

Far North Area Alcohol Accords Final Evaluation 2009

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INTRODUCTION

FAR NORTH: RESEARCH BRIEF

Purpose

To provide the Alcohol Advisory Council of New Zealand (ALAC) and partner agencies with evidence-based information that they can use in developing strategies and making decisions on “alcohol accords” – co-ordinated partnerships between licensees, agencies and local communities in addressing safety and alcohol-related issues.

The research particularly aims to support decisions relating to:

Establishing a model based on the concept of alcohol accords in rural communities

Evaluating four alcohol accords in the Far North¹ for future time and resource commitments

Providing direction for future accord-related projects or training

Assessing community participation and the role of an accord within the community.

Objective

To evaluate (describe and analyse) the four Far North alcohol accords, and document:

Why the accord initiative was set up

How the accords were established and implemented

Who within each community attends the accords

The challenges for each accord

Whether the challenges are area specific or comparable with other Far North accords

The processes, projects and relevant community impacts that resulted from the accords

Whether the accords are beneficial, and if so, who they benefit, e.g. licensee, community, industry

Evidence for and against the continued development of collaborative accords

Recommendations for growing the membership (depending on the results of the point above).

Process

The research has two phases:

Phase One: Reporting and Evaluation

1. Literature and activity report:

- Documenting the set-up, implementation and processes of all four accords using literature and activity reviews. Information was gathered using:
 - Interviews with accord chairs and the overall accord facilitators, both in person and over the phone

¹ The alcohol accords are located in the Kaitaia and Kaikohe sub-areas and in Kerikeri and Paihia in the Bay of Islands area

- Statistics from New Zealand Police (Alco-link), Land Transport NZ now the NZ Transport Agency (NZTA), Statistics New Zealand and the Ministry of Justice
- Accord minutes (establishing membership and analysing area issues).

2. Qualitative evaluation and discussion report:

- Gathering, through a random survey of accord members, qualitative feedback on accord processes, outcomes and desired directions for 2009.

These two reports were the foundation documents for Phase Two.

Phase Two: Focus Groups and Future Planning

- Focus groups were convened to discuss the findings from Phase One and to formulate a logic model for each accord.
- This Far North overview and final evaluation document was created to summarise the key findings and recommendations.

Data limitations:

The New Zealand Police's Alco-link data is obtained by questioning alleged offenders at the time of their arrest or summons for an offence. Officers are asked to ascertain if the offender has consumed alcohol before the offence, and to evaluate the observed level of intoxication at the scene. This observation is a subjective measure.² The questions asked relate to the "time of last drink" and "place of last drink".

Because the data is based on the apprehension of alleged offenders, not overall recorded crime, it does not accurately evaluate the extent of alcohol-related harm in a given area.

NZTA's crash data, which is based on all reported crashes, also has limitations. Reporting can be delayed by up to four months depending on local practices, and NZTA estimates that only 20% of all crashes are reported.

In addition, area-based statistics may be inaccurate as they have been obtained through Statistics New Zealand's mesh block data, which may have errors. While Statistics New Zealand has checks and balances in place to minimise errors, they do still occur³.

Interview process:

A questionnaire was developed to track accord members' industry types and membership timeframes. Owing to the accords' diverse configurations, members were contacted through a variety of ways:

Kaitaia – the co-ordinator provided a list of members and phone numbers. Members were contacted to arrange interview times, and interviews were conducted on 6 and 12 March 2008. Fourteen Kaitaia Alcohol Accord members were interviewed, accounting for 63% of the membership.

Kaikohe – the Kaikohe Alcohol Accord did not have any details of its membership, and the Far North District Council (FNDC) held a list of licensees in the ward but not the accord members. As a result, the author went to an Accord meeting on 19 March in Kaikohe and made appointments with eight members. Members not available (three) were emailed the questionnaire for their response. Eleven members responded to the questionnaire, accounting for 91% of average membership⁴.

² *Far North Alcohol Scan*, New Zealand Police 2006

³ *Census Statistics 2006*, Statistics New Zealand

⁴ Membership numbers were taken from minutes indicating attendance

Kerikeri – the Kerikeri Alcohol Accord provided a membership list, from which members were emailed with requests to participate in interviews. On 18 December 2007 the author met six Accord members, equating to 75% of membership.

Paihia – the Paihia Alcohol Accord provided a membership list, and members were asked to participate in the interviews via email and follow-up phone calls. The author met six members on 20 February 2008 and received email responses from two others, equating to 60% of membership.

Focus groups

Seventy participants attended an accord workshop in Waitangi on 26 November 2008, which included a presentation on the findings of the Far North accords' evaluation. Participants then broke into four groups to work on priority areas for action identified through the interview process for their individual accords. They were asked to rank the top five priority areas for action and establish whether any more pressing issues needed to be added to the list.

They were then asked to comment on the following questions:

1. How can the industry help with the problem?
2. What can the agencies do to help?
3. Who else can assist with the problem?
4. What is the most favourable outcome?

Members of ALAC, New Zealand Police, Northland Health, FNDC and noise control, as well as out-of-the-area accord co-ordinators were on hand to give help.

The answers were collated and the findings on the top issues reported back to the group. Since then, the findings have been further collated and presented in this document.

Format

The two evaluation phases are presented in this document. It comprises:

- Part I – Introduction
- Part II – Far North alcohol accords
- Part III – Kaitaia Alcohol Accord evaluation
- Part IV – Kaikohe Alcohol Accord evaluation
- Part V – Kerikeri Alcohol Accord evaluation
- Part VI – Paihia Alcohol Accord evaluation

Liability

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NOTE: All discussion points made in this report are made wholly by the researcher, based on information and data obtained at the time of analysis.

FAR NORTH ALCOHOL ACCORDS: THE EVALUATION

Overview

Northland is made up of three territorial local authorities (TLAs): Kaipara, Whangarei and the Far North. All TLAs have operational alcohol accords. The Far North, the focus of this evaluation, has four, which were established between May and November 2006.

The Far North accords are located in the Kaitaia sub-area, Kaikohe sub-area and Kerikeri and Paihia townships. They are unique owing to the diverse socioeconomic environments in which they operate.

At the time of the evaluation, 320 licensed premises operated in the Far North⁵ and an average 32 representatives from the licensing industry were attending the accords. Accord participants throughout the area were predominantly hotel and tavern-style licensees, along with officials from New Zealand Police, Public Health and the District Licensing Agency (DLA). However, participation within the accords differed depending on area demographics and how the accords were co-ordinated.

The accords were all run independently, although recently the Kaitaia, Kaikohe and Kerikeri Alcohol Accords have been co-ordinated by Senior Constable Graeme Wright, Far North Alcohol Co-ordinator for New Zealand Police with the assistance of co-ordinators in each area⁶. The Paihia Alcohol Accord is the only one administered by the industry.⁷

Key findings

- Member feedback indicated that relationships between licensees and the DLA have improved. Members reported having free and frank communication within the accords without fear of repercussions.
- According to members, the accord components that were working well were:
 - feedback and updates from the police
 - police and proprietors getting to know one another
 - group unity, with licensees not feeling so isolated with their problems
 - licensees learning from one another
 - open and honest communication between all parties.
- The waning membership in some areas was attributed to lack of action, meeting infrequency and poor notification of meetings.
- Members said the accords could be improved through:
 - increasing attendance and membership
 - fine-tuning their structures and processes
 - defining goals for collaborative action.
- The Bay of Islands' accords are not open forums, so industry members from the surrounding areas cannot attend.

⁵ Ministry of Justice, licensing register, October 2007

⁶ Kaitaia – Kiri Sloane, Far North REAP (since resigned), Kaikohe – Peter Beer, Kaikohe RSA, Kerikeri – S/C Wright co-ordinates the Kerikeri Alcohol Accord himself

⁷ Ross Brljevich, who has since left and sold his establishment but still helps with the Accord

- Members identified conflict resolution and intoxication as the main areas for additional training. While they said that working with ALAC and having training available are beneficial to the region, notification of training was a weakness in all areas. Winter and the off-season were specified as good times for training.
- Issues facing⁸ all the Far North accords included:
 - a high percentage of drink-driving
 - lack of police enforcement (liquor bans, drinking in cars and police call-outs)
 - a high percentage of Māori offending
 - larger off-licensed premises selling alcohol at cheaper rates
 - lack of public transport
 - problem patrons.
- All accords identified attracting and enticing members as a priority area.
- Views on membership differed by area and within some of the accords. Understanding the environment in which each accord is working will help them in working to reduce alcohol-related harm. For example, according to police alcohol apprehension data in the Kaitaia area, only 11% of alcohol-related harm is attributed to offenders having their last drink in a licensed premises – so attracting other groups and agencies to work together to raise awareness of people drinking in their own homes could reduce harm in the area.
- Far North police apprehension data between July 2007 and June 2008 revealed that 50% of offenders had had their last drink at a home/private residence before offending, while 16% of offenders had had their last drink in a licensed premise and 10% in a public place. This suggests that a high proportion of harm is coming from people drinking at private residences.
- Seventy percent of police alcohol-related apprehensions were attributed to Maori and 80% to males.
- It is vital to analyse the area-specific alcohol environment and the statistics attributed to alcohol-related harms when targeting membership and interventions for local problem areas.
- Members' top three priority areas for action (identified at the November 2008 workshop) were:
 - Increasing police attendance and enforcement (three accords)
 - Addressing the impact of larger off-licensed retailers being able to supply alcohol at cheaper rates, which opens up the potential for liquor abuse (three)
 - Promoting food and non-alcoholic drinks in licensed premises (three).

Accord members have documented a number of strong and innovative ways to help reduce alcohol-related harm in their areas. Assistance in developing their plans and steps to take action could help the Far North to achieve positive gains in reducing alcohol-related harm.

- Members felt powerless to change legislation and policy. They stated that the common issues affecting the accords were:
 - Supermarket sales – “supermarkets have no host responsibility and sell alcohol cheaper than licensed premises can purchase it. With all the regulations (e.g. smoking laws), people are being pushed away from drinking in the bars to drinking in their homes, which cannot be regulated”
 - Price and the percentage of alcohol – “the Government needs to look at legislation to keep premixed drinks to 5% alcohol”
 - Lack of police enforcement – an option to consider is issuing instant fines for breaches of liquor bans.

⁸ Identified through accord minutes and area evaluations

- The four accords are struggling with structure and administrative support. They have of late been predominantly managed by the Police Far North Alcohol Co-ordinator in conjunction with area co-ordinators. One of these co-ordinators has since resigned from the accords. Further resources are required to help the Police Far North Alcohol Co-ordinator to administer the accords and drive initiatives to reduce harm.
- Gains made in the Far North in the past two years (although not directly attributable to the accords) include:
 - Audits on sales to minors revealed a steady decline between 2005 and 2008, from 69% to 24%
 - Alcohol was a factor in 22% of injury crashes in 2007, a large decline from 28% in 2006
 - The estimated social cost to New Zealanders of alcohol injury crashes in the Far North decreased by \$12,577,0009 between 2007 and 2008
 - Extreme intoxication among offenders who had their last drink in a licensed premises reduced by 16% between 2006 and 2008 – from 33% to 17%.

ACCORD EVALUATION: RECOMMENDATIONS

Far North accords' recommendations

1. Source funding to support a paid co-ordinator to administer the accords.
2. Develop individual accord charters incorporating a mission statement and code of practice for both business owners and regulatory agencies.
3. Split accord meeting timeframes, the first half to full hour dedicated to industry and licensing concerns and the remaining time open for community and other non-government organisation (NGO) representatives, especially in the Kaitaia and Kaikohe areas where harm pertaining to licensed premises is lower than in the Kerikeri and Paihia areas.
4. Document and advertise an annual calendar of meetings.
5. Clearly define and map accord areas, especially the Bay of Islands area.
6. Establish media campaigns about the accords and what they are trying to achieve.
7. Create action plans to address issues identified through the evaluation and workshop.
8. Actively work on problem-solving the issues, instead of blaming each other.

Recommendations to grow membership

1. Add email addresses to licensing applications.
2. Notify accord members of meetings via email listings.
3. Encourage premises identified through controlled purchase operations (CPOs¹⁰) and intoxication audits to attend accord meetings.
4. Attach a calendar to the FNDC liquor licensing website showing accord meeting dates and venues.
5. Encourage premises highlighted in the Alco-link "place of last drink" to attend accord meetings.

⁹ Social cost estimates as provided by NZTA, 2007, 2008 comparison, Chris Hewitt, 30 January 2009

¹⁰ A controlled purchase operation (CPO) is a joint operation between New Zealand Police and Northland Health, testing licensees' age-verification practices when alcohol is purchased to ensure the purchasers are not under 18 years of age

6. Invite local police licensing officers to attend bimonthly meetings.
7. Enlist iwi representation to assist with Maori awareness and initiatives.
8. Assess area issues and target accord members who can help with the issues.

National recommendations to assist accords

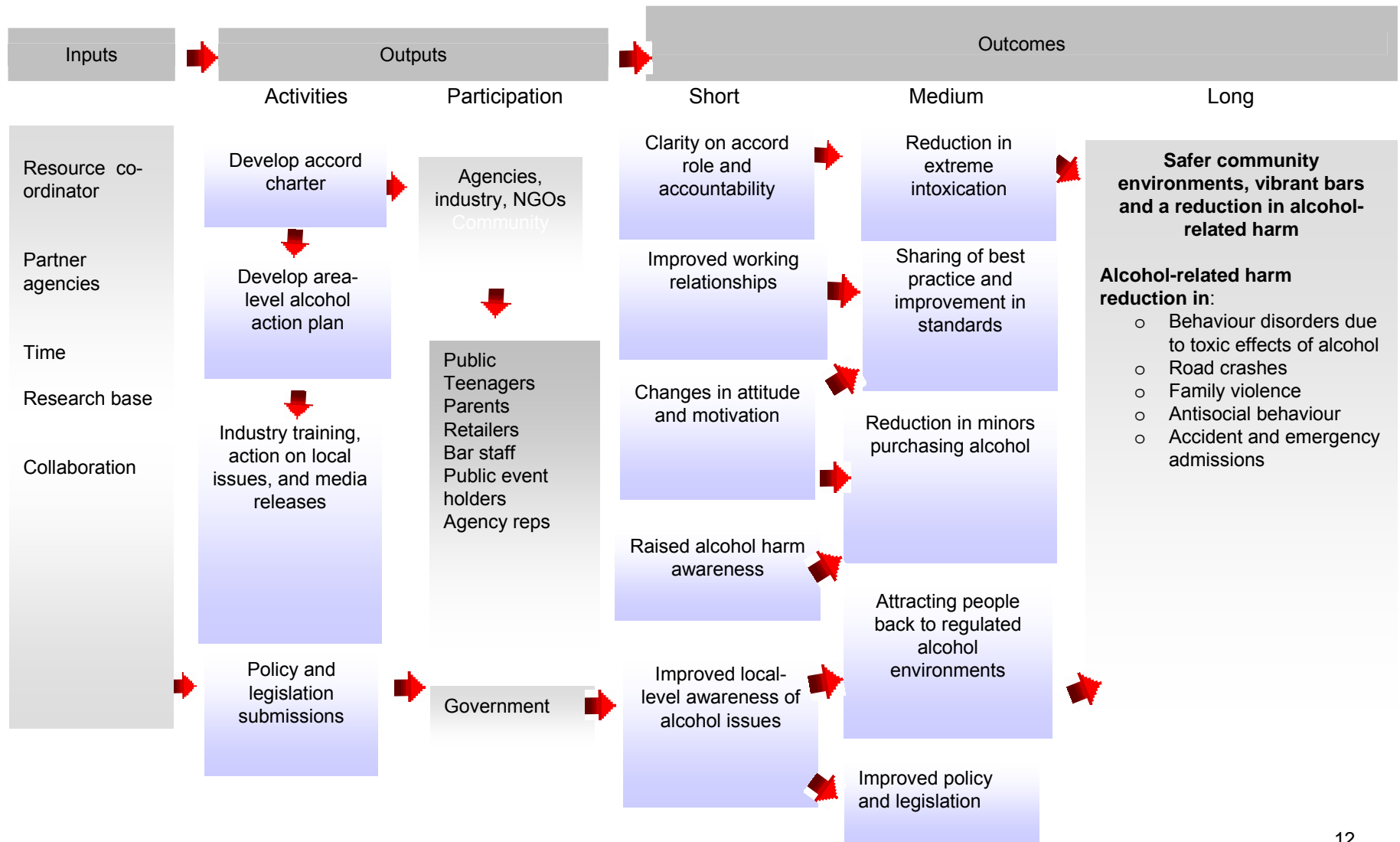
1. Establish regional accord executive committees to advocate for the accords and help with legislative and policy issues, best practice and future planning.
2. Establish a yearly update on regional, TLA and (if possible) sub-area statistics to help accords and other industry areas working to reduce alcohol-related harm. (An example of this is the yearly NZTA road safety issues report, which supports a number of road policing initiatives). Information could include:
 - a. Alco-link data – to give information on place of last drink, offence types and offender age and ethnicity, and help in identifying target areas for intervention
 - b. Ministry of Justice data – to identify licensing environments and membership
 - c. Census data – to help with understanding the environment
 - d. NZTA data – to establish data on alcohol-related road crashes.
3. Undertake further research and interventions to address people drinking in their homes and the associated harms.

Far North alcohol accord framework

The framework below describes the relationships between alcohol accord-related investments, activities and results. It has been developed to encourage a common approach to integrated planning and implementation.

REDUCING ALCOHOL-RELATED HARM IN THE FAR NORTH

ALCOHOL ACCORD PROGRAMME OF ACTION



PART II – FAR NORTH ALCOHOL ACCORDS

ALCOHOL ACCORD RATIONALE

The idea of alcohol accords was introduced to New Zealand on the basis of success stories from Australia's entertainment-focused areas. Communities such as Melbourne and Surfers Paradise were reporting "safer places for their citizens since adopting the alcohol accords".¹¹

In 1999 ALAC, New Zealand Police and the Ministry of Justice's Crime Prevention Unit jointly published a guide on alcohol accords. They wanted the experiences of local communities to differ from that of Australia in one important aspect: accords were developed in Australia to deal with problems created by alcohol misuse that had already reached high levels of public concern, while in New Zealand the intention was to be proactive and promote the uptake of accords to prevent problems before they arose.¹²

What is an accord?

An alcohol or liquor accord is a forum for members (e.g. regulatory agencies, licensees, community organisations) to work together openly on local issues to reduce the misuse of alcohol within their community.

Accords were established to:

- Improve communication among licensees, and between licensees and agencies
- Promote the sharing of best practice to create safer, more enjoyable premises
- Maintain and improve premise profitability while eliminating promotions and practices that encourage irresponsible service and consumption of alcohol
- Improve compliance with, and awareness of, liquor laws
- Provide a safer community environment
- Foster a reduction in alcohol-related harm.¹³

Why did the Far North adopt accords?

The Far North was reporting astounding figures in relation to alcohol-related harm. For example:

- It had the highest proportion of alcohol-related crashes in New Zealand in 2004
- 24% of all casualty crashes involved alcohol, compared with 13% nationally – and this rose to 38% in relation to serious and fatal crashes involving alcohol¹⁴
- Minors were able to buy alcohol from 34 of the 53 off-licensed premises¹⁵, resulting in a 64% sale rate
- 39% of drink-drivers in the Far North Police District between 2000 and 2004 were apprehended in Kaitiāia or the surrounding outstations

¹¹ *Alcohol Accords – Safer Communities Through Safer Alcohol Use – ALAC guidelines, 1999*

¹² *ibid*

¹³ *ibid*

¹⁴ *Culture Shock Presentation – New Zealand Police, August 2005.*

¹⁵ Tested when a pseudo controlled-purchase operation was conducted in 2005

- 24% of those drivers were recidivist offenders (caught three times or more)¹⁶.

FAR NORTH CULTURE SHOCK

What is Culture Shock and how did it help in setting up the accords?

In light of the Far North's shocking statistics, a number of initiatives were established under the "Culture Shock" umbrella. Culture Shock's aim was to join enforcement with community ownership to achieve an attitude change.

Enforcement

Police, with additional funding from the Accident Compensation Corporation (ACC), were able to increase enforcement in the Kaitaia area by a further 1.8%. This meant the Traffic Alcohol Group was able to allocate a further 3600 man hours to enforce drink-driving laws¹⁷.

Community ownership

Police, Northland Health and Land Transport NZ (now NZTA) hosted a stakeholder hui in the Kaitaia township in August 2005. The meeting, attended by New Zealand Police, FNDC, Northland Health, SADD (Students Against Drink Driving), the Alcohol Management Operation (AMO), the Rural Education Activities Programme (REAP), Land Transport NZ, the Rakaumangamanga Programme and the "Think First" programme, aimed to develop key messages relating to the impacts of drink-driving and recidivist drivers. The forum posed the question: "What is the community willing to accept?" Commitment was given by all involved and a community meeting was organised for October 2005.

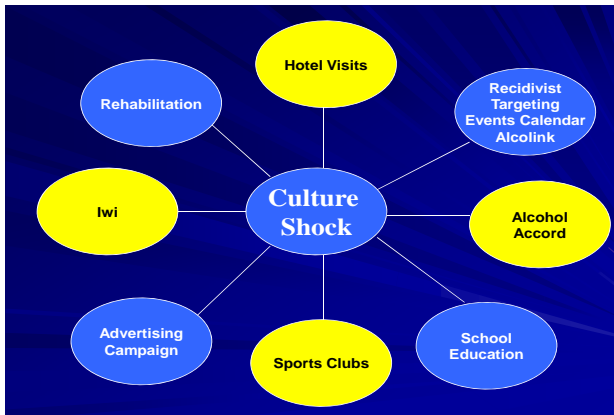
¹⁶ *Culture Shock Presentation* – New Zealand Police, August 2005

¹⁷ *Far North Alcohol Scan*, New Zealand Police, 2006

Community presentation

The community was presented with police statistics plus a wide range of initiatives showcasing educational road safety activities in the Kaitaia area. The number attending was not recorded, but it was estimated at 25.

The police presentation included the Culture Shock wheel (below), looking at a whole-of-community approach to addressing a prominent social problem, especially in the Kaitaia area.



Lessons learnt

- Commitment and effort were required to initiate the collaborative approach.
- Kaitaia and the surrounding area hosted a number of impressive initiatives, educating the community on drink-driving.
- Members from other areas in the Far North would have benefited from attending the presentation because the initiatives were easily transferable.
- A wider and new approach to attracting people to the community meetings was needed.
- Retaining commitment to attendance and correspondence among the “Culture Shock” group remains a priority.

FAR NORTH ACCORD ESTABLISHMENT

A meeting was held in Kerikeri in March 2006 to address issues concerning alcohol and road use, and to further develop one of the initiatives discussed in the Culture Shock hui – an alcohol accord. Facilitated by New Zealand Police and Land Transport NZ and co-ordinated by Northland Health, the meeting attracted attendees from New Zealand Police, Northland Health, HANZ (the Hospitality Association of New Zealand), the Salvation Army, the Ministry of Social Development, Far North Road Safety, FNDC, Grassroots Aotearoa and ALAC, as well as the Whangarei Alcohol Accord facilitator and licensees.

Presentations gave the attendees an overview of the accord initiative:

Group presentations

- The nature of “Culture Shock” – Rob Lindsay (New Zealand Police).
- An overview of the structure of the Whangarei Accord – Linda Nash.
- The history of the Kaipara Alcohol Accord – Shirleyanne Brown (Northland Health).
- An update of licensing in the Far North – Barry Webb (FNDC).
- The hospitality point of view of accords – Sara Tucker (HANZ).
- Maori warden walkthrough programme – Brian Hayward (ALAC).

Following the presentation, a workshop was facilitated to find agreement on possible outcomes. The following was agreed:

Workshop outcomes

- Accords are to be established in the Far North.
- Owing to the geographical area, three accords will be established.
- The accord areas will be Kaitaia, Kaikohe and the Bay of Islands.
- A Far North executive group will be established made up of a member from each of the three regional accords plus representatives from related agencies.
- ALAC will fund a short-term position to co-ordinate the accords' set-up.
- A steering committee will be established to ensure appropriate support.

The steering committee was appointed and consisted of two police, two Northland Health and one licensee representative, and representatives from HANZ, FNDC and RoadSafe Northland. The steering group met on 16 March 2006 to discuss a strategic plan for the accord implementation. The following points were agreed:

Strategic planning outcomes

- Good balance of licensees and related agencies.
- Opportunity for open and safe discussion to raise issues and work together.
- Accords to be implemented in a staggered way.
- Kaitaia would be the initial accord location.
- Kaitaia Alcohol Accord boundary – south as far as Mangonui (east coast) and over to Kohukohu (west coast).
- Meetings to be held in licensed premises, lasting for approximately two hours.
- Co-facilitation between New Zealand Police and Far North Road Safety.
- Culture Shock and Alco-link presentation by police.
- Licensing presentation by FNDC.

To facilitate a co-ordinated and collective approach to the implementation of the first accord meeting, members of the steering group were assigned the following tasks:

Implementation action plan

- Northland Health to create invitations to the meeting.
- FNDC to gather a mailing list of liquor outlets, plus on-licence and off-licence premises.
- RoadSafe and FNDC to mail out and hand-deliver invitations.
- RSVPs to FNDC to be collated.
- Northland Health to provide light refreshments.
- All agencies to send logos to Northland Health for the invitation.
- HANZ and licensees to talk to licensees in the area to attend.
- HANZ to approach a licensed premise to act as the venue.
- Police to provide local statistics and alcohol-related harm overview.
- Resources for the day to be forwarded to Northland Health for attendance. packages.

The first accord meeting was held in Kaitaia on 16 May 2006 at the Awanui Hotel.

The Kaikohe Alcohol Accord was established through the implementation team on 21 August 2006.

The Kerikeri Alcohol Accord was established in late 2006, through local initiative processes.

The Paihia Alcohol Accord was established on 8 November 2006 specifically to deal with local problems through local initiatives.

Establishing the accords took considerable effort. Listed below are lessons the steering committee learned while implementing them.

Lessons learnt

- Conducting a CPO before establishing an accord raised awareness of alcohol, and generated licensee interest in the regulatory agencies' focus.
- Sending invitations to licensees through the DLA generated a good response.
- Presenting the group with local statistics personalised the problems for police and the community.
- Having out-of-the-area support, especially ALAC and its commitment to endorsing the accords, gave the co-ordinator the support needed.
- The steering group's commitment lost momentum after the Kaitaia Accord was established, putting additional strain on the participating accord implementation team. Commitment throughout the entire process must be consistent.
- Each area has a different environment in which the accord will function. Understanding that environment helps with the accord planning and implementation.

ESTABLISHING ACCORDS IN RURAL COMMUNITIES

Feedback from the accord members interviewed was that accords benefited those who attended. Most attendees were licensee and regulatory agency representatives. Members reported working closely to resolve licensing issues and discuss community concerns. The ability to actively resolve issues and take action was reported as an area of improvement.

This evaluation could not establish whether the accords were benefiting their communities. However, local statistics reveal that the Far North's alcohol-related road crash statistics¹⁸ decreased significantly between 2007 and 2008, saving New Zealanders approximately \$12,577,000, and police statistics report a decrease in extreme levels of intoxication after drinking in licensed premises. Although alcohol-related offending after consuming alcohol in a licensed premises in the district has increased, this was by 1% between 2007 and 2008, from 15% to 16%.

The costs associated with developing an accord are minimal in monetary terms. However, staff resourcing is paramount to administer the accord structure and systems to achieve sustainable results. The Police Far North Alcohol Co-ordinator estimates that, owing to workload constraints, he can allocate only two hours to the accords per week – well under what is required to co-ordinate and drive initiatives in the Far North area. Senior Constable Wright believes the accords would benefit from meeting monthly, with the time required to sustain this being about 20 hours per week.

The Paihia Alcohol Accord, which is the only accord administered by the industry, has the most solid structure of the Far North accords. This is a result of the industry taking ownership of the accord structure and processes.

Understanding the environment within which each accord operates is beneficial in taking a targeted approach to membership and developing initiatives that will have positive results in each area. By gathering statistics¹⁹ and local evidence, problem-solving may be fast-tracked, helping with member motivation and reducing attrition.

Throughout the evaluation there was little evidence against rural accords, other than the resources required to sustain their continued development. Indeed, the chair of the Paihia Alcohol Accord said, "Being the chair, I couldn't be happier; everyone has bought into the Accord and it's been a positive experience all the way". This view is shared by the Accord members.

Of the 33 accord members interviewed, 31 reported having had no unintended outcomes or negative experiences. The two who expressed concerns were:

- The police – they identified as a problem publicans attending accord meetings with grievances that should have been taken to police directly
- A major retailer of cheap, bulk liquor.

The Far North has been making gains in awareness of, and statistics reported on, alcohol and alcohol-related issues. There are further gains to be made in planning actions to address accord members' concerns about alcohol as a whole, not just the licensing industry's, especially in rural and isolated areas.

¹⁸ NZTA statistics comparing 2007 and 2008 alcohol-related injury crashes

¹⁹ New Zealand Police, Statistics New Zealand, Ministry of Justice (licensing category breakdown) and NZTA statistics

When establishing a rural accord, consider:

Who and how much time can be allocated to administering the accord?

Will funds be needed to administer the accord?

What is the environment in which the accord is operating, i.e. on, off, club?

What are the local issues, and can statistics be obtained to inform planning and problem-solving?

THE FAR NORTH ENVIRONMENT

The Far North is renowned for its farming communities and beautiful tourist destinations. It has a local population of about 56,000, with an influx of tourists in the holiday season. The ethnicity mix includes 51% European, 37% Maori and 3% Pacific people, and the median income for families in private dwellings is 41% lower than the national average.²⁰

Isolation, diverse geographical spread and lack of transport are all challenges for the Far North, and the licensing environment is no different. Fifty percent of the Far North's premises are on-licensed premises, 31% off-licensed and 19% club licences, which are comparable with the national averages.²¹

An analysis of police apprehensions between July 2007 and June 2008 show that alcohol had been attributed as a factor in 39% of the arrests, up 2% on the previous year. Of those arrests, 50% of offenders reported having had their last drink at home, 16% in a licensed premise and 10% in a public place.

Seventy percent of apprehensions pertained to Maori and 23% to European. The top-ranking alcohol offences types included 39% drink-driving, 18% violence and 14% drugs and antisocial offences. Eighteen percent of offenders arrested after drinking in a licensed premise in the Far North exhibited extreme intoxication, compared with 17% nationally.²²

DIRECTION FOR FUTURE ACCORD TRAINING

Members said that working with ALAC and having training available for members have been beneficial for the region, with intoxication and conflict resolution training useful additional tools. However, they noted a lack of effective notification or follow-up of training opportunities. A number were disappointed to have missed out on training sessions, and when asked what they needed most in the way of training stated dealing with intoxicated patrons and conflict resolution.

Members' feedback on training needs included:

Kaitaia sub-area training needs

- Conflict resolution – high priority.
- Door staff training – how to deal with intoxicated people and people becoming intoxicated.
- Bar management training – awareness of liquor bans, and learning how to deal with people taking bottles from premises.
- Offering liquor licence controller qualification (LQC) training in the Kaitaia area instead of staff having to travel to Whangarei.

²⁰ Statistics New Zealand, 2006 Census, regional summary table – territorial authority

²¹ Ministry of Justice, licensing register, October 2007

²² Northland Police, Alco-link statistics between July 2008 and June 2009

- Education in compliance with the Sale of Liquor Act (SoLA).
- Door staff should have New Zealand Qualifications Authority (NZQA) accreditation in crowd control, of which conflict resolution is a component.
- Aspects of security – new ideas would always be welcomed.

Kaikohe sub-area training needs

- Bar staff training.
- Training in how to deal with people who get intoxicated.

Kerikeri training needs

- Staff training on how to identify and deal with underage drinkers.
- Resources and training on conflict resolution, party pills and changes in SoLA.

Paihia training needs

- Effective training of noise control officers.

Members made the following general comments about training:

- ALAC training is good. Amazed that bar owners could not find one staff member to turn up at ALAC training as it is so beneficial.
- Winter and the off-season is a good time to conduct training.
- When training, conduct real-life scenarios, not boring training that takes two days.
- Include licensees, sports clubs staff and restaurateurs – anyone dealing with alcohol.
- One-day courses are too long – split it over two days, then we can get more staff attending.

Some of the ALAC training has been poorly attended. When asked why, members mentioned:

- Notification was given at the accord meeting but no follow-up action was taken
- Other reasons such as: high staff turnover; staff already well trained; difficulty in getting numbers together to meet minimum participation levels; training offered in February and March, which is not suitable as this is peak season; and difficulties getting staff there owing to shift work issues.

Conclusion: Members highlighted conflict resolution and intoxication training as the main areas for additional training. Inadequate notification of training was highlighted in all areas. Notification and follow-up reminders are paramount to ensure licensees have the time and dates well in advance so rosters can be organised to accommodate staff shortages. Winter and the off-season are better times to conduct training.

Area statistics reveal a high proportion of drink-driving (39% of all alcohol offences involve drink-driving), so training that builds awareness of drink-driving and offers skills in how to deal with patrons who may be drink-driving could benefit the area.

EVALUATION OF COMMUNITY AND MEMBERSHIP PARTICIPATION IN THE ACCORDS

The Far North has 320 licensed premises, and at the time of evaluation an average 32 representatives from the industry were attending the Far North accords. Accord participation is predominantly hotel and tavern-style licensees along with officials from New Zealand Police, Public Health and the DLA. However, participation within the accords differs from area to area depending on the demographics and how the accords are co-ordinated.

Member feedback from all accords included improving participation and membership.

The Kaitaia and Kaikohe Alcohol Accords are open forums and some community groups attend, e.g. Street Maytz (funded by Work and Income to engage with youth who are on the streets at night) and Community Patrol in Kaitaia. Some members in the Kaitaia Alcohol Accord thought it should branch out and invite other agencies such as Women's Refuge and Rape Crisis and members from local health providers and the Ministry of Justice, since alcohol was seen as a catalyst for a lot of community issues. However, some industry members in Kaitaia expressed concern about community groups and the public "hijacking" the meetings.

Kaikohe members stated that community groups did attend and that they considered the right mix of people was attending. However, they wanted to see supermarket managers, the Grocery Retailers' Association and Maori wardens attend along with other licensees, plus licensees from RSAs and rural hotels and taverns.

The Kerikeri Alcohol Accord is not open to the public, and members stated that it would have to be clear in its function before this could happen. One member was opposed to the idea as he felt it would detract from the forum's value. Members considered that the right mix of people was attending but would like to see an increase in attendees from sports clubs (cruising, rugby and bowls), vineyards and restaurants.

The Paihia Alcohol Accord is not an open forum, and members have mixed views about membership. However, a unanimous vote decided that meetings should not be opened up to the community – and some members believe the police represent the community in any case.

Other Paihia members still believe that it should be an open forum and advertised to improve participation. One suggested that a retired person or a spokesperson for the community should attend, who could help in its running and implement solutions to problems identified. Another member stated, 'One or two people from the community would be a good thing as it is a neutral environment for discussion with community' and another said, 'Having a closed invitation-only meeting is not good. Restaurants are not invited and I thought it was about sharing ideas and problems in the community'.

Conclusion: Views on membership differ per area and within some of the accords. Understanding the environment in which each accord is working will help with membership and its work in reducing alcohol-related harm. For example, figures on police apprehensions in the Kaitaia area show that only 11% of alcohol-related harm in the area is attributed to offenders having their last drink in a licensed premises – so attracting other groups and agencies to work together to raise awareness of people drinking in their own homes could reduce harm in the area.

In comparison, police figures show that 32% of alcohol-related harm in Paihia is attributed to offenders having their last drink at a licensed premises, and 80% of premises in the area are on-licensed. In this case there is a strong need for licensed-premises intervention, and membership should focus on the industry until these figures decrease.

DIRECTION

Thirty-three Accord members were asked about their preferred focus areas in the coming year. In summary, these were:

1. Greater licensee participation
2. Reduction in incidents of drinking in public and out on the streets
3. Improvement of patron behaviour outside licensed premises
4. Increased police enforcement in enforcing the liquor ban, attendance at call-outs and underage drinking
5. Focus on preventing underage drinking
6. Implementation of joint trespass notices
7. Joint effort to address cheap alcohol being purchased from wholesalers and drunk in public places, or drinkers attempting to take wholesale alcohol into licensed premises
8. Promotion of food and non-alcoholic drinks
9. Reduction in incidents of drink-driving
10. Appraisal of the structure of the accords.

A workshop on 26 November 2008 was attended by 70 people, with the licensing industry accounting for 71% of attendees. The participants were asked to rank the problems raised by members of their area accords in order of importance. For each issue, they were also asked what they thought the industry and agencies could do to help, and who could help with resolving it.

The lists from all the accords were compiled and ranked by the number of times an issue was raised. The top-ranking priorities for the Far North accords were:

1. Increasing police attendance and enforcement (three accords)
2. Addressing the impact of larger off-licensed retailers being able to supply alcohol at cheaper rates, which opens up the potential for liquor abuse (three)
3. Promoting food and non-alcoholic drinks in licensed premises (three).

Additional resources to help with the accords

More than half of the people spoken to in the Kaitaia area said they thought the accords should have a paid co-ordinator to organise them and push forward solutions.

Conclusion: Accord members have identified the top-ranking issues for the Far North. The accords and related agencies have identified actions to help with solving these issues. Members within the accords will need to decide if they want the accords to be action-oriented forums.

The assistance of a paid co-ordinator to work with accord members on the top issues would help to support the further development of an action plan, if that is how the accords wish to progress.

FAR NORTH FOCUS GROUP: PRIORITY AREAS FOR ACTION

The table below shows the priority areas for accord action in the Far North, as identified by workshop participants.

Far North alcohol accords

Rank and problem-solve priority areas for action as identified by the accord minutes and member feedback.

Far North Priority issue for action Issues	R a n k	How can the industry help?	What can the agencies do to help?	Who else could help?	What is the most favourable outcome?
Lack of police attendance and enforcement	1	<ul style="list-style-type: none"> • Stop people going out onto the streets • Contact police and advise them of what's happening • Turn drunks away when they arrive • Lobby the district commander • Lobby local MPs • Record all incidents • Advise target problem areas 	<ul style="list-style-type: none"> • Police to enforce control of garage bars and licensed clubs • More policing of the streets • More beat walks • Support establishments by issuing and enforcing liquor bans • Lobby law change to make it illegal to drink in a public place • Instant fines for people breaching the liquor ban • More liquor ban areas – signage • Increase liquor ban enforcement 	<ul style="list-style-type: none"> • Police, • FNDC • Street Maytz • Maori wardens • Iwi • Paihia Business Association • Community Patrol 	<ul style="list-style-type: none"> • People will be encouraged back into a controlled environment • Drunks will be stopped before they arrive in bars, which could bring some control to drinking habits • Violence will be reduced
Availability of buying alcohol at off-licence premises, in particular supermarkets	2	<ul style="list-style-type: none"> • Talk to them, have meeting to discuss an outcome – off-licence hours • Lobby against sale of alcohol in supermarkets • Lobby MPs • Price regulations of supermarket sales 	<ul style="list-style-type: none"> • Enforce the hours for sale of liquor in supermarkets (sales to be stopped earlier) • Lobby and advocate against sale of alcohol in supermarkets 	<ul style="list-style-type: none"> • DLA • Police • Business Association 	<ul style="list-style-type: none"> • Less drinking in car parks and beaches and increased police presence • People will be brought back to controlled drinking environments
Promote food and non-alcoholic drinks in licensed premises	3	<ul style="list-style-type: none"> • Promote eating while drinking, e.g. would you like fries with that? • Making food available • Sober driver drinks • Talk to other licensees about what's working for them 	<ul style="list-style-type: none"> • Enforce establishments providing satisfactory food • Media education “it's OK to eat when drinking” 		<ul style="list-style-type: none"> • Sober patrons and less violence

FAR NORTH LITERATURE REVIEW: EXECUTIVE SUMMARY

Demographics

Northland is made up of three TLAs comprising Kaipara, Whangarei and the Far North. All TLAs have operational accords. The Far North, the focus of this evaluation, has four alcohol accords, which as at January 2008 had been functioning for approximately 12 to 18 months.

The population of the Far North is approximately 56,000.

The area has strong cultural links, with 37% of the populace identifying themselves as Maori compared with 13% nationally.

The median income for families in private occupied dwellings in the Far North is \$41,800 compared with \$59,000 nationally.

The main income sources for families are wages, salaries, commission and bonuses (34%), followed by government assistance (29%)ⁱ.

The Far North has 732,385 hectares of land massⁱⁱ, encompassing 3,000 kilometres of roads.

Only 31% of Far North roads are sealed compared with 60% nationallyⁱⁱⁱ.

Public transport options are also limited in the area, with most supplied by owner operators^{iv}.

Licensed premises

The Far North has 320 licensed premises; comprising 50% on-licensed premises followed by 31% off-licensed premises and 19% club licences, which is comparable with the national average.

Restaurants make up 23% of licensed premises in the Far North, followed by taverns at 16% and hotels at 15%.

The number of licences in the Far North decreased by 21 between 2008 and 2009, with the Bay of Islands reporting the biggest decrease of 18 licences.

The proportions of premises types differ considerably. For example, off-licensed premises outnumber on-licensed premises in the Kaikohe area, while 80% of Paihia premises are on-licensed^v.

Road crashes

In the 12 months to December 2006, alcohol was a factor in 27% of the Far North's injury crashes, a small decrease from 2005 and decreasing against the national trend. However, it is important to note that alcohol's involvement in the Far North's injury crashes is almost double the national rate^{vi}.

Alcohol-related offending

The Far North reported a 25% increase in recorded alcohol-related offending between April and October 2008 compared with the same period the previous year. This may have been due to a heightened awareness of alcohol-related issues and increased enforcement, particularly in relation to drink-driving offences, which increased by 32% in the same period on the previous year.

Males dominated the statistics at 80% of offenders.

Young adults were most at risk of causing alcohol-related harm, with approximately 22% of offenders

between 18 and 20 years.

Peaks were also noted at 17, 21 and 22 years and again at 34-38 years.

Seventy percent of offenders were of Maori ethnicity, followed by 24% European.

Home-based drinking before offending was still the biggest problem for police, with nearly half (47%) of all offenders apprehended admitting to drinking at home before offending.

The ratio of alcohol offending between areas remained unchanged in the same period; with 42% of alcohol offending attributed to the Kaitaia sub-area, and followed by the Bay of Islands (34%) and Kaikohe (24%)vii.

Accord establishment and processes

The Far North accords operate in diverse socioeconomic environments. Each was established to meet the needs of its environment.

While each accord has its unique problems and issues, many are consistent to all:

Issues facing all accords

- Drink-driving.
- Problem patrons.
- Lack of police enforcement (liquor bans, drinking in cars and police call-outs).
- High percentage of Maori offending.
- Larger off-licensed premises selling alcohol at cheaper rates, adding to potential liquor abuse.

The policy issues highlighted by the accords are:

Policy issues

- Supermarkets have no host responsibility and sell alcohol more cheaply than licensed premises can buy it. With all the regulations (e.g. smoking laws), people are being pushed away from drinking in the bars to drinking in their homes, which cannot be regulated (a point mentioned by all accord members).
- The Government needs to look at legislation to keep pre-mixed drinks to 5% alcohol content.
- Police enforcement option to consider in issuing instant fines for breaches of liquor bans.

The accord solutions are from each accord, so some may adopt different solutions to slightly different problems.

Accord problems and solutions

- Problem patrons – issue combined licensed premises' trespass notices.
- Migration drinking patterns, causing disorder on streets – introduce closed door policy, restricting entry to premises after a certain time (e.g. 12.30pm) to discourage bar hopping, patrons can still stay in the one premises until closure.
- Critical public perception of alcohol and bars – media release; strong DLA/licensee affiliations and licensee pledges to keep premises' thoroughfares clean.
- Insufficient street lighting and high speed on local streets – an affiliation with the Business Association, which is already putting a case forward to FNDC.
- Lack of police enforcement – licensees reporting all incidents of bar and street disorder to police, gathering evidence for an increased area-wide police enforcement operation.

Accord problems and solutions

- Drinking in licensed premises' car parks – licensees take responsibility for their areas in conjunction with closer alliance with police.
- Rugby club members causing problems in town after drinking at the club – club licensing hours extended; training given to management on managing liquor consumption and intoxication.
- Industry staffs conduct when socialising – licensees speak to their staff about industry staff behaviour.
- Smoking in licensed premises – Northland Health is working with premises on compliance.
- Liquor ban signs removed – signage replaced and monitored.
- Patrons refusing to hand over their keys to bar staff – calling police and premises keeping records of problems (detailed incident books).
- Drink-driving recorded through Alco-link – licensed premises contacted when offenders have reported having their last drink from the licensed premise before driving, to work through strategies to resolve any problems or issues.
- Noise complaint problems – noise control presentation to accord; closer alliance between licensees and noise control.
- Gang patches in bars – consensus on no gang ID in bars published in media.
- Intoxication levels in bars – bar staff and management training on intoxication.
- Special licences received day before the event, short notice for licensees to confirm approval – open invitation to contact police to fast-track any application to be sent back to the FNDC.
- Blocked fire exits – Fire Service asked to check all fire evacuation plans.
- Restaurants have 1am licences and operate bars – open invitation to contact the council when this is happening and action against the premises will be taken.
- Youth refused service have adults purchase for them – police to be notified when this is occurring, alcohol supply to minors is an offence and police will attend.

Accord facilitators and chairs have attributed the following factors to the success of the accords:

Success factors

- ALAC and its support in facilitating and co-ordinating training and other area-based initiatives.
- Intoxication training to staff and management (to be conducted quarterly).
- Staff training through the Hospitality Standards Institute (HSI) (currently training in licensed premises and is about to move to sports clubs).
- Improved awareness and information-sharing has attributed to better communication on area licensing practices.
- New licensees in the area have come to the meetings, gaining a greater awareness of intoxication and general management practices through mentoring and championing.
- Better processes between DLA and licensees prior to Christmas.
- Updates on CPOs and ID checking.
- The issuing of one trespass notice to a patron reduced conflicts in local bars.
- Informal training provided by police and FNDC to improve bar standards.
- Some licensees have adopted closed door policies, which are working well.
- Liquor Licensing Authority (LLA) Judge Unwin's visit and intoxication training.
- Commitment and support from ALAC.

The chair of the Paihia Alcohol Accord says, "Being the chair, I couldn't be happier; everyone has bought into the Accord and it's been a positive experience all the way."

FAR NORTH ACCORD MEMBERS' FEEDBACK: EXECUTIVE SUMMARY

The Far North has four alcohol accords, located in Kaitaia, Kaikohe, Kerikeri and Paihia, which have been operating in the community since between May and November 2006. A total of 33 accord members were interviewed to gain feedback on the accords' performance.

The accords in Kaitaia and Kaikohe are open forums (anyone can attend); while those in Kerikeri and Paihia are more industry focused and not open to the public.

The accords' role is to be a forum that encourages communication between licensees, enforcement agencies and community groups in addressing local alcohol-related issues.

Most members joined the accords hoping to accomplish:

- A reduction in liquor abuse
- A better understanding of SoLA
- Increased communication between police, the DLA and licensed premises
- A level playing field across licensed premises
- Problems being resolved as they arise.

The accords are unique, reflecting the diverse socioeconomic environments in which they operate. Members had varying perceptions of how well they were working, but generally agreed that the common success factors were:

- Feedback and updates from the police
- Police and proprietors get to know one another
- Group unity, with licensees not feeling isolated with their problems
- Closer working relationships between licensees, New Zealand Police and the DLA
- Licensees learning from one another
- Open and honest communication between all parties.

The common views of what could be improved were:

- Defining goals for collaborative action
- Increasing attendance and membership.

Accord participants are predominantly hotel, tavern-style licensees along with representatives of New Zealand Police, Public Health and the DLA. The Kaitaia Alcohol Accord has a stronger community element than the Paihia and Kerikeri Alcohol Accords, whose members said they could benefit from more involvement from supermarket alcohol retailers, clubs (including the RSA, rugby and bowling clubs) and local police.

Members saw working with ALAC and having training available for members as benefits for the region, with intoxication and conflict resolution training useful additional tools. However, they said there was a lack of effective training notification and follow-up, with a number disappointed to have missed the training. When asked what they needed most in training, they mentioned dealing with intoxicated patrons and conflict resolution.

When asked about the specific problem areas that could be best addressed in the coming year, members mentioned:

- Drinking in public and out on the streets
- Patron behaviour outside licensed premises
- Increase police enforcement in the areas, including in relation to liquor bans and underage drinking
- Greater licensee participation
- A focus on preventing underage drinking
- Implementing joint trespass notices
- Joint efforts to address cheap alcohol being bought from wholesalers and drunk in public places, and attempting to take alcohol into licensed premises.

THE FAR NORTH AND ITS ALCOHOL ENVIRONMENT

People of the Far North

The Northland region has three territorial authorities (Kaipara, Whangarei, and Far North). This evaluation focuses on the Far North, the northernmost tip of New Zealand.

Approximately 55,845 people live in this geographically remote and at times isolated area. The population remains consistent, with a 2% increase by 2006 on the 2001 census.

There is a strong link to heritage and whanau in many Far North communities, with 37% of the population identifying themselves as of Maori ethnicity, compared with 13% nationally. The Far North unemployment rate on the night of the 2006 census was 5% compared with 3% nationally^{viii}.

Far North roads

Northland is an area of growth, with increasing heavy vehicle and tourist traffic. It has about 3,000 kilometres of road, of which FNDC is responsible for 2,510 kilometres and the rest is under State Highway jurisdiction^{ix}. Around 31% of the roads are sealed compared with the national average of 60%, posing additional hazards for Far North drivers.

Crashes on Far North roads

The social cost of road crashes in the Far North amounts to approximately \$94 million per year^{23x}. There were 96 injury crashes on Far North local roads in 2006 and 130 injury crashes were reported on transit roads by New Zealand Police.

In the 12 months to December 2006, alcohol was a factor in 27% of the Far North's injury crashes, a small decrease from 2005 and decreasing against the national trend. Importantly, the Far North district's alcohol involvement in injury crashes is almost double the national rate^{xi}.

Alcohol-related injury crash statistics on **local Far North roads** between 2002 and 2006:

- 12 deaths, 44 serious injuries and 154 minor injuries
- 73% of "at fault" drivers were male
- The most common crash type was "loss of control on a bend"
- 67% of the crashes happened at night time
- The worst month was February, the best October
- The worst day of the week was Sunday.

Alcohol-related injury crash statistics on **Far North Transit roads** between 2002 and 2006:

- 21 deaths, 46 serious injuries and 121 minor injuries
- 81% of "at fault" drivers were male
- The most common crash type was "loss of control on a bend"
- 73% of the crashes happened at night time
- The worst month was October; the best months were June and August.

²³ Media release – regional road funds, Far North District Council, 23 March 2006

Licensed premises in the Far North

According to the Ministry of Justice, the Far North had 320 licensed premises as at 30 October 2007. On-licensed premises represented 50% of the licensed premises, off-licences 31% and club licences 19%. This is comparable with the national figures of 52% on-licence, 30% off-licence and 17% club licence^{xii}.

Table 1 Licensed premises per population count

Licensing Type	Total	Kaitaia Sub-area	Kaikohe Sub-area	Bay of Islands Sub-area
Club	62	21	16	25
Off	99	34	20	45
On	159	38	16	105
TOTAL	320	93	52	175
2006 census population	55,845	20,352	18,279	17,214
Population per 10,000	5.6	2.0	1.8	1.7
# of premises per 10,000 population	61	45	31	112

Fifty-five percent of the premises were located in the Bay of Islands, 29% in Kaitaia and 16% in Kaikohe. Restaurants made up 23% of the total licensed premises in the Far North, followed by taverns (16%) and hotels at (15%).

Table 2 Far North licensed premises by category

Category	Bay of Islands Sub-area	Kaikohe Sub-area	Kaitaia Sub-area	Total	% of Total Premises
Club licence aero club	1		1	2	1%
Brewery		1		1	0%
Bottle store	10	2	8	20	6%
On-licence BYO		1		1	0%
Off-licence caterer	2			2	1%
Chartered club	6	3	2	11	3%
Combined sports club	1	6	2	9	3%
Complementary off-licence			3	3	1%
Conveyance	9			9	3%
Function venue	1			1	0%
Grocery store	10	6	6	22	7%
Hotel	18	12	18	48	15%
Restaurant	54	3	15	72	23%
Social club			2	2	1%
On-licence sports facility	20	8	16	44	14%
Supermarket	2	2	1	5	2%
Tavern	30	7	15	52	16%
Tourist house	7		2	9	3%
Wine maker	4	1	2	7	2%
Total	175	52	93	320	100%

The number of licences in the Far North decreased by 21 between 2008 and 2009. The Bay of Islands reported the largest decrease, with 18 fewer licences in the area. Kaikohe reported a decrease of four licences, while Kaitaia's licences increased by one.

Alcohol-related offending

The Far North reported a 25% increase in recorded alcohol-related offending between 2007 and 2008 compared with the same period the previous year. This may have been due to a heightened awareness of

alcohol-related issues and increased enforcement, particularly in relation to drink-driving. Drink-driving offences increased by 32% in the same period compared with the previous year.

- Males dominated the statistics at 80% of offenders.
- Young adults were most at risk of causing alcohol-related harm. Approximately 22% of offenders were aged between 18 and 20 years, with peaks also noted at 17, 21 and 22 years, and again at 34-38 years.
- Seventy percent of offenders were of Maori ethnicity, followed by 24% European.

Home-based drinking before offending was still the biggest problem for police, with nearly half of all offenders apprehended admitting to drinking at home before offending. Between October 2006 and April 2007, the following statistics were recorded in relation to alcohol-related offending by the offenders' place of last drink:

<p>Home/Private residence (47%)</p> <ul style="list-style-type: none"> • 14% exhibited signs of extreme intoxication. • Predominantly male aged 16-20, with peak again at aged 36-37. • 70% Maori, followed by 25% European. • Peak offences included drink-driving (41%), followed by violence (14%) and drug and antisocial behaviour (10%). 	<p>Licensed premises (17%)</p> <ul style="list-style-type: none"> • 17% exhibited signs of extreme intoxication. • Predominantly male aged 19-21, with peaks again at aged 30-39. • 64% Maori, followed by 27% European. • Peak offences included drink-driving (47%), followed by drug and antisocial behaviour (16%) and violence (13%).
<p>Public place (13%)</p> <ul style="list-style-type: none"> • 29% exhibited signs of extreme intoxication. • Predominantly male aged 17-20. • 70% Maori, followed by 23% European and 5% Pacific Island. • Peak offences included drug and antisocial behaviour (35%), followed by drink driving (23%) and violence (17%). 	

Table 3 Alcohol-related offending by sub-area

Alcohol consumed before offending by place of last drink October 2006-April 2007	Far North	Kaitaia Sub-area	% of Offenders	Kaikohe Sub-area	% of Offenders	Bay of Islands Sub-area	% of Offenders
Home/Private residence	477	222	52%	109	45%	146	42%
Licensed premises	168	76	18%	24	10%	68	20%
Not known	119	56	13%	13	5%	50	14%
Public place	133	52	12%	26	11%	55	16%
Special licence only venue	5	4	1%	1	0%	0	0%
Place of last drink not entered	111	14	3%	71	29%	26	8%
Total alcohol-related offending	1013	424	42%	244	24%	345	34%
Total alcohol Apr 05 – Oct 06	813	341	42%	199	24%	273	34%
% increase in alcohol offending	25%	24%		23%		26%	

Although offending in the Far North increased by 25%, the ratio of alcohol-related offending by area remained unchanged from the same period the previous year. The area showing the greatest increase was the Bay of Islands (26%), followed by Kaitaia (24%).

PART III – KAITAIA ALCOHOL ACCORD EVALUATION

EVALUATION OF THE CONCEPT OF AN ALCOHOL ACCORD IN THE KAITAIA SUB-AREA

The Kaitaia sub-area attracts tourists to its beautiful beaches and supports a farming town, servicing industries such as wine-making and fruit-growing. It has a population of 20,352, with an ethnicity mix of 54% European and 44% Maori²⁴.

The Kaitaia Alcohol Accord has been operational since May 2006, with an average membership of 22 members. It is jointly co-ordinated by New Zealand Police and Far North REAP²⁵, with a shared chair that has at times included an industry representative.

With 93 licensed premises, the Kaitaia sub-area has 29% of the Far North total, comprising 23% club licences, 37% off-licences and 40% on-licences²⁶.

An analysis of alcohol-related police apprehensions between July 2007 and June 2008 showed that alcohol was a factor in 34% of the arrests, a 6% decrease from the previous year. Of those arrests, 50% of offenders reported that they had their last drink at home, 11% in licensed premises and 12% in a public place. Alcohol offences included drink-driving (39%), violence (16%) and drug and antisocial offences (16%). Nine percent of offenders arrested after drinking in licensed premises in the Kaitaia sub-area exhibited extreme intoxication, compared with 17% for the entire Far North area²⁷.

Members of the Accord reported the following areas as working well:

- Police and proprietors are getting to know one another and gaining feedback
- Police and the DLA are working well within the Accord
- There is open interaction and networking between community, industry and regulatory agencies
- There is a consistent core membership group
- Mentoring is occurring within the industry
- Minutes received are of good quality
- Discussions at meetings are interesting and relevant
- Agencies, licensees and the public getting together is a good outcome.

Members of the Accord identified the following ideas for improvement:

- Meeting frequency needs to be increased to bimonthly
- A paid co-ordinator needs to be funded to drive initiatives, and to facilitate and organise meetings
- Notification of meetings must occur regularly, and delays in sending out the minutes must be avoided

²⁴ *Territorial authority- regional summary table*, Census 2006, Statistics New Zealand

²⁵ Far North RoadSafe co-ordinator

²⁶ Ministry of Justice, licensing register, October 2007

²⁷ Alco-link statistics between July 2008 and June 2009, Northland Police

- Council funding should be solicited, along with council attendance at meetings
- Problem identification is easy; however, problem-solving is poor owing to infrequency of meetings as well as a lack of planning, collaborative action and accountability
- There has been no tasking to date owing to the infrequency of meetings and the rehashing of existing problems instead of pushing for new initiatives
- Looking at what other accords are doing could help the Kaitaia Alcohol Accord.

Conclusion: The local licensing demographics and statistics on alcohol-related harm need to be taken into account in further developing the Kaitaia Alcohol Accord to enhance its ability to address alcohol-related harm in the Kaitaia area. Between July 2007 and June 2008, only 11% of offenders affected by alcohol reported having had their last drink in a licensed premise, while 50% had had their last drink at home.

The structure and resources of the Kaitaia Alcohol Accord have hindered its potential. Its co-ordination has been through a voluntary role, but Kiri Sloan from the Far North REAP has since resigned as its co-ordinator. A resourced co-ordinator would benefit the Accord in co-ordination, project direction and accountability for action.

EVALUATION OF COMMUNITY AND MEMBERSHIP PARTICIPATION IN THE ACCORD

The Accord comprises a mix of 49% industry, 25% agency and 26% NGO representatives.

The Kaitaia Alcohol Accord meetings are open to the public. Some community groups do attend – for example Street Maytz and Community Patrol – although some members expressed a desire that more community groups do so. Two members suggested advertising the Accord so the community knows they are welcome to attend. In contrast, some members disagreed with the public and community groups attending as they perceived the meetings were being “hijacked”.

Overall membership

The general feeling was that the right mix of people was attending. Members wanted to see representation from:

- Sports clubs (golf and bowling)
- Restaurants and places holding special licences (such as the community centre)
- Local health providers
- Women’s Refuge
- Rape Crisis
- The Department of Corrections.

The Ministry of Justice was mentioned, as alcohol was seen as a catalyst for a lot of community issues.

Some licensees wanted to reduce the number of community attendees so the meetings were between the DLA and licensees.

Conclusion: The exact nature of alcohol-related harm in the Kaitaia sub-area needs to be taken into account when re-establishing the Accord membership. Industry members have also indicated their need for dedicated time for licensing issues.

DIRECTION FOR FUTURE ACCORD TRAINING

Members said they were pleased to have ALAC and HSI training opportunities.

- Conflict resolution – a high priority
- Door staff training – how to deal with intoxicated people and people becoming intoxicated
- Bar management training – awareness of liquor bans and learning how to deal with people taking bottles from premises
- Offering LCQ training in the Kaitaia area instead of staff having to travel to Whangarei
- Education in compliance with SoLA
- Door staff should have NZQA accreditation in crowd control, of which conflict resolution is a component
- Inexperienced managers in the industry would benefit from having some training in their own bars, addressing simple things like understanding the difference between on- and off-licences and knowing the importance of not taking bottles from the bar
- Aspects of security – new ideas would always be welcomed.

Training comments

Some of the ALAC training days have been poorly attended. Reasons given were:

- Notification was given at the Accord meeting but no follow-up action was taken
- Some members didn't hear about the ALAC training and were disappointed to have missed out
- Winter and the off-season is a good time to conduct training
- Include licensees, restaurateurs, staff at sports clubs – anyone dealing with alcohol.

Conclusion: Accord members say training is beneficial. However, notification needs to improve to ensure everyone in the industry is aware of training opportunities.

DIRECTION FOR FUTURE ACCORD PROBLEM-SOLVING AND PROJECT DIRECTION

Accord members identified the following as priority areas for action:

- Media coverage on intoxication
- Police attendance at licensed premises' call-outs
- Improving the attitude of police – who need to be firm, fair and friendly – and increasing police attendance at licensed premises

- Young people buying from supermarkets because it's cheaper, then drinking in cars
- Addressing drink-driving and licensees' responsibilities for drink-driving; patrons may not appear drunk but are over the limit, so some clarification is needed as it's a grey area
- Setting up cameras in Kaitaia, and publishing that these are activated – creating a safer community
- Funding advertisements on bags at off-licensed premises, displaying alcohol statistics
- Since supermarkets have no host responsibility, consider writing a letter to HANZ
- How can we address the issue of people buying large amounts of cheap alcohol available at retail outlets?
- Address patron behaviour outside licensed premises and look at the impact of licensing hours
- Enforce the liquor ban, and address underage drinking and problems with garage bars and licensed clubs
- Improve the town's ambience – keep it tidy and encourage more tourists into bars
- Maoridom – what approach do we need?
- Stop hitting the industry and start working on the actual problems, such as youth drinking and drinking on the streets
- Promote improvements in public transport.

Following the focus group workshop on 26 November 2008, members ranked three priority areas for action in order of importance. They were also asked to comment on what the industry and the agencies could do to help.

1. Enforce liquor bans and address underage drinking and problems with garage bars and problem licensed clubs.
2. Stop hitting the industry and start working on the actual problems, such as youth drinking and drinking on the streets.
3. Address the issue of young people buying from supermarkets because it's cheaper, then drinking in cars.

Conclusion: If the Accord is to achieve change in its priority areas for action, members need to problem-solve and take action steps. By identifying what each sector (industry, agency and community) can do to help, an action plan could be developed to address alcohol-related harm in the Kaitaia sub-area.

RECOMMENDATIONS FOR THE KAITAIA ALCOHOL ACCORD

1. Source funding to support a co-ordination role for the Accord.
2. Develop an Accord charter to help clarify membership roles.
3. Assess the local alcohol-related harm environment when re-establishing membership.
4. Reinstate bimonthly meetings, including chair, minutes, notification etc.

5. Split the meetings to maintain membership and gain structure, e.g. first 30 minutes dedicated to the industry and the DLA, with the following hour dedicated to other agency representation and community participation.
6. Develop an action plan from the problem areas identified by the Accord members.
7. Target agency, iwi and community representation to assist with problem areas for action as identified through the priority areas for action.
8. Encourage local police to attend the Accord meetings.
9. Look at ways to attract the community back into licensed premises.
10. Put out a media release promoting the Accord and attracting people back to the licensed industry.

KAITAIA ALCOHOL ACCORD FOCUS GROUP: PRIORITY AREAS FOR ACTION

Fourteen members of the Kaitaia Alcohol Accord were interviewed, equating to approximately 63% of the membership. They identified the following as priority areas for action, which have been broken into two key priority areas: environmental factors and Accord structure.

Environmental factors

1. Media coverage on intoxication.
2. Police attendance at licensed premises' call-outs.
3. Improvement in the attitude of police – who need to be firm, fair and friendly – and an increase in police attendance at licensed premises.
4. Young people buying from supermarkets because it's cheaper, and then drinking in cars.
5. Drink-driving and licensees' responsibilities for drink-driving; patrons may not appear drunk but are over the limit, so some clarification is needed as it's a grey area.
6. Setting up cameras in Kaitaia and publishing that these are activated – creating a safer community.
7. Funding advertisements on bags at off-licensed premises, displaying alcohol statistics.
8. Since supermarkets have no host responsibility, consider writing letter to HANZ.
9. How can we address the issue of people buying large amounts of cheap alcohol available at retail outlets?
10. Address patron behaviour outside premises and look at the impact of licensing hours.
11. Enforce the liquor ban, and address underage drinking and the problems of garage bars and licensed clubs.
12. Improve the town's ambience – keep it tidy and encourage more tourism into bars.
13. Maoridom – what approach do we need?
14. Stop hitting the industry and start working on the actual problems, such as youth drinking and drinking on the streets.
15. Promote improvements in public transport.

Accord structure

1. Establish an Accord mission statement.
2. Create a solid foundation for the Accord by establishing regular bimonthly meetings that are organised and co-ordinated by an independent paid person.
3. Entice more licensees to attend meetings and to take responsibility – perhaps make attendance compulsory.
4. Ensure information reaches out to the community since the community needs to be part of the Accord.
5. Establish how Street Maytz and Kaitaia Patrol can help the Accord.

The Accord workshop was attended by four members from the Kaitaia sub-area. Attendees were asked to rank the issues identified as priority areas for action. Below are the workshop outcomes documented by the Kaitaia Alcohol Accord participants.

Kaitaia Alcohol Accord

Rank and problem-solve priority areas for action as identified by the Accord minutes and member feedback.

Kaitaia Priority area for action	R a n k	How can the industry help?	What can the agencies do to help?	Who else could assist?	What is the most favourable outcome?
Enforce liquor bans, and address underage drinking and difficulties with garage bars and problem licensed clubs	1	Liquor industry is actively responsible in Kaitaia: <ul style="list-style-type: none"> • Stopping people going out onto the street • Not serving underage youths 	Address enforcement and liquor licensing Enforce the liquor ban Police garage bars and licensed clubs Promote special licences – a tool for police	Police FNDC Liquor Licensing Authority	People are encouraged into on-licensed premises, which are supervised environments Kaitaia becomes a safer community
Stop hitting the industry and start working on the actual problems, such as youth drinking and drinking on the streets	2		Police the streets Community Address youth drinking and driving – road safety collaboration	Street Maytz	Stop blaming publicans They are “good publicans” Individuals take responsibility for their drinking
Address the issue of young people buying from supermarkets because it's cheaper, then drinking in cars	3		ALAC – establish a collaborative approach with HANZ and the industry, and push for legislation Establish control – FNDC to lobby and assist in reducing alcohol availability at supermarkets	HANZ	No liquor sold in supermarkets Responsibilities worn by all

KAITAIA SUB-AREA LITERATURE REVIEW: EXECUTIVE SUMMARY

Demographics

The Kaitaia sub-area encompasses the northern most tip of New Zealand, and is home to 20,352 residents. Kaitaia township is a busy farming community, supporting industries such as wine- and fruit-growing and tourism.

- Nearly half of the population (44%) identify themselves as Maori.
- The average household income is considerably lower than the national average, with families reporting a median income of \$37,800 compared with the national average of \$59,000.
- Government benefits are also 10% higher in the Far North than the national average^{xiii}.

Licensed premises

As of October 2007, licensed premises in the Kaitaia area represented 29% of all Far North licensed premises.

- On-licensed premises only marginally outnumbered off-licensed premises, by 4%.
- Hotels and taverns represented a high proportion of licensed premises, with 65% also holding off-licence status.
- Kaitaia township and Ahipara accounted for 35% of licensed premises, with the remainder spread over a wide geographical area^{xiv}.

Alcohol-related harm

The Kaitaia sub-area has the highest recorded level of alcohol-related offending in the Far North, contributing to 42% of all Far North alcohol offending between October 2006 and April 2007.

Eighty-three percent of this offending took place within the Kaitaia township policing boundary.

- Home-based drinking before committing crime was the area's largest recorded alcohol problem for police, with 52% of offenders reported to have consumed their last drink at home, followed by licensed premises (18%) and a public place (12%).
- Offenders were predominantly male, with peak offending ages between 17-19 and 34-37 years.
- Maori were responsible for 68% of alcohol offending in the area.

Drink-driving was still the area's largest recorded alcohol problem, making up 46% of all alcohol offences. Drink-driver apprehensions had increased by 22% compared with the same period the previous year^{xv}. This may have been due to increased enforcement and a police commitment to rigorous enforcement in relation to alcohol-related offending.

Accord establishment and processes

Kaitaia was the first place in Northland to establish an alcohol accord, driven by the astounding alcohol statistics. It was part of the "Culture Shock" initiative to change local attitudes towards drink-driving. Kaitaia had been subject to a CPO before the first Accord meeting, so interest was high; it attracted 60

people, of whom approximately half were licensees.

Police presented local alcohol-related offending statistics and FNDC explained the role of the LLA. After some discussion, the process for the next meeting was agreed.

The Kaitaia Alcohol Accord has a diverse membership, consisting of 49% licensees, 25% agency representatives and 26% representatives of NGOs as diverse as Street Maytz, Kaitaia Patrol, Suicide Prevention and the Salvation Army.

The meetings are scheduled every three months, and the minutes are clear and concise, providing context. The meetings are considered an information exchange, with little emphasis on tasking members to take action. A considerable proportion of the solution provision falls to the police.

After approximately 19 months in operation, the Accord identified the following issues:

Problems

- Intoxication levels in bars.
- Special licences received day before the event.
- No Maori wardens but high percentage of Maori offending.
- Blocked fire exits.
- Restaurants have 1am licence and operate as bars.
- Youth refused service have adults buy for them.

Solutions

- Bar staff and management training in intoxication.
- Open invitation to contact police to fast-track any application to be sent back to FNDC.
- Wardens invited to attend, attended but want payment.
- Police iwi liaison looking into more Maori representation.
- Fire Service asked to check all fire evacuations.
- Contact FNDC as they can take action against this happening.
- Offence to supply to minors so call police to attend.

Work in progress and discussion points

- Drink-driving.
- Police attendance at licensed premises' call-outs.
- Young people buying from supermarkets because it's cheaper, and then drinking in cars.
- Suggestions for ALAC to run a public awareness-raising community presentation on intoxication.
- Media coverage on intoxication.
- Pub charity has come on board with funding for camera in Kaitaia and published in the newspaper. Not sure how camera will be monitored.
- Establishing an Accord mission statement.
- ALAC-funded advertising on bags at off-licensed premises re alcohol statistics about, for example, drink-driving from home.
- Processes for special licences.
- Licensee responsibility for drink-driving; patrons may not appear drunk but are over the limit, so some clarification is needed as it's a grey area.
- Supermarkets have no host responsibility; consider letter to HANZ.
- How Street Maytz can assist the Accord.
- Information reaching out to the community, as community needs to be part of the Accord.
- Accord processes and support for Accord co-ordinator.

Success factors

- Intoxication training for staff and management (to be conducted quarterly).
- New licensees in the area have come to the meetings and gained a greater awareness of intoxication and general management practices through experienced licensees.
- Better processes between the DLA and licensees before Christmas.
- ALAC and its support for facilitating and co-ordinating training and other area-based initiatives.

KAITAIA ALCOHOL ACCORD MEMBERS' FEEDBACK: EXECUTIVE SUMMARY

By December 2007, the Kaitaia Alcohol Accord had been functioning for approximately 18 months and comprised an average membership of 22. A total of 14 members of the Accord were surveyed, with 12 having been part of the Accord since it was established in May 2006.

The Accord's role is to be a forum to facilitate non-confrontational communication between licensees, enforcement agencies and community groups, working together to reduce alcohol-related harm in the Kaitaia area²⁸.

Members had been motivated to attend through both invitation and their interest in the concept of an accord. The following is a summary of what they hoped to accomplish.

Members' aspirations

- Reduction in liquor abuse and harms associated with drink-driving.
- Unambiguous understanding of SoLA and to be heard by enforcement and regulatory agencies.
- Problem-solving and the implementation of SoLA and host responsibility.
- Building partnerships with open communication and establishing collective agreement on issues.
- Mentoring new licensees by supporting, exchanging information and stressing host responsibility.
- Preventing underage drinking and educating young people on liquor abuse.

Accord meeting processes and outcomes

Members were asked to comment on the Accord's processes and outcomes:

Working well

- Feedback from police.
- All parties forming positive relationships.
- Minutes received are of good quality.
- Open interaction, feedback and networking between community, industry and regulatory agencies.
- Meeting chairperson is good and works well.
- Consistent core membership group.
- Discussions at meetings are interesting and relevant.
- Mentoring within the industry.
- Police and DLA work well within the Accord.

²⁸ An integrated perception of members' feedback

- Police and proprietors get to know one another.
- Agencies, public and licensees getting together is a good outcome.

Could be improved

- Increase meeting frequency to bimonthly.
- Fund a paid co-ordinator to drive initiatives, facilitate and organise meetings.
- Little notification of meetings and some delays in receiving the minutes.
- Council funding and attendance at meetings.
- No tasking to date owing to infrequency of meetings and rehashing existing problems instead of problem-solving.
- Identifying problems is easy, however meeting infrequency and a lack of planning, collaborative action and accountability mean problem-solving is poor.
- Setting goals and objectives. We have not set any of that, we just have meeting after meeting. Would be good to set some goals and objectives.
- Look at what other accords are doing to help the Kaitaia Alcohol Accord.

Accord participation

Members were asked to comment on the Accord's community component and whether the right people were attending.

Community

The Kaitaia Alcohol Accord meetings are open to the public. Some community groups do attend, for example Street Maytz and Community Patrol, although some members expressed a desire for more community groups to attend. Two members suggested advertising the Accord so the community know they are welcome to attend. Alternatively, some members disagreed with the public and community groups attending as they perceived the meetings to be "hijacked".

Overall membership

The general feeling was that the right mix of people was attending. Members wanted to see representation from:

- Sports clubs (golf and bowling)
- Restaurants and people holding special licences (like at the community centre)
- Local health providers
- Women's Refuge
- Rape Crisis
- The Department of Corrections.

The Ministry of Justice was mentioned, as alcohol was seen as a catalyst for a lot of community issues.

Some licensees wanted to reduce the number of community attendees so the meetings were between the DLA and licensees.

Training and resources

Members said they were pleased to have ALAC and HSI training opportunities.

Identified training needs

- Six members interviewed said conflict resolution was a high priority. Members were disappointed not to have heard or had a follow-up reminder of the training provided by ALAC.
- Door staff training – how to deal with intoxicated people and people becoming intoxicated.
- Bar management training, awareness of liquor bans and taking bottles from premises.
- LCQ training in the Kaitaia area instead of having to travel to Whangarei.
- Education in compliance with SoLA.
- Door staff should have NZQA accreditation in crowd control, which has conflict resolution as a component.
- Inexperienced managers in the industry would benefit from having some training in their own bars, addressing simple things like understanding the differences between on- and off-licences and not taking bottles from the bar.
- Aspects of security – new ideas and to remind people of security would always be welcomed.

Training comments

In response to a question about why some of the ALAC training has been poorly attended, members said:

- Notification was given at the Accord meeting but no follow-up action was taken
- Some members didn't hear about the ALAC training and were disappointed to have missed it
- Winter and the off-season is a good time to conduct training
- When training, conduct real-life scenarios, not boring training that takes two days
- Include licensees and sports clubs and restaurateurs, anyone dealing with alcohol.

Resources

- Over half of the people spoken to said the Accord should have a paid co-ordinator to organise and push forward solutions.

Possible Accord focus areas for 2008/2009

Members were asked about their preferred focus areas for the Accord in the next year:

- Reduce the negative impact caused by excessive alcohol consumption. Control methods included:
 - controlling alcohol consumption via increased understanding and implementation of SoLA
 - reducing harm caused by drink-driving via police campaigns
 - raising awareness among Accord members of negative impacts in the community
 - getting all community groups, industry and government agencies working together, sharing information and education, to achieve the same goals
- Create a solid foundation for the Accord by establishing regular bimonthly meetings, organised and co-ordinated by independent paid person
- Solve issues already identified with a group approach
- Address patron behaviour outside premises and look at the impacts of licensing hours
- Improve police attendance at licensed premises
- Improve the attitude of police, who need to be firm, fair and friendly
- Enforce liquor bans, address underage drinking and address problems with garage bars and licensed clubs
- Entice more licensees to attend meetings and to take responsibility
- Intoxicated people are not necessarily coming from licensed premises. How can we address people buying large amounts of cheap alcohol available at retail outlets?
- Improve the town's ambience, keep it tidy and encourage more tourism into bars
- Pub closing times, licensing hours

KAITAIA ALCOHOL ACCORD: CONTEXT

Demographics



Kaitaia is the northernmost town of New Zealand, some 116 kilometres from Cape Reinga. The tip of the Far North is a renowned tourist attraction, where the Tasman Sea and Pacific Ocean meet. Tourists are also drawn to the rough coastline of Ninety Mile Beach. Kaitaia is a busy farming town supporting industries such as wine- and fruit-growing.

For reporting purposes, the Kaitaia area is in line with the Kaitaia (Far North area's) policing boundary (Mangonui through to Kohukohu and back up to Cape Reinga).



There is a strong cultural affiliation, with 44% of the population identifying themselves as Maori and 54% as European.

The median income for families in private occupied dwellings for the Kaitaia area is \$37,800, compared to \$59,000 nationally. The main income sources for families are:

- 39% wages, salary, commission and bonuses
- 16% self-employment or business
- 30% government benefits (a 10% increase on the national government benefit figure of 20%)^{xvi}.

Licensed premises

Kaitaia and the surrounding areas had 93 licensed premises as at October 2007. Of those premises, 41% were on-licensed premises, 37% off-licences and 23% club licences.

The Kaitaia township and Ahipara account for only 35% of those premises. Among the larger of the Far North towns, there are six in Houhora and nine in Mangonui. The other areas have a small, diverse spread of premises^{xvii}.

Category	Club	Off-licence	On-licence	Total
Aero club	1			1
Bottle store		8		8
Chartered club	1	1		2
Combined sports club	2			2
Complementary off-licence		3		3
Grocery store		6		6
Hotel		8	10	18
Restaurant			15	15
Social club	2			2
On-licence sports facility	15		1	16
Supermarket		1		1
Tavern		5	10	15
Tourist house			2	2
Wine-maker		2		2
Total	21	34	38	93

Table 4 Kaitaia sub-area licensed premises by category type

**Alcohol-related
offending between
October 2006 and
April 2007**

The Kaitaia sub-area has the highest level of recorded alcohol-related offending in the Far North. Between October 2006 and April 2007, police arrested 424 offenders who had consumed alcohol before their offending – a number equivalent to 42% of the Far North's total alcohol offending. Eighty-three percent of the Kaitaia sub-area's offending was committed within the Kaitaia station policing boundary.

- In the same period, offenders drinking at home before offending were still the largest recorded problem area for Kaitaia police (52%). This was followed by drinking in licensed premises (18%) and drinking in a public place (12%).
- Males committed the majority of offences, with peaks at ages 17-19 and 34-37 years.
- Maori made up 68% of offenders, followed by Europeans at 27%.
- Offenders committing offences after drinking in a public place exhibited the highest level of extreme intoxication (21%), followed by drinking in licensed premises (14%) and drinking at home(12%).
- A total of 514 offences were recorded. Of these:
 - 46% were drink-driving offences
 - 16% were drug and antisocial offences
 - 12% were violence offences.

Drink-driving statistics are a serious concern in the Kaitaia area. Drivers apprehended after consuming alcohol at home or a private residence made up 64% of all drink-driving offences, followed by licensed premises at 21%.

Recorded drink-driving offences increased by 22% on the same period in the previous year^{xviii}.

Accord establishment

On 16 May 2006, approximately 60 people attended the first Far North Alcohol Accord meeting, held at the Awanui Hotel in Kaitaia. Shortly before the meeting, a CPO had been conducted, sparking a lot of interest from licensees. The attendance mix included:

- 27 licensees
- 18 government agency representatives
- 13 NGO representatives.

Police presented the Culture Shock and Alco-link statistics on alcohol-related offending in the Kaitaia and surrounding areas. FNDC presented on the role of the LLA.

A brief discussion ensued, followed by an additional four speakers:

Guest speakers

- ALAC gave a presentation on campaigns and resources.
- A New Zealand Fire Service representative spoke on the drink, the “Don’t drink and fry” campaign, smoke alarms and evacuation plans.
- Phil Sentsch (Chances Bar) spoke on the benefits of local accords.

After the presentations, the meeting discussed the structure and setting up of an accord. A co-ordinator was appointed, the chairperson elected, the next venue designated and membership confirmed.

The next meeting’s agenda items and final points of discussion were:

- Definition of intoxication – Brian Hayward (ALAC)
- Security cameras in Kaitaia – Scott Murray
- Maori wardens need to be included in the Accord
- “We as licensees are responsible to the Sale of Liquor Act, as we signed up for the role when we applied for our licences”.

Accord membership

The Accord membership comprises 49% licensees, 25% agencies, including New Zealand Police, New Zealand Fire Service, Northland Health, FNDC and Far North Road Safety, and 26 NGOs (Street Maytz, Kaitaia Patrol, Northland Rugby Referees’ Association, Sober Bro (driving drinking patrons home), Maori Wardens, Suicide Prevention and the Salvation Army).

The Kaitaia Alcohol Accord started off with an exceptional turnout of 60 participants, including a healthy representation of licensees, government agencies and NGOs. Numbers have diminished considerably since the initial meeting, with the lowest at 17. However, Kaitaia still has the highest meeting attendance levels of the Far North

accords.

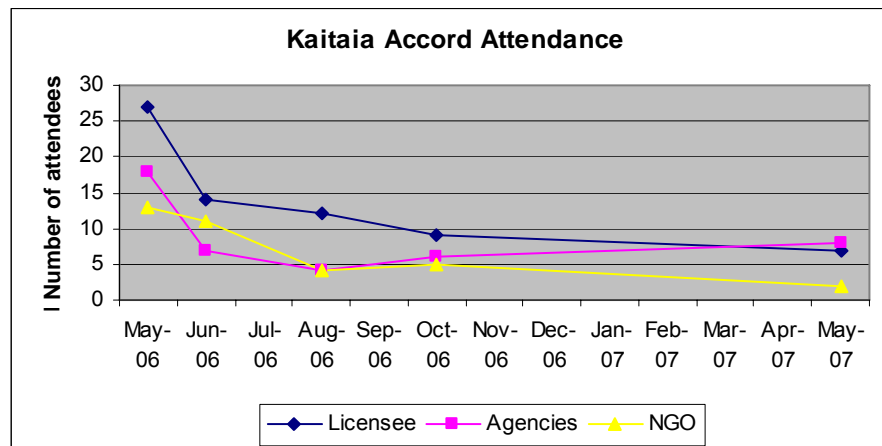


Figure 1 Kaitaia Alcohol Accord membership

Accord process

Chair – a local bar owner who lives in Whangarei. He has been the chair since the Accord's establishment.

Venue and frequency – the venue is chosen on a rotational basis at the end of each meeting. Meetings are held three-monthly.

Meeting process – minutes of the previous meeting are verified as true and correct. Updates are heard from New Zealand Police, FNDC and Northland Health, followed by general discussion highlighting any concerns.

Minutes – the minutes are taken by the Far North RoadSafe Co-ordinator. They are clear and concise, making it easy for the reader to understand the discussion taking place.

Notification – the minutes for each meeting are emailed to members about one week after the meeting. Members are emailed approximately 10 days before the next meeting with the venue, date and an additional copy of the minutes so they can be read before the meeting.

Tasking of required action – not a lot of tasking happens. The forum is more of an information exchange, with most concerns going to police for a response.

Coordinator – the co-ordinator (from Far North REAP) is very busy in her role, finding it hard to put the time needed into organising and co-ordinating the meetings and the additional work needed to support the Accord.

Accord minutes

The following is summarised from four Accord meeting minutes.

Area issued raised:

- People know about not being able to smoke in licensed premises but they aren't aware of intoxication levels

- So many different regulations on licensed premises, it's scaring patrons away
- Special licences not being received until the day before the event
- High percentage of offenders are Maori, with concern over no Maori wardens at the Accord meetings
- Drink-driving still a big issue for police. One person was four times the limit
- Youths being refused service have an adult of age purchase for them
- Lack of police attendance at licensed premises' calls
- Alcohol being sold a lot cheaper at supermarkets than what wholesalers and licensed premises can buy it for
- Young people buying from supermarkets because it's cheaper than drinking in bars, then drinking and hanging around outside the premises
- Police notified Fire Service that exits were being blocked in licensed premises
- Why do restaurants have a 1am licence when they operate like a bar? Council to take action on these types of licence
- Accord not achieving a lot – licensee suggests it's too top heavy, police advises accords in other areas having some good initiatives
- Supermarkets have no host responsibility
- Licensed premises getting a hammering at the moment: alcohol is cheaper than shampoo, it's too easy to get, parents are not responsible, there is a Maori issue here also, there is a whanau issue and they need to be taking responsibility.

Discussions and information exchange:

- Assessing intoxication in licensed premises, looking at internal processes
- Accord is a place to air concerns and work collaboratively
- Alco-link top 10 premises suspended for excessive alcohol
- Northland Health discussed Christmas campaigns
- Only one prosecution of a licensed premise in the Kaitaia area in the past five years. Police taking a harder line
- Driver licences taken off patrons when caught drink-driving, main form of ID
- Youth drinking a lot of "Rich Ruby"
- Licensee said he would not sell 12% premix and was commended by police
- Drinking and changing attitudes: licensee noticed people were drinking less; not sure what more licensing agencies can do to improve things
- Fire Service asked by the DLA to check evacuation procedures
- Discussions on increasing the drinking age

- Police and licensees discuss checking IDs and CPOs
- Police asked if up to strength over Christmas. Police: more rostered
- Latest CPO (May 07) showed good results with only two breaches
- Northland Health asked how alcohol statistics were dispersed into the community
- Party pills and the new legislation
- Alcohol being sold in Whangarei premises offering \$10, all you can drink. Nothing like that happening in the Far North that the DLA is aware of.

Guest speakers:

- ALAC spoke on intoxication and of the Maori warden programme in South Auckland. Provided brochures
- Police gave their definition of intoxication
- AMO defined its role in sports clubs
- Street Maytz gave an overview of its role with youth and the Safer Community Council. How can it help the Accord?
- Sober Bro gave a short intro on the service working from pubs.

Policy issues:

- The Government needs to look at legislation to keep premixed drinks at 5% alcohol content
- Supermarkets have no regulation in line with SoLA, including host responsibility, and sell alcohol cheaper than on-licensed premises can purchase it for
- With all the regulations, smoking laws etc we are pushing people away from drinking in the bars to drinking in their homes; unable to be regulated.

Accomplishments:

- Intoxication training to bar staff and managers with the support of ALAC.

Discussion points and work in progress:

- Suggestion to ALAC to run a public awareness-raising community presentation on intoxication
- More media coverage on intoxication needed
- Pub charity has come on board with funding for camera in Kaitaia and published in the newspaper. Not sure how camera will be monitored
- Establishing an Accord mission statement
- ALAC funding advertising on bags at off-licensed premise re alcohol statistics

about e.g. drink-driving from home

- Processes on special licences
- Licensee responsibility for drink-driving – patrons may not appear drunk but are over the limit; some clarification is needed, it's a grey area
- Supermarkets have no host responsibility, letter to HANZ
- Community needs to take responsibility and be part of the Accord
- Street Maytz and how it can assist the Accord.

KAITAIA ALCOHOL ACCORD: MEMBERS' SURVEY RESULTS

At December 2007, the Kaitaia Alcohol Accord had been functioning for approximately 18 months, comprising an average membership of 22 members.

Between 6 and 12 March 2008, 14 members were surveyed, of whom 12 had been part of the Accord since it began in May 2006. Of these:

- Five represented on-licences
- One represented an off-licence
- Two represented on- and off-licences
- Four represented regulatory agencies
- Two represented NGOs.

They identified the Accord's role as being a mechanism to:

- Reduce drink-driving
- Reduce alcohol-related harm through community groups, industry and agencies working together
- Facilitate non-confrontational communication between licensees and enforcement agencies
- Mentor new licensees by supporting, exchanging information and stressing host responsibility.

The licensees attended the Accord for a variety of reasons, but most said they had been invited to attend and were interested in seeing what an accord was all about. The members interviewed were passionate about what they hoped to accomplish through attending, which included:

- A reduction in the liquor abuse and harm associated with drink-driving
- Establishing a clear understanding of SoLA between licensed premises and the DLA
- Solving problems around changes and the implementation of SoLA and host responsibility
- Building positive partnerships, with open communication, between licence holders and regulatory agencies and establishing collective agreements on issues raised
- Being heard by enforcement regulatory agencies
- Establishing an integrated data system with data from past and other accords

- Preventing underage drinking and educating young people on alcohol abuse.

Accord processes

Members of the Accord were asked to rate its processes:

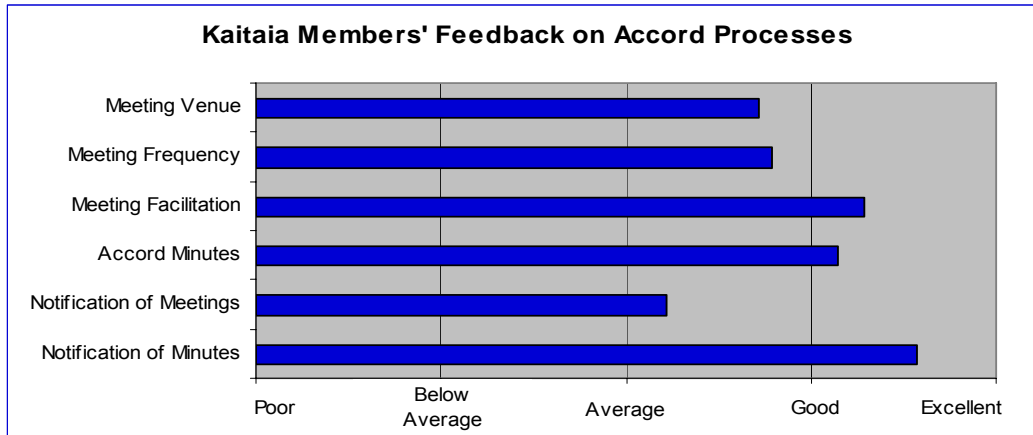


Figure 2 Kaitaia members' feedback on Accord processes

Comments included:

- Increase meeting frequency from twice a year to bimonthly
- It's good to get feedback from the police
- All parties forming positive relationships
- Meetings need funding to be driven at greater capacity in order to achieve beneficial outcomes, i.e. need someone to chair and organise meetings and to produce email newsletter to keep everyone up to speed
- At one stage there was no notification of meetings, however now comes through via email
- Minutes received were good, however there were delays at times
- Council funding and attendance in meetings would be beneficial
- Need to get more licensees involved.

What's working well?

Members identified the following components of the Accord as working well:

- Open interaction, feedback, discussion and networking between community, industry and regulatory agencies
- Meeting chairperson is good and works very well
- There is a consistent core group membership
- Discussions at meetings are interesting and relevant
- All licensees working together to achieve the same result, such as new on-licence holders getting mentoring from others in the industry
- Achieving its targets and goals of bringing people together to discuss the issues

- Police and DLA work well within the Accord
- It's good because the police get to know the proprietors.

Community participation

Accord members were asked whether the community had a chance to engage in the Accord meetings. They said the meetings are open to the public. Some community groups do attend, for example Street Maytz and Community Patrol, although some members said that more community groups should attend, as well as more licence holders from sports clubs and restaurants.

In contrast, some members disagreed with public and community groups attending as they saw the meetings being “hijacked”. Two members suggested advertising the Accords, so the community know they are welcome to attend.

Accord outcomes

Accord members were asked to comment on its outcomes:

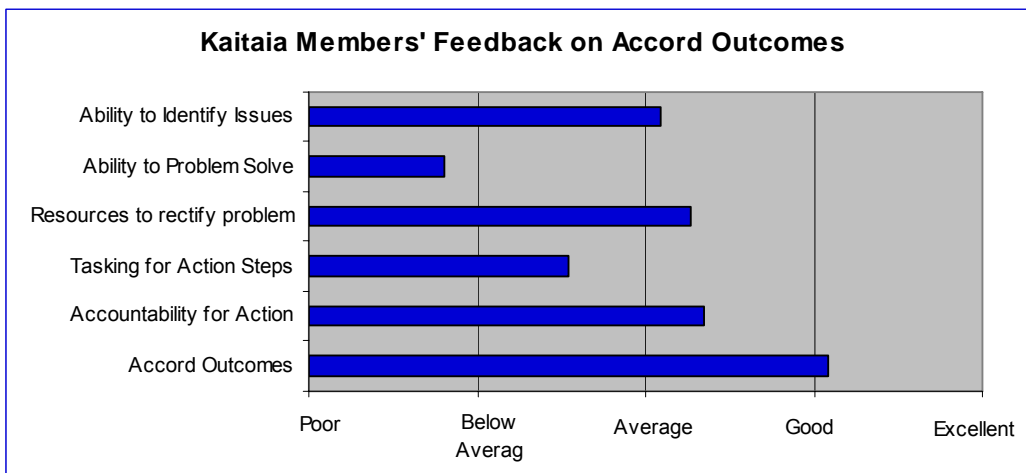


Figure 3 Kaitaia members' feedback on Accord outcomes

Comments included:

- Identification of problems is easy, however infrequency of meetings and a lack of planning, collaborative action and accountability mean problem-solving is poor
- No tasking to date due to infrequency of meetings and rehashing existing problems instead of problem-solving
- Both licensee holder and police express the need for more police staff
- More work needs to be done but we need more resources
- No collaborative action on things within the Accord as yet and no accountability for action
- Attitudes and demeanour of police rose as an issue. They say they'll look into it, end result – nothing is achieved. A more practical solution would be to set up guidelines for the way police conduct themselves when they walk into a licensed premises. No real outcomes are achieved in meetings
- Agencies, public and licensees getting together is a good outcome.

Training and resource needs

Members were asked to identify training or resources that would most benefit the Accord:

- The general feeling was they were pleased to have the resources of ALAC and HSI
- Conflict resolution (six responses), bar management and host responsibility – not boring training that takes two days, but you know real-life scenarios but you must get attendance from several people: licensees, sports clubs and restaurateurs – anyone dealing with alcohol should attend
- Did not receive any follow-up for ALAC confrontation training. Need more notification for upcoming training and need confirmation that training is going to happen on date stated
- Door staff training would be good or bar staff training to actually deal with intoxicated people or becoming intoxicated. When you do your LCQ training you touch on it a bit, but some in-depth training to know how to actually physically deal with the people would be a lot better
- There are different perceptions of who is intoxicated between police and licensees
- Security aspects would be good as would refresher courses from management training – new ideas and to remind people would always be welcome
- There are a lot of managers now who don't know what they're doing, quite a lot of young ones – hands-on training within their own bars to cover simple things like not taking bottles from the bar etc
- Training (LCQ training) offered in the Kaitia area, rather than having to travel to Whangarei
- Winter, off-season, is best time to offer training
- Education in compliance with SoLA is required
- Door staff should have NZQA accreditation in crowd control, which has conflict resolution component
- Paid co-ordinator for Accord to organise and push forward solutions
- Lack of viable transport, for eight years we have needed alternatives
- Learning what on- and off-licence actually means, i.e. taking alcohol away from premises is an offence; they have to have awareness of all of that and awareness of all the liquor bans as well
- Publicans can't be seen to be aiding and abetting people to breach the liquor ban by letting them walk off their premises or stand outside their premises smoking and drinking 'cause there is a double whammy there. Door staff awareness – again they need to know that the police can walk into any licensed premises any time.

Are the right people attending the Accord?

The general feeling was yes, the right mix of people was attending, but members wanted to see attendance from local police, restaurant licence holders, club licensees (golf and bowling clubs) and people holding regular special events, like at the community centre. Members from local health providers, Women's Refuge, Rape Crisis, the Department of Corrections and the Ministry of Justice were also mentioned, as alcohol was seen as a catalyst for a lot of community issues. Some licensees wanted to reduce the number of community attendees so the meetings were between the DLA and licensees.

Unintended or negative outcomes

Members were asked if there had been any unintended outcomes from being part of the Accord and, if so, whether any of these were negative. Eleven members said there had been none. Police identified a problem when publicans attend Accord meetings with a list of grievances that should have been taken to police directly. Only one member disagreed with the other members, as this member represents a major retailer of cheap, bulk liquor.

Accord improvements

When asked to comment on improvements required within the Accord, members commented:

- Greater licensee attendance is required, such as RSA and sports clubs
- Put pressure on ones that need to attend the meetings
- More positive feedback and open interaction
- To have HANZ come on board; it would be good to have someone come in with a national perspective to contribute to the local area
- Accord to employ a person to organise and co-ordinate regular bimonthly meetings. Whangarei has a secretary who looks into funding and meeting co-ordination
- Getting action on issues identified
- Immediate issues need to go to police right away rather than waiting to air concerns in the Accord
- Authorities need to do more
- Look at what other accords are doing to help the Kaitia Alcohol Accord
- No goals and objectives set, we have not set any of that, we are just having meeting after meeting. Good to set some goals and objectives.

District licensing personnel awareness

Twelve of the 14 members were aware of all the licensing personnel, while two members were unaware of their Northland Health representative.

Accord focus for 2008

When asked about their preferred focus areas for 2008, members commented:

- Reduce negative impacts of excessive alcohol consumption through:
 - controlling alcohol consumption via a proper understanding and implementation of SoLA
 - reducing harm caused by drink-driving via police campaigns
 - raising awareness among Accord members of the negative impacts in the community and getting all community groups, industry and government agencies working together, sharing information and education, to achieve the same goals
- Create a solid foundation for the Accord by establishing regular bimonthly meetings organised and co-ordinated by independent paid person
- Solving problems on issues already identified

- There is a need to address patron behaviour outside premises and look at the impacts of licensing hours
- It would be beneficial for door staff to have an NZQA crowd control qualification, which has a conflict resolution component, and to attend regular refresher courses
- Improve police attendance at licensed premises
- Improve attitude of police, who need to be firm, fair and friendly
- Enforce liquor ban, address underage drinking and address problems with garage bars and licensed clubs
- Get more licensees to attend meetings and to take responsibility
- A majority of intoxicated people are not coming out of licensed premises, but are getting intoxicated from large amounts of cheap alcohol available at retail outlets
- Improve town's ambience, keep it tidy and encourage more tourism into bars
- Pub closing times, licensing hours
- Maoridom – what approach do we need?
- Group approach – each area doing things, but we could join together to achieve results; would show support
- Looking at an Accord mission statement would be good
- Extending the net – would be nice to have a compulsory component to drag some of those other people in – maybe police need to visit them to put the frighteners up them
- Do the police take action on problems with garage bars and clubs? They say that they do but there is no evidence of that; however, they [police]... are just far too busy with more important stuff
- Stop hitting the industry and start working on the actual problems, such as youth drinking and drinking on the streets
- Improve public transport.

Additional comments by members

Social

- There is an increasing problem with the drug "P".
- SoLA needs to be less ambiguous and clarified to licensees.
- In Ahipara, Waipapakauri and Awanui it's not safe to leave your car in town.
- Resources should be targeted at the public to say it is OK to have a drink after work, i.e. just because you have a drink with your lunch does not mean that you are on the piss all day.
- Educate the public.
- Public transport a big problem.

- Amazed at the number of young people who drink up here. It's because they can get it cheap and we need to look at that. Even though they are not supposed to, the under-18-year-olds are getting alcohol somehow and causing a lot of the problems. They used to drink in the park but I don't know where they have gone now.
- Not only is the problem with alcohol but with the P and you can smell it on them.
- Premises are not the problem – it is youth and sales.
- Minors still out there drinking.
- Sober Bro – including awareness – there are people willing to help if there is a situation just as long as they know. One woman does a lot of volunteer work, she's always there... Friday, Saturday and even Thursday.
- Still 10-fold liquor abuse going on in Kaitaia.

Policing

- Police have pleasant outlook and presence on the beat.
- Licensed premises want police to come into their premises but do not want police to do proper checks, as they are likely to find very drunk people.
- Drink-driving enforcement by police is driving down trade for on-licences.
- Glad police wagons are out there.
- Police use the excuse of not enough staff to attend incidents but expect licensees to have door staff. What is the difference of licensees not being able to afford door staff due to budget restraints – therefore, it is OK for the goose but not for the gander to use that as an excuse.
- I think a lot of the problems could be prevented if we had a couple of firm but friendly constables moving in amongst the people.
- Remote area pubs with lack of police assistance – rural pubs are a concern.
- Police hide behind regulation; more interaction and accountability.
- Meetings are police-dominated.
- If I put a doorman on, the police can't say that they are understaffed and cannot attend call-outs by me.
- Different perceptions on who is intoxicated by police and licensees.

Legislative – advocacy

- Cheap booze that you can buy at Pak n' Save. The only thing we can do is voice our concerns about it but that is as far as it goes – high alcohol sold very cheaply is causing problems – don't serve high-alcohol drinks – some licensees believe that the pressure from police drink-driving campaigns is trying to put on-licences out of business.
- SoLA has been written in a wishy-washy way. Needs to be clarified to licensees by police and DLA so they are not putting their licences at risk, which filters down to why I think Accord meetings are not

really achieving a hell of a lot because you are dealing with a piece of legislation that doesn't really give you a clear answer.

- There has been talk of minimum prices but we can't do it ourselves because it is seen as anti-competitive and the Commerce Commission will have issues, but if it is government oriented then it is a different kettle of fish.

Liquor licensing and the Accord

- The restaurants don't seem to think it is their problem, but it is, because most of them are keeping their bars open long after the chefs have gone and so they are running them as taverns effectively. Sports clubs are spasmodic, sometimes they are well represented and other times absolutely none. Sometimes it's only really the hotel licensees there because they are the ones feeling the heat I suppose.
- I think perhaps an improvement, a little bit later, would be to have all the accords get together.
- On-licences don't have intoxicated patrons any more because they are scared of being caught drink-driving.
- Risk of overdoing it if we just keep going to all these meetings and nothing is happening – getting things like the minutes out more quickly and getting the police in the weekends, like having a special number, but there is no follow-up so there is no successful outcome, otherwise it will become negative and people won't want to attend.
- Just seem to discuss things until we are blue in the face, just like sitting in Parliament.
- Not sure which area our Accord covers.

Members were asked to rate the group's ability to function in the following areas:

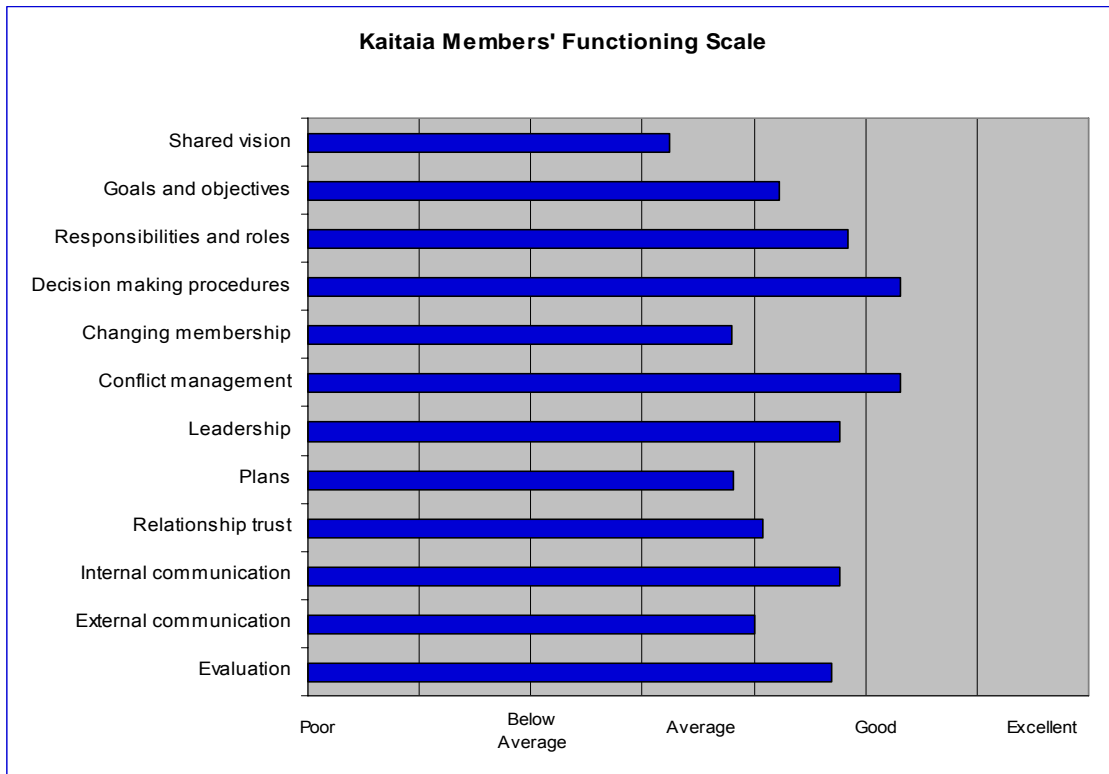


Figure 4 Kaitaia Alcohol Accord functioning scale

PART IV – KAIKOHE ALCOHOL ACCORD EVALUATION

EVALUATION OF THE CONCEPT OF AN ALCOHOL ACCORD IN THE KAIKOHE SUB-AREA

The Kaikohe sub-area, known as the hub of Northland, is a central location providing service facilities for a widespread farming district. It has a population of 18,279, with an ethnicity mix of 49% Maori and 44% European²⁹.

The Kaikohe Alcohol Accord has been operational since August 2006, comprising an average membership of 12 members. It is co-ordinated by New Zealand Police but chaired by the industry.

The Kaikohe sub-area has 16% of the Far North premises, with 52 premises – 31% club licences, 31% off-licences and 38% on-licences³⁰.

An analysis of alcohol-related police apprehensions between July 2007 and June 2008 showed that alcohol had been a factor in 43% of arrests. Of those arrests, 54% of offenders reported having had their last drink at home, 14% in licensed premises and 7% in a public place.

Alcohol-related police apprehensions showed a 6% increase on the previous year, while the number of offenders having their last drink in a licensed premises had increased by only 3%. Alcohol offences included 36% drink-driving, 18% violence and 16% drug and antisocial offences. Twenty percent of offenders arrested after drinking in a licensed premise in the Kaikohe area exhibited extreme intoxication, compared with 17% for the Far North area as a whole³¹.

Accord members reported the following areas as working well:

- Having a rotational venue of meeting is good as we get to see all the premises
- Graeme and local police turn up to meetings with CPO results and feedback
- Group unity and knowing licensees mean we are not isolated with our problems
- Members are learning what police expect of licensed premises
- The casualness of the meetings works well because it means that anyone can speak freely
- The Accord is very good for licensees to learn from each other
- Discussions of major issues have had some good outcomes – it is very encouraging
- It gives everyone good insight into issues and different things that people have to deal with
- The ones attending get on well; we all have the same objectives so I think it's working well
- HANZ meetings are management focused but the Accord meetings are good for dealing with local issues.

²⁹ Statistics New Zealand, 2006 Census, regional summary table – territorial authority

³⁰ Ministry of Justice, licensing register, October 2007

³¹ Northland Police, Alco-link statistics between July 2008 and June 2009

Accord members identified the following ideas for improvement:

- Improve meeting frequency to bimonthly
- Address community concerns with the hope of preventing DLA hearings
- Increase attendance
- People need to become more vocal in meetings
- There needs to be better notification of meetings, and links through the email
- When you look at the past nine months, nothing has eventuated
- Some people are getting fed up with the lack of action and no longer attend meetings
- There needs to be more action and back-up from the law
- Issues need to be identified and actions implemented
- Nothing at this time – I believe it will improve itself given time.

Conclusion: Strong relationships have been formed within the Accord, but lack of action and poor notification of meetings has membership wavering. The Accord has struggled at times owing to a lack of structure and processes. A resourced co-ordinator would benefit the Accord in co-ordination, project direction and accountability for action.

According to police figures, alcohol-related harm within the area has increased and the Kaikohe area is above the Far North average in offenders exhibiting extreme intoxication after drinking in a licensed premises. This is an area on which licensed premises and the agencies can work together to improve.

EVALUATION OF COMMUNITY AND MEMBERSHIP PARTICIPATION IN THE ACCORD

Initially the Accord comprised a mix of 49% industry, 39% agency and 13% NGO representatives. The mix changed between 2007 and 2008 with an increase in local industry and a decrease in agency representation.

Kaikohe meetings are open to the public and some community representatives do attend. Most members considered that the right people were attending, however they wanted to see supermarket managers, the Grocery Retailers' Association and Maori wardens attend, along with more licensees from the RSAs and rural hotels and taverns.

Conclusion: Thirty-one percent of the Kaikohe sub-area's licensed premises are club licences and off-licences. The area also reflects a large proportion of alcohol-related harm from home-based drinking, at 54% of police apprehensions. Increasing membership and awareness among a larger target group could impact on alcohol-related harm in the area.

DIRECTION FOR FUTURE ACCORD TRAINING

Kaikohe Alcohol Accord members said training was needed in:

- Bar staff training

- Learning to deal with people who get intoxicated.

Training comments

- As programmes come forward I have asked my staff to attend and I attend them myself.
- ALAC training has been poorly attended at times. Reasons included poor notification of the training and poor follow-up action to remind licensees.
- I think there is plenty of training there if we want it.
- One-day courses are too long – if they could be split over two days we can get more staff to it, because it means I am sometimes left by myself at work so all the staff can go to the course.

Conclusion: Owing to the high levels of extreme intoxication among offenders who report having had their last drink in a licensed premises, and considering feedback from the industry, training on how to deal with people who get intoxicated would be of benefit in reducing alcohol-related harm.

DIRECTION FOR FUTURE ACCORD PROBLEM-SOLVING AND PROJECT DIRECTION

Accord members identified the following as priority areas for action:

- Joint effort to prevent alcohol purchased from retail and other establishments coming into licensed premises
- Drinking and disorder around certain hotels. Find solutions and assist hotels that are frequently having problems
- Drink-driving, especially from home – set up campaigns in newspaper and at problem times of the year?
- Alcohol at home and domestic call-outs
- Focus on preventing underage drinking
- Lack of taxis
- School ball procedures
- Family buying on behalf of patrons who've been banned from purchasing alcohol
- Control and educate mature people in responsible drinking
- Police enforcing the liquor ban and taking action in licensed premises and addressing drinking in car parks
- Advocacy to manufacturers about the size of RTDs (ready-to-drinks)
- Put banned people on joint trespass notices – and send out a media release?
- Establish minimum standards of licensees promoting food and low-alcohol or non-alcoholic drinks
- Address the set-up and management of the Accord
- Improve general processes for recording and notifications of Accord meetings

- Update member mail-out list to email, and map out Accord areas.

Following the focus group workshop on 26 November 2008, the members present identified the following priorities by order of importance:

1. Availability of alcohol at off-licence premises
2. Bringing alcohol into licensed premises or people coming into premises drunk
3. Address drinking and disorder around certain hotels, educate people about responsible drinking and establish controls over their behaviour
4. Advocate to manufacturers about the size of RTDs
5. Address drink-driving, especially from home – set up media campaigns at problem times
6. Ensure police enforce liquor bans and take action on unlicensed premises and people drinking in car parks
7. Address family members buying alcohol on behalf of patrons who have been banned from purchasing alcohol
8. Address use of alcohol at home and its role in domestics call-outs
9. Establish minimum standards for licensees in terms of promoting food and low-alcohol or non-alcoholic drinks.

Conclusion: If the Accord is to achieve change in these areas, members will need to problem-solve issues and take action by identifying what each sector (industry, agency and community) can do to assist. An action plan could be developed to address alcohol-related harm in the Kaikohe sub-area.

RECOMMENDATIONS FOR THE KAIKOHE ALCOHOL ACCORD

1. Source funding to support a co-ordinator for the Accord.
2. Develop an Accord charter to help clarify members' roles.
3. Assess the local alcohol-related harm environment when establishing membership.
4. Establish an email listing to notify members of meeting agendas and minutes.
5. Split the meetings to maintain membership and gain structure, e.g. the first 30 minutes dedicated to industry and the DLA, with the following hour dedicated to other agency representation and community participation.
6. Develop an action plan from the problem areas identified by the members.
7. Target agency, iwi and community representation to assist with problem areas as identified through the priority areas for action.
8. Encourage local police to attend Accord meetings.

9. Offer training to staff of licensed premises to improve awareness and compliance regarding extreme intoxication.
10. Identify and implement initiatives to address home-based drinking.
11. Send out a media release to promote the Accord and attract patrons back to licensed premises.

KAIKOHE ALCOHOL ACCORD FOCUS GROUPS: PRIORITY AREAS FOR ACTION

Eight members of the Kaikohe Alcohol Accord were interviewed and three others responded to the questionnaire by email, accounting in all for 91% of the Accord's average membership.

The priority areas for action, identified by the Accord members and Accord minutes, have two focuses: environmental factors and Accord structure.

Environmental factors

1. Establish a joint effort to prevent alcohol purchased from retail and other establishments coming into licensed premises.
2. Address drinking and disorder around certain hotels. Find solutions and assist hotels that are frequently having problems.
3. Address drink-driving, especially from home – set up campaigns in newspapers and at problem times of the year?
4. Address alcohol use at home and domestic call-outs.
5. Focus on preventing underage drinking.
6. Address lack of taxis.
7. Establish school ball procedures.
8. Address family members buying alcohol on behalf of patrons who have been banned from purchasing alcohol.
9. Control and educate mature people in responsible drinking.
10. Ensure police enforce the liquor ban, take action in licensed premises and address drinking in car parks.
11. Advocate to manufacturers about the size of RTDs.
12. Put banned people on joint trespass notices – send out a media release?
13. Establish minimum standards for licensees in terms of promoting food and low-alcohol or non-alcoholic drinks.

Accord structure

1. Improve the Accord's set-up and management.
2. Establish general processes for recording and the notification of Accord meetings.
3. Update the member mail-out list to email, and map out Accord areas.

The November 2008 accord workshop was attended by 15 members from the Kaikohe sub-area. Workshop attendees were asked to rank the issues identified as priority areas for action. Those documented by the Kaikohe participants are listed in the table below.

Kaikohe Alcohol Accord

Rank and problem-solve priority areas for action as identified by the Accord minutes and member feedback.

Kaikohe Priority area for action	R a n k	How can the industry help?	What can the agencies do to help?	Who else could assist?	What is the most favourable outcome?
Availability of alcohol at off-licence premises	1	Lobby against sale of alcohol in supermarkets and lobby MPs about price regulation of supermarket sales	Lobby about and advocate for no sale of alcohol in supermarkets		People will be brought back to drinking in controlled environments
Bringing alcohol into premises or coming into premises drunk	2	Turn drunks away when they arrive. Police need support. Lobby police and MPs	Impose instant fines on people drinking on the street before they get to premises, and increase beat police	Iwi Maori wardens	Drunks will be stopped before they arrive at bars and it may bring some control to drinking habits
Address drinking and disorder around certain hotels, educate people about responsible drinking and establish controls over their behaviour	3	Improve communication between establishments Ban problem individuals	Support establishments placing bans Police need to uphold the law – more beat walks	Maori wardens	Will make drinkers more aware that the various members of the community are supporting each other
Advocate to manufacturers about the size of RTDs	4	Lobby brewers re: <ul style="list-style-type: none"> • % of alcohol • Size of RTDs • Presentation 	Lobby for law change to 5% alcohol max	Ourselves – sell at a high price or don't stock	Healthier, better-behaved people and a reduction of alcohol use
Address drink-driving, especially from home – includes setting up media campaigns at problem times	5	No sale of alcohol in supermarkets. Food market not beer market	Law change Advertising Policing Education	Family	Healthier people Safer streets Less alcohol consumption Put onus on individuals

Kaikohe Priority number for action	R a n k	How can the industry help?	What can the agencies do to help?	Who else could assist?	What is the most favourable outcome?
Ensure police enforce liquor bans and take action on unlicensed premises and drinking in car parks	6	Contact police to advise what's happening	Lobby for a law change to make it illegal to drink in a public place		Put an end to drinking in public places
Address family members buying alcohol on behalf of patrons who have been banned from purchasing alcohol	7	Refuse to sell alcohol to families of banned patrons – more vigilance required by the industry	Educate the industry Ensure a higher police presence Impose fines on individuals who buy alcohol for underage people – don't only fine the licensees		Put an end to people buying for underage youths and we may become a non-binge-drinking community
Address use of alcohol at home and domestic call-outs	8	Regulate prices – stop specials on boxes of beer	Law change regulating prices		Safer community
Establish minimum standards for licensees in promoting food and low-alcohol or non-alcoholic drinks	9	Promote eating while drinking, e.g. would you like fries with that?	Force establishments to provide satisfactory food Media education – “It's OK to eat when drinking”		Sober patrons and less violence

KAIKOHE SUB-AREA LITERATURE REVIEW: EXECUTIVE SUMMARY

Demographics

Kaikohe is known as the hub of the Far North, providing support services for a widespread farming district. Kaikohe and its surrounding areas are known as the Mid North, encompassing Rawene, Omapere, Opononi and the Hokianga and hosting a population of approximately 18,300.

- Nearly half the population (49%) identify themselves as Maori.
- The median income for families in private occupied dwellings \$38,400, compared to the national figure of \$59,000.
- The main income sources are wages, salary, commission and bonuses (34%), followed by national government benefits (32%), 12% above the national average^{xix}.

Licensed premises

The Kaikohe area has 52 licensed premises. It has a distinctly different licensing density from the rest of the Far North, with 38% of licences being off-licensed, followed by club licences and on-licences at 31%. The area has three restaurant licences. The Kaikohe township has 18 licences, with others spread over a diverse area^{xx}.

Alcohol-related harm

The Mid North accounts for 24% of the Far North's alcohol-related offending. Alcohol-related offending between October 2006 and April 2007 increased by 22% on the same period the previous year. This was in line with the Far North average of 25%.

Home-based drinking before offending was the greatest challenge for the Kaikohe and Rawene police, with 47% of offenders reporting having consumed alcohol at home before offending. Drinking in licensed premises and public places before offending made up a small proportion of offending at 21%, with 10% of this offending preceded by drinking at a licensed premises. Offending after drinking in a public place decreased by 8% compared with the same period the previous year.

- Offenders were predominantly male (79%), with peaks at 18, 21, 25, 30 and 37 years. Maori contributed to 86% of the offending.
- Offenders who reported having had their last drink in a licensed premise exhibited the highest level of extreme intoxication (19%), although the numbers were small.
- Alcohol-related violence apprehensions contributed to 22% of all offending involving alcohol, an increase of 7% on the same period the previous year.
- Over 60% of this violence occurred in the home or after offenders had been consuming alcohol at a private residence.
- All Alco-link statistics are significantly underrepresented owing to 29% of the Alco-link information not being entered^{xxi}.

Between 2001 and 2005, 24% of injury crashes reported through police in the Kaikohe area involved alcohol-affected drivers, compared with 13% nationally. Alcohol was a contributing factor in 52% of the serious and fatal crashes, the highest in the Far North^{xxii}.

Accord establishment and processes

The first Kaikohe Alcohol Accord was established on 21 August 2006, following the Kaitaia Alcohol Accord. Minutes could not be located for this event.

The median number of Accord attendees is 12, with attendance numbers reported to depend on where the meetings are held. Numbers generally double for meetings in Kaikohe.

Of the members, 49% comprise agency officials, followed by licensees (39%) and NGOs (13%).

Approximately 30 people are sent minutes of the meetings. Attendance and meeting notifications have been identified as issues for the group.

As at January 2008 the Accord had been established for approximately 16 months. Its area-specific issues differed from those in the tourist towns owing to its geographically remote and local patronage.

Problems

- ❖ Accord communication.
- ❖ Allowing smoking in hotels.
- ❖ Liquor ban signs removed.
- ❖ Problem patrons.
- ❖ Patrons refusing to hand over keys.
- ❖ Drink-driving and licensed premises.
- ❖ Rugby clubs and underage patrons.

Solutions

- ❖ Each member is now asked if they have any points or issues to discuss at the meetings.
- ❖ Northland Health is working with premises on compliance.
- ❖ Signage replaced.
- ❖ Combined licensed premises' trespass notices created.
- ❖ Premises calling police and adding details in incident books to keep records of any problems.
- ❖ Licensed premises contacted when problems occur to look at strategies to improve or concerns.
- ❖ Northland Health targeted referees to put the message out to players on drinking behaviour.

Work in progress and discussion points

- ❖ People trying to bring alcohol into premises and drinking in car parks.
- ❖ Drinking and disorder around certain hotels.
- ❖ Increased drink-driving, especially from home.
- ❖ Alcohol at home and domestic call-outs.
- ❖ Accord set-up and management.
- ❖ Lack of taxis.
- ❖ School balls – police assistance and breath-testing machines.
- ❖ Patrons banned from buying alcohol getting family to buy on their behalf.
- ❖ Drink-driving campaigns advertised in local paper, schools around peak problem times.
- ❖ Opononi looking at policy where under-18s will not be allowed entry after 8pm.
- ❖ Identifying problem times of year and how to improve drink-driving.
- ❖ General processes for recording and notification of Accord meetings.
- ❖ Serious and fatal crashes on Mid North roads.

Success factors

- ❖ Staff training through HSI; they have been training licensed premises and are about to move on to sports clubs.
- ❖ Improved awareness and information-sharing has been attributed to area licensing practices.

KAIKOHE ALCOHOL ACCORD MEMBERS' FEEDBACK: EXECUTIVE SUMMARY

At January 2008 the Kaikohe Alcohol Accord had been functioning for approximately 18 months, comprising an average membership of 12 members. Eleven were surveyed, of whom seven had been members for 13 months or longer.

The Accord's role has been expressed in two ways:

1. A forum that allows different sectors to come together to voice concerns, share problems, brainstorm ideas, formulate plans and put those plans into action to try to aid in the prevention of alcohol abuse within our society
2. A place where licensees meet, building stronger relationships with regulatory agencies by discussing and gaining feedback on compliance and the implementation of SoLA.

Members said their motivation to attend was through an invitation and being curious to see what an accord was all about. When questioned on what they hoped to accomplish, they said:

Members' aspirations

- Reduction of liquor abuse and drink-driving.
- Gain a better knowledge of SoLA.
- Advocate to the suppliers of RTDs because they are very high in alcohol and there is a problem with people smuggling them into licensed premises.
- Have standardised closing times for all licensed premises.
- Support forum for learning about running a better licensed premises.

Accord meeting processes and outcomes

Members were asked to comment on what was working well and what could be improved within the Kaikohe Alcohol Accord:

Working well

- Rotational venue of meeting is good as we get to see all the premises.
- Graeme and local police turn up to meetings with CPO results.
- Group unity and knowing licensees are not isolated with our problems.
- Learning what police expect of licensed premises.
- Pleased to see police at meetings and get feedback.
- The casualness of the meetings works well because it means that anyone can speak freely.
- The Accord is very good for licensees to learn from each other.
- Discussions of major issues at meetings concerning people within the industry have had some good outcomes. It is very encouraging.
- I am pleased that the Accord has been started as it gives everyone good insights into issues and all the different things that people have to deal with.

- The ones that have been attending the group get on well; we all have the same objectives so I think it's working well.
- HANZ meetings are management focused but the Accord meetings are good for dealing with local issues.

Could be improved

- Improve meeting frequency to bimonthly.
- Community concerns addressed with hope of preventing DLA hearings.
- Increase attendance.
- People need to become more vocal in meetings.
- There needs to be better notification of meetings and links through the email.
- When you look at the past nine months, nothing has eventuated.
- Some people are getting fed up with lack of action and no longer attend meetings.
- There needs to be more action and back-up from the law.
- Issues identified and implemented.
- Nothing at this time. I believe it will improve itself given time.

Accord participation

Members were asked to comment on the Accord's community component and whether the right people were attending.

Community and overall membership

Kaikohe meetings are open to the public and some community representatives do attend. Most members considered that the right people were attending, however they wanted to see supermarket managers, the Grocery Retailers' Association and Maori wardens attend, along with other licensees from the RSAs and rural hotels and taverns.

Training and resources

Members said that training was needed in:

- Bar staff training
- People getting intoxicated and how to deal with them.

Training comments

- As programmes have come forward I have asked my staff to attend and I attend them myself.
- ALAC training has been poorly attended at times, owing to poor notification of the training and follow-up action to remind licensees.
- HSI training, I registered but I have not seen any action at all – no feedback as to what is happening with it.

- I think there is plenty of training there if we want it.
- One-day courses are too long – if they could be split over two days we can get more staff to it, because it means I am sometimes left by myself at work so all the staff can go to the course.

Possible Accord focus areas for 2008/2009

Members were asked about the areas on which they would like the Accord to focus in the next year.

- Maintain present commitment.
- Focus on preventing underage drinking.
- Control and educate mature people in responsible drinking.
- Police enforcing liquor ban and taking action in licensed premises when required.
- Advocacy to the RTD manufacturers about the problem with tiny RTDs.
- Putting banned people on joint trespass notices, which all licensed premises can enforce in order to make effective.
- Joint effort required to prevent alcohol purchased from retail and other establishments coming into our premises.
- Find solutions and assist hotels frequently having problems.
- Media awareness of the Accord and the joint trespass notices.
- People drinking in car parks.
- Drinking in public and out on the streets, and the inability to enforce liquor bans.
- Check mailing list and identify Accord areas.
- Minimal standard of licensees promoting food and low-/no-alcohol drinks.

KAIKOHE ALCOHOL ACCORD: CONTEXT

Demographics



Kaikohe, known as the hub of Northland, is a central location providing service facilities for a widespread farming district. For reporting purposes, the Kaikohe and Hokianga area is reported in line with the policing boundary for the Mid North, including but not limited to Kaikohe, Rawene, Omapere, Opononi and the Hokianga.



- In the 2006 census, the Mid North area recorded a population of 18,279, a 2% increase on the 2001 census.
- Thirty-five percent of the population are aged 19 years and under, compared with 29% nationally.
- Nearly half of the Mid North population identify themselves as Maori (49%),

followed by Europeans (44%).

- The median income for families in private occupied dwellings in the Mid North is \$38,400, compared with \$59,000 nationally.
- The main sources of income are wages, salary, commission and bonuses (34%), while 32% are receiving government benefits – a 12% increase on the national government benefit figure of 20%^{xxiii}.

Licensed premises as at October 2007

The Kaikohe and Hokianga area has 52 licensed premises, of which 38% are off-licensed and 31% are club and on-licensed premises.

Category	Club	Off-licence	On-licence	Total
Brewery		1		1
Bottle store		2		2
On-licence BYO			1	1
Chartered club	2	1		3
Combined sports club	6			6
Grocery store		6		6
Hotel		5	7	12
Restaurant			3	3
On-licence sports facility	8			8
Supermarket		2		2
Tavern		2	5	7
Wine-maker		1		1
Total	16	20	16	52

Table 5 Kaikohe licensed premises by category type

Kaikohe and the Hokianga have a larger density of small clusters of licensed premises in rural and isolated areas. The main town of Kaikohe has 18 of those licensed premises^{xxiv}.

Road crashes between 2001 and 2005

Alcohol was a factor in 24% of all reported injury crashes in the Kaikohe sub-area between 2001 and 2005, compared with 23% for the Far North and 13% nationally. Other statistics related to crashes included:

- 9% of all alcohol crashes were fatal, 43% resulted in serious injury and 48% in minor injury
- 52% of the serious and fatal crashes involved an alcohol-affected driver, the highest level in the Far North
- 82% of all injury crashes involving alcohol occurred on the open road
- The age of alcohol-affected drivers contributing to crashes in the Kaikohe sub-area peaked at 15-19 years
- 69% were male and 31% female^{xxv}.

Alcohol-related offending between October 2006 and April 2007

Between October 2006 and April 2007, 244 offenders were arrested in the Kaikohe area exhibiting signs of having consumed alcohol before their offending. This was a 22% increase on the same period the previous year.

Of the three sub-areas within the Far North, Kaikohe continued to record the lowest percentage of alcohol-related offending (24%).

Offenders' drinking at home before offending (47%) was still the highest recorded problem area for Kaitaia police, followed by licensed premises drinking before offending (10%) and public place (11%).

Compared with the previous year, public place drinking before offending had decreased by 8%, while licensed premises drinking before offending had increased by 4%.

Area statistics included:

- Males were the main offenders (79% of offending) with peaks at ages 18, 21, 25, 30 and 37 years.
- Maori made up 86% of offenders and Europeans 10%.
- Offenders who reported consuming alcohol at a licensed premises in Kaikohe before their offending recorded the highest level of intoxication (19%), although numerically the statistics were small. This was followed by 16% from home-based drinking and 10% from a public place.
- Between October and April, 338 offences occurred. Of those:
 - 22% were drink-driving offences
 - 20% were violence offences
 - 17% were drug and antisocial offences^{xxvi}.

Alco-link statistics are significantly underrepresented owing to 29% of the Alco-link information not being entered.

Accord establishment

The first Kaikohe Alcohol Accord meeting was scheduled for 17 July 2006. It was attended by 17 people, but absences from two of the keynote speakers and the fact that only two licensees attended meant the meeting was rescheduled until 21 August 2006. The minutes for that meeting could not be obtained. The meeting was deemed worthwhile by Accord attendees and the consensus was to continue.

Accord membership

An average of 12 people attends the Kaikohe Alcohol Accord meetings. However, when meetings are held in the Hokianga, the attendance is about half that when held in Kaikohe.

- Forty-nine percent of people attending the meetings represent agencies: New Zealand Police, FNDC, ALAC, Northland Health and Awhi Health.
- Thirty-nine percent are licensees: Ohaewai Hotel, Okaihau Hotel, Rawene Golf Club, Opononi Four Square, Dusty's Bar, Copthorne Hotel and Resort Hokianga, Opononi Hotel, The Shed Kaikohe, Okaihau Golf Club and the Hokianga RSA.
- Thirteen percent are from NGOs: Mid North Maori Wardens, Te Hau Ora Kaikohe and HSI.

Approximately 30 people are sent the minutes of the meetings. Attendance and meeting notifications have been identified as issues for the Accord.

Accord process

Chair – the current chair has been in the role since 12 February 2007.

Venue and frequency – the venue is chosen on a rotational basis at the end of each meeting, held every four months.

Meeting process and minutes – minutes of the previous meeting are verified as true and correct. Each member is then asked if they have any problems or concerns. This is a good forum for other members who may have been in the same situation to give advice. The minutes are generally taken by Northland Health, but the most recent two sets of minutes had been recorded by the chair. The minutes are sent to Northland Health to verify and critique.

Notification – members are sent or emailed the minutes. No other form of communication is sent before meetings.

Accord factors – attendance and meeting notifications have been highlighted as factors affecting the Accord's performance. The information-sharing that provides solutions to local problems has been highlighted as a plus.

Accord minutes

The points below summarise Accord minutes of three meetings.

Area issues raised:

- Communication between licensed premises and Accord members
- Allowing smoking in some hotels
- People trying to bring into premises alcohol bought from wholesale outlets or drinking in cars in hotel car parks
- Disorder and drinking around certain hotel
- Increase in drink-driving, especially from home then the bars
- Mixed CPO results for the Far North
- Liquor ban signs being removed

- Problem patrons
- Alcohol at home and domestic call-outs
- Questions raised about the set-up and management of other accords
- Lack of taxis
- School balls – parents buying alcohol for kids. (Police assistance or council breath-testing machines)
- Patrons banned from buying alcohol getting family to buy on their behalf
- Rugby clubs and underage drinkers
- Patrons refusing to hand over keys.

Discussions and information exchange:

- Hoteliers are expected to police their own premises and only call police if things get out of hand
- It's up to bar staff to advise patrons if they think they shouldn't drive
- CPO updates
- CPOs not an "us and them" to paint a picture of collective strategies to raise awareness
- Licensees urged to train staff to ask for IDs if patrons look under 25
- Alco-link report links over-consumption to licensed premises. Their role is to support licensees in looking at ways to problem solve
- Police encourage licensees to attend the Accord
- LLA judge fair and looks at ongoing evidence
- Projects in the Far North were discussed
- Services for profiling "P" users for all bar staff contact Northland Health
- SoLA training provided by HSI – very good
- Resources provided on smoke-free by Northland Health
- Police, FNDC and Fire Service to attend the Accord
- Opononi is looking at policy where under-18s will not be allowed entry after 8pm, not advertised however, with security and management to implement
- Media release through school and local newspaper re drink-driving and sensible drinking
- Identifying problem times of the year and how to improve drink-driving issues
- Northland Health targeting referees, sports games to put the message out to players

- Smoke-free, Northland Health visiting licensed premises
- Reporting incidents in incident books and phoning police when people refuse to hand over keys
- Shoulder-tap campaign was mentioned
- Northland Health emails on Christmas campaigns and associated costs
- Could Coke sponsor sober driving with free drinks from the bars?

Guest speakers:

- HSI spoke on training courses for bar staff
- ALAC gave a presentation on projects and resources, urging areas to comment on them as they are not only a Wellington-based resource.

Accomplishments:

- Northland Health working with licensed premises about smoking in the premises
- Trespass notices served on patrons are working well
- Police visiting premises that reoccur in Alco-link reports.

Discussion points and work in progress:

- People trying to bring alcohol into premises and drinking in car parks
- Drinking and disorder around certain hotels
- Increase in drink-driving, especially from home
- Alcohol at home and domestic call-outs
- Accord set-up and management
- Lack of taxis
- School balls – police assistance and breath-testing machines
- Patrons banned from buying alcohol get family to buy on their behalf
- Drink-driving campaigns advertised in local paper, schools around peak problem times
- Opononi and the policy where under-18s will not be allowed entry after 8pm into licensed premises
- Identify problem times of year and improve drink-driving.

KAIKOHE ALCOHOL ACCORD: MEMBERS' SURVEY RESULTS

The Kaikohe Alcohol Accord began in August 2006 and as at June 2008 had been functioning for approximately 22 months. As at December 2007, the average membership was 12.

Eight Accord members were interviewed in their own premises after an Accord meeting on 19 March 2008, and a further three members filled in questionnaires online. The members interviewed varied in their time with the Accord; seven had been affiliated for 13 months or longer, while others stated that this had been their first meeting. Below is a breakdown of members interviewed:

- Three representing on-licences
- Two representing club licences
- Four representing both on- and off-licences
- Two representing regulatory agencies.

They said that the Accord's role is as a forum that:

- Allows different sectors to come together, voice concerns, share problems, brainstorm ideas, formulate plans and put those plans into action to try to aid in the prevention of alcohol abuse within our society
- Licensees meet with regulatory agencies and discuss compliance and the implementation of SoLA
- Receives feedback from regulatory agencies
- Builds stronger relationships between police, industry and customers.

The licensees attended the Accord for a variety of reasons, but most said they had been invited or told to attend and were curious to see what an accord was all about. Members had heard there was a link between licensed premises and drink-driving. Those interviewed said that, through attending, they hoped to:

- Accomplish a reduction in liquor abuse and drink-driving
- Gain a better knowledge of SoLA
- Stop sales of small RTDs, as they are very high in alcohol and there is a huge problem with people smuggling them into licensed premises, which is almost impossible to prevent
- Have standard closing times for all licensed premises
- Support a forum for learning about running better licensed premises.

Accord processes

Members of the Kaikohe Alcohol Accord were asked to rate its processes:

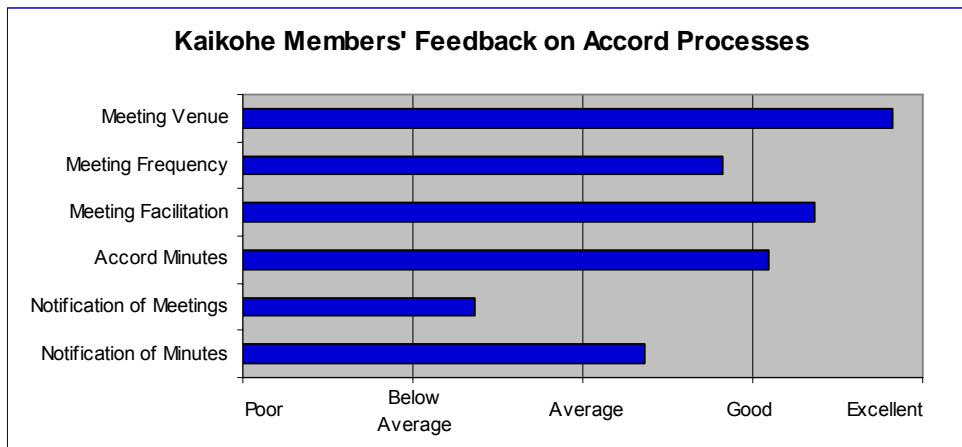


Figure 5 Kaikohe members' feedback on Accord processes

Comments included:

- The knowledge and information gained from meetings are helpful for dealing with current problems within the industry or the law
- The regulatory agencies are trying to do the best they can
- The meetings are an effective tool for licensed premises to use in preventing alcohol abuse
- Key issues are being addressed and most members are participating where they can
- It's good that the Accord has been started as it gives everyone good insights into all issues.

What's working well?

Members identified the following components of the Accord as working well:

- Graeme and the local police turn up to meetings with CPO32 results, which is good
- Group unity and knowing licensed premises are not isolated with our problems
- Learning what police expect of licensed premises. Pleased to see police at meetings and get feedback
- The casualness of the meetings works well because it means that anyone can speak freely
- It is a good opportunity for industry and anyone who wants to be involved to attend and give their viewpoint. It is a good source of information and a chance to get to know who the officials are in the area
- The Accord is very good for licensees to learn from each other
- Discussions on major issues at meetings concerning people within the industry have had some good outcomes. It is very encouraging

³² Controlled Purchase Operation

- I am pleased that the Accord has been started as it gives everyone good insights into issues and all the different things that you have to deal with
- The ones that have been attending the group do get on well and we all have the same objectives, so for our group I think it is working well.

Community participation

Kaikohe meetings are open to the public and some community groups do attend. One member suggested that a reporter attend the meetings and do an article for the local paper. Most members considered that the right people were attending. However, they wanted to see more supermarket managers attending and greater attendance from licensees from RSAs and the rural pubs. One member commented that if Graeme did not attend, the process would fall over.

Accord outcomes

Accord members were asked to comment on its outcomes:

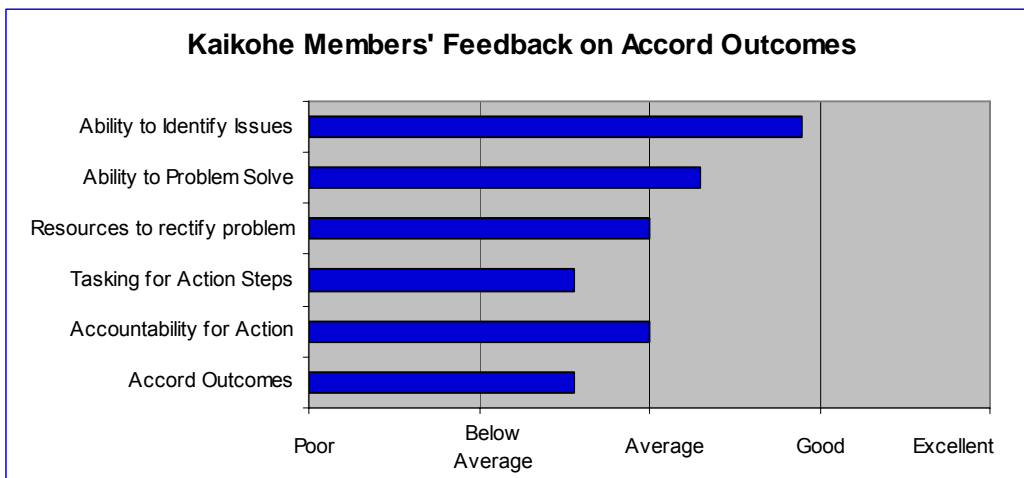


Figure 6 Kaikohe members' feedback on Accord outcomes

Comments included:

- Identification of problems is easy, however there have not been many solutions
- Most members thought bimonthly meetings were satisfactory. However, some preferred meetings every three months
- Notification of meetings has been poor, but a recent change to email notification must improve that problem
- Minutes were good, although some members did not receive any
- Key issues are being covered at meetings. Unfortunately, there is a problem in getting some people from the retail outlets to meetings. Likewise we cover quite a large geographic area and some will only travel if the meetings are in their local area
- HANZ meetings are management focused but the Accord meetings are good for dealing with local issues
- Rotational venue of meeting is good so we get to see all the premises.

Training and resource needs

Members were asked to identify the training or resources that would most benefit the Accord:

- Many members stated that resources for increasing police numbers were required to enforce liquor bans and back up licensed premises
- The hardest problem to deal with, and it would be a problem for everyone, is people who are getting intoxicated
- ALAC training has not been well attended as some members were not aware of training, and there was poor notification and follow-up for those who did know about it. Some members also considered training was a waste of time, as questions to the judge pertaining to problems like dealing with intoxicated people on the street outside premises were not answered
- Finding out about training a day or so before is unmanageable
- Some staff training for bar staff but nothing in particular
- As programmes have come forward I have asked my staff to attend them and have attended them myself
- HSI training – I registered and names were taken, but I have not seen any action at all – no feedback as to what is happening with it
- I think there is plenty of training there if we want it
- One-day course is too long but if you split it over two days we can get more staff to it, because it means I am sometimes left by myself at work so all the staff can go to the course

Are the right people attending the Accord?

The consensus was that the right people were attending the Accord, but members believed people like the Grocery Retailers' Association, Maori wardens, retail alcohol suppliers, rural hotel and tavern licensees, and supermarket managers would benefit from attending. Supermarket employees have mentioned to Accord members that they would like to attend but they have not been given the go-ahead by their supervisors.

Unintended or negative outcomes

- No negative outcomes were reported.

Accord improvements

Members were asked to provide improvement ideas for the Accord:

- Improve meeting frequency to bimonthly
- Community concerns addressed with hope of preventing DLA hearings
- Increase attendance
- People need to become more vocal in meetings
- There needs to be better notification of meetings and links through email
- When you look at the past nine months, nothing has eventuated

- Some people are getting fed up with lack of action and no longer attend meetings
- There needs to be more action and back-up from the law
- Issues identified and implemented
- Nothing at this time. I believe it will improve itself given time.

District licensing personnel awareness

Six of the seven members were aware of all the licensing personnel, while the remaining member was only aware of John and was new to the Accord. Comments from members included, “John does a good job and is practical rather than textbook motivated” and “I have a good relationship with John and Graeme and the Health Department and I like it that way as they are there to help us”.

Accord focus for 2008

Members were asked about the areas on which they would like the Accord to focus in 2008. In no particular order, these were:

- Maintain present commitment
- Minimal standard of licensees promoting food and low-/no-alcohol drinks
- Focus on preventing underage drinking
- Control and educate mature people in responsible drinking
- Police enforcing liquor ban and taking action in licensed premises when required
- Get a voice to the manufacturers about the problem with tiny RTDs
- Putting banned people on joint trespass notices, which all licensed premises can enforce in order to make effective
- Media awareness of the Accord and joint trespass notices
- People drinking in car parks
- Drinking in public and out on the streets and the inability to enforce liquor ban
- Check mailing list and identify Accord areas.

Additional comments from members

Social

- This community is unique and quite different from any other in New Zealand.
- The media has been misrepresenting Kaikohe and sending the wrong message. Giving gangs such as the “Bees” any publicity is not a good thing.
- People bring their own booze into the establishments and then the fights outside, and once they go off my property they just turn around and give you the bird and say you can’t do anything I will drink where I want to drink and just sit on the hood of their car enjoying the music and the lights and sit out there and drink.
- Non-Maori members felt marginalised.

- I am having some problem with these underage people; one in particular gets other people to buy him beer. I told him that he was not allowed to enter this place and tell the elders it is not me, it is the law. I don't think the law can help me out with that. I think it is something from the community when you look at young people around here. The community needs to look at entertainment for them. They want to come here and play pool because they have nowhere to go.
- Gang problem is a huge concern to licensed premises and needs to be addressed by regulatory agencies, as licence holders feel they cannot deal with it by themselves.
- Happy to pay taxes but health, education and police need to benefit.
- Methcom³³ is good and should be moved over into schools.

Policing

- Establish more effective policing. Need police to enforce current liquor bans. Also need to reinstate the local jail so the police can legally hold people overnight as a deterrent to breaking the law.
- Kaikohe police not interested.
- Phone call from Graeme Wright on Monday re meeting but wish he could give us much more notice.
- The second to last meeting held at Ohaeawai Hotel, no police turned up and there were only four bar owners there, so was a complete flop.
- Resources – if you phone 111 any time after 4pm you won't get anyone at the police station and are totally unavailable. We have got no police back-up and it is not their fault as police force has to be increased.
- Resources – cops could do with 10 more staff but they also need the room to put them.

Liquor licensing and the Accord

- Two members said that, as they do not have a huge turnover, they cannot afford to put on door staff. Furthermore, as Kaikohe is a small community and everybody knows everybody, it is potentially ineffective. In addition, one door person is ineffective against big groups of gang members.

³³ Methcom was established by Mike Sabin to educate people nationwide, including companies, about the effects of "P"(methamphetamine)

Members were asked to rate the Accord's ability to function in the following areas:

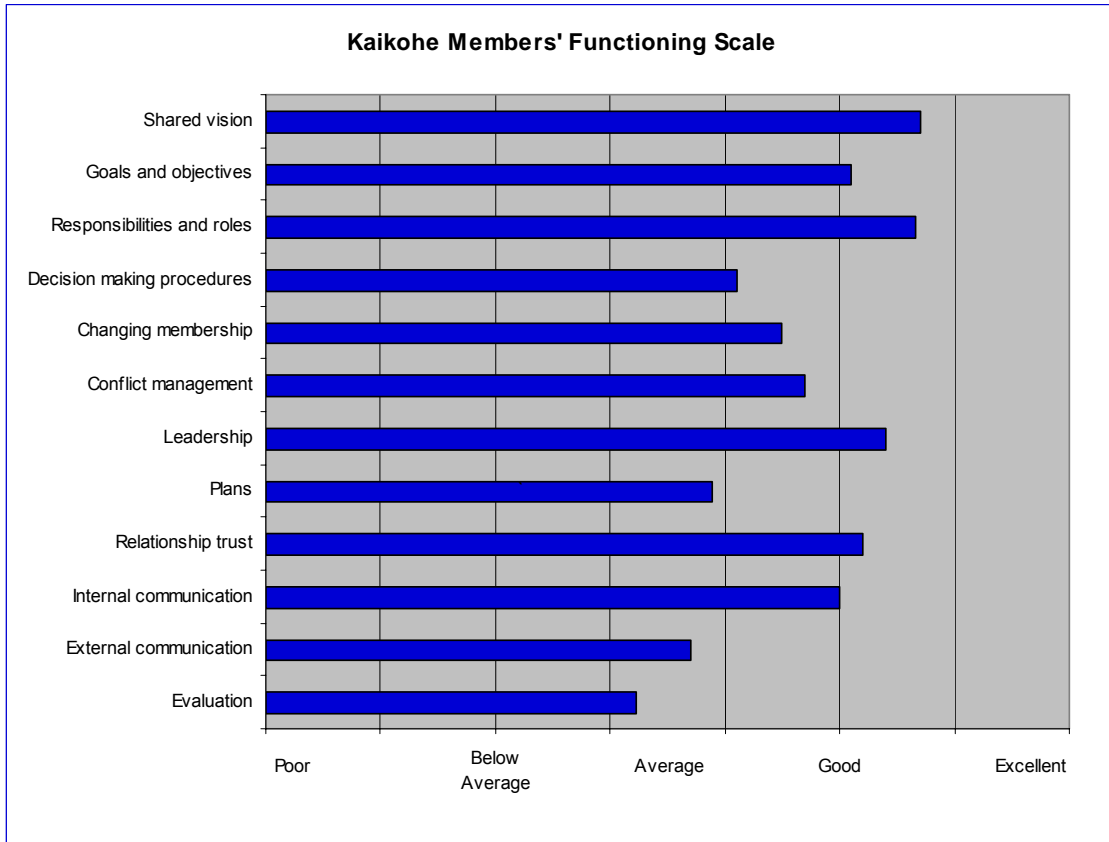


Figure 7 Kaikohe members' functioning scale

PART V – KERIKERI ALCOHOL ACCORD EVALUATION

EVALUATION OF THE CONCEPT OF AN ALCOHOL ACCORD IN KERIKERI TOWNSHIP

Kerikeri is experiencing rapid growth. It currently has a population of approximately 5,800, which is a 20% increase on the 2001 population, compared with 2% increase for the Far North.

Kerikeri is renowned for its wineries, horticulture and café culture. Its relaxed lifestyle makes it a desirable place to retire to, with 27% of the population aged 60+ compared with 17% nationally. The ethnic mix is 77% European and 13% Maori³⁴.

The Kerikeri Alcohol Accord has been operational since late 2006, with an average membership of eight people. It is an informal forum co-ordinated and chaired by New Zealand Police.

The Kerikeri sub-area has 15% of the Far North's premises. These 47 premises comprise 15% club licence, 28% off-licence and 57% on-licence³⁵.

An analysis of police alcohol-related apprehensions between July 2007 and June 2008 showed that alcohol was a factor in 47% of the arrests, compared with 36% the previous year. Of those arrests, 48% of offenders reported having had their last drink at home, 25% in licensed premises and 11% in a public place. Alcohol offences included 52% drink-driving, 12% violence and 8% drug and antisocial offences. Drink-driving arrests had increased by 12% on the previous year, largely owing to increase enforcement. Twenty-two percent of the offenders arrested after drinking in licensed premises in the Kerikeri area exhibited extreme intoxication, compared with 17% for the entire Far North area³⁶.

Accord members reported the following areas as working well:

- Closer working relationship with police
- Improved communication between licensees and the DLA
- Informal, open, honest and non-competitive communication between licensees
- Earlier awareness of potential problems in the area and being aware of the indicators
- The meetings remind licensees about alcohol problems and why regulations are necessary
- Constant updates from police and FNDC
- The Accord is well structured and assists licensees to form good relationships
- People involved in decision-making attend meetings and action anything when necessary
- The good and the bad are given in the right spirit and taken in the right spirit also
- The forum is not meant to be task oriented; it is an informal information exchange that is not outcome based. It is about free and frank discussions

³⁴ Statistics New Zealand, 2006 Census, regional summary table – territorial authority

³⁵ Ministry of Justice, licensing register, October 2007

³⁶ Northland Police, Alco-link statistics between July 2008 and June 2009

- We enjoy the way the meetings are running at present, but maybe we need to look at paperwork
- It's more than just a meeting, its fun and fosters good, positive discussion.

Accord members contributed their ideas for improvement:

- Formalising the start of the meetings and improving the minute-taking
- Formalised minute-taking and distribution; these could be done on a rotational basis
- We need to define our outcomes to inform goal-setting. We have no goals, therefore no measures
- There is no induction and we are not accommodating new members
- Problems are primarily legislation issues, which cannot be problem-solved at a local level
- The authority needs to listen to licensees and understand our problems
- There needs to be identification of Accord members' strengths. Licensees could learn from each other. All the participants have strengths in certain areas, from which we could all benefit
- The more experienced licensees could mentor the newer licensees who are having problems
- Formalise the reasons for the meetings but don't make them too formal.

Conclusion: Strong relationships have been formed within the Accord, although membership is small, only eight people. The Accord has the potential to reach a diverse industry range, raising awareness to address alcohol-related harm. The Accord's structure and processes have been identified as needing improvement.

EVALUATION OF COMMUNITY AND MEMBERSHIP PARTICIPATION IN THE ACCORD

Representation within the Accord is a mix of 80% industry, 20% agency.

Community

Kerikeri meetings are not open to the public, and one member stated, "The community is not aware that the Accord exists. The Accord would have to be very clear about its function before this could happen". Another member said he "opposes the meeting being opened to the public as it would detract from the value of this forum". Members of the Accord consider the police and FNDC to be community representatives.

Overall membership

Most members considered that the right people were attending. However, they wanted to see more sports clubs (cruising, rugby and bowls), vineyards and restaurants attending. One member said it would be good to have more clubs – off-licence and community – but was unsure how this could be tied in.

Conclusion: Consideration should be given to opening up the forum to a larger sector of the industry.

DIRECTION FOR FUTURE ACCORD TRAINING

Members stated ALAC training on intoxication was of great benefit for intoxication resolution.

Identified training needs:

- Staff training on how to identify and deal with underage drinkers
- Resources and training are required on conflict resolution, party pills and changes in SoLA.

Training comment:

- Some members were unaware of recent ALAC intoxication training.

Conclusion: At 52%, drinking- driving makes up a high proportion of alcohol-related apprehensions in the area. Also high is the percentage of apprehended people with extreme levels of intoxication who had their last drink in a licensed premises (22%). These could be intervention points to reduce alcohol-related harm.

DIRECTION FOR FUTURE ACCORD PROBLEM-SOLVING AND PROJECT DIRECTION**Accord members identified the following priority areas for action:**

- Further dialogue regarding the “closed door” policy
- Drink-driving, including looking into ways the licensees can be informed of patron details when caught
- Minors trying to enter bars with associates – send out a press release?
- Liquor being consumed on the local cricket ground
- Larger off-licensed retailers being able to supply at cheaper rates opens up potential for liquor abuse
- No taxis at night in Kerikeri
- Police attitudes to patrons
- Promotion of food and non-alcoholic drinks, and the reduction of drink-driving
- Implementation of joint trespass notices. Raise awareness of the process
- Formalise meeting structure, but don’t make it too formal
- Sports clubs, restaurants and vineyards should be involved in the Accord
- Mentoring between licensees and identifying individual licensee skills will help members learn from each other.

Following the focus group workshop on 26 November 2008, the members present identified the following priorities by order of importance. They were also asked to comment on how the industry and agencies could help.

1. Larger off-licensed retailers being able to supply at cheaper rates opens up the potential for liquor abuse.
2. Address minors trying to enter bars with associates.
3. Reduce incidents of drink-driving, and disseminate details of patrons who have been caught.

4. Promote food and non-alcoholic drinks.
5. Police should enforce the liquor ban and take action in licensed premises and about drinking in car parks.

Conclusion: For the Accord to achieve change in these priority areas, members will need to problem-solve and take action steps. By identifying what each sector (i.e. industry, agency and community) can do to help, an action plan could be developed that aims to address alcohol-related harm in the Kerikeri sub-area.

RECOMMENDATIONS FOR THE KERIKERI ALCOHOL ACCORD

1. Source funding to support a co-ordinator for the Accord.
2. Develop an Accord charter to help clarify membership roles.
3. Open membership to include off-, on- and club licences.
4. Advertise membership.
5. Raise awareness of drink-driving in the community and industry, and promote intervention measures.
6. Develop an action plan to deal with the problem areas identified by Accord members.
7. Train staff, raise awareness in the community and increase compliance by licensees to address the high proportion of extreme intoxication in offenders who consume their last drink in licensed premises.
8. Consider establishing a licensed premises mentoring programme.
9. Police to consider conducting an analysis of offenders consuming alcohol in a licensed premise prior to offending to help with targeted.

KERIKERI ALCOHOL ACCORD FOCUS GROUP: PRIORITY AREAS FOR ACTION

Six members of the Kerikeri Alcohol Accord were interviewed, accounting for 75% of the membership. They identified environmental factors and Accord structure as priority areas for action.

Environmental factors

1. Instigate further dialogue on the closed door policy.
2. Address drink-driving, looking into ways licensees can be informed of patron details when caught.
3. Deal with minors trying to enter bars with associates – send out a press release?
4. Address liquor being consumed on the local cricket ground.
5. Larger off-licensed retailers being able to supply at cheaper rates opens up potential for liquor abuse.
6. There are no taxis at night in Kerikeri.
7. Police attitudes to patrons need to improve.

8. Promote food and non-alcoholic drinks to try to reduce drink-driving.
9. Implement joint trespass notices, and raise awareness of the process.

Accord structure

1. Formalise meeting structure, but don't make it too formal.
2. Sports clubs, restaurants and vineyards should be involved in the Accord.
3. Mentoring between licensees and identifying individual licensee skills will help members learn from each other.

The November 2008 accord workshop included 11 members from the Kerikeri Alcohol Accord. Attendees were asked to rank the priority areas for action. Below are the areas ranked by the Kerikeri participants.

Kerikeri Alcohol Accord

Rank and problem-solve priority areas for action as identified by the accord minutes and members' feedback.

Kerikeri Priority area for action	R a n k	How can the industry help?	What can the agencies do to help?	Who else could assist?	What is the most favourable outcome?
Larger off-licensed retailers being able to supply at cheaper rates opens up the potential for liquor abuse	1	Increase prices!			
Address minors trying to enter bars with associates	2	Check IDs (and confiscate when necessary) Impose fines – heavy penalties	Issue fines Confiscate IDs Ensure there is police follow-up	Media	Keep underage youths out of licensed premises
Reduce incidents of drink-driving and advise licensees when patrons have been caught	3	Educate people to take responsibility for their own actions Set up police stops Give licensees the names of people caught drink-driving	Set up sober driver programmes Provide transport Subsidise taxis/courtesy chits Publish names of people caught drink-driving	Media	Reduce drink-driving – and achieve greater awareness
Promote food and non-alcoholic drinks	4	Make food available Offer interesting and/or free drinks to sober drivers			
Police to enforce liquor ban and take action in licensed premises and about drinking in car parks	5	Communicate between venues to ban problem patrons from all venues	Spread the message and gain support	Police	Keep trouble away from local licensed premises and prevent repeat trouble

KERIKERI SUB-AREA LITERATURE REVIEW: EXECUTIVE SUMMARY

Demographics

- Kerikeri is experiencing rapid growth.
- Although Kerikeri is still a relatively small town (approximately 5,800 residents), the population has increased by 20% since the 2001 census compared with 2% for the whole of the Far North.
- The café culture supports its wineries and horticulture lifestyle.
- It has a more mature residential population; 27% are aged 60+ years compared with 17% nationally. Maori are underrepresented in the ethnicity mix at 13% compared with the Far North average of 37%^{xxvii}.

Licensed premises

With the café culture at the heart of the Kerikeri lifestyle, restaurant-style licences heavily outnumber other licensing types, making up 74% of on-licensed premises compared with 23% for the rest of the Far North. On-licensed premises constitute 57% of the licensed premises in the Kerikeri area, followed by off-licensed premises at 28% and club licences at 15%^{xxviii}.

Alcohol-related harm

The Bay of Islands reported that, between October 2006 and April 2007, alcohol-related offending increased by 26% on the same period the previous year. This is in line with the whole of the Far North, which reported a total increase of 25%. Improved and targeted enforcement may have contributed to the increase, with police taking a harder line on alcohol-related offending.

- Offenders consuming alcohol at home or a private residence before offending were still the biggest problem area for Kerikeri police, contributing to 45% of offending, followed by licensed premises (16%) and a public place (11%).
- Males were the main offenders (83%), with peaks at ages 16, 20 and 38 years.
- Fifty-three percent of offenders were Maori and 38% European.

Intoxication in the Bay of Islands reportedly decreased by 10% on the same period the previous year. The largest group of offenders exhibiting extreme intoxication after consuming alcohol had had their last drink at a licensed premises in Kerikeri (28%, although the numbers are small), while 15% had had their last drink at home. Drink-driving was still the biggest contributor to alcohol offending in the area, making up 35% of offences, followed by dishonesty offences at 21%^{xxix} (an increase of 7% on the previous year).

Accord establishment and processes

The Kerikeri Alcohol Accord was established as an informal meeting for licensees to voice concerns in an open environment, for the purpose of finding joint solutions to local problems. The meetings are small, with approximately seven members holding mainly tavern/hotel-style licences. The Accord has an open invitation to all local licence holders, although this has not been advertised. While no minutes were recorded in its initial stages, they are now kept.

Meetings are held bimonthly on a rotational basis, giving all members a chance to host meetings in their own environment. There is no official chair as it is an open, informal setting, although meetings are progressed by New Zealand Police and FNDC. Police attribute the Accord's success to free and frank discussions that ensure there are no barriers to communication. When issues or problems arise, members work together, creating a course of action.

The previous meeting minutes are read and each member has a chance to raise any issues or concerns. Accord minutes are transcribed by New Zealand Police or FNDC and emailed to members. Minutes from only three meetings could be located for this evaluation. As at January 2008 the Accord had been in place for about 18 months.

The members identified the following issues and subsequent solutions:

<u>Problems</u>	<u>Solutions</u>
<ul style="list-style-type: none"> ❖ Problem patrons. ❖ Drinking in licensed premises' car parks. ❖ Local RSA not registering members. ❖ Rugby club members in town causing problems. ❖ Lack of liquor ban enforcement. ❖ Industry staff conduct when socialising. 	<ul style="list-style-type: none"> ❖ Combined licensed premises' trespass notices created. ❖ Licensees take responsibility for their areas in close alliance with police. ❖ Members are now registering and membership has grown and alcohol consumption has decreased. ❖ Club licensing hours extended, training given to management on managing liquor and intoxication. ❖ Licensees reporting all incidents of street disorder to police. ❖ Licensees spoke to their staff about industry staff behaviour.

<u>Work in progress and discussion points</u>
<ul style="list-style-type: none"> ❖ Closed door policy. ❖ Drink-driving – looking into ways the licensees can be informed of patrons' details when caught drink-driving. Looking into legislation to find the best solution. ❖ Minors trying to enter bars through older associates – press release. ❖ Capacity numbers in a local bar – training of staff and notification of events to police. ❖ Liquor being consumed on local cricket ground. ❖ Larger off-licence retailers being able to supply at cheaper rates opens up potential liquor abuse. ❖ No taxis at night – licensees looking at option of providing courtesy van. If not adopted, local taxi company will be approached to work through issues. ❖ Police attitudes to patrons.
<p style="text-align: center;"><u>Success factors</u></p> <ul style="list-style-type: none"> ❖ Updates on CPOs and ID checking. ❖ The issuing of one trespass notice to a patron reduced all conflicts at a local bar, reporting no further trouble. ❖ Informal training provided by police and FNDC to improve bar standards. ❖ Intoxication training and a visit from LLA Judge Unwin.

KERIKERI ALCOHOL ACCORD MEMBERS' FEEDBACK: EXECUTIVE SUMMARY

As at December 2007, the Kerikeri Alcohol Accord had been functioning for approximately 18 months, with an average membership of eight members. Six members were surveyed, of whom five had been part of the Accord since it began.

They defined the Accord's role as a small-scale informal forum that is industry based and comprising predominantly tavern-type licensees looking at local late-night issues around alcohol.

Members said their initial motivation to attend was the police presence (a big draw card). They wanted to learn about DLA compliance issues and felt the Accord could be a good back-up for others in the industry. When questioned on what they hoped to accomplish, they said:

Members' aspirations

- Improve communication between police, DLA and licensed premises.
- Level playing field across premises.
- Gain a better knowledge of SoLA and its enforcement in the area.
- Resolve problems as they arise.
- A reduction in alcohol-related crime and crash results.

Accord meeting processes and outcomes

Members were asked to comment on what was working well and what could be improved within the Kerikeri Alcohol Accord.

Working well

- Closer working relationship with police.
- Communication between licensees and DLA.
- The informal, open, honest and non-competitive communication between licensees.
- Awareness of potential problems in the area and being aware of the indicators.
- Reminding licensees about alcohol problems and why regulations are necessary.
- Constant updates from police and FNDC.
- The Accord is well structured and assists in forming good relationships.
- People involved in decision-making attend meetings and action anything when necessary.
- The truth is told, no holds barred, open and frank discussions.
- The good and the bad are given in the right spirit and taken in the right spirit also.
- The forum is not meant to be task oriented; it is an informal information exchange that is not outcome based. It is about free and frank discussions.
- We enjoy the way the meetings are running at present, but maybe we need to look at paperwork.
- It's more than just a meeting; it's fun and fosters good, positive discussion.

Could be improved

- Formalising the start of the meetings and improving on the minute-taking.
- Formalised minute-taking and distribution; these could be done on a rotational basis.
- We need to define our outcomes to inform goal-setting. We have no goals, therefore no measures.
- There is no induction and we are not accommodating new members.
- Problems are primarily legislation issues, which cannot be problem-solved at a local level.
- The authority needs to listen to licensees and understand our problems.
- There needs to be identification of Accord members' strengths. Licensees could learn from each other. All the participants have strengths in certain areas from which we could all benefit.
- The more experienced licensees could mentor the newer licensees who are having problems.
- Formalise the reasons for the meetings, but not too formal.

Accord participation

Members were asked to comment on the Accord's community component and whether the right people were attending.

Community

Kerikeri meetings are not open to the public, and one member stated, "The community is not aware that the Accord exists. The Accord would have to be very clear about its function before this could happen". Another member said he "opposes the meeting being opened to the public as it would detract from the value of this forum". Accord members consider the police and FNDC as community representatives.

Overall membership

Most members considered that the right people were attending. However, they wanted to see more sports club (cruising, rugby and bowls), vineyard and restaurant representatives attending. One member said it would be good to have more clubs, off-licences and community but was unsure how this could be tied in.

Training and resources

Members said ALAC's training on intoxication was of great benefit for intoxication resolution.

Identified training needs:

- Staff training on how to identify and deal with underage drinkers
- Resources and training are required for conflict resolution, party pills and changes in SoLA.

Training comment:

- Some members were unaware of recent ALAC intoxication training.

Possible Accord focus areas for 2008/2009

Members were asked about the areas on which they would like to see the Accord focus in the next year:

- ❖ Maintain present level of commitment
- ❖ Getting more sports clubs involved
- ❖ There needs to be promotion of food and non-alcoholic drinks and reducing drink-drivers
- ❖ Implementation of joint trespass notices
- ❖ Formalise meeting structure, but not too formal.

KERIKERI ALCOHOL ACCORD: CONTEXT

Demographics



Kerikeri is an area in the Far North experiencing rapid growth. The 2006 census recorded its population as 5,856, an increase of 20% on the 2001 population figures compared with 2% for the Far North.

Kerikeri is renowned for its wineries, horticulture and café culture. It's relaxing lifestyle makes it a desirable place to which to retire, with 27% of the population aged 60+ compared with the national figure of 17%.



Kerikeri's ethnicity mix is vastly different from that of the rest of the Far North, with 77% identifying as European and 13% Maori, compared with 35% Maori for the Far North.

The median income for families in private occupied dwellings in the Kerikeri area was \$51,300 compared with \$59,000 nationally. The main sources of income for families in the area were:

- 32% wages, salary, commission and bonuses
 - 19% self-employment or business
 - 21% income from interest, dividends, rent or other investments
 - 21% government benefits^{xxx}.
-

Licensed premises

In 2006, Kerikeri had 47 licensed premises, of which 57% were on-licensed, 28% were off-licensed and 15% were club licences. The figures were relatively comparable with the previous 18 months' figures, decreasing by only two on-licensed premises^{xxxii}.

Category	Club	Off-licence	On-licence	Total
Aero club	1			1
Bottle store		4		4
Chartered club	1	1		2
Function venue			1	1
Hotel			1	1
Restaurant			20	20
On-licence sports facility	5			5
Supermarket		2		2
Tavern		3	3	6
Tourist house			1	1
Wine-maker		3	1	4
Total	7	13	27	47

Table 6 Kerikeri licensed premises by category type

Alcohol-related offending between October 2006 and April 2007

Between October 2006 and April 2007, alcohol-related offending increased in the Bay of Islands by 26% on the same period the previous year. In Kerikeri there were a recorded 104 alcohol-related offences in the same period.

- At 45%, offenders drinking at home before offending were still the highest recorded problem area for Kerikeri police, followed by licensed premises drinking before offending (16%) and public place (11%).
- Males were the main offenders at 83% of offending, with peaks at ages 16, 20 and 38 years.
- Maori made up 53% of offenders, followed by Europeans at 38% and Pacific Islanders at 6%.

In the Bay of Islands the number of offenders exhibiting extreme levels of intoxication decreased by 10% compared with the same period the previous year. Offenders who reported having consumed alcohol at a licensed premises in Kerikeri before their offending showed the highest level of intoxication (24%, although numerically the figure is small), followed by home-based drinking (15%) and a public place (18%).

In the six-month period, 141 offences occurred. Of those, 35% were drink-driving offences, 21% dishonesty offences and 12% violence offences. Recorded drink-driving offences decreased by 7% compared with the same period in the previous year, while dishonesty offences increased considerably^{xxxii}.

Accord establishment

The Kerikeri Alcohol Accord was established by New Zealand Police and FNDC in late 2006. It was styled as an informal get-together, giving police and licensees a chance to sit in an open forum to discuss local issues. There were no minutes taken from the initial meeting.

Accord membership

The Accord has approximately eight members comprising six licensees (the Homestead Tavern, Pioneer Tavern, Citrus Bar, The Centre, The Landing and the Kerikeri RSA), FNDC and New Zealand Police.

There is an open invitation for licensees to attend the Accord meetings. When problems arise with premises, licensees are invited to attend the relevant meeting. A local rugby club official was the most recent member of the Accord.

Limited information meant no attendance timeline graph could be produced.

Accord process

Chair – there is no official chair as the meetings are informal, with police and FNDC attendees driving the meeting.

Venue and frequency – meeting venues are on a rotational basis, assigned at the close of each bimonthly meeting.

Meeting process and minutes – minutes from the previous meeting are read, followed by matters arising and general discussion, then each member addresses the meeting with concerns or updates from their premises. Initially minutes were not recorded, but they have been taken for approximately a year by New Zealand Police or FNDC. Some of the minutes are brief, making it hard to understand the context of some of the discussions, and not all minutes could be located for this evaluation.

Notification and tasking – members are notified of meeting venues, times etc by email and some premises are visited or phoned as they don't use the internet. Minutes are also emailed to members. As this is a small group, decisions are made by general consensus and there are few problems with actions not being taken.

Accord success factors:

No barriers to communication

Free and frank discussions occur, when problems occur they are dealt with, i.e. both police staff and bar staffs conduct being discussed.

Accord minutes

No minutes were taken from initial meetings, and minutes from only three meetings could be obtained.

Through minutes and a conversation with the Far North Alcohol Accord co-ordinator, the following information has been obtained:

Area issues raised:

- Problem patrons
- Drink-driving
- Drinking in licensed premises' car parks
- Local RSA allowing unregistered members into the premises
- Behaviour of rugby club members in town after drinking at the club
- Capacity numbers in new premises and police unaware of functions being held
- Liquor being consumed at the local cricket ground when there is a liquor ban in place
- Police enforcement of the liquor ban
- Larger off-licensed retailers able to supply at cheaper rates, creating potential for liquor abuse
- Police operation – good to see police in licensed premises but concerns over how some patrons were spoken to
- Minors with staff groups trying to enter licensed premises on the coattails of older associates (press release)
- Licensees reminded to talk to staff about standards when out socialising.

Discussions and information exchange:

- Licensees were encouraged to report all incidents to police and to record information in incident books
- DLA and police can provide informal training to staff
- Rotary conference bringing 450 people into Paihia
- DLA advice on general ownership changes
- Party pills sold in bottle store, not on-licensed premises
- Rugby club to be invited to join Accord
- Club members getting feedback on management and training
- Noise complaints and FNDC contacts
- CPO updates
- Intoxication recognition training
- Police reinforced that when managers are appointed, they should be

trained and up to the tasks required of them

- Police will try to keep licensees informed of drink-drivers from their premises; could be privacy issues. Continue with log books going.

Guest speakers:

- HANZ addressed the group on the HANZ perspective of the SoLA review and the Motel Association of New Zealand (MANZ) "Service Line".

Policy issues:

- Larger off-licensed retailers able to supply at cheaper rates, creating potential for liquor abuse.

Accomplishments:

- Combined trespass notices. A recent trespass notice from one premises has dramatically improved the general conduct of the premises, with little conflict at the bar since the notice was issued
- Intoxication training and LLA Judge Unwin's visit. Training included bar and door staff involvement
- Informal training to staff of licensed premises
- Police notify and actively encourage licensee ownership of people drinking in car parks. Mutual respect leads to better communication
- Increased membership of the RSA and reduced alcohol consumption
- Rugby club has been issued a later licence, encouraging rugby players to stay at the club and the club to take ownership of the problem. FNDC has worked with the club, making recommendations on training and club management.

Discussion points and work in progress:

- Closed door policy
- Drink-driving – looking into ways licensees can be informed of patrons' details when caught drink-driving. Looking into legislation to find the best solution
- Minors trying to enter bars through older associates – press release
- Capacity numbers in a local bar – training of staff and notification of events to police
- Liquor being consumed on local cricket ground
- Larger off-licensed retailers being able to supply at cheaper rates opens up potential liquor abuse
- No taxis at night – licensees looking at option of providing courtesy van. If not adopted, local taxi company will be approached to work through issues
- Police attitudes toward patrons.

KERIKERI ALCOHOL ACCORD: MEMBERS' SURVEY RESULTS

The Kerikeri Alcohol Accord had been functioning for approximately 18 months, with an average membership of eight in December 2007.

On 18 December 2007, six members were surveyed, of whom five had been part of the Accord for 13 months or longer. Their sector affiliations were:

- Two representatives from on-licences
- One club licence representative
- One on- and off-licence representative
- Two regulatory agency representatives.

They defined the Accord's role as:

A forum that assists with the interpretation of SoLA between licensees and the DLA

A small-scale informal forum that is industry based (predominantly tavern-type premises) looking at late-night issues around alcohol

Enabling licensees to deal with local issues.

The licensees attended the Accord for a variety of reasons, but most said the police attendance was a big draw card; they also wanted to learn about DLA compliance issues and felt the Accord could be a good back-up for others in the industry. Members said they hoped the Accord would:

- Improve communication between police, DLA and licensed premises
- Provide a level playing field across premises
- Help them gain a better knowledge of SoLA and enforcement in the area
- Resolve problems as they arise
- Reduce alcohol-related crime and crash results.

Accord processes

Accord members were asked to rate its processes:

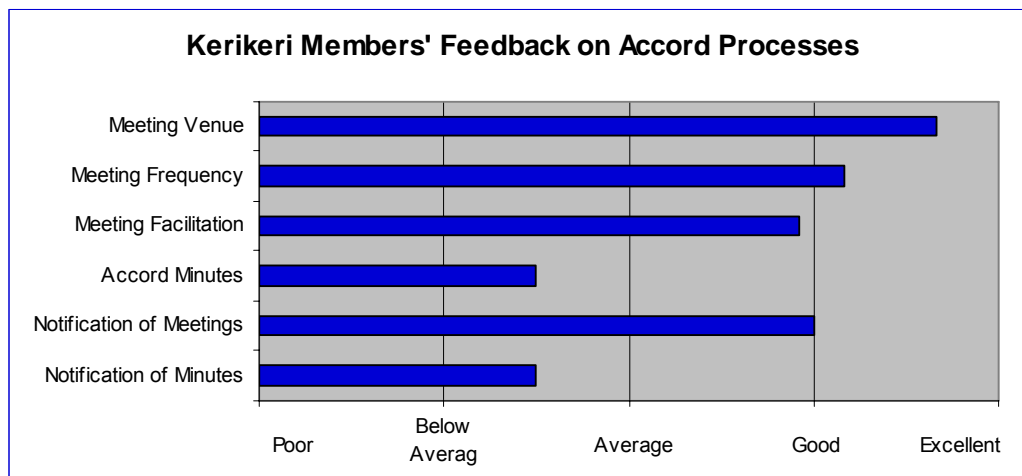


Figure 8 Kerikeri members' feedback on Accord processes

They commented:

- It's more than just a meeting, it's fun and fosters good positive discussion
- Formalise the minute-taking and distribution
- Minutes not necessarily needed
- Minutes could be taken on a rotational basis
- Informal meeting, minutes not kept as much
- General discussions take precedence.

What's working well?

Members identified the following components of the Accord as working well:

- Closer working relationship with police
- Communication between licensees and DLA
- The informal, open, honest and non-competitive communication between licensees
- The identification of potential problems in the area and being aware of the indicators
- Reminding licensees about alcohol problems and why regulations are necessary
- Constant updates from police and FNDC
- The Accord is well structured and assists in forming good relationships
- People involved in decision-making attend meetings and action anything when necessary
- The relationship with other licensees is not competitive; a good, honest, working relationship
- The truth is told, no holds barred, open and frank discussions
- The good and the bad are given in the right spirit and taken in the right spirit also.

Community participation

Kerikeri meetings are not open to the public, and one member stated, “The community is not aware that the Accord exists. The Accord would have to be very clear about its function before this could happen”. Another member said he “opposed the meeting being opened to the public as it would detract from the value of this forum”. Members consider the police and FNDC as community representatives.

Accord outcomes

Members were asked to comment on the Accord outcomes.

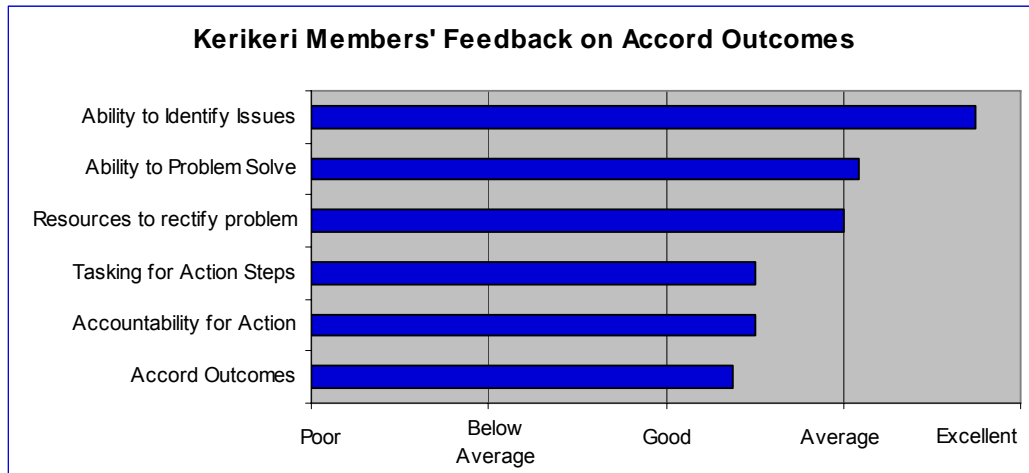


Figure 9 Kerikeri members' feedback on Accord outcomes

Comments included:

- The forum is not meant to be task oriented. It is an informal information exchange that is not outcome based. It is about free and frank discussions
- Licensees are motivated to identify and fix problems
- We need to define our outcomes to inform goal-setting. We have no goals, therefore no measures
- There is no induction and we are not accommodating new members
- Problems are primarily legislation issues, which cannot be problem-solved at a local level.

Training and resource needs

Members were asked to identify the training or resources that would most benefit the Accord:

- Staff training on how to identify and deal with underage drinkers
- Resources and training are required for conflict resolution, party pills and changes in SoLA
- Some members were unaware of recent ALAC intoxication training
- ALAC – the training on intoxication was of great advantage for intoxication resolution.

Are the right people attending the Accord?

Most members considered that the right people were attending. However, they wanted to see more sports club (cruising, rugby and bowls), vineyard and restaurant representatives attending. One member stated

it would be good to have more club, off-licence and community representatives but was unsure how this could be tied in.

Unintended or negative outcomes

- No negative outcomes were reported.

Accord improvements

When asked to comment on improvements required within the Accord, members said:

- The authority needs to listen to licensees and understand our problems
- There needs to be identification of Accord members' strengths. Licensees could learn from each other. All the participants have strengths in certain areas that could benefit all
- The more experienced licensees could mentor the newer licensees who are having problems
- Formalise the reasons for the meetings, but not too formal
- We enjoy the way the meetings are running at present, but maybe we need to look at paperwork
- Improve the administrative side of the meetings
- Formalise the start of the meetings and improve the minute-taking
- Improve minute-taking and distribution.

District licensing personnel awareness

All members stated they were aware of their district licensing personnel.

Accord focus for 2008

Accord members were asked about the areas on which they would like to focus in 2008. In no particular order, they commented:

- Maintaining present level of commitment
- Getting more sports clubs involved
- There needs to be promotion of food and non-alcoholic drinks and reducing drink-driving
- Implementation of joint trespass notices
- Formalise meeting structure, but not too formal.

Members were asked to rank their opinions of the group's ability to function in the following areas:

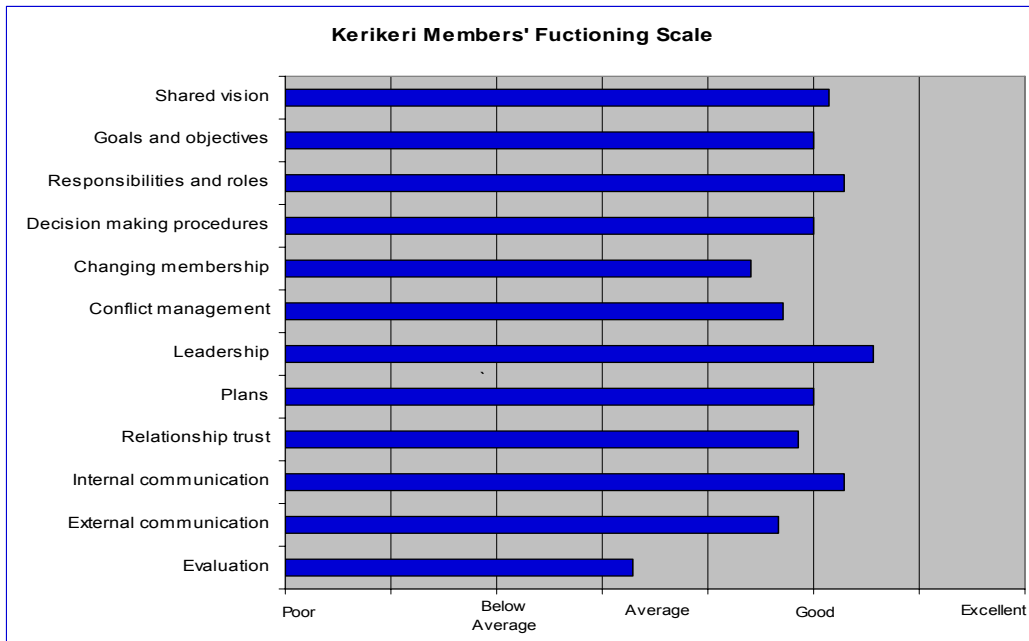


Figure 10 Kerikeri members' functioning scale

PART VI – PAIHIA ALCOHOL ACCORD EVALUATION

EVALUATION OF THE CONCEPT OF AN ALCOHOL ACCORD IN PAIHIA TOWNSHIP

Paihia has been likened to the jewel in the magnificent Bay of Islands crown. It has a fluctuating population owing to seasonal visitors and its position as the “gateway to the Bay of Islands”. It has a population of 1,770, and the ethnic mix comprises 64% European and 23% Maori³⁷.

The Paihia Alcohol Accord has been operational since November 2006, with an average of 10 members. It is the only accord in the Far North that is administered by the industry.

The Paihia area has 16% of the Far North premises, with 50 premises (2% club licences, 18% off-licences and 80% on-licences)³⁸.

An analysis of police alcohol-related apprehensions between July 2007 and June 2008 showed that alcohol was a factor in 59% of the arrests compared with 45% the previous year. Of those arrests, 34% of offenders reported having had their last drink at home, 32% in a licensed premises and 16% in a public place. Alcohol offences included 42% drink-driving, 23% violence and 14% drug and antisocial offences. Fourteen percent of offenders arrested after drinking in licensed premises in the Paihia area exhibited extreme intoxication, compared with 17% for the entire Far North area³⁹.

Accord members reported the following areas as working well:

- Monthly meetings are good
- Notification of minutes via email is always good
- It is a well run accord, greatly facilitated by the chairperson
- If I can't attend it's good that I get the minutes by email – then I'm aware of the next meeting
- Monthly meetings are good so everyone can keep their hand in and deal with problems
- Police and licensees speak in an honest and outspoken manner and gain feedback
- The meetings offer support and back-up to members
- You can get as active in the Accord as you want to
- Members feel more in control in the community – for example, if someone gets banned from a bar word gets around, so we don't have to wait for trouble to come to us
- It keeps people on their toes as we can get a bit lax on it at times
- The Accord offers members the opportunity to understand problems in different areas
- The meetings are very free flowing, and you can just say what is on your mind without being worried about offending others

³⁷ Statistics New Zealand, 2006 Census, regional summary table – territorial authority

³⁸ Ministry of Justice, licensing register, October 2007

³⁹ Northland Police, Alco-link statistics between July 2008 and June 2009

- Some joint objectives have been achieved
- Members are working closely with the Business Association
- The Accord has worked because it has brought everyone together in the one place and we have never been able to do that before.

Members said the following areas could be improved:

- Although most were happy with how the Accord was working, it could communicate better with external stakeholders
- A closer relationship and better understanding between licensees and police would be desirable
- External factors are difficult to change, i.e. more police are urgently required, but this is something Accord members feel they cannot change as it requires commitment and resources from the Government
- The Accord could communicate better with external stakeholders
- Police dominate the meetings. If the police were not at the meetings people would be a bit more open and feel able to thrash out the problems a bit more
- Retired people with more time on their hands could help the Accord as they still have a lot to offer the community – they could be active in meetings, and help get things moving
- It comes to what we expect of the police and what the police expect of us, and we cannot make much headway with the police because they are so under-resourced and there are not enough officers. They are obviously willing but they do not have enough staff
- There are not enough police to implement and enforce the changes required. This opinion was expressed by many Accord members
- Everyone is a willing participant and happy with small achievements; however, only individual efforts are solving problems. For example, everyone in the Accord is addressing underage drinkers and intoxication, but unfortunately there have been no group initiatives
- Nothing happens quickly and the same things keep coming up
- A spokesperson could help with an active role within the Accord
- A lot of talk and not much getting done, and it's not just up to the bar owners. Would be nice to take on a more active role and pursue solving problems, but members are limited by time and resources
- It's hard to put an apology in if you cannot make it to the meeting since it's difficult to get hold of any staff at the Road Runner at 10 in the morning.

Conclusion: The Accord members reported favourably on its structure and administration processes, although they reported additional time and resources could help in pursuing problem-solving.

Alcohol was a factor in 59% of police apprehensions in the Paihia area between July 2007 and June 2008, well above the Far North average of 40%. Of these apprehensions, 32% were attributed to offenders having had their last drink in a licensed premise. Accord members highlighted the lack of a police presence owing to under-resourcing.

Inflated violence levels have been reported after drinking in licensed premises in the Paihia area. This may change in the next period owing to the closure of a prominent bar in the area.

EVALUATION OF COMMUNITY AND MEMBERSHIP PARTICIPATION IN THE ACCORD

Members were asked to comment on the Accord's community component and whether the right people were attending.

Community

Paihia meetings are not open to the public and are invitation only. According to one member, "A unanimous vote was taken and the outcome was that the meeting should not be opened up to the community." Furthermore, "Our meetings are working well in the unstructured format that we have...[however] we are all quite scared that somebody like ALAC is going to come in with a whole lot of bureaucratic stuff and try to move in and all we wanted was to look after each other". Some members believe that the police represent the community.

Other members still believe that it should be an open forum and advertised to improve participation. One member suggested that a retired person or a spokesperson representing the community should attend, who could help to run the meetings and implement solutions to problems identified. Another member stated, "One or two people from the community would be a good thing as it is a neutral environment for discussion with community", and another stated, "Having a closed invitation-only meeting is not good. Restaurants are not invited and I thought it was about sharing ideas and problems in the community".

Overall membership

Most members considered that the right people were attending with the addition of a couple of bars. However, other people who want to attend should be able to.

Conclusion: There are mixed feelings about the Paihia Alcohol Accord membership. Some members said the forum should be closed while others expressed the need for an open forum. Further discussion on membership is required to gain clarity in this area.

DIRECTION FOR FUTURE ACCORD TRAINING

Members said they were pleased to have ALAC and HSI training.

Identified training needs:

- Effective training of noise control officers.

Training comments:

- Working with ALAC so far has been great
- ALAC training is good. Amazed that bar owners could not find one staff member to turn up at ALAC training as it is so beneficial.

Some of the ALAC training has been poorly attended. When asked why, members mentioned:

- High staff turnover
- Staff already well trained
- Difficulty in getting numbers together with minimum participation levels offered in February and March, which was not suitable as it is peak season
- Difficulties getting staff there who are on shift work.

Conclusion: ALAC and HSI training has been well received in the Paihia Alcohol Accord. Violence monitoring is recommended in the Paihia area to help licensed premises with intervention.

DIRECTION FOR FUTURE ACCORD PROBLEM-SOLVING AND PROJECT DIRECTION**Accord members identified the following priority areas for action:**

- Improving street lighting and adding speed bumps to reduce speed
- Gang and dress code signage inside bars
- Encourage greater police attendance at call-outs, and follow up on any unattended call-outs
- Lobbying for greater police presence in Paihia
- Promoting food and non-alcoholic drinks
- Addressing people drinking in public and cars
- Addressing the problem of people buying alcohol from off-licensed premises then drinking in the park, plus the lack of police to move them on
- Promoting safety in the community, reducing violence
- Noise control problems and abatement notices – training noise complaint officers
- Preventing intoxication and underage drinking
- Effective use of joint trespass notices
- Standardised closing hours for all premises – members recommend 1am closing – and set up further discussion on a closed door policy
- Media coverage on what the Accord is trying to achieve
- Accord membership: clubs, on-licences, off-licences, community. Who should attend
- Establishing relationships between licensees and police

- Improve the Bay's reputation – advertising for summer tourism should promote safe bars in Paihia.

After the focus group workshop on 26 November 2008, the Paihia Alcohol Accord members present identified the following priorities by order of importance. They were also asked to comment on how the industry and agencies could help.

1. Police attendance.
2. Noise control.
3. Standardising of closing hours.
4. Off-licence hours.
5. Food provision.

Resources

- There needs to be more effective FNDC participation and more resources.
- More lighting required in town, need to address problems of the main road being a drag strip.

Conclusion: If the Accord is to address these areas, it needs to problem-solve and take action steps to achieve change. Through identifying what each area (i.e. industry, agency and community) can do to help, an action plan could be developed to address alcohol-related harm in the Paihia area.

RECOMMENDATIONS FOR THE PAIHIA ALCOHOL ACCORD

1. Source funding to support a co-ordination role for the Accord.
2. Develop an Accord charter to help clarify membership roles.
3. Consider opening the Accord to other members.
4. Develop an action plan from the problem areas identified by the Accord members.
5. Police to consider analysing the Paihia licensed premises alcohol-related place of last drink.
6. Monitor and introduce violence-reduction initiatives to the Accord.
7. Consider helping with Crime Prevention Through Environmental Design (CPTED) and public place drinking initiatives.

PAIHIA ALCOHOL ACCORD FOCUS GROUP: PRIORITY AREAS FOR ACTION

Six members of the Paihia Alcohol Accord were interviewed and two others responded to the questionnaire by email, accounting for 60% of the average membership. The priority areas for action identified by the Accord members and in the Accord minutes were separated into environmental factors and Accord structure.

Environmental factors

1. Improve street lighting and add speed bumps to reduce speed.
2. Gang and dress code signage inside bars.
3. Encourage greater police attendance at call-outs, and follow up on unattended call-outs.
4. Lobby for more police presence in Paihia.
5. Promote food and non-alcoholic drinks.
6. Address drinking in public and in cars.
7. Address problem of people buying alcohol from off-licence premises then drinking in the park, as well as the lack of police to move them on.
8. Promote safety in the community, reducing violence.
9. Address noise control problems and abatement notice processes. Offer training to noise complaint officers.
10. Prevent intoxication and underage drinking.
11. Use joint trespass notices effectively.
12. Standardise closing hours for all premises – members recommend 1am closing – and set up further discussion on a closed door policy.

Accord structure

1. Set up media coverage on what the Accord is trying to achieve.
2. Accord membership: clubs, on-licence, off-licence, community, who should attend.
3. Establish relationships between licensees and police.
4. Improve the Bay's reputation – advertising for summer tourism should promote safe bars in Paihia.

The November 2008 accord workshop was attended by 15 members from the Paihia township. Attendees were asked to rank their priority areas for action, and below are those documented by the Paihia participants.

Paihia Alcohol Accord

Rank and problem-solve priority areas for action as identified by the Accord minutes and member feedback.

Paihia Priority issue for action	R a n k	How can the industry help?	What can the agencies do to help?	Who else could assist?	What is the most favourable outcome?
Police attendance	1	Lobby district commander Lobby local MPs Record all incidents Notify police of problem areas	Target problem areas Set up more liquor ban areas and increase signage Enforce liquor bans	Paihia Business Association Community Patrol	Reduction in violence
Noise control	2	Establish communication between licensees before complaints are made	Have the right equipment, set up proper training of officers, and liaise with premises	FNDC	Communication between council officers and licensees leads to increased understanding
Standardisation of closing hours	3	We in the industry need to get together with the community and discuss the issue for a viable outcome	Consider more than three bars to be open to 3am – equal playing field	Tourism industry DLA Police Community Business Association	Controlled, happy environment
Off-licence hours	4	Talk to licensees, have meetings – establish pros and cons of outcome	Enforce earlier closing hours for sale and supply in supermarkets and off-licensed stores	DLA Police Business Association	Less drinking in car parks and on beaches, and more police presence
Food provision	5	Talk to other licensees about what's working for them			All drinkers are tending to consume food as well as alcohol

PAIHIA ALCOHOL ACCORD LITERATURE REVIEW: EXECUTIVE SUMMARY

Demographics

Paihia has a fluctuating population owing to its seasonal tourist attractions. It is known as the gateway to the Bay of Islands.

According to the 2006 census, Paihia's population was 1,770 residents.

Paihia has a mature residential population, with 69% aged 40 years and over compared with 44% nationally.

Sixty-four percent of residents identify themselves as European and 23% as Maori^{xxxiii}.

Licensed premises

Summer is peak time for Paihia licensed premises, with the influx of the tourist dollar. The area has 50 licensed premises – the highest density of licensed premises per population count in the Far North. Eighty percent of the licensed premises have on-licenses; of these, 38% are restaurants and 32% hold tavern/hotel-type licenses^{xxxiv}.

Alcohol-related harm

Paihia is the only place in the Far North where alcohol consumed on a licensed premise before offending is the highest recorded alcohol problem for police. According to Police statistics covering 2007 to 2008 33% of offenders who consumed alcohol before offending had had their last drink in a licensed premises, with 31% at home or a private residence and 21% in a public place.

In the same timeframe, the Bay of Islands was reported to have the highest levels of extreme intoxication in the Far North, with 17% of all offenders exhibiting extreme levels of intoxication. However, this reportedly decreased by 10% in the same period the following year.

Recorded intoxication levels in Paihia are below the Far North average, with licensed premises reporting 12% extreme intoxication levels [among offenders?] between 2007 and 2008, followed by home-based extreme intoxication at 9%.

Paihia has two police officers at full capacity, and outlying stations assist if required. The officer in charge can be repeatedly called to incidents during the night. In 2007/08, alcohol-related offences were mainly drink-driving offences (40%), followed by drug and antisocial offences (21%) and violence offences (12%)^{xxxv}.

Accord establishment and processes

The Paihia Alcohol Accord was initiated by a general conversation between the local community constable and a long-established licensee in the area. The decision to trial one was agreed and the licensee contacted local tavern and hotel-type licensees.

The first Accord meeting was held on 6 November 2006, facilitated by a Kerikeri Police Sergeant with a background in liquor licensing who is also the co-ordinator of the Kerikeri Alcohol Accord. Six licensees attended. The Sergeant outlined the Accord benefits to the members, reiterating that the Accord was a forum for licensees as opposed to police. A number of initiatives were discussed, including combined trespass notices, ID checking, monitoring intoxication levels and a closed door policy.

The meeting was deemed worthwhile by the licensees, and meetings have been held monthly (with a few exceptions) since. The venue is one of the local taverns, in a conference room to avoid distractions.

The Paihia Alcohol Accord has a mission statement: "To create a safe and enjoyable environment within the

Hospitality Industry, while working with the Police, District Licensing Agency and Business Paihia to enhance the visitor experience in the general Paihia area”.

Licensees make up 77% of members, predominantly hotel, tavern and club licensees. Attendance is consistent, with 14 members at its peak and seven at its lowest. The members like the fact that the Accord is small. It means everyone gets their say and suggests that the members who do attend are committed to their businesses and the community. Agencies are represented by New Zealand Police and FNDC, with guest speakers invited when required to educate and problem-solve.

As at November 2007, the Accord had only been operating for 12 months, but had identified a number of issues and solutions, including:

Problems

- ❖ Noise complaints.
- ❖ Problem patrons.
- ❖ Gang paraphernalia.
- ❖ Community perceptions of alcohol and bars.
- ❖ Street lighting and speed on local streets.
- ❖ Lack of police enforcement.
- ❖ Drinking in cars and on streets.
- ❖ Violence and street disorder.

Solutions

- ❖ Noise presentation, closer alliance with noise control.
- ❖ Combined licensed premises' trespass notices issued.
- ❖ Consensus, no gang ID in bars, published in media.
- ❖ Media release, strong DLA/licensee affiliations and licensees pledge to keep premises' thoroughfares clean.
- ❖ An affiliation with the Business Association, which is already putting a case forward to FNDC.
- ❖ Licensees reporting all incidents of bar and street disorder to police, gathering evidence for an area-wide police operation by increasing enforcement.

Work in progress and discussion points

- ❖ Letter to FNDC or progression through the Business Association re speed bumps and street lighting.
- ❖ Gang and dress code signage.
- ❖ Media coverage on what the Accord is trying to achieve.
- ❖ Formal structure for Accord meetings, president, secretary etc.
- ❖ MANZ, Business Association and off-licensed premises and on-licensed premises not already attending, to attend Accord meetings. A standard letter produced to mail or hand-deliver.
- ❖ Size of the Accord, i.e. members would like Accord to stay small.
- ❖ All drinking in public and cars to be reported to police then reported through the Accord for a police operation.
- ❖ Advertising for summer tourism that bars in Paihia are safe.
- ❖ Clarification on Good Friday trading.
- ❖ Noise control problems and FNDC assistance.

Success factors

- ❖ Closed door policy – licensees are adopting this model and it appears to be running well.
- ❖ Industry card for closed door policy – industry members.
- ❖ LLA Judge Unwin's visit and intoxication training.
- ❖ Commitment and support from ALAC.

The chair of the Accord says, "Being the chair, I couldn't be happier; everyone has bought into the Accord and it has been a positive experience all the way."

PAIHIA ALCOHOL ACCORD MEMBERS' FEEDBACK: EXECUTIVE SUMMARY

As at April 2008, the Paihia Alcohol Accord had been functioning for approximately 17 months, consisting of an average membership of 10 members (as at December 2007). Eight members were surveyed, all having been with the Accord for nine months or longer.

They identified the Accord's role as being a forum to promote a safe and enjoyable environment within the hospitality industry and to promote tourism in the area, while working in close co-operation with New Zealand Police, the DLA and local residents and businesses.

Members said they had been motivated to attend for a variety of reasons, but most said there was a local police influence. When questioned on what they hoped to accomplish, they commented:

Members' aspirations

- Open communication: all talk in the same language and good for business.
- Initially it was to save my licence and to work with police on my licence.
- Not being in isolation – support – other licensees helping each other.
- Working together with police and hearing their voice.
- To see how the more experienced licensees did things and doing things to benefit everyone.
- Resolve problems as they arise.
- Reduce crime and crash results.
- Help to ensure a safer venue and along with other venues provide a safer and more law-abiding community environment.

Accord meeting processes and outcomes

Members were asked to comment on what was working well and what could be improved in the Accord.

Working well

- Monthly meeting is good.
- Notification of minutes via email is always good.
- Well run accord, greatly facilitated by the chairperson.
- If I can't attend its good that I get the minutes by email, then I'm aware of the next meeting.
- Monthly meetings are good so everyone can keep their hand in and deal with problems.
- Police and licensees speak in an honest and outspoken manner and gain feedback.
- Support and back-up.
- You can get as active in the Accord as you want to.

- Feeling more in control in the community, for example if someone gets banned from a bar word gets around so we don't have to wait for trouble to come to us.
- Keeping people on their toes as we can get a bit lax on it at times.
- The opportunity to understand problems in different areas.
- The meetings are very free flowing and you can just say what is on your mind, without being worried about offending others.
- Some joint objectives have been achieved.
- Working closely with the Business Association.
- The Accord has worked because it has brought everyone together in the one place and we have never been able to do that before.

Could be improved

- Most were happy with how the Accord was working.
- A closer relationship and better understanding between licensees and police.
- External factors are difficult to change, e.g. more police are urgently required but this is something Accord members feel they cannot change as it requires commitment and resources from the Government.
- Could do better with communicating with external stakeholders.
- Police dominate the meeting. If the police were not at the meetings people would be a bit more open and feel able to thrash out the problems a bit more.
- Retired people with more time on their hands could help with being more active in meetings and help the Accord, like getting things moving as they still have a lot to offer the community.
- It comes to what we expect of the police and what the police expect of us and we cannot make much headway with the police because they are so under-resourced and there are not enough. They are obviously willing but they do not have enough staff.
- There are not enough police to implement and enforce changes required. This opinion was expressed by many Accord members.
- Everyone is a willing participant and is happy with small achievements; however, only individual efforts are solving problems. For example, everyone in the Accord is addressing under-ages and intoxication; unfortunately there have been no group initiatives.
- Nothing happens quickly and the same things keep coming up.
- A spokesperson could help with an active role within the Accord.
- Lot of talk and not much getting done and it's not just up to the bar owners. Would be nice to take on more active role and pursue solving problems but are limited by time and resources.
- It's hard to put an apology in if you cannot make it to the meeting, as it's difficult to get hold of any staff at the Road Runner at 10 in the morning.

Accord participation

Members were asked to comment on the Accord's community component and whether the right people were attending.

Community

Paihia meetings are not open to the public and are invitation only. According to one member, "A unanimous vote was taken and the outcome was that the meeting should not be opened up to the community." Furthermore, "Our meetings are working well in the unstructured format that we have...[however] we are all quite scared that somebody like ALAC is going to come in with a whole lot of bureaucratic stuff and try to move in and all we wanted was to look after each other". Some members believe that the police represent the community.

Other members believe that it should be an open forum and advertised to improve participation. One member suggested that a retired person or a spokesperson representing the community should attend and could help in its running and implement solutions to problems identified. Another member stated, "One or two people from the community would be a good thing as it is a neutral environment for discussion with community", and another stated "Having a closed invitation-only meeting is not good. Restaurants are not invited and I thought it was about sharing ideas and problems in the community".

Overall membership

Most members considered that the right people were attending with the addition of a couple of bars. However, some said other people who want to attend should be able to.

Training and resources

Members said they were pleased to have ALAC and HSI training.

Identified training needs

- Effective training of noise control officers.

Training comments

- Working with ALAC so far has been great.
- ALAC training is good. Amazed that bar owners could not find one staff member to turn up at ALAC training as it is so beneficial.

Some of the ALAC training has been poorly attended. When asked why, members commented:

- High staff turnover
- Staff already well trained
- Difficulty in getting numbers together with minimum participation levels
- Training offered in February and March; not suitable as it is peak season
- Difficulties getting staff there on shift work.

Resources

- There needs to be more effective FNDC participation and more resources.

- More lighting required in town, and address problems with main road being a drag strip.

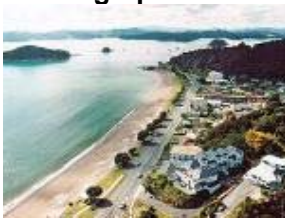
Possible Accord focus areas for 2008/2009

Members were asked about the areas on which they would like the Accord to focus in the next year.

- Do not blame each other but look for solutions together.
- Promotion of food and non-alcoholic drinks and reducing drink-drivers.
- Promoting safety in the community. This comes back to resources.
- Establishing better relationships between licensed premises and police.
- Focus on preventing intoxication and underage drinking.
- Improve the Bay's reputation because it has taken a knock.
- Lobby for a greater police presence in Paihia.
- Promote effective training of noise control officers.
- Encourage effective FNDC participation.
- Joint trespass notices.
- Our vision is the same in that we want to work side by side with the police.
- Concerns about violence around the town, but I believe they are dealing with that.
- Safety and lack of it in the community comes back to a lack of resources.
- Communication and relationship with us (on-licence) and with the police.

PAIHIA ALCOHOL ACCORD: CONTEXT

Demographics



Paihia has been likened to the jewel in the magnificent Bay of Islands crown. It has a fluctuating population owing to its seasonal visitations and position as the "gateway to the Bay of Islands".



Paihia recorded a population of 1,770 in the March 2006 census, a 4% decrease on the 2001 census. The population mix differs from other areas within the Far North, with 64% identifying themselves as European and 23% Maori. Paihia also has an older population blend, with 69% of the population aged 40 years and over, compared with 44% nationally.

The median income for families in private occupied dwellings in Paihia was \$46,800 compared with \$59,000 nationally. The main sources of income in the area are:

- 33% wages, salary, commission and bonuses
- 20% self-employment or business

- 20% interest, dividends, rent or other investments
- 22% government benefits^{xxxvi}.

Licensed premises

The Paihia area recorded 50 licensed premises as at 30 October 2007. Of those, 80% were on-licensed premises, 18% off-licensed premises, and 2% club licences. The table below categorises the licensing types^{xxxvii}.

Category	Club	Off-licence	On-licence	Total
Bottle store		2		2
Caterer off-licence		2		2
Chartered club	1			1
Conveyance			3	3
Grocery store		3		3
Hotel		2	5	7
Restaurant			19	19
On-licence sports facility			1	1
Tavern			9	9
Tourist house			3	3
Total	1	9	40	50

Table 7 Paihia licensed premises by category type

Paihia has dropped four licences (two off-licences and two on-licences) in the past 18 months^{xxxviii}.

Alcohol-related offending in the Paihia area between October 2006 and April 2007

Between October 2006 and April 2007, the Bay of Islands reported a 26% increase in alcohol-related offending on the same period the previous year. Paihia processed 108 offenders in the same period, recording the most diverse statistics of the Far North.

Paihia is the only area in the Far North to have offenders drinking in licensed premises before their offending as its main problem area.

- Thirty-three percent of offenders reported drinking at a licensed premises before offending, compared with home based at 31% and public place at 21%, a 9% increase on the previous year
- Males are the main offenders, with peaks at ages 18, 19, 26 and 32 years.
- Maori make up 52% of offenders, followed by Europeans at 38% and Pacific Islanders at 4%.

Offenders exhibiting extreme levels of intoxication decreased by 10% in the Bay of Islands compared with the same period the previous year.

Paihia recorded the highest level of intoxication at 28% among offenders who reported having consumed alcohol at a public place before offending. This was followed by 12% at licensed premises and 9% at home.

In the six-month period, 141 offences occurred. Of those:

- 40% were drink-driving offences
- 21% were drug and antisocial offences
- 12% were violence offences^{xxxix}.

Accord establishment

The Accord's establishment was triggered by a casual conversation between the local community constable and a licensee. The licensee has a background of 20 years in the industry, setting up events such as the Jazz and Country and Western festivals in the Paihia area. The constable said, "Ross, I hear you're starting up an alcohol accord."

Selected licensees from mainly hotel/tavern-type licences were invited to attend the first meeting, held on 8 November 2006. Sergeant Masters (Kerikeri police) explained the workings of the Accord to the six licensees, outlining the benefits and emphasising that the forum was for licensees and any issues that could impact on their business, including police.

Matters arising

- Trespass notices for reoccurring problem patrons.
- Staff to check IDs of people purchasing alcohol.
- Managers need to bring staff up to play on what an intoxicated person is and monitor clientele to ensure intoxicated persons are not served alcohol and are removed from the premises.
- Closed door policy.

The meeting was deemed worthwhile and a second meeting was scheduled for December 2006.

Accord membership

The Paihia Alcohol Accord membership has a healthy representation of licensees, who make up 77% of attendees. Most licensees are from hotel/tavern-style licences along with larger club licences. The number of attendees ranges between seven and 14. Agency representation includes New Zealand Police and FNDC, with guest speakers invited when required to educate or problem-solve. There is little NGO representation.

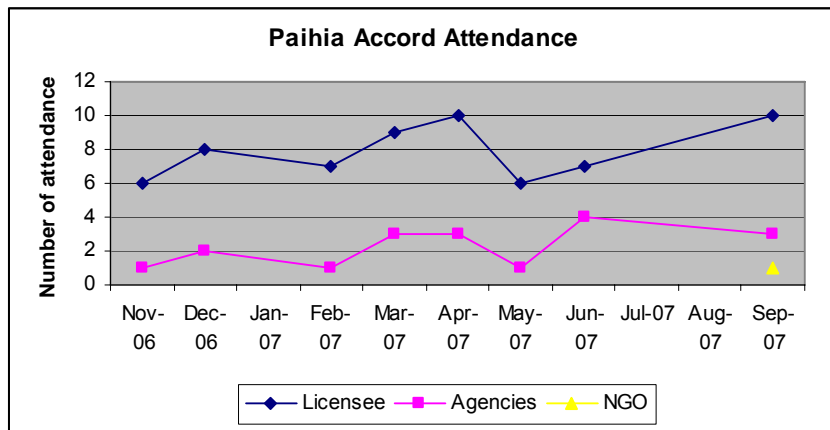


Figure 11 Paihia Alcohol Accord membership

The current licensee membership includes: Nine Cafe Restaurant and Bar, Saltwater Bar, Pipi Patch, Toast Wine and Cocktail Bar, Lighthouse Tavern, Roadrunner Tavern, Cruza Bar, Sandpit, BOI Swordfish Club and Paihia Ex Servicemen’s Club.

Accord process

Chair – the same person has been chairing the meeting from the beginning. He says, “Being the chair, I couldn’t be happier; everyone has bought into the Accord and it has been a positive experience all the way.”

Venue and frequency – meetings are held monthly in the Roadrunner conference room to alleviate distractions.

Meeting process and minutes – the previous minutes are read. A guest speaker may address the group. General business is addressed. Every member is asked to contribute any points to the discussion.

The minutes are a comprehensive and informative record of discussions. Paying someone to do this was discussed but no-one was found. A licensee who has sold his licensed premises business volunteered to record the minutes.

Notification – people are notified of the meeting a week prior via email. A reminder is generated the day before the meeting. All minutes are documented and emailed to members.

Tasking of required action – there is commitment from all members attending the Accord, so when tasks are required, members offer to respond. Required actions are recorded in the minutes and reported back on at the following meeting.

Accord factors – licensees are in business to make money. They will comply with the DLA. There is considerable respect from licensees and it was said, “Police and council are brilliant to work with”.

Accord minutes

The following information was extracted from the minutes:

Mission statement – to create a safe and enjoyable environment within the Hospitality Industry, while working with the Police, District Licensing Agency and Business Paihia to enhance the visitor experience in the general Paihia area.

Area issues raised:

- Dress code and gang colours, patches etc
- Noise complaints
- Problem patrons
- Community perception – alcohol and licensed premises to blame for town problems
- Speed and noise
- Lack of police in Paihia and liquor ban enforcement
- Groups of people drinking in cars
- Street lighting
- Restaurants opening as bars and fire station licences
- Formal structure for Accord meetings: president, secretary, etc
- Police convey violence incidents. People safer in bars than on streets
- Police policing bar closures but not people drinking in cars over Easter
- Licensee states Alco-link information unfair – he is the last one open at the end of the night
- Large capacity numbers in bars spilling on to the streets
- Some premises trading over Easter. Police to act on complaints
- Taking of minutes a shared responsibility
- Closing down of a licensed premises on Good Friday
- People buying alcohol elsewhere then going to premises intoxicated and bars being punished
- Why should Paihia close early when other towns in Northland have later licences?
- Car park closure good for alleviating problems at the Lighthouse Tavern but problems have moved to other areas. Acknowledged by police.

Discussions and information exchange:

- Discussions over Easter trading
- Closed door policy and the implications
- DLA pushing for 1am closing

- 111 system and police attendance
- Advertising and the rules on advertising drink prices
- Brewery promotions
- Local festivals
- Voluntary community patrolling
- Party pills, LLA decision and associated concerns
- Licensed premises visits and intoxication
- Closed-circuit television instalment and updates
- ALAC monitoring sessions and invites distributed
- LLA Judge Unwin coming to Northland and opportunity to ask questions
- CPO results and reminders to licensees
- Taggers and car thefts
- Fraudulent or suspended IDs
- ALAC website for training notes, information etc.

Guest speakers:

- Whangarei District Council – noise control and abatement notices
- ALAC project manager – discussion on role, resources, intoxication
- Northland Health Technical Officer – smoke-free legislation and host responsibility
- HSI representative – outlined managers certificate training course.

Affiliations:

MANZ, Business Association, Residents and Ratepayers Association.

Policy issues where legislation doesn't permit:

- Police: why not issue instant fines for breach of liquor ban?
- Supermarkets, no host responsibility, selling at low prices encouraging excessive consumption.

Accomplishments:

- Mission statement created
- Membership agreement that gang colours or paraphernalia not acceptable in Paihia. Licensees advised how to deal with this problem
- Joint trespass notices created for the Paihia area and training to licensees on what was needed and how to issue notices

- Licensees in agreement to clean outside premises at both opening and closing to take responsibility for cleanliness of the area
- Accord member spoke at a meeting with the Business Association. The Accord was asked to be a sub group of the Association, but declined
- Closed door policy taken on at one bar, which is working well
- Door cards to entitle members of the liquor industry entry to the bar hosting the closed door policy.

Discussion points and work in progress:

- Letter to FNDC or progression through the Business Association re speed bumps and street lighting
- Card created for industry workers to move between bars for closed door policy
- Gang and dress code signage
- Media coverage on what the Accord is trying to achieve
- Formal structure for Accord meetings: president, secretary, etc
- MANZ, Business Association, off-licensed premises and on-licensed premises not already attending, to attend Accord meetings. A standard letter produced to mail or hand deliver
- Membership to include door and bar staff
- Size of the Accord, i.e. members would like Accord to stay small
- All drinking in public and cars to be reported to police then co-ordinated through the Accord for police operation
- Street lighting and Business Association
- Advertising for summer tourism, bars in Paihia are safe
- Clarification on Good Friday trading
- Employing someone to take minutes for the Accord meetings
- Noise control problems and council assistance.

PAIHIA ALCOHOL ACCORD: MEMBERS' SURVEY RESULTS

As at April 2008, the Paihia Alcohol Accord had been functioning for approximately 17 months, beginning in November 2006. Average membership, as at December 2007, was recorded as 10 members per meeting.

Eight members of the Accord were surveyed, all of whom having been with the Accord for nine months or longer. They belonged to the following industries:

- Five on-licence

- One club licence
- Two regulatory agencies.

They identified the Accord's role as being a forum for:

- Licensees focused on dealing with local issues
- Spreading drink-driving statistics
- Encouraging the hospitality industry to work together to benefit the community
- Liaison between police and the licensed premises to benefit the community
- Supporting licensees as well as working together to stem problems that arise
- Facilitating staff training
- Promoting a safe and enjoyable environment within the Hospitality Industry and promoting tourism in the area, while working in close co-operation with New Zealand Police, the DLA and local residents and businesses.

The licensees attended the Accord for a variety of reasons, but most said there was a local police influence. One member said, "Mark Caswell, the local cop at the time, asked if I was going to start up an accord. There are still a couple of licensees that are resistant to coming along. But everyone else has come on board, boots and all. It's been really good." The members interviewed said that, through attending, they hoped to accomplish:

- Open communication
- Resolve problems as they arise
- Reduce crime and crash results
- Gain support from other licensees
- Working together with police and hearing what they have to say
- To see how the more experienced licensees do things and to do things that are beneficial to everyone
- Help to ensure a safer venue and along with other venues to provide a safer and more law-abiding community environment
- To actively promote a safe and enjoyable environment within the Hospitality Industry and to promote tourism in the area, while working in close co-operation with New Zealand Police, the DLA and local residents and businesses.

Accord process

The members were asked to rate the Accord's processes:

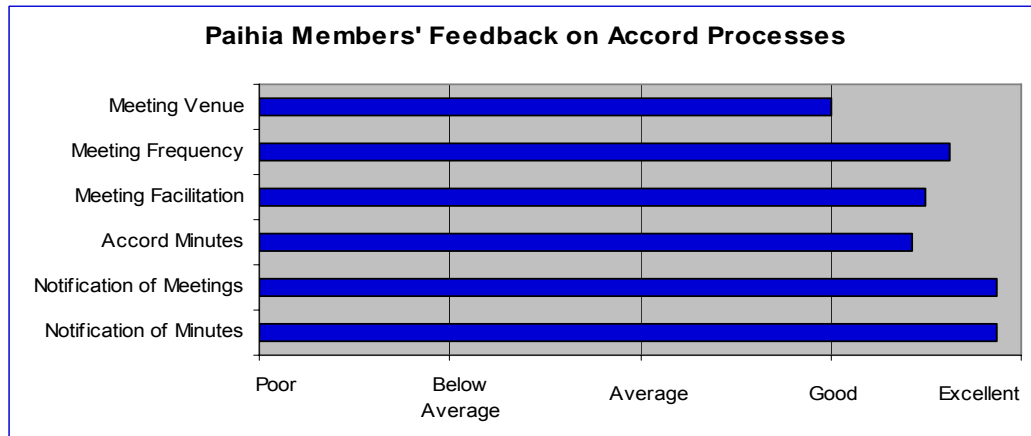


Figure 12 Paihia members' feedback on Accord processes

They made the following comments:

- Monthly meetings are good
- Notification of minutes via email is always good
- Well run accord, greatly facilitated by the chairperson
- Hard to put an apology in if you cannot make it to the meeting as it's difficult to get hold of any staff at the Road Runner at 10 in the morning
- If I can't attend the meetings it's good to get the minutes on my email with notification of the next meeting date
- Monthly is good so everyone can keep their hand in and deal with problems.

What's working well?

Members identified the following components of the Accord as working well:

- The support and back-up
- You can get as active in it as you want to
- Feeling more in control in the community, for example if someone gets banned from a bar word gets around so don't have to wait for trouble to come to us
- Liaison between law and licensees
- Keeping people on their toes as we can all get a bit lax on it at times
- Understand problems in different areas
- Free-flowing meetings, you can say what's on your mind, without being worried about offending others
- Some joint objectives have been achieved
- Working closely with the Business Association

- The opportunity for police and licensed premises to communicate in an honest and outspoken manner and gaining feedback
- The Accord has worked because it has brought everyone together in the one place and we have never been able to do that before.

Community participation

Paihia meetings are not open to the public and are invitation only. According to one member, “A unanimous vote was taken and the outcome was that the meeting should not be opened up to the community.” Furthermore, “Our meetings are working well in the unstructured format that we have...[however] we are all quite scared that somebody like ALAC is going to come in with a whole lot of bureaucratic stuff and try to move in when all we want is to look after each other”. Some members believe that the police represent the community.

Other members still believe that it should be an open forum and it should be advertised to improve participation. One member suggested that a retired person or a spokesperson representing the community should attend and could help in its running and implement solutions to problems identified. Another member stated, “One or two people from the community would be a good thing as it is a neutral environment for discussion with community” and another stated, “Having a closed invitation-only meeting is not good. Restaurants are not invited and I thought it was about sharing ideas and problems in the community”.

Accord outcomes

Members of the Paihia Alcohol Accord were asked to rate its outcomes:

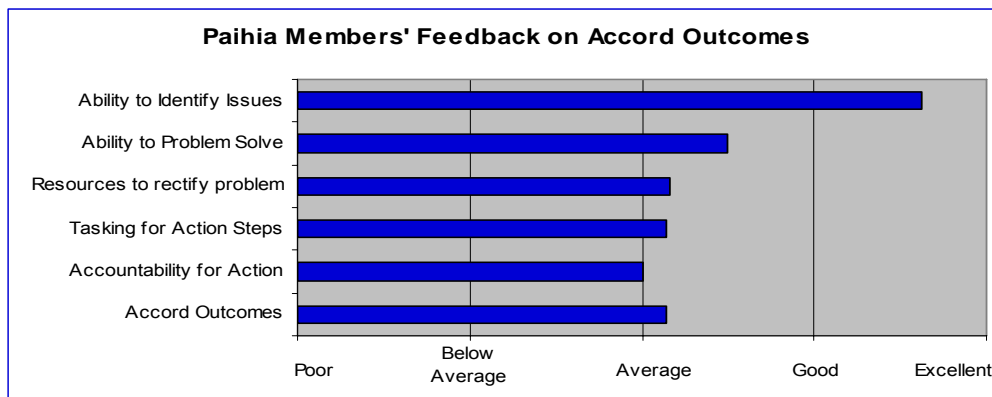


Figure 13 Paihia members' feedback on Accord outcomes

They commented:

- Outcomes are poor. There are not enough police to implement and enforce changes required. This opinion was expressed by many Accord members
- The Accord does not work as well with new police representative, so we have lost a bit of direction
- We are still learning – Graeme is great. If he says he is going to do something then he will do it – he's pretty straight up

- Everyone is a willing participant and is happy with small achievements; however, only individual efforts are solving problems. For example, everyone in the Accord is addressing under-ages and intoxication. Unfortunately, there have been no group initiatives
- Nothing happens quickly and the same things keep coming up
- A spokesperson could help with an active role within the Accord
- Everyone wants more police officers and better lighting in certain places around town, but as far as outcomes goes there are a lot of things that we wish were better but we have not been able to change
- Drinking in the park after purchasing alcohol in wholesalers is a problem, as no police to move them on
- Main road in Paihia is like a drag strip and we are limited to what we can do about it, nor do we have resources from the council
- Lot of talk and not much getting done and it's not just up to the bar owners. Would be nice to take on more active role and pursue solving problems but are limited by time and resources.

Training and resource needs

Members were asked to identify training or resource needs and comment on what would most benefit the Accord:

- Working with ALAC so far has been great
- ALAC training is good. Amazed that bar owners could not find one staff member to turn up at ALAC training as it is so beneficial
- Had to ring around other bars to get staff on board for training because they have a minimum participant level. It's good because it is subsidised and we have a high turnover of staff, which can get expensive
- Reasons for lack of attendance at ALAC training offered were: high staff turnover, staff already well trained, difficulty in getting numbers together with minimum participation levels, training offered in February and March not suitable as it is peak season, and difficulties getting staff there on shift work
- There are more resources required for police to enforce laws
- Effective training of noise control officers
- There needs to be more effective council participation and more resources. More lighting required in town and addressing problems with main road being a drag strip.

Are the right people attending the Accord?

Most members considered that the right people were attending, with the addition of a couple of bars. However, some thought other people who want to attend should be able to.

Unintended or negative outcomes

The general consensus was that no unintended or negative outcomes had developed owing to their being members of the Accord. One member stated "Even though a meeting can get quite volatile, it's good

because everyone puts their viewpoint on the table.” Another member stated, “We have never in the past 22 years had to have attendance to our club by the police, but since the start-up of the Accord the police have been visiting. Our hand was forced to put in a doorman at a cost to all our members but this turned a negative into a positive as it built our awareness up and I suppose we police the issue of members signing in with more care and vigilance, as we used to rely on bar staff as to who was allowed into the club, but they can get busy at peak times.”

Accord improvements

Members were asked to comment on improvements required within the Accord:

- Most were happy with how the Accord was working
- A requirement for a closer relationship and better understanding between licensees and police. The Accord does not work as well as it used to. We have lost a bit of direction
- External factors are difficult to change, i.e. more police are urgently required but this is something Accord members feel they cannot change as it requires commitment and resources from Government
- We could do better with communicating with external stakeholders
- Police can sometimes dominate the meetings. If the police were not at the meetings, people would be a bit more open and feel able to thrash out the problems a bit more
- Retired people with more time on their hands could help with being active in meetings and help with the Accord, like getting things moving, as they still have a lot to offer in the community
- For what it deals with, they are dealing with issues that are all local and current
- Closer working relationship with police even though we (licensees) have not got a bad relationship with them, but change of personnel has made a bit of a difference. Things are not as good as they were
- It comes down to what we expect of the police and what the police expect of us, and we cannot make much headway with the police because they are so under-resourced and there are not enough. They are obviously willing but they do not have enough staff.

District licensing personnel awareness

- Members were aware of their district licensing personnel; one member stated they had little contact with Northland Health and that John from the FNDC is great.

Accord focus for 2008

Accord members were asked about the areas on which they would like to focus in 2008. The following comments are in no particular order:

- Do not blame each other but look for solutions together
- Promotion of food and non-alcoholic drinks and reducing drink-drivers
- Promoting safety in the community; this comes back to resources
- Establishing better relationships between licensed premises and police
- Focus on preventing intoxication and underage drinking

- Improve the Bay's reputation because it has taken a knock
- Lobby for a greater police presence in Paihia
- Promote effective training of noise control officers
- Encourage effective council participation
- Issuing of joint trespass notices
- Our vision is the same in the respect that we all want to work side by side with the police
- Community safety – concerns about violence around the town but I believe they are dealing with that
- Standardising closing hours for all premises: recommend 1am closing. Further discussion regarding a closed door policy may be required.
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Additional comments made by members
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Social

- Paihia has changed since the Lighthouse Tavern change of ownership. People do not feel safe going out at night any more.
- Closed door policy was not adhered to and it will not be from now on.
- The noise control laws are unreasonable and draconian.

Policing

- Door staff are expensive and police response can be poor. Closed door policy is not working in some cases.
- The thing that I have noticed lately is that one is blaming the other. For example, at the other meeting the police are saying you have got to do this and this and this and the bar owners say we can only deal with the problem on my premises, as we would get in trouble with the police otherwise. So it seems it is a problem with what the police expect of you, because once a person walks out of your premises, whatever they get up to, you cannot blame the bar... this to me is the biggest issue and it seems to be coming up all the time at the meetings and getting louder and louder, which comes back to resources, which means there are not enough police.
- People don't feel safe going out at night in Paihia because it has changed since the last owners of the Lighthouse Tavern and there are younger people coming here and owning businesses who like the lifestyle and think they can make a dollar here but the drugs and the violence don't make it all ticketty-boo.

Legislation and policy

- Notice abatement – issued immediately policy re abatement.

Accord and liquor licensing

- We all talk about the closed door policy and the gang patches and I have been quite impressed by the input.

- After Christmas/New Year everyone is tired and grumpy and staff are hard to motivate. People can be a bit negative – the dollars are not as good as everyone was expecting.

Accord members were asked to rate their opinions of the group's ability to function in the following areas:

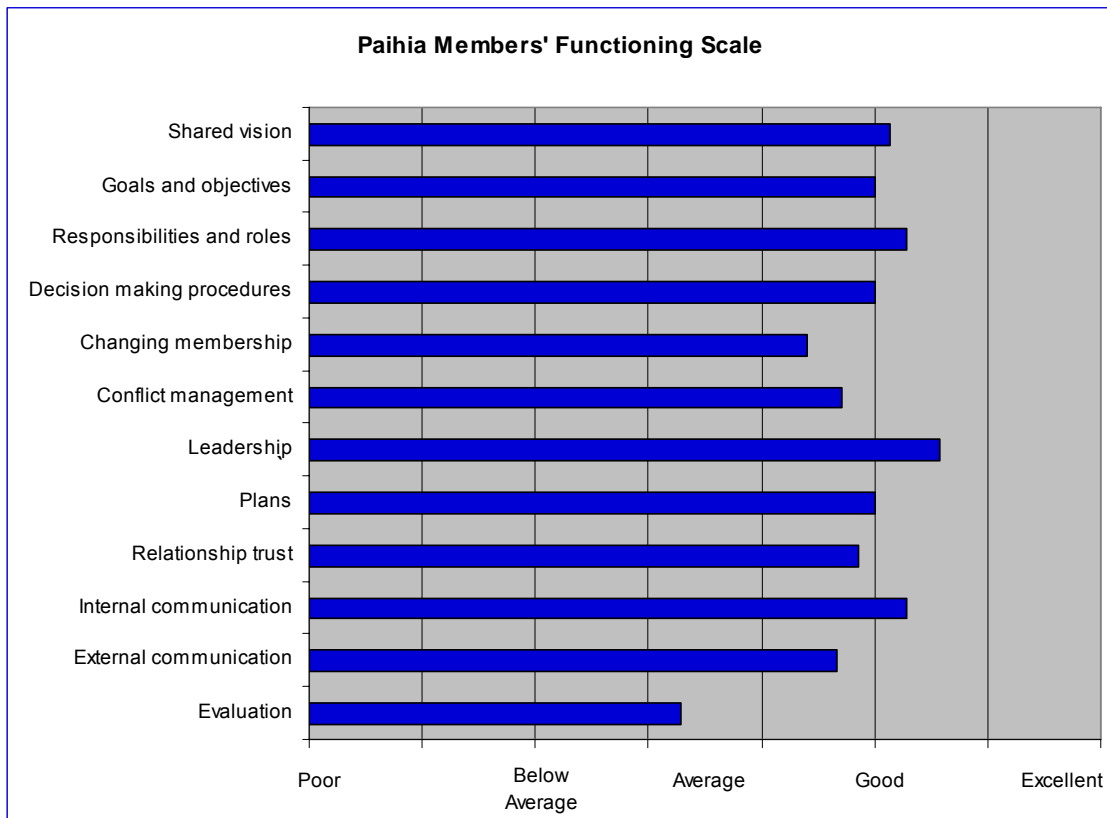


Figure 14 Paihia members' functioning scale

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