs most often between 9pm and midnight, through Friday to Sunday, and in more highly deprived areas (NZDep rating 8, 9 or 10).



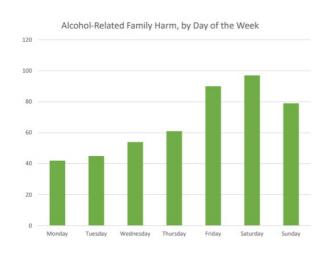
 There were 65 recorded alcohol ban breaches between September 2019 – August 2023.

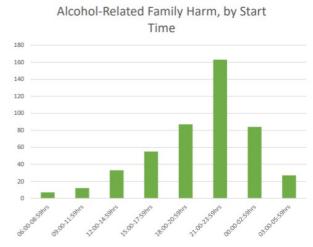
#### Carterton

#### Police Recorded Alcohol Harm (NIA) in Carterton District, September 2019 – August 2023



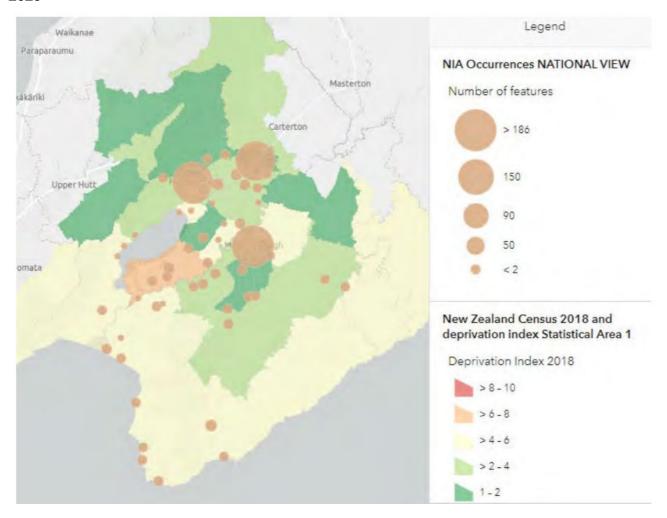
- Around half (51 per cent) of police recorded alcohol harm occurred in a residential setting. The next most common setting is in a public space (35 per cent).
- The highest occurrence of police recorded alcohol harm occurred in an area with a NZ Dep rating of 8. Note there are no decile 9 or 10 areas in Carterton district.
- Recorded alcohol-related harm occurred most often from Friday Sunday. The most common period for recorded alcohol-related harm is between 9pm – midnight, followed by 6.00pm – 9.00pm.
- Almost half (49 per cent) of police recorded alcohol harm was alcohol-related family harm. Alcohol-related family harm follows a similar pattern to total alcohol-related harm in that it occurs most often between 9pm and midnight, and most commonly in an area with a NZDep rating of 8.





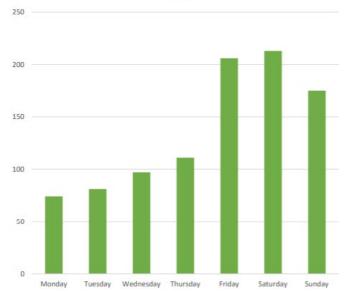
#### South Wairarapa

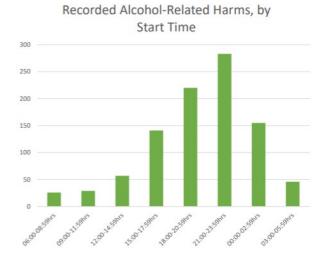
## Police Recorded Alcohol Harm (NIA) in South Wairarapa District, September 2019 – August 2023



- Around half (52 per cent) of police recorded alcohol harm occurred in a residential setting. The next most common setting is in a public space (39 per cent).
- The highest occurrence of police recorded alcohol harm occurred in an area with a NZDep rating of 7. Police recorded alcohol harm was less prevalent in an area with a decile rating of 8 or 9. Note there are no areas with a decile rating of 10 in South Wairarapa.
- Recorded alcohol-related harm occurred most often from Friday Sunday. The most common period for recorded alcohol-related harm is between 9pm – midnight, followed by 6.00pm – 9.00pm.
- Almost half (49 per cent) of police recorded alcohol harm was alcohol-related family harm. Alcohol-related family harm follows a similar pattern to total alcohol-related harm in South Wairarapa in that it occurs most often from Friday – Sunday, between 9pm and midnight, and most commonly in an area with a NZDep rating of 7.

## Recorded Alcohol-Related Harms, by Day of the Week





 There were 17 alcohol ban breaches in South Wairarapa between September 2019 – August 2023 (2 in 2019 and 15 in 2022). The 2022 breaches all occurred on Sunday, linked to the Toast Martinborough event.

#### Police Alcohol Harm Demand in Town Centres

The following tables provide an overview of police recorded alcohol harm within a 5km radius of the town centres between September 2019 and August 2023. This data was requested primarily to enable a view of alcohol harm across Martinborough, Featherston and Greytown as the Police database is unable to provide a ward level view.

Overall, Featherston has higher police recorded alcohol harm within a 5km radius of the town centre when compared to Martinborough and Greytown. Featherston has the highest proportion of alcohol harm occurring in a public space (57 per cent), and a lower proportion of alcohol harm occurring in a residential setting (35 per cent) compared with other town centres.

Greytown and Martinborough show a higher proportion of alcohol recorded harm being related to traffic offending compared to other town centres, at 38 per cent and 34 per cent respectively. Masterton and Carterton's traffic offending accounts for 25 per cent of police recorded alcohol harm, and 27 per cent for Featherston.

Table 26: Police recorded alcohol harm (NIA) within 5km radius of town centre								
Year	Masterton	Carterton	Martinborough	Featherston	Greytown			
2019 (from September)	277	27	11	30	14			
2020	893	137	35	68	67			
2021	950	181	50	129	51			
2022	674	109	81	112	58			
2023 (to August)	559	112	35	63	43			
Total	3,353	566	212	402	233			

Table 27: Police recorded alcohol harm (NIA) within 5km radius of town centre by category

code										
	Mast	erton	Carterton		Martinborough		Featherston		Greytown	
Scene Type	#	%	#	%	#	%	#	%	#	%
Residential	1,745	52%	296	52%	93	44%	141	35%	104	45%
Public Space	1,288	38%	194	34%	88	42%	231	57%	118	51%
Commercial	60	1.8%	27	5%	20	9%	3	0.7%	4	1.7%
Retail	76	2.3%	13	2.3%	0	-	5	1.2%	1	0.4%
Community	44	1.3%	4	0.7%	3	1.4%	1	0.2%	0	-
Education	6	0.2%	2	0.4%	0	-	3	0.7%	0	-
In-transit	49	1.5%	15	2.7%	5	2.4%	7	1.7%	4	1.7%
Online	29	0.9%	9	1.6%	2	0.9%	2	0.5%	1	0.4%
Not applicable	33	1.0%	6	1.1%	0	-	2	0.5%	0	-
Total	3,353	100%	566	100%	212	100%	402	100%	233	100%

Table 28: Police recorded alcohol harm (NIA) within 5km radius of town centre by category code

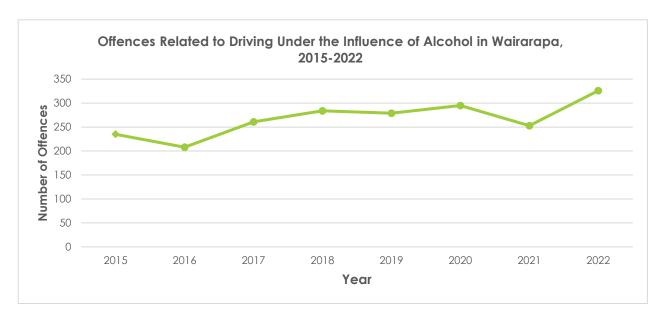
Year	Mast	erton	Car	terton	Martinb	orough	Feath	nerston	Gre	ytown
	#	%	#	%	#	%	#	%	#	%
Violence	755	23%	128	23%	46	22%	88	22%	41	18%
Sexual	29	0.9%	6	1.1%	1	0.5%	0	0%	3	1.3%
Drugs & Anti- social	320	10%	70	12%	22	10%	23	6%	20	9%
Dishonesty	73	2%	12	2.1%	2	0.9%	8	2.0%	3	1.3%
Property damage	164	5%	25	4.4%	6	2.8%	27	7%	4	1.7%
Property abuse (trespass/other)	76	2.3%	15	2.7%	9	4.2%	8	2.0%	5	2.1%
Administrative (obstructing course of justice, escaping custody, failing to provide ID, breaches etc.)	12	0.4%	2	0.4%	1	0.5%	1	0.2%	0	0%
Incidents	1,084	32%	166	29%	52	25%	139	35%	68	29%
Tasks (Information/ Missing person)	6	0.2%	3	0.5%	0	0%	1	0.2%	1	0%
Traffic Offending	834	25%	139	25%	73	34%	107	27%	88	38%
Total	3,353	100%	566	100%	212	100%	402	100%	233	100%

#### **Driving Under the Influence of Alcohol**

The New Zealand Police website provides road policing driver offence data. Full year data is currently available for the period 1 January 2009 – 31 December 2022 and is updated quarterly. Alcohol and drug offence data includes all offences relating to driving under the influence of alcohol and drugs.

Alcohol-specific data can be separated out. There are over 40 alcohol-related driving offences, including offences committed by drivers aged under 20 who breach the zero breath and blood alcohol limit introduced in 2011.

The following graph shows the trend in alcohol-related driving offences in Wairarapa between 2015 and 2022. This date has been selected in order to be able to observe trends before and after the introduction of the LAP, and to ensure consistent data. following the reduction of the alcohol impairment limits in 2014.



Source: New Zealand Police, 2022

The graph shows an increase in the number of alcohol-related driving offences in Wairarapa over 2015-2022. There were 235 offences in 2015, compared with 326 in 2022, representing a 39% increase in the number offences over the period.

Offences in the greater Wellington region have decreased since 2015, with 11.5% fewer offences in 2022 than in 2012.

#### Alcohol-related Driving Offences as a Percentage of Total Offences

The following table shows the number of offences relating to driving under the influence of alcohol in Wairarapa as a percentage of the total number of those offences in the greater Wellington region. The table also shows the number of alcohol-related driving offences in Wairarapa as a percentage of the total for all of New Zealand.

Table 29: Alcohol-related driving offences in Wairarapa as a proportion of total alcohol-related driving offences

	2015	2016	2017	2018	2019	2020	2021	2022
Wairarapa as % of Wellington Region	11%	10%	13%	15%	13%	16%	15%	17%
Wairarapa as % of Total NZ offences	0.9%	0.8%	1.0%	1.1%	1.1%	1.3%	1.2%	1.3%

Source: New Zealand Police, 2022

As the table shows, in 2022 Wairarapa accounted for approximately 17% of alcohol-related driving offences in the greater Wellington region. This in an increase from 11% in 2015. In 2015, Wairarapa accounted for 0.9% of total New Zealand offences, which has increased to 1.3% in 2022.

#### Exceeding the Legal Alcohol Limit while Driving – District Level Data

The following table shows the number of recorded incidents of 'exceeding the prescribed content of alcohol or other substance' in each of the Wairarapa districts. The data is from the policedata.nz website and is available for the years April 2020-March 2021 and April 2021-March 2022. Data prior to April 2020 has been archived and is not available. Since mid-2022 the downloadable archive section of the website was removed due to upload limitations.

Table 30: Recorded Incidents of Exceeding the Prescribed Content of Alcohol or Other Substance

	April 2020 - March 2021	April 2021 - March 2022
Masterton	74	80
Carterton	14	11
South Wairarapa	19	18
Total – All districts	107	109

Source: Policedata.nz. Retrieved April 2023.

#### **Anecdotal Insights from Police**

Wairarapa Police have made the following "on the ground" observations in recent years:

- Pre-loading<sup>5</sup> is a big issue. Expensive bars are more popular than in the past which is contributing to pre-loading.
- There can be a migration from sports clubs into town which can lead to issues including heavier drinking and fights.
- Overall, younger people seem to be drinking less than in previous years. Wairarapa
  Police have noticed a gradual decline over the last ten years (with the exception of
  those in rugby clubs).
- While young people are drinking less, some drug use has increased. Young people want the high without the hangover.
- 1am closing for on-licences has had a big positive impact for Police. The introduction of CCTV in town has also helped.
- Covid restrictions led to uncontrolled congregation and overly intoxicated people, for example at Riversdale Beach. Now that events are back on this should lead to less uncontrolled congregation.
- Observations suggest that those most at risk of harm from their drinking in Wairarapa is 18–35-year-olds.

### 14. Alcohol-Related Road Vehicle Crashes

Waka Kotahi NZ Transport Agency manages the Crash Analysis System (CAS). The CAS is the primary tool used in New Zealand to capture information about where, when and how road crashes occur, including whether alcohol was involved.

In August 2022, Waka Kotahi released a report which presented the findings of an independent study into New Zealand's alcohol-related crash data and related datasets. The research examined how 'fit for purpose' the alcohol-related crash data was and studied trends in such crashes over the past 10 years. The report, entitled Alcohol Related Crash Trends, was published in August 2022.

Background to Waka Kotahi's Report:

<sup>&</sup>lt;sup>5</sup> Pre-loading is the activity of drinking alcohol at a private premises before going out somewhere else.

- New Zealand's rate of alcohol-related deaths and serious injuries (DSIs) were expected
  to decrease after a reduction in alcohol limits for drivers in December 2014. However,
  this was not observed in the crash data.
- The proportion of alcohol-related DSIs as a proportion of total DSIs (as reported from the CAS) dropped steadily between 2010 and 2014, but then increased between 2014 and 2016 and fluctuated considerably from 2017 to 2020. It was considered that either the change in blood alcohol limit was not effective in reducing alcohol-related DSIs or a change occurred in how crash data was collected that affected how alcoholrelated crashes were reported.

#### The investigation found that:

- While New Zealand is good at testing drivers for alcohol after a crash, the research uncovered errors and inconsistencies in how this data is reported in the CAS. Two significant errors detected from late 2018 onwards resulted in the alcohol-related cause codes being inaccurate for many drivers.
- The report found that crash codes '101' (alcohol suspected), '102' (alcohol test below limit) and '103' (alcohol test above limit or test refused) were all over-reported at some point in the past 10 years.
- The above means that, while the alcohol-related crash data in the CAS indicated that alcohol-related deaths and serious injuries increased following the reduction in alcohol limit in 2014, this data contains errors and is unreliable.
- Potential reasons for errors in the CAS were identified and are discussed extensively in the report.
- Meanwhile, hospitalised drivers with blood alcohol levels over the legal limit dropped between 2014 and 2020. The report concluded that this likely means the proportion of alcohol-related DSI crashes has reduced over time, despite the CAS data suggesting otherwise.

Since Waka Kotahi's report found the CAS data to be unreliable, we have removed our analysis of the Wairarapa-related data in this section. It is likely that the data is incorrect, and/or overstates the rate of alcohol-related road crashes in Wairarapa.

#### Waka Kotahi Communities at Risk Register 2022

Waka Kotahi NZ Transport Agency produces the Communities at Risk Register (the Register). It uses fatal and serious injury crash data from the CAS to identify communities of road users that are over-represented in terms of road safety risk. It highlights personal risk to road users by ranking communities based on areas of concern.

Personal risk is a count of deaths and serious injuries (DSI) divided by distance or time travelled. This is used to highlight areas where a crash is more likely to occur based on use of the road network. Given that personal risk is not affected by population size, it is a way of making crash measures comparable between local authorities.

**Note:** The Alcohol-Related Crash Trends Report 2022 does not suggest there is a problem with CAS data in one region more than another. On advice from the Ministry of Transport, we have assumed that the underlying errors are consistent across the country. We have also therefore assumed that the rankings of territorial authorities in the Communities at Risk Register 2022 are still correct.

#### The 2022 Communities at Risk Register

The 2022 Register uses crash data from the CAS over the latest available five-year period 2017-2021.

The Register identifies two groups of concern:

- **High concern** is assigned to communities with personal risk profiles greater than one standard deviation from the mean.
- Medium concern is assigned to communities with personal risk profiles greater than half a standard deviation from the mean and below one standard deviation.

The Register is divided into 14 'road safety topic areas'. These include, for example, alcohol and/or drugs, young drivers, and speed. For alcohol and drugs, the calculation used is counts of death and serious injury where a driver was proven to be over the legal alcohol limit<sup>6</sup>. Before 2017, crashes were also included if alcohol was suspected.

In terms of the personal risk to the community of being involved in an alcohol and/or drug related crash, Masterton is currently ranked 11<sup>th</sup> out of the 73 territorial local authorities in New Zealand and is considered an area of medium concern. This is an improvement from the 2021 Register where Masterton was considered an area of high concern. South Wairarapa and Carterton districts are not areas of concern.

To assess trends, the following table shows how each district has ranked against all New Zealand territorial authorities in terms of the involvement of alcohol and/or drugs in the Communities at Risk Register over the last five years.

Table 31: Ranking of the three Wairarapa Districts for Alcohol and/or Drugs in the Communities at Risk Register, 2018-2022

	Ranking 2018	Ranking 2019	Ranking 2020	Ranking 2021	Ranking 2022
Masterton District	35	25	8	8	11
Carterton District	64	70	67	66	67
South Wairarapa District	49	46	58	57	44

Source: Waka Kotahi Communities at Risk Registers 2018-2022

The table shows that Masterton District has been assigned either high concern or medium concern in terms of fatal/serious injury crashes involving alcohol and/or drugs in three of the last five years. Carterton and South Wairarapa Districts have not been an area of concern for the last five years.

To provide context in terms of how the alcohol and drugs categories fits with the other safety topic areas, the following table shows the ranking of each of Wairarapa's three districts across the 14 Road Safety Topic Areas in 2022. Those shown in red are considered areas of high concern for that road safety topic. Those shown in orange are considered medium concern.

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<sup>&</sup>lt;sup>6</sup> Cause codes 103, 105, 109 and 221 are used.

Table 32: Communities at Risk Register 2022 – Ranking of the three Wairarapa Districts

		Ranking (out of 73 TLAs)	
	Masterton District	Carterton District	South Wairarapa District
1 Young drivers (of light vehicles aged 16-24 years)	12	44	24
2 Alcohol and/or drugs	11	67	44
3 Speed (too fast for the conditions)	5	25	16
4 Urban intersections	39	19	66
5 Rural intersections	21	8	49
6 All intersections	24	14	68
7 Rural road loss of control and/or head-on (speed zones >70km/hr)	7	52	11
8 Motorcyclist involved	4	66	2
9 Cyclist involved	44	29	46
10 Pedestrian involved	51	48	71
11 Distraction (crash factor: attention diverted)	24	30	61
12 Fatigue	42	70	9
13 Older road users (those aged 75 years and older)	20	9	68
14 Restraints (seatbelt not worn)	10	31	13
Overview - all deaths and serious casualties	10	48	12

Source: Waka Kotahi NZ Transport Agency Communities at Risk Register 2022

## 15. The Economic Impact of Alcohol in Wairarapa

While a formal analysis of the contribution of the consumption of alcohol to the Wairarapa economy has not been undertaken, we know that the region's alcohol-related attractions play a significant part in its tourism offer.

Wairarapa's alcohol-related attractions include:

- Vineyards and wineries Wairarapa is acknowledged as a wine producing region, particularly in Martinborough. In 2020 Wairarapa had approximately 126 vineyards over 1,067 hectares.
- Greytown is becoming increasingly well-known for its boutique licensed premises.
- Many licensed premises target the tourism market, including restaurants, bars and cafes.
- Major events including Toast Martinborough and Harvest Festival. These events are built around the region's wine industry.

#### Visitor Spend in Wairarapa

- The majority of visitor spend in Wairarapa primarily falls into the broad categories of retail and food and beverage.
- Despite COVID-19 lockdowns, Wairarapa was one of only five regions in New Zealand to experience an increase in visitor spend in the 12 months to January 2021. The majority of visitors spend was from domestic tourists.
- Total tourism expenditure in Masterton District was \$111 million in 2022. Of this, \$104 million was spending by domestic visitors and \$7 million was spending by international visitors. Tourism accounted for 3.7% of Masterton's GDP in 2022.
- Total tourism expenditure in Carterton District was \$17.6 million in 2022. Of this, \$17 million was spending by domestic visitors and \$0.6 million was spending by international visitors. Tourism accounted for 1.4% of Carterton's GDP in 2022.
- Total tourism expenditure in South Wairarapa District was \$76.1 million in 2022. Of this, \$73.8 million was spending by domestic visitors and \$2.27 million was spending by international visitors. Tourism accounted for 4% of South Wairarapa District's GDP in 2022.

Source: Infometrics Quarterly Economic Monitor, December 2022 and Regional Economic Monitor, December 2022.

#### The Wairarapa Destination Management Plan 2021

The food and wine industry features throughout the Wairarapa Destination Management Plan 2021 (the Plan).

The Plan is a community-centred strategy, which aims to capture the aspirations of the community. The vision is "Wairarapa, a well-established, year-round destination where visitors are encouraged to discover the region's hidden gems that leave them wanting more". This is underpinned by the goal to grow the value of the visitor economy for the Wairarapa that is compatible with the lifestyle, environment and culture of the region.

The Plan notes that Wairarapa still has a good social licence for tourism. Most people are happy to grow tourism as an economic enabler in the region, but not at the cost of the environment, culture or way of life. Social well-being is one of the aspirations within the strategy, including the goal to ensure that the positive 'social licence' for tourism is encouraged and maintained.

As part of the Plan's development, Colmar Brunton completed work to understand what the current perceptions are of the Wairarapa as a destination, and what aspects of the destination help to increase the appeal of the region for potential target markets. Based on this research, Wairarapa's key experiences were identified as Martinborough, Castlepoint, Cape Palliser and the region's wine and food festivals. Attributes identified as appealing to visitors included wineries, cute villages, native wildlife, great food and wonderful people.

'Hero experiences' are described as those that that will derive the best outcome and benefit for the industry and the community and provide memorable moments for new and existing target markets engaging with these experiences. The key experiences identified within the research are the region's iconic natural assets, combined with the appeal of the region as a wine and food destination. Overlaying community aspirations with the research, the hero experiences for Wairarapa are articulated as: big skies, accessible nature, food and wine, and village charm.

Wairarapa has been a renowned food and wine destination for many years, and with the addition of events that allow visitors to engage with vineyards and food produces, this reputation is considered likely to grow. Food and wine events are already a large motivator for visitors to visit at various times throughout the year. The Plan notes that there is an opportunity to add to the wine and food options available to visitors.

#### **Alcohol-Related Employment**

In addition to attracting and servicing tourists, the wine industry and other licensed premises in the Wairarapa region also provide employment opportunities for local people.

Alcohol can contribute to a range of work opportunities, for example in the tourism industry as well as 'behind the scenes' in horticulture/viticulture, retail trade, and manufacturing. An exact figure for total alcohol-related employment is not known, however the following tables shows the number of people and proportion of the workforce employed in each of these sectors in 2022, with a comparison to 2014. There has been an increase in the proportion of workforce employed in the tourism industry in South Wairarapa (up from 7.8 per cent in 2014 to 10.4 per cent in 2022). Other key changes include a decline in the proportion of people employed in the Agriculture, Forestry and Fishing Industries across the Wairarapa Districts, although this still remains a prominent industry particularly for South Wairarapa and Carterton.

Table 33: Number of People and Proportion of Workforce Employed in Industries with an Alcohol Component, 2022

	Masterton District		Carterton District		South Wairarapa District	
	2022	% of total	2022	% of total	2022	% of total
Tourism	782	(5.8%)	87	(2.2%)	485	(10.4%)
Accommodation and Food Services	881	(6.6%)	173	(4.3%)	518	(11.1%)
Retail Trade	1,541	(11.5%)	265	(6.6%)	475	(10.2%)
Agriculture, Forestry and Fishing	1,532	(11.5%)	653	(16.3%)	938	(20.1%)
Manufacturing	753	(5.6%)	813	(20.3%)	351	(7.5%)

Source: Infometrics Regional Economic Profile, 2022

Table 33: Number of People and Proportion of Workforce Employed in Industries with an Alcohol Component, 2014

	Masterton District		Carterton District		South Wairarapa District	
	2014	% of total	2014	% of total	2014	% of total
Tourism	561	(4.9%)	80	(2.4%)	311	(7.8%)
Accommodation and Food Services	725	(6.4%)	133	(4.0%)	477	(11.9%)
Retail Trade	1,407	(12.3%)	230	(7.0%)	332	(8.3%)
Agriculture, Forestry and Fishing	1,524	(13.4%)	674	(20.5%)	1,111	(27.7%)
Manufacturing	732	(6.4%)	732	(22.2%)	265	(6.6%)

Source: Infometrics Regional Economic Profile, 2014

In 2022, the top 50 largest employers in Masterton include:

- Supermarkets and grocery stores (3.1% of jobs)
- Cafes and restaurants (3.1% jobs)

In 2022, the top 50 employers in Carterton include:

- Supermarkets and grocery stores (2.5% of jobs)
- Cafes and restaurants (2.6% of jobs)

In 2022, the top 50 employers in South Wairarapa include:

- Supermarkets and grocery stores (3.6% of jobs)
- Cafes and restaurants (4.7% of jobs)

Source: Infometrics Regional Economic Profile, 2022

#### **Tourism employment**

The tourism sector is not an industry in itself but rather comprises parts of various industries including accommodation and food services, retail, arts and recreation services and transport. This section describes the contribution of tourism to total employment in Wairarapa. It shows how tourism ranks as an employer in Wairarapa relative to the broad ANZSIC industries

#### Highlights for Wairarapa, 2022

The tourism sector employed an average of 1,354 people in Wairarapa in 2022. This amounted to 6.1% of Wairarapa's total employment in 2022 as compared to 5.3% in 2000.

Employment growth in the tourism sector in Wairarapa has averaged 2.1% per annum between 2000 and 2022, compared with an average of 3.8% per annum in South Wairarapa District, 1.2% per annum in Carterton District and 1.5% per annum in Masterton District.

Employment in the tourism sector increased by 18.3% in 2022 in Wairarapa, compared with increases of 25.1% in Masterton District, 11.5% in South Wairarapa District and 2.4% in Carterton District.

#### **Tourism Sector Employment**

- Wairarapa 2014 952 = 5.1% of total (NZ 7.8%)
- Wairarapa 2022 1354 = 6.1% of total (NZ 5.4%)

#### **Tourism GDP**

The tourism sector contributed \$95.3m towards GDP in Wairarapa in 2022. This amounted to 3.3% of Wairarapa's economic output in 2022 as compared to 1.2% in 2000. (NZ = 2.7%)

Growth in the tourism sector in Wairarapa has averaged 6.9% since 2000, compared with an average of 7.3% in South Wairarapa District, 7.1% in Carterton District and 6.8% in Masterton District. (NZ = 5.7%)

Economic output in Wairarapa's tourism sector increased by 8.4% in 2022, compared with increases of 32.3% in Carterton District, 9.5% in Masterton District and 0.4% in South Wairarapa District. (NZ = 4.3%)

#### **Tourism GDP**

- Wairarapa 2014 \$53.9M = 2.4% of total (NZ 3.1%)
- Wairarapa 2022 \$95.3M = 3.3% of total (NZ 2.7%)

#### **Tourism Expenditure**

This section describes the extent of tourism expenditure in Wairarapa. The data is in current prices and distinguishes between spending by domestic and international visitors to Wairarapa. Tourism expenditure should not be confused with tourism GDP, which is a measure of value added by the tourism sector.

#### Highlights for Wairarapa, 2023

- In Wairarapa tourists spent a total of \$249.281m in 2023. Spending was up by 7.6% compared with the previous year.
- By comparison spending increased by 17.1% in Masterton District and 5.4% in South Wairarapa District and declined by 8.9% in Carterton District.
- International visitors contributed 13.8% in Wairarapa in 2023, while domestic visitors contributed 86.2%.

#### The Wairarapa Economic Development Strategy 2022

The refreshed Wairarapa Economic Development Strategy was endorsed by all three Wairarapa district Council's in September 2022 and launched in November 2022. The Strategy's actions are grouped into five focus areas which recognise the strengths and opportunities of the region. These focus areas are: people focus, business focus, iwi focus, land use focus and digital/tech focus.

A key part of the people focus is support for the tourism sector. There is also a plan to better explore food and fibre opportunities in the region, which will include the utilisation of our hospitality venues, and the possibility of more food and beverage events.

### 16. Attachments

## Attachment One: Overview of the Review of the South Wairarapa District Alcohol Control Bylaw 2021

The Featherston Liquor Control Bylaw 2010 and the South Wairarapa Liquor Control Bylaw 2011 (Liquor Bylaws) were established to prohibit the consumption and possession of alcohol in the Featherston CBD and to enable temporary alcohol bans for specified parts of the district for specified times, associated with particular events, to be prescribed by resolution and required signage to be provided.

The Liquor Bylaws were due to be replaced with an alcohol control bylaw by December 2018 in accordance with section 11 of the Local Government (Alcohol Reform) Amendment Act 2012. That Act introduced changes to the LGA regarding bylaws to control the consumption and bringing into, and possession of, alcohol in public places, in order to reduce alcohol related harm.

In 2021, South Wairarapa District Council initiated a review and adopted a replacement Alcohol Control Bylaw 2021. The bylaw, which came into effect on 4 November 2021, controls the consumption, bringing into, or possession of alcohol in public places to reduce and mitigate crime and disorder that is caused or made worse by the presence or consumption of alcohol in those places. The controls in the bylaw apply to temporary special events in public places, including Toast Martinborough. There are no permanent alcohol ban areas in the bylaw, including for the Featherston CBD, but it enables Council to establish alcohol ban areas in the future by resolution where criteria is met, including temporary bans associated with other events or permanent bans associated with specific areas or facilities.

The previous Featherston CBD liquor ban area was a response to a historic problem associated with particular community members at that time and was not replicated in the replacement bylaw. The previous ban was made in a different legislative context which did not require councils to demonstrate the existence of a high level of crime or disorder and that the ban was a reasonable limitation on rights and freedoms. In addition, there was insufficient evidence that the area experiences alcohol related crime and disorder. Although there may be some preventative benefits derived from the previous ban, the historic nature of the problem meant that the continuation of a ban was not warranted.

The alcohol ban to accompany Toast Martinborough was included within the bylaw itself given it is a well-established and recurring major event. This was intended to provide more certainty to the community and stakeholders and is more efficient because it does not rely on a temporary ban being sought and made by resolution each year, as has been the case under previous bylaws. The ban applies for the same time and location as previous bans and is supported by Police and the event organisers.

During the review it was also considered whether a ban that operates in public places along the vineyard route in Martinborough at specific times of the day/year is appropriate. However, the size of the problem was not sufficiently clear to determine whether the legislative requirements were met. Instead, Council resolved to support officers' recommendation into measures that could be taken to address issues of cyclists' safety and care for tourists in the wider South Wairarapa district.

#### Attachment Two: Summary of Stakeholder Feedback

This section summarises the key points raised during engagement meetings with key stakeholders during the first phase of the review of the Wairarapa Local Alcohol Policy.

In Stage One of the review, we have engaged with:

- 1. The New Zealand Police Wellington and Wairarapa-based
- Te Whatu Ora Regional Public Health and Dr Stephen Palmer, the Medical Officer of Health
- 3. The alcohol licensing inspectors/regulatory managers of the three district councils
- 4. The Chairs of the three District Licensing Committees (governance perspective only)
- 5. Te Hauora Runanga O Wairarapa Inc (mandated to represent the views of both Wairarapa iwi on matters relating to alcohol addiction)
- 6. Destination Wairarapa.

## New Zealand Police – Alcohol Harm Prevention Office (Wellington) and Wairarapa Prevention Manager

- There is a direct link between community wellbeing and the availability of alcohol.
   Community wellbeing consideration should include the location of alcohol and sensitive areas.
- Councils should look at density and caps for off-licenced premises. This supports
  protecting the future and a preventative approach to harm. Off-licences considered
  of issue in Wairarapa.
- Review should consider trading hours not just closing but opening hours. Some people turn up early to get alcohol.
- Reducing trading hours to 1am had operational benefits for Police.
- A precautionary approach to harm is needed. There needs to be safety nets in place.
- Important to consider the spirit of the Act e.g. restrictions on promotion, awareness of the sensitivity of young people.
- LAP should include requirement for applicants to consider future harm. Important for expectation to the community to be clear.
- Could consider aligning closing times for clubs to other licensed premises. Onus is then
  on clubs to look after its members and prevents the mass movement into pubs once
  clubs can no longer serve alcohol.
- Some establishments are better equipped to deal with risk.

#### New Zealand Police - Anecdotal insights from Wairarapa-based Officers

- Covid-19 lockdowns led to a reduction in family violence, which was attributed primarily to reduced alcohol availability.
- Pre-loading is an issue. The "old style" public bars are no longer operating and more expensive bars are more popular. Considered this contributes to pre-loading.
- Closing times are different for different clubs (earlier for sports clubs). Police have
  noticed a migration from sports clubs into town which can lead to issues heavier
  drinking, fights etc. It could be worth consider aligning the closing time for sport clubs
  to other clubs to support less migration into town.
- Overall, younger people seem to be drinking less than in previous years. Have noticed a gradual decline over the last ten years (with the exception of those in rugby clubs).
   There is still a strong drinking culture in rugby.
- While young people are drinking less, some drug use has increased.
- 1am closing for on-licences has had a positive impact for Police. The advent of CCTV in town has also helped.
- The cancellation of events due to Covid led to the congregation of young people that might otherwise not have happened. Optimistic that now that events are back on, there will be less uncontrolled congregation.
- Considered the age group that should be targeted (those who are most harmed by alcohol or cause harm as a result of their drinking) is 18-35 years.
- It could be worth considering a cap on the number of off-licences that sell hard liquor.
- Continuing to promote the consumption of food when drinking alcohol is also important.

#### Medical Officer of Health, Alcohol Portfolio, Wellington Region

- Alcohol Health Harm in Wairarapa is of concern, particularly in Masterton, and the introduction of the Wairarapa LAP has not seen a decrease in alcohol related health harm.
- Advocated for the policy levers within the LAP to be reviewed to reduce alcohol supply in the region, particularly in areas where harm is of concern. This was considered particularly important where pockets of very high health harm are identified and at-risk populations based on demographics and deprivation are identified.
- Does not consider the LAP reduction in trading hours of off-licence premises from 11pm to 10pm had much impact given the difference in trading and operating hours.
   Majority of alcohol consumed is from off-licence premises so this is significant.
- There have been no controls in the LAP that cap the number of licenced premises or create a sinking lid policy that reduces the number of outlets where alcohol is available.
- Given there has been no real reduction in the supply channels of alcohol, it is not unexpected that the LAP has not had an impact on alcohol related health conditions.

# Alcohol Licensing Inspectors/Regulatory Managers of the three Wairarapa Councils Masterton District Council

There has been good compliance with the Policy.

- Generally everything is working well and there are currently no changes that require immediate attention.
- It would be helpful to clarify the definition of "sensitive places".

#### **Carterton District Council**

- The LAP is working as intended and having the desired effect.
- No interpretation issues.
- Do not consider there is any need for change.

#### South Wairarapa District Council

- Overall, the current policy settings are working well and it is a good LAP.
- Most licenced premises are not trading to the full capacity of their licenced hours.
- Consideration is often given to restricting the end hours but not the start hours.
- There is no real demand for trading hours to extend beyond 1am.
- Queried the accuracy of the current LAP which states hours can be extended from the maximum trading hours of the Act. Note: Staff confirmed with Ministry of Justice that this interpretation is correct.
- Restricted locations around schools, early childhood, playgrounds and recreation facilities are working and would like this retained. Noted there are no restrictions in the LAP on locations around rehabilitation centres / social services for addiction support.
- Discretionary conditions are working well tend not to use the broad range of conditions listed in the LAP but nothing that needs to be amended.
- Support to consider the proliferation of off-licences as part of the review.
- No specific issues noted with the operation of premises. Alcohol Control Bylaw review found South Wairarapa does not experience significant incidents of alcohol related crime and disorder.
- Would like alcohol harm statistics to be looked into and interested in community view on whether or not proliferation is perceived to be an issue.

#### **District Licensing Committee Chairs**

- One Chair noted that applying discretion under the policy regarding trading hours of on and off-licence premises can be difficult. Most applicants apply for the maximum trading hours but are not open for the full extent of hours.
- The issue of applying discretion when considering the number of new applications for on and off-licences was also raised by one Chair. There is currently no guidance on what an appropriate number is for the community. The other Chairs were comfortable in terms of the number of licences being approved.
- The Chairs acknowledged that the LAP provides a good framework. One considered that there is room to build on the framework in the "spirit of continuous improvement".

#### Te Hauora Rūnanga O Wairarapa

- The current policy is good. The restriction of locations of licensed premises near schools is sensible.
- Supportive of policies like the LAP that focus on prevention and programmes of work focusing on education and promotion.
- Treaty obligations must be met in undertaking the review. High number of users of establishments and many experiencing alcohol harm are Māori.

- In regard to proximity of premises to specific locations, it was noted that the premises
  of Te Hauora had recently moved near an existing bar. This did not seem to impact or
  affect Te Hauora or its service.
- Alcohol is everywhere. Many pre-load at home using alcohol sourced from off licenced premises (e.g. supermarket) and then move to pubs. Small reductions in licenced hours may not have much impact as people would find a way to access alcohol.
- There is a rise in using drugs and alcohol together and in the "worried well" using top shelf liquor.
- The current economic climate (rising cost of living) is of concern given the correlation between poverty and addiction.
- Supportive of a limit on bottle stores as a non-essential service.

#### **Destination Wairarapa**

- Wairarapa still has a good social licence for tourism and most are happy to grow as an economic enabler but not at the cost of the environment, culture or way of life.
- Data sourced from Colmar Brunton specific to Wairarapa showed the importance of boutique quality wine and food, and the desire to see more Māori/early explorer stories.
- Health and safety are now at the forefront of events like Toast Martinborough.
- With the increased focus on Dark Skies and Matariki, events may finish later as they are
  centred on darkness. During summer this could potentially extend to 12am. For these
  events it may be appropriate to extend the licence hours. The level of alcohol
  expected to be consumed at these events would not be substantial. The events are
  expected to attract high value visitors who want to engage with our environment,
  culture and way of life.
- In terms of alcohol consumption, there are minimal stag/hens dos in Wairarapa, and they do not tend to extend late into the evening. There is a trend to weddings becoming smaller.
- In terms of the number of off-licences in Greytown and Martinborough, we have not reached the tipping point they still have a good social licence. These premises have chosen more limited opening hours, in comparison with supermarkets.
- Martinborough's tourism industry is centred around food and wine. Vineyards are becoming increasingly family-friendly.
- Some events could have more flexibility around licences as it is more about the development of products and a tasting experience, and therefore they may not need to be restricted in the same way as other events.

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Information was also obtained via personal communication with staff from a number of organisations. These include:

- Carterton District Council
- Destination Wairarapa
- Masterton District Council
- South Wairarapa District Council
- Te Whatu Ora Health New Zealand
- The Ministry of Transport
- Wairarapa Road Safety Council.