



# Gore

## District Council

# GORE DISTRICT ALCOHOL STRATEGY

Adopted by the Gore District Council, 27 October 2009



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Glossary of Terms

ACC	Accident Compensation Corporation
ALAC	The Alcohol Advisory Council of New Zealand
CNT	Community Networking Trust
CPO	Controlled Purchase Operations
CPTED	Crime Prevention through Environmental Design
CPU	Crime Prevention Unit
GDC	Gore District Council
GDLA	Gore District Licensing Agency
LLA	Liquor Licensing Authority
MLT	Mataura Licensing Trust
PHO	Primary Health Organisation
PHS	Public Health South
SDHB	Southland District Health Board
YATA	Youth Access to Alcohol

## 1. Gore District Alcohol Strategy



### Goal:

*To encourage a community that works together to reduce the harm to people and property from alcohol misuse and fosters responsible drinking through a mix of preventive and treatment measures for people of all ages.*

### Contents

### Foreword

The society we inhabit while advanced and sophisticated, faces many challenges, not the least of which is the over use and abuse of alcohol. The Gore District Council recognises the relevance of this issue to its community's wellbeing and has embarked upon the formation of a focused strategy. First, to identify the particular points within our community where the challenge lies and then to develop the tactics and tools needed to alleviate both the symptoms' and root cause which poor management and choices brings.

The Council has been very fortunate to have had access to, and the co-operation of, a wide range of key community stake holders who have helped guide the formation of this strategy to its completion. I thank them for that input.

The Ministry of Justice, through its Crime Prevention Unit, has provided both financial and professional support throughout and I thank the Unit very much for that.

I anticipate and hope that the actions and discussions, both within the Gore District and beyond its boundaries following the publication of this document, will lead to a community which is safer and more pleasant for all inhabitants.

I look forward to both observing and taking part in the changes as they take place.

Tracy Hicks JP  
**MAYOR OF GORE DISTRICT**

**October 2009**

## **2. Acknowledgements**

This report was made possible by financial and professional support from the Crime Prevention Unit of the Ministry of Justice who approached the Council in 2006 about developing this strategy.

The Gore District Council acknowledges the assistance of an advisory group, to support and advise on the development of the strategy. Representation included the following:

### Gore District Council

Steve Parry, Chief Executive Officer  
Frances Cowan, Liquor Licensing Officer  
Cr Laurel Turnbull

### Community Networking Trust

Jill Ware  
Rachel Eyre

### Gore Police

Sgt Craig Sinclair  
Snr Sgt Steve Gregory

### Public Health South

Ann Fowler

### Gore Counselling Centre

Bruce Wilson

### ACC

Nicola Miller

### ALAC

Tuari Potiki

### Child Youth and Family

Kaye Dickison

### Work and Income

Stephen Sanders

### Crime Prevention Unit

Debbie Ferrere

### Mataura Licensing Trust

Mark Paterson

### Victim Support

Diane Johnstone

### Kai Tahu

Taare Bradshaw

### Southland DHB

Jo Oxley

**The Council would also like to thank the following additional people who took part in interviews:**

- Louise Gray, Youth Aid Officer, Gore Police
- Karen Goffe, Public Health South
- Rochelle Waikato, Youth worker
- Tom Banks and Avis Owen, Salvation Army
- Dr John Grant, Gore Health
- Tracey McDonough, Gore Health
- Susan Dennison, Gore and Districts Principals Association
- Mary Takarua, Gore and Districts Counselling Centre
- Eoin Crosbie, Maurice Murrell and John Grogan, Gore High School.
- Taare Bradshaw, Terry Stott, Hokonui Runanga
- Anne Meffan, Work and Income
- Clive McArthur and Jenny Woods, Adventure Development
- Vicky McIlrea and Anna Davidson, West Otago Health Centre
- The Managers and licensees of bars and restaurants who attended the focus group interview.
- The players of the Pioneer under 19 Rugby team who were interviewed.
- The Year 12 and 13 boarders at St Peter's College who were interviewed.

Although the Gore District Council has initiated this strategy, its intended audience is the wider community as well as the Council. In addition, the actions and recommendations are directed at the Council, other Government organisations and community groups.

The Gore District Inter Agency Strategy Advisory Group held its inaugural meeting on 17 October 2006. The issues discussed at that time were quite generic and not informed by any community research. Then the Gore Police reported that in a number of ways there had been significant improvements in the community alcohol related problems. The removal of the centre parks from Gore's Main Street in the mid 90s was cited as being successful in reducing late night problems from intoxicated youths.



### **3. INTRODUCTION**

#### **3.1 How the information was gathered**

Face to face interviews have been held with 28 people (21 sites) from key stakeholder organisations. These people are listed above. The questionnaire is attached in Appendix 1

Focus group interviews were also held with a group of eight managers and staff of bars, hotels and restaurants, members of the under 19 Pioneer Rugby team after one of their practices and a group of senior boarders from St Peters College.

The information from the face-to-face and focus group interviews was collated and analysed for this report.

A literature review of other local and national strategies, reports, papers and other information was then carried out.

#### **3.2 Why develop an alcohol strategy?**

- (1) In partnership with others, the Council wishes to develop a set of actions to make the district a safer place for all its citizens. Consequently, through the actions proposed, the strategy will also enhance relationships and cooperation between a whole range of agencies with an interest in alcohol-related issues.
- (2) The strategy is also a response to community concern about alcohol-related harm in Gore. Recent headlines such as “Alcohol fuels teen trouble” and “Alcohol level highest he could recall: Judge” have reflected people’s recent concerns. The ‘public face’ of harm from alcohol is seen in places like the Emergency Department of the hospital in the weekends, and the courts but there are other ‘hidden costs’ such as alcohol’s role in a whole range of illnesses – some cancers, mental illnesses, as well as during pregnancy. What is already known is that alcohol misuse is a complex problem throughout the country. To solve it there is no one thing that is a ‘quick fix’ but a range and mix of actions carried out by different groups is needed.
- (3) The Council is responsible for a number of planning, regulatory and enforcement functions which can influence alcohol use including:
  - granting and issuing liquor licenses (through the Sale of Liquor Act);
  - planning and policy activities that includes matters such as zoning and liquor outlet density (through the Resource Management Act); and
  - passing and enforcing bylaws to protect the public from nuisance, to maintain public safety and to minimise the potential for offensive behaviour in public places (through the Local Government Act). The Council also has wider responsibilities under the Local Government Act 2002 which require local authorities to “play a broad role in promoting the social, economic, environmental, and cultural well-being of their communities”

A consistent and co-ordinated approach across these functions through this strategy is likely to improve efficiency and effectiveness when dealing with alcohol related issues in the district.

- (4) The development of this strategy also grows out of the interest of local government New Zealand (LGNZ) and the Alcohol Advisory Council of New Zealand (ALAC) in wanting to see “councils and communities...think about alcohol as a local social issue...-and to seize opportunities for a more proactive approach to current council responsibilities” (p 3. “Planning for Alcohol in the Community - Local Government Toolkit” ALAC, June 2005.)

This strategy has been specifically written for the Gore District and responds to the problems and issues identified. We can also not discuss our own situation and attitudes to alcohol in 2009 without considering the historical context. Prohibition which was introduced in the area in 1902 only ended in 1954. (“After Moonshine: The first 50 Years”, Write Answers). The years of making ‘Moonshine Whisky’ are commemorated at the Gore Heritage Precinct and also at the annual Moonshiners Festival.

Finding a balance between the needs of the community and the business interests of the entertainment/hospitality market is not always easy. Well organised and properly managed bars, clubs and restaurants provide life and vitality to our communities. However the boundary is crossed when consumption becomes excessive and abuse occurs. It is these situations where actions recommended in this strategy can help deal with the problem.

There is now an opportunity to bring all the issues together and for the Council as facilitator and incubator of ideas to lead this work as it has a pivotal role in promoting civic safety.

### 3.3 The Alcohol Strategy and other Policies

This strategy is written within a context of other policies that have been developed in Gore and nationally. These include:

The Gore District Council’s Long Term Council Community Plan (LTCCP)

This plan’s vision is “to provide an environment that allows people to enjoy the lifestyle and culture of their choice.” The alcohol strategy relates to the community outcomes of:

*lifestyle and culture* - “We have a choice of quality places to go and things to do”

*economy and employment* - “We have a business-friendly environment in which to operate.”

*law and order*— “We have public places safe for children and families.”

*health and wellbeing*— “We are able to live healthy lifestyles.”

*leadership*— “Decisions are progressive, forward-looking and robust.”

*environment*— “We have an environment protected from the negative effects of human activities.”

*education and training*— “We have a culture of continuous learning.”

(see appendix 2)

#### The Gore Community Action Plan

This is the second phase of the Ministry of Social Development’s local service mapping project in Gore. Four priorities were identified in phase one. They are:

- Enhance parent education and in-home support
- Improve income levels for Maori



- Promote healthy lifestyles
- Boost youth opportunities

The plan is a comprehensive and detailed set of actions, players and outcomes. In the community action plan the alcohol strategy is linked to all 4 priorities.

Other actions described in the community action plan that will contribute to the alcohol strategy's goal include:

A directory of social services, a web site for youth, a youth council, suicide prevention project, a brief intervention pilot (mental health), a social worker at Matura School.

#### Youth Development Report

In this report by Karen McCauley (June 2006) a culture of alcohol and drugs is highlighted. "Socialising without alcohol for some youth is a foreign and unacceptable concept. There is also huge pressure to sober drive which often leads to younger teens being drawn into this culture and being in trouble with the law."

In response to the question "What do you normally do in the weekends?" the highest scoring reply was 'alcohol and substance use'.

#### National Drug Policy

This Ministry of Health document sits under the NZ Health Strategy and the National Drug Policy. It focuses on minimising alcohol-related harm to individuals, families and society.

#### National Alcohol Action Plan (Police)

This plan highlights the most significant areas where Police efforts can impact positively on alcohol-related problems, outlines priorities for action, and sets some challenging targets to work towards.

### 3.4 The Role of the Council

3.4.1 - The Council addresses issues related to alcohol through its licensing functions, which control the establishment and renewal of liquor licences and the monitoring of licence holders. Council has its own policy in regard to these functions. The Liquor policy came into being in July 2003. The Policy provides guidelines for the District Licensing Agency, applicants and other interested parties on all aspects of the liquor licensing process. It provides an integrated and coherent framework for the Council to exercise its licensing role consistent with its wider legislative responsibilities. It may be that the Liquor Policy may be reviewed if it becomes obvious that there are inconsistencies between the policy and the proposed Alcohol Strategy. (see 'Actions' below)

3.4.2 - There are 44 liquor licences comprising 12 on licences, 12 off licences, and 20 club licences managed by the Gore District Council DLA.

The Sale of Liquor Act 1989 gives responsibility for the issuing and renewal of (uncontested) liquor licences to local authorities, as District Licensing Agencies. The Act requires them to "establish a reasonable system of control over the sale and supply of liquor to the public with the aim of contributing to the reduction of liquor abuse, so far as this can be achieved by legislative means"

3.4.3 - Apart from its regulatory role, which is being addressed principally through the DLA Liquor Policy, the Council has a **planning** role. The Resource Management Act 1991 entrusts local authorities with responsibility for promoting *the sustainable management of natural and physical resources ... in a way... which enables people and communities to provide for their social, economic, and cultural well-being and for their health and safety* (s.5). This is achieved through the

District Plan, which may set rules about what activities are permitted and the zones they may operate in, and may contain controls over activities, so as to avoid or remedy any adverse effects of those activities, (such as noise)

3.4.4 - Under the Local Government Act 2002, Councils are required to promote “the social, economic, environmental and cultural well-being of their communities.” In its recently produced Long Term Council Community Plan (June 2009), it describes outcomes on health and well-being, lifestyle and culture, and law and order. Minimising harm from the misuse of alcohol and promoting safety is an important aspect of promoting community well being.

Council leadership can also be a catalyst for community action. Good environments that are the Council’s responsibility are role models for others such as workplaces and private homes. The Council is also in a good position to provide leadership in forging a good working relationship with the licensing trust to further the goal and objectives of this strategy.

### 3.5 What role do others have?

However, reducing alcohol-related harm is not just a Council responsibility. The Police, health services, criminal and justice services, ACC, employers, community groups, Maori organisations, the hospitality industry and the wider community all have a responsibility. Many of these organisations have been interviewed for this report and all express a willingness to work together with others and the community to reduce harm.

Areas where other agencies have responsibilities in this strategy are:

- Policing
- Criminal justice
- Drinking and driving
- Health promotion and public health
- Injury prevention
- Education
- Community action
- Social marketing programmes
- Counselling and treatment
- Young people’s programmes

### 3.6 Goal of the Strategy

The overall goal of the Gore Alcohol Strategy is:

***To encourage a community that works together to reduce the harm to people and property from alcohol misuse and fosters responsible drinking through a mix of preventive and treatment measures for people of all ages.***

### 3.7 Objectives of the strategy

The following objectives have been identified as paths to achieve this goal:

- ✓ To increase the profile and priority of this issue and provide leadership
- ✓ To foster adults as role models of young people
- ✓ To increase awareness of alcohol-related issues among the public
- ✓ To increase participation by interested organisations
- ✓ To reduce harm from alcohol misuse

- ✓ To promote greater variety in drinking environments
- ✓ To support existing and new programmes that demonstrate ‘good practice’
- ✓ To market the district as a safe place and a place where many positive things are happening
- ✓ To measure the costs and problems in the district
- ✓ To minimise the acceptability of intoxication

### 3.8 Key factors for success

Several factors need to be considered to ensure we get to where we want to be.

3.8.1 - **Multiple strategies:** that a balanced and mixed approach is the most appropriate way of reducing alcohol-related harm and promoting safety, including education, relationship building, regulation and good enforcement, and community action.

3.8.2 - **Evidence-based:** that where possible, initiatives should be well grounded, based on best practice and monitored to allow reviews of effectiveness.

3.8.3 - **Don’t throw out the baby!** There are good things already operating in the district. Some of the actions and recommendations may be about initiatives that have been underway for some time, others are new, and additional initiatives and actions are likely to be added over time.

3.8.4 - **Sourcing evidence:** Councils are now required to make decisions based on options, evidence and community consultations. Other Councils have already or are in the process of developing their own alcohol strategies. For example, Invercargill has recently reviewed their alcohol strategy. Although there are some unique characteristics to the Gore and Districts communities there are many factors that are common to the rest of the country. It is therefore important to pool resources in the region to develop policies and possibly programmes to promote safety in alcohol. Local police, Public Health South and community organisations can also be the source of local evidence as can research units and national organisations such as the Ministry of Health, ALAC and the Ministry of Justice. In some instances there is no need to reinvent the wheel and carry out local research if the work has already been carried out in other communities.

3.8.5 - **Working together:** Progress will better be made by working in partnership with the community and other key stakeholders.

3.8.6 - **Carrot v Stick:** A mixture of strategies that use coercion (regulation, enforcement etc) and persuasion (community action, education etc) are likely to be more successful than relying on just one approach. The reliance on laws and enforcement has attracted a lot of discussion.

*“Bylaws are not the answer now that more drinking occurs in people’s homes.”*

*“We need incentives and challenges, not threats.”*

*“We need to beef up the law about drinking in cars.”*

Although there is evidence of good relationship building and health promotion approaches in some aspects of the work that is going on, there has been a call for more investment in voluntary accords, education and community action before legal sanctions are applied.

Also there is good evidence from programmes such as the ‘smokefree’ programme and the successes in reducing the incidence of drinking and driving that can be emulated. A common factor in these is the blend of community action, marketing and enforcement.

#### 4. A framework for making decisions – tackling alcohol problems with E's

In consultation with the advisory group a framework for actions and recommendations to address the goal of the Gore Alcohol Strategy has been developed based on the 'key factors' above.

##### *The E's of Success*

**4.1 Enable:** actions that will enable rather than constrain people from reducing alcohol-related harm

**4.2 Enforce:** actions that focus on legislation and their effective enforcement

**4.3 Environment:** changes that will impact on the environment where drinking takes place

**4.4 Early Intervention:** intervening to limit alcohol-related problems or those factors that may contribute to alcohol-related harm. Although it is desirable to intervene early, this is also about all forms of treatment.

**4.5 Educate:** evidence based actions on a range of activities from formal education to social marketing and community development

**4.6 Exchange information:** Including networking, relationships with other agencies and with members of the community, trust building.

**4.7 Evaluate:** Actions are selected based on problems identified, monitoring and evaluating effectiveness and making changes based on what is discovered.



#### 5. SETTING THE CONTEXT

##### GORE - THE DISTRICT AND ITS PEOPLE

Gore is a district covering some 1,250 km<sup>2</sup> with a total population (2006 Census) of 12,108. The district includes the towns of Gore, Mataura and Waikaka. It extends to Arthurton in the east, Waitane in the west, north to Mount Wendon and as far south as Waiarakiki. Its

boundaries are similar to, but do not exactly follow those of the Maitara Licensing Trust, the monopoly provider of alcohol in the district.

## 5.1 The People

### 2006 Census Gore District population

**TABLE ONE: AGE**

<b>TOTAL</b>	<b>0-14</b>	<b>15-24</b>	<b>25-64</b>	<b>65+</b>	<b>TOTAL</b>
Gore	2449	1389	6126	2034	12108
% age	21.1	11.5	50.6	16.8	
NZ (%age)	21.5	14.2	52.0	12.3	

Although the numbers of 0-14 year old children is a similar percentage to that of the whole country, that is not so for 15-24 year olds. Residents, including young people, often comment that people leave town when they leave school to seek work or study.

There are also a greater proportion of people over 65 who live in Gore than for the country as a whole.

### **MAORI**

Maori constitute 9.2% of the total population of the Gore District. For all of New Zealand Māori comprise 14% of the population. Europeans account for 77.3% of the Gore population. For all of New Zealand it is 64.8%.

**TABLE TWO: EDUCATION**

<b>Highest qualification</b>	<b>No Qualification</b>	<b>Secondary School</b>	<b>Post school</b>	<b>University</b>
Gore (Percentage of Gore population)	27.8%	28.2%	19.7%	4.7%
N.Z. (Percentage of NZ population)	17.6%	31.4%	21.6%	11.1%

**TABLE THREE: EMPLOYMENT**

<b>Employment status</b>	<b>Employed full time</b>	<b>Employed part time</b>	<b>Unemployed</b>
Gore	50.6%	16.0%	2.0%
N.Z.	48.4%	14.4%	3.4%

**TABLE FOUR: OCCUPATION**

<b>Occupation/group</b>	<b>Managerial/ professional</b>	<b>Technical/ Admin/Service</b>	<b>Labourer/ Semiskilled</b>	<b>Total</b>
GORE	1749	1797	2811	6354
Percentage of Gore population	27.5%	28.3%	44.2%	
N.Z.	36.0%	32.2%	31.8%	

There are significant variations in the make up of the Gore District population from the national averages in respect of education status and the types of occupations that people work in.

According to the 2006 census, Gore (91.8%) and the whole country (91.7%) have similar rates of access to a telephone. However in regard to access to the Internet the rates do vary. In Gore it is 51.6% and for the whole country it is 60.5%. (In the North Shore of Auckland 74.5% of people have access to the Internet.)

## 5.2 A community that is big enough and small enough...

Interviewees have stated that the size of the district (12108 people at the 2006 census covering 1250 square kilometres) is big enough to create a variety of work, sports and cultural activities, assisted by the support of the Maitava Licensing Trust, the Community Trust of Southland and other funders. At the same time it is small enough for people and groups to form strong and sustainable social networks.

*“Gore is a good strong community that responds quickly to issues such as suicide prevention. Unfortunately the poor image of Gore is fed by other media.” Community health worker.*

### **THE CONTEXT – Alcohol and the community**

## 5.3 Alcohol in New Zealand and Southland

Alcohol is enjoyed safely by most of the population and its production, distribution and sale make a significant contribution to the economy. However, New Zealand has evolved a culture of drinking that creates significant harm for many individuals, families, children and communities. This culture accepts excessive drinking as being part of a ‘work hard, play hard’ ethic, and supports it through its stories, its humour and its behaviour. The “Southern Man” concept has grown out of a successful marketing campaign for a beer that is brewed in the south of the South Island and is now part of the ‘mythology’ of being a male in Southland – rugged and rural.

*“The perception of Gore ‘boons’ is not statistically correct. Gore’s problems are national problems.”*

### 5.3.1 Benefits

88% of men and 83% of women drink alcohol, often with few, if any, ill effects. Indeed moderate drinking can bring some health benefits if you are over a particular age.

In this district the Maitava Licensing Trust (MLT) as the major source of supply of alcohol in Gore has an annual turnover of \$18 million and employs 140 people. The Trust is closely associated with the community and returns over \$1 million to community organisations through grants. Many of the facilities that Gore enjoys would not have been possible without the grants from the MLT, including the Gore multi-sports complex and Gore Arts and Heritage precinct.

### 5.3.2 Harms

4.3.1 - The National Alcohol Strategy (page 8) lists the following indicators of alcohol-related harm:

- Deaths and physical health problems
- Alcohol dependence and other mental health problems
- Effects on unborn children
- Road crashes
- Drownings
- Violence both within and beyond the home
- Workplace injuries and lost productivity

- Suicide/depression especially amongst young men in the Gore District community.

**I. - For the Gore and Districts communities the following should also be considered:**

- ✓ Anti-social behaviour such as vandalism and property damage, occurring in public places, and in or around licensed premises
- ✓ Violence: in public places, and in or around licensed premises (specifically assaults, intimidation, robbery, and sexual attacks).
- ✓ Harmful risk taking by people while under the influence of alcohol
- ✓ Social effects: on health, social, mental and physical development to drinkers and their families and friends
- ✓ Absenteeism from school and work
- ✓ Adverse neighbourhood effects, generated by noise, vandalism, offensive behaviour, littering

**II. - A snapshot of harm**

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The following information provides a picture of the level of harm experienced by New Zealanders:

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- Approximately 70% of crime (and 75-90% of weekend crime) is attributable to alcohol.
    - Nearly half the population thinks that it is okay to get drunk.
  - Nearly 70% of people believe they are more likely to cause harm to themselves or to others when they get drunk
    - 635,000 adults drink at least once a week and binge
  - 25 percent of current teenage drinkers admit to having drunk at least five glasses of alcohol at least once in the last two weeks
  - 35% of Emergency Department patients had consumed alcohol prior to sustaining their injury.
  - 3.9% of all deaths (about 1040 deaths) in New Zealand in 2000 were attributable to alcohol consumption
  - 51% of alcohol-related deaths (532 deaths) and 72% of years of life lost were due to injuries
    - In 2000 alcohol was a factor in 46% of fatal crashes and 14% of injury crashes
- 

**III.** On 8 November 2006, MPs voted against a rise in the drinking age in the Sale of Liquor (Youth Alcohol Harm Reduction) Amendment Bill by 72 votes to 49. The Government however, has developed a set of proposals in response to a review into under-age drinking.

These include:

- zero blood alcohol limit for under 20 drivers
- regulating social supply by creating an offence for adults (other than parents or guardians) to supply alcohol to a minor who consumes it in a public place;
- creating an infringement offence for a minor to supply alcohol to another minor who consumes it in a public place;
- implementing early intervention programmes as an alternative sanction to infringement notices;
- implementing a “three strikes and you’re out” approach to managers who are convicted three times for selling liquor to a minor within a two-year period; and
- amending the law so that the only defence for selling alcohol to a minor is if the seller sighted one of the approved specified age identification documents

Here is what we know about the supply of alcohol to under 18 year olds.

- 70% report that getting hold of alcohol is not a problem
- 24% report they can afford as much alcohol as they want
- one in three make no attempt to limit their drinking

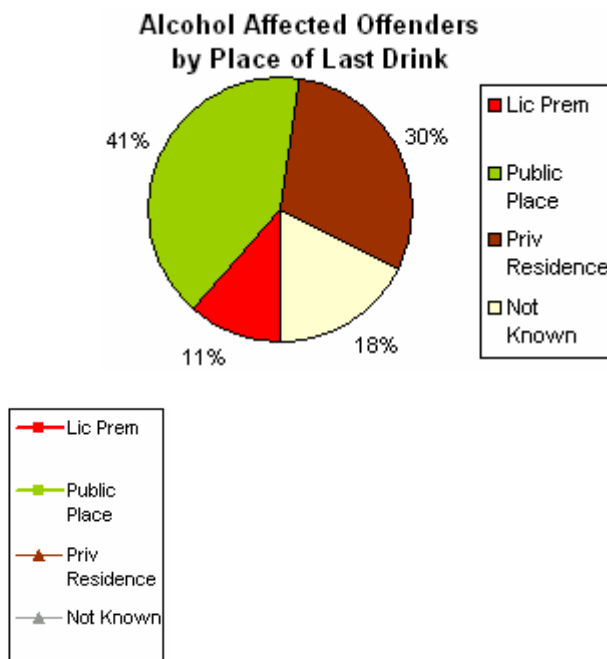
#### IV. Alcohol-related problems in Gore and Districts

Recent headlines such as “Alcohol fuels teen trouble” reflects people’s concerns about alcohol in the community. Drinking in public places and in cars as well as its associated disorderly behaviour, and the impact on neighbours as well as on emergency services are all matters that are being debated more widely.

The Gore and Districts Counselling Service provides the sole alcohol and drug service for the district. It reports that in 2007, a total of 115 people were seen for alcohol and drug problems.

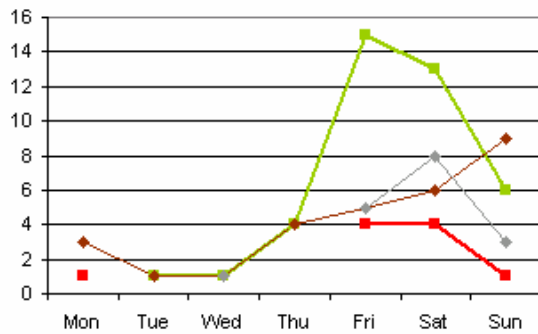
In an analysis of road crashes in Gore from 2002-2006 (Land Transport New Zealand, Crash List Detail Report 22 Aug 2007), 77% occurred between the hours of 7 p.m. and 6 a.m. and 43% occurred in weekends. 41% of all crashes were alcohol-related.

The following information from the ‘Alcolink’ data has been provided by the Alcohol Intelligence Service of Southern police district.

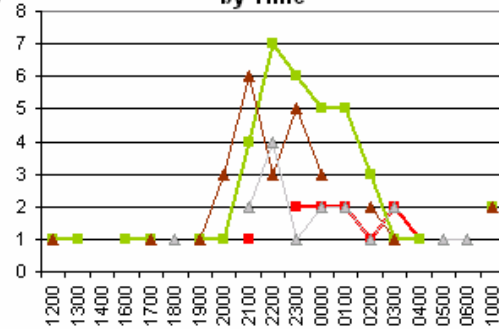




**Alcohol Affected Offenders Place of Last Drink by Day**



**Alcohol Affected Offenders Place of Last Drink by Time**



**ANALYSIS SUMMARY**

# In Gore at least 28% of all offenders are affected by alcohol – of those affected by alcohol 11% had their last drink at a licensed premise, 41% in a public place and 30% at home or a private residence.

# Licensed premises (11%) as a place of last drink features every month except Mar, Apr, Jun and is more prevalent Jul to Feb while reducing during Mar to Jun. It is most prevalent Fri to Sun from 2300 through to 0359 hrs.

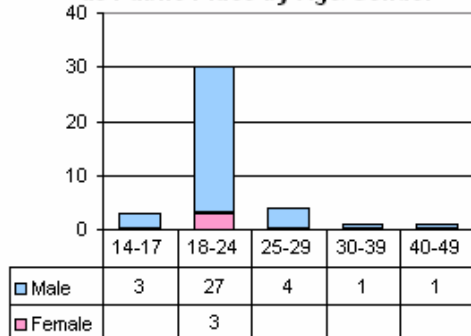
# Public place drinking (41%) is more prevalent in the summer months but shows throughout the year except for Oct, Dec and Mar, peaking Jan to Apr. Drinking rises sharply on Thu, peaks Fri and Sat with a slow decrease on Sun. Peak times are 2200 to 0159 hrs.

# Home drinking (30%) occurs every month except Jul and peaks Aug to Oct. Home drinking rises steadily from Thu, peaking Sun. Peak times are 2100 and 2300 hrs.

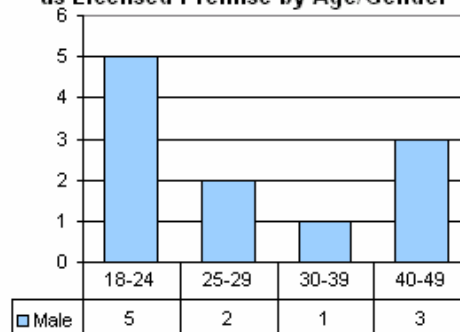
# Much of the early morning drinking in all places of last drink can be linked to the previous night's drinking.

# Home drinking peaks at 2100 and 2300 hrs, which closely reflects the public place drinking peaks at 2200 and 0100 hrs. These very similar trends confirm that people are drinking at home prior to drinking in public places.

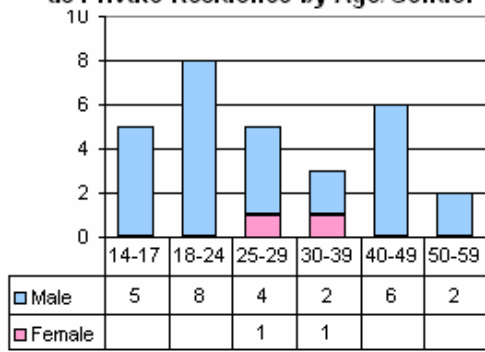
**Alcohol Affected Offenders Place of Last Drink as Public Place by Age/Gender**



**Alcohol Affected Offenders Place of Last Drink as Licensed Premise by Age/Gender**



**Alcohol Affected Offenders Place of Last Drink as Private Residence by Age/Gender**



**ANALYSIS SUMMARY**

# The most significant age group in all 3 top places of last drink are 18 to 24 yr olds. Males make up 94% of these top 3 places of last drink, with females at 7% (rounding). The gender breakdown of the total top 3 places of last drink is:

Licensed premises – F: 2%, M: 22%

Home - F: 6%, M: 34%

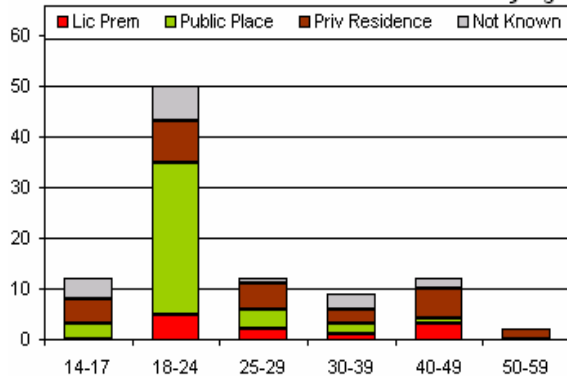
Public Place - F: 6%, M: 30%

# In licensed premises drinking the main age group is 18-24 yr followed by 40-49 yr olds. Licensed premise drinking increases on a Thu and should be attributed with early hrs Fri drinking from 0000 to 0359 hrs. Fri should be attributed with early hrs Sat drinking from 0000 to 0300 hrs. Sat should be attributed with early hrs Sun drinking 0100 to 0159. Fri is therefore the peak drinking night at licensed premises.

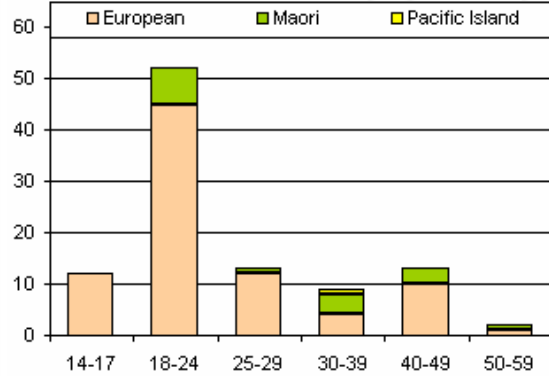
# In public place drinking the main age group is 18-24 yr olds. Public place drinking increases on a Thu, including early hrs Fri drinking 0000 to 0359 hrs. Fri is the peak, including early hrs Sat drinking 0100 to 0459 hrs. Sat, including early hrs Sun drinking 0100 to 0200 and 1000 hr, is only a slight reduction on Fri drinking. Fri is therefore the peak drinking night, closely followed by Sat nights for public place drinking.

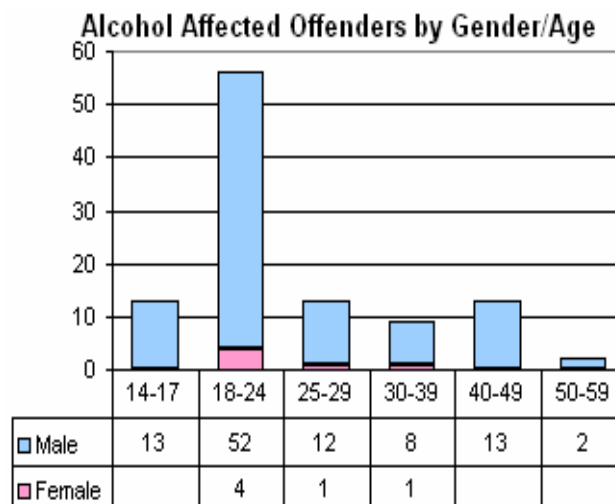
# The main age group is 18-24 yr olds followed by 40-49 yr olds. Home drinking is significant on a Thu, including early hrs Fri drinking 0000 0059 hrs. Fri drinking is actually lower than Thu, when early hrs are attributed to Thu. Sat, including early hrs Sun drinking 0000 to 0559 and 1000 hrs Therefore Sat is the peak drinking day at home, followed by Thu.

**Alcohol Affected Offenders Place of Last Drink by Age**



**Alcohol Affected Offenders by Age/Ethnicity**





### ANALYSIS SUMMARY

# Most offenders are European males aged 18-24, who are more likely to get extremely intoxicated –they show high public place and home drinking respectively. Although licensed premises drinking is lower it is the highest in this age group. Those aged 40-49 show significantly but are more likely to be moderately intoxicated and drink at home or a licensed premise. Those aged 25-29 are only slightly lower than the 40-49 age group. The 25-29 year olds are equally likely to be extremely and moderately intoxicated and drink at home and at a slightly lower rate in public places and licensed premises respectively. It is alarming to see the numbers of 14-17 year olds almost reaching that of 25-29 year olds. They are most likely to be extremely and moderately intoxicated and drink mostly at home or in a public places respectively.

# Extreme intoxication is most prevalent from public place and home drinking by 18-24 year olds followed by 30-39 year olds and 25-29 year olds respectively. The level of extremely intoxicated 14-17 year olds is of concern.

### V. Costs

In New Zealand we estimate that alcohol harm costs somewhere between \$1 billion and \$4 billion a year. ([www.alcohol.org.nz](http://www.alcohol.org.nz)). That comprises:

- Costs of \$655 million to the public health sector
- Costs of \$240 million in crime and related costs
- Costs in social welfare of \$200 million and in other government spending \$330 million.
- In lost productivity, it costs about \$1.17 billion a year.

In this district there are the following costs:

- Policing, and allocation of police resources
- Criminal justice system costs
- Effect on hospital and medical resources
- Pressure on emergency services
- Infrastructure costs (clean up and repairing damage to city amenities)
- Any short fall between the liquor licence fees and the costs of managing liquor licences

## VI. Where We Drink

A normal pattern of drinking (both in Gore and throughout the country) is for people to now drink more at home and then go out to bars, clubs and restaurants. The Hospitality Association of New Zealand (HANZ) quotes that 70% of alcohol consumed is now purchased from off licences. The reasons for this are varied but price, smoke free laws in bars, drinking and driving laws are some that have been quoted.

A widely held view is that it would be preferable for people to be attracted to premises earlier where they can be more adequately monitored and managed, rather than causing problems in the suburbs. For this to occur, a conversation needs to be held about what types of entertainment people are seeking and other reasons that will encourage them to go to a bar earlier in the evening.

People would like to see a greater link between alcohol, food and entertainment.

Gore has a high number of club licences and they have many members. For example, in the township of Gore the Town and Country Club has more than 2000 members and the RSA club has 1800 members.

The Gore district also services a very large rural population and people who come to town have concerns about driving home.

## OUR COMMUNITY

### 5.4 Maitara Licensing Trust

The Southland district, and in particular Gore and district, has several unique characteristics. One of these is the existence of a Licensing Trust. In a defined area the trust is the only licence holder for taverns and pubs. In all, it owns 12 outlets with a combined annual turnover of approximately \$18 million. The Trust employs on average 140 people in Eastern Southland and West Otago and the area covers from Tapanui to Tokanui.

Section 187 of the Sale of Liquor Act states

- (1) The principal objects of a licensing trust shall be—
- (a) the sale and supply of liquor; and
  - (b) the establishment and conduct of premises for the sale and supply of liquor, the provision of accommodation for the travelling public, and the sale and supply of food and refreshments; and
  - (c) the conduct of any other business that, in the opinion of the trust, can be carried on conveniently in conjunction with any business described in paragraph (a)

Section 189 states: “Distribution of profits. A licensing trust may expend or distribute the net profits arising from its operations, or so much of those profits as it thinks fit, in such manner as it thinks fit for all or any of the following purposes:

- (a) the promotion, advancement, or encouragement of education, science, literature, art, physical welfare, and other cultural and recreational purposes;
- (b) the erection, laying out, maintenance, or repair of any buildings or places intended to further any of the purposes described in paragraph (a); and
- (c) any other philanthropic purposes.

In fact, the MLT has given grants for a lot of community facilities and sponsors many sporting events.

During the consultation for this strategy there were suggestions that possibly the Trust (and the Community Trust) as significant contributors to the education and social welfare landscape of the district, should give support to evidence-based education and community programmes that address the goal of this strategy.

One of the ‘prices’ the community pays for the provision of the grants is what is perceived as a higher price for alcohol in Gore. This comment merits further study particularly in the light of public health evidence which points to the relationship between higher prices of alcohol (normally through taxation) and reduced consumption.

The Trust reports that it is seeking to develop a new premise in Gore along similar lines to the existing ‘Howl at the Moon’. There are however other opportunities in niche markets for independent operators, which may still be explored. Nevertheless, this needs to be balanced with the population size and commercial commonsense.

There has been feedback particularly from the regulatory agencies that they find it easy just to deal with one agency. The trust has introduced many policies across all it as properties e.g. there is a policy that if there is any violence to staff or property, people are barred from all premises for 2 years. It would be very difficult to introduce such a policy if all the premises were independently owned.

*“The trust contributes back to community and there is just one management group to deal with. It’s also good that there are no supermarket sales.”*

*“They need a local figure to check on self-regulation and how it is working. Need to support educational programmes” Counsellor*

*“A good agency to deal with. They need to be a major participant in this work. And open to ideas about education and design of outlets.”*

## **5.5 Southland drinking culture**

Events such as sports bus trips have become a part of the Southland drinking culture. They are a significant source of income for country pubs and are opportunities for heavy drinking. It is unclear about the level of harm being experienced during these events however bar staff report that they see intoxicated people arriving at their premises from these trips.

## **5.6 Local Attitudes to Alcohol**

Focus group interviews were held with representatives of the drinks industry, young (under 19) rugby players and senior secondary school students. In addition one to one interviews were held with 28 people from regulatory agencies, community agencies, the business community, youth groups and health and education agencies. The following summarises the key points made by these groups.

### **5.6.1 Networks**

Most representatives of groups said that they worked with other agencies. However some, particularly rural based groups said that they felt isolated. In some cases people felt that they were excluded from networks or chose not to be part of them.

### **5.6.2 Drinking Environments**

Some people were concerned about the lack of responsibility in sports clubs, particularly in regard to under age people. The other common area of concern was young people (but not all under 18) drinking in cars. Others were concerned that not all licensed premises were carrying out their responsibilities under the law and were not monitored well enough.

There is also a high level of drinking at home for the same reasons as in other parts of the country.

Several people commented that there is a lack of courtesy vehicles provided by premises and there are always long waits for taxis.

### **5.6.3 Health promotion**

Programmes need to be developed for Intermediate schools and for bar staff. There should be a focus on the laws and on drinking and driving. Although there are quite a few programmes on offer they tend to attract those who do not need it. Programmes need to also focus on strengths-based training.

### **5.6.4 Problems**

Some community organisations thought that only a small fraction of problems come to the police's attention. Women are now more involved in committing violent acts and there are more incidents of young people being violent towards their parents and caregivers at home. Over the last 3 years there has been a steady increase in court appearances in Gore.

### **5.6.5 The local culture**

There is a culture that beer is offered to visitors at any time of the night or day. There is also a culture of drinking in cultures, sometimes by people who have been excluded from pubs.

There is a widely held perception of Gore young people being 'hoons' – the term 'Gorons' has sometimes been used.

At the same time the community is responsive to concerns. After a cluster of suicides a network was formed to address the problem and consequently organisations now work more closely together and have developed protocols for managing the problem.

There is believed to be a culture of excess, and also a culture of 'belongingness' through drinking.

One person commented that since the days of prohibition there has been a tradition of flouting liquor laws.

### **5.6.6 Young people**

People commented that there is a widespread feeling of helplessness and lack of motivation among Gore's youth. Nevertheless there was a too much blame placed on young people who were merely imitating older people. People commented that in designing any programmes or facilities for and with young people, there should be different approaches for working with at-risk youth than for others.

### **5.6.7 The Council**

Consistent and cohesive leadership is required and they should focus on social responsibility. More young people should be involved in Council activities. The Council should also lead a social marketing programme to promote the good aspects of Gore. The Council also needs to become the driver of the strategy and to ensure its success.

### **5.6.8 The Law**

One person reported that there has been a steady increase in court appearances in Gore. Others said there has been a decrease in crime. The liquor ban also led to a decrease in crime. The liquor ban was perceived as shifting the problem and doesn't deal with the glass problem. But the ban has been helpful to the Police. Some people commented that it seems to be based more on the care of the main street than looking after the people. All the laws are only as good as their enforcement. There is a need to strengthen the laws on drinking in cars. It would be a good idea to have a law that is illegal to be over the limit anywhere.

However what is needed is to have challenges not threats such as track for people to race their cars.

#### **5.6.9 Safety**

There is a general perception that the streets of Gore are relatively safe, although there have been occasional attacks on visitors to Gore. Statistically a lot of the violence occurs behind closed doors.

#### **5.6.10 Leadership**

The media could play a big role in championing this work and it should be supported by the Mayor and other community leaders delivering consistent messages at events.

Community forums could help to raise awareness, by using the ‘accordion’ approach. (bringing people together, then go back to own organisations and return for another forum.) Because of its social responsibilities the Council should be the coordinator and also advocate for the community. Leaders can develop models of how to have fun without alcohol. The community should also develop high quality counseling and other services.

The Trust needs to be a major player and open to suggestions ranging from the design of premises to providing resources for the strategy.

Campaigns that focus on the supply of alcohol to under 18’s need to be run more regularly. Local media could be more used more effectively to promote this.

## **6. THE STRATEGY**

### **6.1 ENABLE**

#### **6.1.1 Alcohol-related violence**

Like many other parts of New Zealand, in the Gore district there is a high level of tolerance and acceptance of intoxication in all age groups. Harms as a result of heavy drinking, such as damage to property, assaults, family disruption, work absences, sexual harm occur as a result of this pattern of drinking. A combination of community action, regulation and health promotion, which target the supply and demand of alcohol, is likely to have an impact. However it is also likely that other initiatives, such as those aimed at minimising violence and promoting health and wellbeing, which are already being planned, should be supported as they will contribute to the outcomes of this strategy.

#### **6.1.2 Community development**

One key aspect of the community development arm of the Gore District Council is the ability to provide a range of community services such as youth development services as alternative to harmful drinking. The development of a Youth Council and Community Service Awards contribute to the aim of this strategy.

One outcome of the Ministry of Social Development’s local mapping resource was the establishment of the ‘Healthy Community’ project, Hokonui Horizons. The creation of a community that can minimise harm from alcohol is an important part of the establishment of a healthy community. Such a network should not be duplicated for this strategy.

#### **6.1.3 Young people**

In 2006 a Youth Development Report concluded that there was a “culture of alcohol, drugs and bogans”. “From the years of “centre parkies” till now, generations of Gore youth have experienced this culture in some way or form. The worrying aspect now is the amount of young people partaking in binge drinking. Socializing without alcohol for some youth is a foreign and unacceptable concept. There is also huge pressure to sober drive....which often

leads to younger teens being drawn into this culture and being in trouble with the law.” Since this report was written the Council has established a Youth Council.

In Gore there is a YATA (“Youth Access to Alcohol”) community action project operating. Its focus is on the supply of alcohol to young people but it is able to address a whole range of issues regarding alcohol and young people. One of the goals of YATA groups is to invite a high level of youth participation and also involve a wide range of government and community agencies. The Gore group’s focus in recent months has been on working with the Council, but it seems that with an invigorated interest in youth issues, the time is now right for the YATA group to steer alcohol and youth related projects in the community.

<b>Priority Area</b>	<b>Actions</b>	<b>Lead Agency</b>	<b>Potential Partners</b>
Alcohol Related Violence	Develop community action plans to reduce alcohol related crime and violence	Public Health South	GDC, Police
Community Development	Collaborate with other community development projects that will contribute to the safe and responsible use of alcohol	GDC	Community Networking Trust
Young People	Consult with young people through the Youth Council and other means to further the goal of this strategy  Investigate resourcing alternative and alcohol free activities	GDC Youth link	Youth Workers YATA Schools

## **6.2 ENFORCE**

One aspect of creating a safer environment where alcohol can be enjoyed safely and responsibly by residents and visitors is the introduction, implementation and enforcement of effective regulations. This includes the liquor licensing regulations (e.g. Sale of Liquor Act, District Licensing Agency’s Sale of Liquor Policy), other bylaws (e.g. Control of Drinking in Public places Bylaw) as well as other policies and plans such as the District Plan, Long Term Council Community Plan, Gambling Policy etc.

### **6.2.1 Illegal supply of alcohol**

Several key informants have said that there are anecdotal reports that most people under 18 access alcohol through older friends, siblings and parents, rather than from licensed premises. In many other parts of the country information on young people’s access to alcohol from licensed premises has been confirmed by the implementation of CPO’s (Controlled Purchase Operations). A CPO has never been carried out in Gore.

### **6.2.2 Sale of Liquor Policy**

The Gore District Licensing Agency (GDLA) is responsible for administering the Sale of Liquor Act locally. In the implementation and monitoring of an alcohol strategy for the District the GDLA’s work is important. If the Sale of Liquor Act is well managed and enforced it will become an example for managing alcohol in other settings such as workplaces and private residences.



The GDLA has a Sale Liquor Policy which was passed by the Council in July 2003. The Liquor Policy is an important building block of the strategy. There are now some areas of the policy, which will need reviewing in order to be consistent with the strategy and other policies. These may include:

*(i) Hours of operation*

The policy states that “although there is no legal restriction on hours of operation of any on-licence this Agency will generally grant licences for seven days a week operation between the hours of 7.00 am and 2.00 am the next day.” In practice most on-licences have 24-hour licences. Part of the rationale for this seems to be that extended hours may be required from time to time.

- It is now likely that the Liquor Licensing Authority would be hesitant in issuing a licence for 24 hours “just in case” it is required. If the licensee so desired there would be no restriction on them operating 24 hours all the time.
- The Police and other emergency services in Gore also have a limited 24-hour response capacity.

If the need to trade 24 hours is only “every so often” then the premise can apply for special licences on an “as and when required basis”.

*(ii) Managers Certificates*

This section needs to be reviewed to ensure it is consistent with the recent training requirements for Managers.

*(iii) Communications and Enforcement*

Presently the key individuals involved in regulatory liquor licensing appear to collaborate well. To a certain extent this relies on the goodwill of the individuals concerned. However in order to maintain a joint enforcement approach and to communicate effectively with the industry and the general public, and to provide a structure for any changes in staff, a more formal arrangement about how the agencies should work together should be considered. (See under “Exchange Information”)

### **6.2.3 The Public’s Role**

As far back as the Licensing Act of 1873 the public were involved in licence issues. “It is the right of any householder to appear before the court to oppose any licence.”

Public participation in licensing decisions is important. The GDC Liquor Policy (POLICY: General provisions) states “(4) The Gore District Licensing Agency will consult with the people of the Gore District with respect to their aspirations and expectations with respect to the sale of liquor and enforcement of the Sale of Liquor Act within their District.” If it is seen as a priority, educating people about the process for submitting about licences are to be considered.

At the same time, if members of the public wish to have a say about such matters as the location, numbers (density) of premises and other matters such as noise, and neighbouring land use, sale of liquor would need to become a discretionary notifiable land use activity in the District Plan.

This would also give planners and others the ability to create areas for special purposes. For example, if civic leaders wish to develop a dedicated “entertainment” area at the moment there appears to be no provision in the District Plan to be able to do this.

#### 6.2.4 Liquor ban

The Gore District Council introduced a Control of Drinking in Public Places Bylaw in 1995. The bylaw was introduced as the Gore community experienced problems with young people congregating in the Main Street drinking, acting in a violent manner and destroying property.

However, Judge Moran (15 December 2000) stated that alcohol bans for longer than 12 hours were invalid and people “cannot be prosecuted for an offence against an invalid bylaw.” The passing of the Local Government (Prohibition of Liquor in Public Places) Amendment Act paved the way for the bylaw to continue for longer than a 12-hour period.

An evaluation of liquor bans (ALAC, 2005) indicated that one of the concerns about liquor bans is the displacement of public drinking to other areas, which is one of the reasons why sometimes the area of liquor bans are extended. Some key informants expressed doubt about the effectiveness of the liquor ban. Although it was agreed that it is a useful tool for the Police and cleaned up the main street, the problems of displacement and sustainability were highlighted.

*The liquor ban has had an effect along with the removal of the centre parks. But has it just moved to rural areas now? Public health worker.*

Problems related to public drinking may be partly addressed by regulation but other measures such as community youth programmes, planning approaches that involve young people and the supply of alcohol to young people should also accompany such measures. (ALAC, 2002, Policy: Regulation of the drinking of alcohol in public places’) (See “Building a strong, healthy and safe community” below)

<b>Priority Area</b>	<b>Actions</b>	<b>Lead Agency</b>	<b>Potential Partners</b>
Illegal supply of alcohol	Carry out CPO’s on a regular basis	Police	Mataura Licensing Trust, GDC
Sale of liquor policy	Review the sale of liquor policy	GDC	Public Health South, Mataura Licensing Trust, ALAC
The public’s role	Investigate and implement ways for the public to be more involved in liquor licensing processes. (including providing information to members of the public on how to comment on licence applications and renewals, occasional forums with the regulatory agencies on alcohol related topics, community education initiatives such as the Manukau pub card and Project Walkthrough)	GDC, Mataura Licensing Trust	Public Health South, ALAC
Liquor Ban	Evaluate the effectiveness of the liquor ban	GDC	Police

## **6.3 ENVIRONMENT**

### **6.3.1 Crime Prevention through Environmental Design (CPTED)**

Police and media reports have highlighted the geographical proximity between criminal behaviour and the location of certain licensed premises. CPTED is an internationally applied and evidence-based approach to improving safety by modifying the physical environment. Its theory is based on the concept that crime and fear of crime can be minimised through the effective planning and design of our built environment. This is done by designing the environment so as to:

- (a) reduce the opportunity for crime to occur and
- (b) enhance urban safety and, more specifically, perceptions of personal safety.

### **6.3.2 Security Cameras**

There are 3 security cameras installed in Gore township. The Chamber of Commerce funded them with assistance from the Council and Mataura Licensing Trust. Gore Police report that they are effective and would like to see more installed. These do not alleviate the risk that people are often exposed to, and may give a false sense of security that they are constantly monitored. However, they act as a deterrent and are an effective addition to assist Police to apprehend offenders.

### **6.3.3 Responsible Hosts**

The responsibilities of being a responsible host are included in the Sale of Liquor Act and the Gore Sale of Liquor Policy. Every applicant for a liquor license is required to provide a written host responsibility and the practice of this policy contributes to reducing harm in and around licensed premises. The provision of substantial food, a range of low-alcohol and non-alcoholic drinks, safe transport options, not serving alcohol to minors and preventing intoxication are the key platforms of being a responsible host.

Particular issues that have emerged in Gore are:

#### **6.3.3.1 Transport**

The provision of safe transport home is one of the key points of a host responsibility practices.

“A responsible host arranges safe transport options.”

There is a range of issues in regard to transport. Some people report that there are not enough courtesy vehicles to get patrons home safely and taxis are not often available. There is no bus service. The parking areas outside some of the Gore licensed premises are sometimes the location of problems.

Many key informants have commented on the high numbers of people in Gore, particularly young people, who have a designated driver.

*“Drivers can earn \$400 for driving their friends around from say 4pm to 4 in the morning.” Community agency.*

Although there are a number of people in the district who are charged with drinking and driving it appears that a lot of young people have taken the message of having a sober driver seriously.

#### **6.3.3.2 Intoxication**

Detecting intoxicated drinkers is an ongoing problem in licensed premises. The safe and effective management and removal of intoxicated people is a single action that can achieve a

lot to create safety. Through the National Police Alcohol Action Plan, Gore Police have a focus on reducing intoxication. The Invercargill raid squad supports their work from time to time. Members of the hospitality industry admit to the difficulties of dealing with intoxicated people. They state (focus group) that patrons may some times arrive at premises intoxicated or their behaviour may mask the level of intoxication.

### 6.3.3.3 *Public Involvement*

There is a high level of community interest in alcohol-related issues in the district. Suggestions are made in other parts of this report about how the public can get involved in liquor licensing issues.

There are also good practice models of how the public may wish to become more involved in either commending good host responsibility practices in a premise or complaining about bad practice.

If licensees take a strong stand on intoxication, and other host responsibility practices their premises are likely to attract more people. This can only support their businesses and the district.

Priority Area	Actions	Lead Agency	Potential Partners
CPTED	Provide training principles and practices so that they are integral to urban design in all areas of Council and to other interest groups	GDC	ALAC, Police
Security Cameras	Undertake a crime and safety audit of areas where there are security cameras	Police	GDC
Responsible Hosts <ul style="list-style-type: none"> <li>• Transport</li> <li>• Intoxication</li> <li>• Public Involvement</li> </ul>	<p>Work with taxi companies, other transport providers and licensed premises to improve drinkers options for safe transport home</p> <p>Provide more resources and training for the hospitality industry on detecting and managing intoxicated patrons</p> <p>Improve dialogue (through alcohol accords and other ways) between regulatory agencies and premises to provide warnings and support to manage intoxicated patrons</p> <p>Develop programmes such as the 'Manukau Pub Card' concept to raise the awareness of the public</p>	Mataura Licensing Trust, PHS, Police	ALAC, Hokonui Runanga, Community Networking Trust, GDC

	about the host responsibility requirements under the Sale of Liquor Act and the ways they can take action.		
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## 6.4 EARLY INTERVENTION

### 6.4.1 Justice system

The Christchurch Drug Court has provided some good models of how to manage people who come before the court with alcohol or drug problems. It aims to facilitate early identification of young offenders with alcohol and other drug problems, reduce time delays in service delivery and facilitate immediacy of response and more effective interagency co-ordination.

A service (commensurate with the size of the district) that focuses on these same factors in the Gore district would provide a very valuable role.

### 6.4.2 Workforce Development

The earlier someone can intervene in a person's harmful alcohol use, the more likely they are to succeed. There are some good examples of early and brief intervention programmes (eg NZ College of General Practitioners, ALAC) that could be introduced to health professionals and front line workers.

Some people involved in the alcohol treatment field in Gore have also expressed a desire to receive more training. This may be a requirement of their contracts in the future and also will equip agencies to offer a higher quality service to the community.

Public Health South (health promotion and health protection) services the Gore district from Invercargill. Several key informants stated that they would like to have a quality health promotion service based within their community.

### 6.4.3 Workplaces

Lost productivity as a result of alcohol misuse costs New Zealand at least \$1.17 billion annually. People affected by alcohol are a health and safety hazard to themselves and others in the workplace. These people need the immediate support of their workmates, with the backing of management. Evaluations of the NZ Post 'Not at Work' programme suggest that such a programme will result in positive resolution of incidents of unsafe behaviour, including supporting employees to access employee assistance programmes and other support services.

Priority Area	Actions	Lead Agency	Potential Partners
Justice System	Develop improved liaison and advocacy on alcohol related matters for offenders	Department of Corrections	Police SDHB Gore Counselling Centre
Workplace Development	Introduce a range of frontline workers to early intervention programmes and community education on alcohol programmes	SDHB, PHO	Employers ALAC PHS

Workplaces	Work with Early Assistance Programmes (EAP's) and Human Resource Departments among larger employers to increase awareness of and action on recognition of alcohol problems among employees  Agencies collaborate to provide a comprehensive, high quality treatment service	PHO	Gore Counselling Centre Adventure Development
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## **6.5 EDUCATE AND LEAD**

### **6.5.1 Education for drinkers and their families**

Hospitality representatives and community groups have stated that good progress has been made with placing responsibilities on servers and hosts but they would like to see a greater emphasis placed on the responsibility of the drinkers and their families and friends.

Many of the stakeholders are engaged in and support, more education, both of drinkers, children and young people, and other groups who work on alcohol-related issues.

### **6.5.2 Education**

“Education” means a range of different notions to different people. The evidence about education suggests that by itself it is not very effective and in some instances can actually be counterproductive. However the literature also states that if combined with other strategies, such as community action and well-enforced legislation, some types of educational programmes can be effective.

Of the educational programmes operating in Gore few have been comprehensively evaluated. If some evaluations were carried out the results could inform community agencies and funders about what types of programmes are likely to be more effective.

### **6.5.3 PHO's (Primary Health Organisations) and Health Promotion**

Primary health organisations have a role in providing health promotion services. One such initiative is the provision of resources in waiting rooms of the Hospital and health centres through Med TV programmes (see medtv.co.nz). There is potential to use the medium more extensively and in other settings, combine it with health professionals reinforcing the messages and other resources, particularly in regard to alcohol-related matters, such as alcohol and pregnancy.

### **6.5.4 Social Marketing**

In the past Southland has run some successful campaigns based on its unique characteristics, for example, to promote tourism and attract migrants to the area.

Gore and Districts are well served by local media. A radio station and two newspapers provide local coverage of news and events. In addition radio, television and press in Invercargill also carry Gore stories. Over the period from March to September 2007 there have been several stories about alcohol-related issues in Gore. Some stakeholders, particularly those who work with young people have suggested that they would like to see more positive stories of the community and the use of role models to promote messages about safety with alcohol.

*“We need a local media campaign to highlight the positive aspects of Gore.” Community agency.*

Media organisations outside of Gore often run stories about Gore, which usually convey the District in a negative light. There is also a perception that this type of reporting perpetuates a negative image of Gore. A local media campaign would begin to address that problem. A “Positivity” campaign<sup>1</sup> has also been proposed by the Ministry of Social Development Community Action Plan.

Some of the focus of such a campaign may include:

- a focus on child protection
- appealing to drinkers, their families and friends.
- Creation of a more vibrant, colourful town.
- Add value to national campaigns

### 6.5.5 Maori

Although Maori comprise only 9% of the total district’s population (less than the national average) they represent a significant number of alcohol-related offenders in the ‘Alcolink’ data (see p.13). This strategy provides several opportunities for Runaka and other Maori community organisations to develop programmes and policies for Maori and to work alongside other groups in activities.

ALAC and other agencies have developed programmes to reduce alcohol-related harm among Maori, such as ‘Project Walkthrough’, which could be piloted in Gore.

<sup>1</sup>Positivity Campaign – “includes collating, further developing and actively promoting success stories. Focus should also include raising the profile and benefits of volunteering and parenting, as well as promoting Gore as a good place to live, work, visit and be educated in. “Notes towards developing a talk to action report card” 26 June 2007, Hokonui Horizons.

Priority Area	Actions	Lead Agency	Potential Partners
Education for drinkers and their families	In consultation with community agencies, develop evidence based ways of engaging the community (including drinkers, families, and friends) more actively in managing alcohol safely	ALAC, SDHB	Gore Counselling Centre
Education	Support the introduction of Med TV resources in health agencies  Introduce programmes to inform the public about liquor licensing, host responsibility, safe use of alcohol and young people etc	PHO, Public Health South, Gore Health Ltd	GDC, Schools
PHO’s and Health promotion	In collaboration with local media develop a social marketing campaign (using local role models) to promote discussion and action on alcohol related issues	PHO, Public Health South	ALAC, SDHB, GDC

	<p>Raise public awareness of roles and responsibilities of legal guardians and others supplying alcohol to young people under18</p> <p>Promote the development of host responsibility policies and practices with in workplaces</p>		
Youth Access To Alcohol	To support community in a youth focussed way to reduce the harmful effects of alcohol by providing information and education.	PHS	Schools, Youth Council, MLT
Social Marketing	In cooperation with the MLT and other hospitality industry representatives develop 'good host' award programmes	Mataura Licensing Trust	GDC, Police, Public Health South
Maori	<p>Support the Runaka, Maori Wardens and other Maori organisations to introduce programmes such as "Project Walkthrough"</p> <p>Consult with Hokonui Runaka to become a partner in the strategy, develop marae policies on alcohol and other policies and programmes for Maori</p>	Hokonui Runaka	GDC,
Role Modelling	Discourage the use of alcohol at youth related events such as at sports clubs prizegiving.	Mataura Licensing Trust, GDC	Sports clubs, schools

## **6.6 Exchange Information**

6.6.1 - the Police, Public Health South and the District Licensing Agency have statutory functions under the Sale of Liquor Act. Gore is a small community and it is reported that the individuals in these agencies meet informally on a regular basis to discuss liquor licence matters. These relationships are often described as "friendly" and "informal". However, this relies on the good will of the individuals involved. In order to maintain this liaison and be consistent with national standards a more formal arrangement should be considered, including a code of practice, among the regulatory agencies.

Other networks between regulatory agencies, hospitality representatives, and community groups (eg alcohol accords) may also be considered.

There may also be occasions (eg twice a year) when this group could invite other interested members of the community to forums on alcohol-related topics.

6.6.2 - Maori comprise 9.2% of the population of Gore (2006 census). The runaka and other iwi community groups also provide services to people. Strong relationships between the Runaka and other agencies are important for the success of this strategy.



6.6.3 - In the non-regulatory areas, many key informants stated that they too had good networks. These include 'Hokonui Horizons' and networks on youth issues and mental health. Whereas in some of the rural areas, groups felt that they were more isolated and did not receive as much information as they would like.

Several stakeholders have talked about the feeling of isolation or lack of access to other regions and lack of access to training.

6.6.4 - The Otago-Southland regional grouping of regulatory agencies (Waitaki south) has not met for 18 months. Key informants talked about their need to have access to training and networking opportunities such as through this wider group. In communities the size of Gore professionals often feel isolated and in order to offer the highest quality service to the community it is important that the wide dissemination and cross fertilization of ideas and programmes is offered either through face to face meetings as well as by electronic means.

6.6.5 - The implementation of this strategy also offers opportunities for greater cooperation and collaboration among agencies, by the establishment of a group to oversee and manage the strategy actions. This may include iwi and community groups, government organisations, workplace representatives, as well as hospitality industry representatives whose work may be alcohol-related.

<b>Priority Area</b>	<b>Actions</b>	<b>Lead Agency</b>	<b>Potential Partners</b>
Exchange Information	<p>Within the liquor liaison group create a formal working agreement with a Code of Practice between the regulatory agencies</p> <p>Strengthen partnerships with Maori to meet the strategy's goal</p> <p>Create a steering group to further the objectives and action plan of the Gore Alcohol Strategy</p> <p>Create opportunities for agencies to collaborate with other regions by sharing resources, standardising approaches etc</p> <p>Identify the training needs of key people involved in the strategy, and ensure that these are resourced</p> <p>Create forums with interested agencies and the public on relevant alcohol related issues</p>	GDC	All stakeholders



## **6.7 Evaluate**

### **6.7.1 Alcohol-related crime**

Information is provided by the police to the regulatory agencies on a regular basis of alcohol-related offences. This data shows where the offences occur, an age/gender/ethnicity breakdown of who commits the crimes and at what days and times. This information is valuable in suggesting where preventive measures should be focused and also provides valuable feedback on what impact such measures may have in the future.

There is considerable national information available on alcohol-related issues – on injury and disease, crime, damage to property and people, hospital admissions and Emergency Department presentations, as well as on costs.

However, there is very little alcohol-related information collected on the Gore District. “Alcolink” is the Police national database on alcohol’s role in offending and victimization. It can link offenders and victims to locations and times and help to identify patterns in the way that alcohol-related crime is distributed in the community. For the Gore district ‘Alcolink’ is managed and collated in Dunedin. There is now potential to receive information, which maps harms to particular locations. This would be a useful planning and community action tool for the district.

### **6.7.2 Health information**

Gore Hospital is the major local medical facility that people attend for injuries, although people with serious injuries are transported to Invercargill. There is goodwill and willingness from the medical staff at Gore to collect alcohol-related information on all who present to the Hospital. This information if it is collected consistently would provide a good indicator of an aspect of alcohol-related harm in the district.

### **6.7.3 Other local information**

In order to monitor the effect of any of the recommended actions that are implemented to promote the goal of this strategy, it is important that a range of local information and statistics is available. Consequently a manageable range of indicators should be identified and information collected on these. This can range from the hospital information described above, to media scans, panel surveys and others.

#### 6.7.4 Reviews

This strategy should probably be reviewed every three years to keep it effective and relevant. This will also ensure that it keeps in line with new legislation and community concerns. Future monitoring and potential outcomes may also require changes.

#### 6.7.5 Leadership

One of the most effective ways of ensuring the success of the strategy is for key community leaders and heroes to ‘champion’ it. This will ensure that the safe and responsible use of alcohol remains a community priority and consistent messages are promoted and practised by all agencies. This can range from civic meetings practising host responsibility to providing expert training for health professionals in Gore.

<b>Priority Area</b>	<b>Actions</b>	<b>Lead Agency</b>	<b>Potential Partners</b>
Alcohol related crime	Receive monitor and act on ‘Alcolink’ info on a regular basis  Using ‘Alcolink’ and other info, develop community action plans to reduce alcohol related crimes and address safety issues	Police	Public Health South
Health Information	Identify key education programmes that are being delivered and evaluate them  Initiate a 3 month pilot programme to collect alcohol related information from the Gore Hospital	PHO	Public Health South
Other local information	Identify other indicators that information can be collected on in order to measure the effectiveness of meeting the strategy’s objectives  Investigate what ‘proxy measures’ (eg. Panel surveys, media scans etc) and other performance measures can be used to collect baseline information on alcohol issues	GDC	ALAC, PHS, Community Networking Trust
Reviews	Review the strategy every three years.  Review the action points and work of the strategy every six months.	GDC	All stakeholders

Leadership	Investigate ways community leaders can promote the strategy	GDC	All stakeholders
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**GORE ALCOHOL STRATEGY**

NAME \_\_\_\_\_ DATE \_\_\_\_\_

**Describe background to strategy and the work I'm doing. Who is being interviewed and why they have been selected.**

1. Can you briefly describe the work of your agency?
  
2. What is the role of your agency particularly in reducing alcohol-related harm? (Any particular programmes)
  
3. Who else do you work with/network with (either face to face or electronically) to address alcohol-related issues? Are you happy with way this network works?
  
4. Are there any other groups/sectors you would like to be working with?
  
5. What types of changes would you like to see in drinking establishments in Gore?
  
6. What types of changes would you like to see in the way we drink in different places (home, work, clubs etc)?  
  
What do your friends/relatives think about alcohol related issues in Gore? (prompt re injuries, violence)
  
7. What are the Gore alcohol-related issues that need to be addressed in the strategy? Places where people drink, different age groups, ethnic groups, etc.
  
8. What should the purpose/goal of the Gore Alcohol Strategy be?

9. What do you believe is the role of the Council to promote safety in the use of alcohol in Gore?
  
10. Do you have any suggestions to improve the system of liquor licensing in Gore?
  
11. What consideration, if any, should be given in the strategy to the use of alcohol on Council land, advertising of alcohol etc.?
  
12. Do you collect any information on alcohol related matters about Gore that may help in developing the strategy?
  
13. Is there any information you would like to see collected?
  
14. (*Preamble re training*) Are there any education and training programmes that support this strategy that you know of or are involved with, in Gore?
  
15. Are there any particular education and training programmes that you would like to see introduced?
  
16. In regard to local programmes in Gore do you know if any of these have been evaluated?
  
17. What local laws/regulations/policies have been helpful in promoting safety with alcohol in Gore?
  
18. Are there any others you would like to see introduced?

19. Is Gore a district that people can feel safe in? Explain.
  
  20. What needs to be done to raise the profile and priority of alcohol issues here among key decision makers?
  
  21. Name ways that the Council and other community leaders can prevent harm?
  
  22. Is high level of harm experienced by young people? If so, how to address it? What being done now? What is role of the Council? What is your role?
  
  23. Are sales to minors an issue? Aware of any data on this? What do you think should be done about it?
  
  24. What are the good things about having Matura Licensing Trust? What are disadvantages? How has (or can) the MLT contribute to reducing alcohol-related harm?
  
  25. What factors need to be considered in the GAS to promote the District as place to visit and place to live?
  
  26. Anything else to say about the GAS? Any other people to talk to?
-

## **Our Way Southland – Our Community Outcomes**

The following community outcomes were developed cooperatively by Environment Southland, Gore District Council, Southland District Council and Invercargill City Council.

### ***Outcomes Description***

To maintain and improve the lifestyle we have in Southland, residents have identified through the 'Our Way Southland' project, the following as the outcomes they want for themselves, their families and communities. The 'Our Way Southland' report not only describes the seven community outcomes identified by Southlanders, it identifies the layers of intermediate outcomes and outputs that support them.

*Topic:* Lifestyle and Culture  
*Outcome:* Southland is a great place to live

#### *Intermediate outcomes:*

- We value our history and heritage
- We have a choice of quality places to go and things to do
- We embrace and respect a diverse community
- We are proud to be Southlanders
- We live in a creative place

*Topic:* Economy and Employment  
*Outcome:* A diverse economy built from our strengths for growth and prosperity

#### *Intermediate Outcomes:*

- We have a quality infrastructure with potential for growth
- We have an innovative and vibrant culture that supports business
- We have a business friendly environment in which to operate
- We have an economy built on our competitive advantage
- We have full employment and rewarding careers
- We retain and build on our skills base
- We keep the things about living here that we value

*Topic:* Law and Order  
*Outcome:* Safe places in a caring society that is free from crime

#### *Intermediate outcomes:*

- We have safe roads
- We have safe homes
- We have public places for children and families
- We apprehend and hold law breakers appropriately accountable
- We support the victims of crime



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*Topic:* Health and Safety  
*Outcome:* We are Healthy people

*Intermediate outcomes:*

- We are able to live healthy lifestyles
- We have good quality affordable housing
- We live in a compassionate, caring community
- We have equity of access to health services

*Topic:* Leadership  
*Outcome:* Strong, effective leadership taking us into the future

*Intermediate outcomes:*

- Citizens and communities are inspired, motivated, empowered
- Decisions are progressive, forward looking and robust
- The community has confidence in it's leaders

*Topic:* Environment  
*Outcome:* A treasured environment which we care for and which supports us now and into the future

*Intermediate outcomes:*

- We have informed community caring for the environment
- We have a healthy, safe and accessible built environment
- We have an environment protected from the negative effects of human activities

*Topic:* Education and training  
*Outcome:* A well educated and skilled community continually seeking further opportunities to learn

*Intermediate outcomes:*

- We have accessible learning opportunities
- We have high quality learning opportunities available to meet community needs and demands
- We deliver innovative, integrated and effective learning programmes
- We have a culture of continuous learning

## Local Press – Newspaper articles

## Alcohol fingered

BY MARGARET PHILLIPS

ALMOST 20 percent of road crashes in the Gore district's urban areas last year were alcohol-related, a Land Transport Safety Authority report has revealed.

The report, which investigated crash trends in the Gore district between 1998 and 2002, shows three people were killed and 240 injured during this period.

LTSA Otago-Southland regional manager John Doesburg said alcohol-related crashes remained at the same level as the previous year in urban areas, which was the highest since 1995.

It was good to see a decline in rural crashes caused by alcohol, Mr Doesburg said. Overall 15 percent of injury crashes in the Gore district last year involved an intoxicated driver, a figure that was unacceptably high, he said.

"The number of alcohol-related crashes in the Gore district is above other similar parts of the country and way ahead of the national average.

"There are still drivers choosing to get behind the wheel intoxicated and endangering the lives of other road users, who in a small district like Gore could turn out to be a friend or work mate. With more police staff dedicated to drink-drive enforcement in Southland, it's only a matter of time before these offenders are caught," Mr Doesburg said.

Southland Road Safety adviser Jane Ballantyne said excessive speed was a factor in 25 percent of crashes in rural areas of the district, which was about the same number as the previous year. One area of improvement that has shown up in the report is the fact no pedestrians were injured for the second consecutive year.

Wednesday, August 9, 2006 3

## Attack accused to appear

BY SONIA GERKEN

**GORE** — The man seriously injured in a brawl outside a Gore pub last month had faced danger daily in his job as a live liner on transmission lines.

Electric team leader Brian Marshall, of Dunedin, has been in a serious condition in Dunedin Hospital's critical care unit since the confrontation on July 28 that left him bloodied and unconscious outside Traffera bar.

Electric regional manager Derek Kooman, of Gore, yesterday said Mr Marshall was out of a coma but there had been talk he would suffer permanent brain damage.

His injuries included fractures to the front and back of the skull, cheekbone and jaw, Mr Kooman said. He has known Mr Marshall for 20 years and described him as an unassuming man, very intelligent and respected by his peers.

Mr Marshall was quietly spoken and the sort of person who would try to negotiate during a confrontation, he said.

The linemen from Dunedin and Alexandra had been in Gore for the company's monthly safety meeting.

Mr Kooman said there had been a barbecue at the company depot then, as with the previous month's meeting, some of the men went to Traffera.

The brawl happened just after midnight when the men were getting a taxi home.

Something was said between the group and a carload of locals and they "piled out of the car and into them", Mr Kooman said.

This incident was the first time there had been any trouble involving employees. He found it quite bizarre the men had become victims of an alcohol-related event after only that day going over customer service and drug and alcohol awareness at the course.

Detective Sergeant Cynthia Fairley, of Gore, said the two men charged in relation to the assault were scheduled to appear in the Gore District Court today.

A 22-year-old Tuturau farmhand and 20-year-old Gore man have been charged with assault with intent to injure.

The investigation was continuing and no other arrests had been made at this stage, she said.

# Young males not getting the message

By TOM O'CONNOR

YOUNG men in the rural areas around Gore and Mataura have been slow to get the message about drink-driving.

Land Transport Authority road safety engineer for Southland Jeremy Byfield said alcohol was a factor in at least 15 per cent of all road accidents in Gore and Mataura in 2002 in which people were injured.

That figure rose to at least 18 per cent last year.

"That is 18 per cent definite with a suspicion [element] of 23 per cent," Mr Byfield said.

"Therefore, nearly a quarter of injury crashes in Gore and Mataura last year involved alcohol.

"Last year, there were 102 reported crashes in the Gore district. Two were fatal, nine serious, 33 minor and 58 non-injury. In total, 64 people were injured.

"This compares with 82 injuries in 2002 and 66 in 2001."

Of the 44 injury crashes, eight involved drivers with alcohol readings above the legal limit, and two where alcohol was suspected," he said.

Mr Byfield said the number of people who were caught drink-driving, or who were involved in alcohol-related accidents, were clearly not the only offenders.

"We have no doubt these figures are only the tip of the iceberg. There is a hard core of drink-drivers out there and we intend to target them as hard as we can.

The figures were highlighted in this month's trial joint operation between

police and ACC in Southland and Otago in which drivers face a greater chance of being caught as unmarked police cars patrol country roads.

Mr Byfield said the campaign was successful enough to extend it into other areas.

Rural drivers in the Oamaru, Otematata, Kurow and Hampden districts would be next to come under scrutiny.

ACC chief executive Garry Wilson said the campaign targeted two groups of country drivers — young males, and older males who had ignored other drink-drive campaigns.

The majority of fatal or serious alcohol-related crashes occurred in rural areas and 82 per cent of rural drink drivers were male.

"Last year, there were 270 of these crashes, compared with 170 in the cities," Mr Wilson said.

"Research clearly indicates that too many rural-dwelling young men in their late teens and early 20s, and older men in their late 30s to early 40s, are not influenced by the campaigns that have caused most of us to think twice about drink-driving," he said.

"It seems that the fact their driving behaviour could kill someone counts for nothing with this group, but we know from research that they do worry if they lose their right to drive.

"This is a gloves-off approach to drink-driving that targets the one thing these drivers fear — getting caught and losing the right to drive," Mr Wilson said.

## Gore police worried

GORE police are concerned at the high number of drink-drivers they are catching as the festive season gets into full swing.

Six drivers were processed in Gore at the weekend for driving with excess breath alcohol levels.

Sergeant Craig Sinclair said they were caught during random stops.

The high number was a real concern given publicity about drink-driving and with the busy Christmas season nearing.

The levels were all reasonably high, the worse recorded by a 21-year-old Gore woman who returned a breath-alcohol level of 1112mcg. The limit is 400mcg.

# Strong message required

## Council should address alcohol issues

**By JAN MATHIS-COLLINS**  
"A FIRM stance" is needed from Gore District Council in introducing a liquor ban in the CBD, says councillor Mervyn Hellier.

Cr Hellier said he was not against drinking alcohol socially but something had to be done about vandalism and mess left down Main St and the Eccles St toilets.

"I think it is time we ask for submissions from ratepayers as most other districts like Queenstown and Invercargill have them. We have got to protect public property from danger and clean up the main street," Cr Hellier said.

He said the council should "start the ball rolling" and make the area safe for everyone.

He was worried children could be seriously hurt because of the broken glass at the children's playground in Eccles St.

He said a liquor ban by law would help police address the problem realistically with fines and confiscation of alcohol.

Gore Police Sergeant Craig Sinclair said police supported a liquor ban in the past and would support one in the future as well.

Gore cafe owner Peter McDonald said he would support a liquor ban with exemptions for alfresco dining.

Mr McDonald said during the week, as well as the weekend, carloads of young people drank on the main street, leaving rubbish behind.

He was concerned about the perception of the town in the eyes of tourists.

The Alcohol Advisory Council was targeting under-age drinking in the community. Public Health South spokesperson Ann Fowler said parents needed to be more aware of their under-age children's drinking habits.

Ms Fowler said there was no legal limit to how much alcohol parents gave their children.

"This makes the issue a moral one. If you are going to buy them alcohol, watch how much and supervise them," Ms Fowler said.

On November 11, a public awareness campaign titled "Think before you buy under 18s drink" will kick off in Gore targeting adults who supply alcohol to minors.

The "Booze Bus" will in Main St between 10am and 3pm.

Community Connections coordinator Jill Ware said the problem was complicated.

"Imposing a liquor ban would be useful but other measures would have to be looked at as well. You need to get to the heart of the problem and not just change the place where youth drink," Mrs Ware said.

# Booze ban backed

BY MARGARET PHILLIPS

GORE district councillors greeted a proposal for a liquor ban in the Gore central business area with enthusiasm.

The council's planning and regulatory committee at its Tuesday meeting wholeheartedly supported a request from Senior Sergeant Paul Marshall for a liquor ban to be introduced.

Although there were a number of "fish hooks" to be worked through other urban areas had reported success when they adopted liquor bans, Mr Marshall said. There had been a

decline in disorderly behaviour-type offending, including vandalism and fighting.

The suggested area for the ban would extend from River Street in the east to Ardwick Street in the west, and take in the Ardwick Street playground toilets and the Mobil service station at the south of Main Street, to past the police station in Hokonui Drive.

Chief executive Steve Parry is to work with Mr Marshall on developing the ban.