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**PALMERSTON NORTH CITY COUNCIL**

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**AGENDA**

**COMMUNITY DEVELOPMENT**

**COMMITTEE**

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**9AM, MONDAY 2 SEPTEMBER 2019**  
COUNCIL CHAMBER, FIRST FLOOR, CIVIC ADMINISTRATION BUILDING  
32 THE SQUARE, PALMERSTON NORTH

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## MEMBERSHIP

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**Aleisha Rutherford (Chairperson)**  
**Rachel Bowen (Deputy Chairperson)**  
**Grant Smith (The Mayor)**

**Susan Baty**  
**Gabrielle Bundy-Cooke**  
**Lew Findlay QSM**  
**Leonie Hapeta**

**Lorna Johnson**  
**Duncan McCann**  
**Karen Naylor**  
**Tangi Utikere**

**Agenda items, if not attached, can be viewed at:**

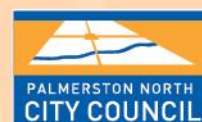
**pncc.govt.nz | Civic Administration Building, 32 The Square**  
**City Library | Ashhurst Community Library | Linton Library**

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**Heather Shotter**  
**Chief Executive, Palmerston North City Council**

**Palmerston North City Council**

**W pncc.govt.nz | E info@pncc.govt.nz | P 356 8199**  
**Private Bag 11034, 32 The Square, Palmerston North**



## **COMMUNITY DEVELOPMENT COMMITTEE MEETING**

2 September 2019

### **ORDER OF BUSINESS**

NOTE: The Community Development Committee meeting coincides with the ordinary meeting of the Planning and Strategy Committee. The Committees will conduct business in the following order:

- Planning & Strategy Committee
- Community Development Committee

#### **1. Apologies**

#### **2. Notification of Additional Items**

Pursuant to Sections 46A(7) and 46A(7A) of the Local Government Official Information and Meetings Act 1987, to receive the Chairperson's explanation that specified item(s), which do not appear on the Agenda of this meeting and/or the meeting to be held with the public excluded, will be discussed.

Any additions in accordance with Section 46A(7) must be approved by resolution with an explanation as to why they cannot be delayed until a future meeting.

Any additions in accordance with Section 46A(7A) may be received or referred to a subsequent meeting for further discussion. No resolution, decision or recommendation can be made in respect of a minor item.

#### **3. Declarations of Interest (if any)**

Members are reminded of their duty to give a general notice of any interest of items to be considered on this agenda and the need to declare these interests.

**4. Public Comment**

To receive comments from members of the public on matters specified on this Agenda or, if time permits, on other Committee matters.

(NOTE: If the Committee wishes to consider or discuss any issue raised that is not specified on the Agenda, other than to receive the comment made or refer it to the Chief Executive, then a resolution will need to be made in accordance with clause 2 above.)

- |            |   |          |
|------------|---|----------|
| <b>5.</b>  | <b>Deputation - Christmas in the Square 25th Anniversary</b>  | Page 7   |
| <b>6.</b>  | <b>Presentation - Disability Reference Group</b>  | Page 9   |
| <b>7.</b>  | <b>Presentation - Manawatu Multicultural Council</b>  | Page 13  |
| <b>8.</b>  | <b>Confirmation of Minutes</b><br>"That the minutes of the Community Development Committee meeting of 5 June 2019 Part I Public be confirmed as a true and correct record." | Page 15  |
| <b>9.</b>  | <b>Capacity and Capability Building in the Community Sector</b><br>Memorandum, presented by Joann Ransom, Community Development Manager.                                    | Page 19  |
| <b>10.</b> | <b>Welcoming Communities - Accreditation</b><br>Report, presented by Joann Ransom, Community Development Manager.   | Page 43  |
| <b>11.</b> | <b>Social Wellbeing Forum 2019</b><br>Memorandum, presented by Joann Ransom, Community Development Manager.   | Page 55  |
| <b>12.</b> | <b>Draft Local Alcohol Policy 2020 - approval for consultation</b><br>Report, presented by Julie Macdonald, Strategy and Policy Manager.                                    | Page 97  |
| <b>13.</b> | <b>Committee Work Schedule</b>  | Page 191 |



#### 14. Exclusion of Public

To be moved:

“That the public be excluded from the following parts of the proceedings of this meeting listed in the table below.

The general subject of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter, and the specific grounds under Section 48(1) of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution are as follows:

General subject of each matter to be considered	Reason for passing this resolution in relation to each matter	Ground(s) under Section 48(1) for passing this resolution

This resolution is made in reliance on Section 48(1)(a) of the Local Government Official Information and Meetings Act 1987 and the particular interest or interests protected by Section 6 or Section 7 of that Act which would be prejudiced by the holding of the whole or the relevant part of the proceedings of the meeting in public as stated in the above table.

Also that the persons listed below be permitted to remain after the public has been excluded for the reasons stated.

Chief Executive (Heather Shotter), Chief Financial Officer (Grant Elliott), Chief Infrastructure Officer (Tom Williams), General Manager – Strategy and Planning (Sheryl Bryant), General Manager - Community (Debbie Duncan), Chief Customer and Operating Officer (Chris Dyhrberg), General Manager - Marketing and Communications (Sacha Haskell), Sandra King (Executive Officer) because of their knowledge and ability to provide the meeting with advice on matters both from an organisation-wide context (being members of the Council’s Executive Leadership Team) and also from their specific role within the Council.

Legal Counsel (John Annabell), because of his knowledge and ability to provide the meeting with legal and procedural advice.

Democracy Administrators (Carly Chang, Natalya Kushnirenko, and Penny Odell), because of their knowledge and ability to provide the meeting with procedural advice and record the proceedings of the meeting.

*[Add Council Officers]*, because of their knowledge and ability to assist the meeting in speaking to their report and answering questions, noting that such officer will be present at the meeting only for the item that relate to their respective report.

*[Add Third Parties]*, because of their knowledge and ability to assist the meeting in speaking to their report/s [or other matters as specified] and answering questions, noting that such person/s will be present at the meeting only for the items that relate to their respective report/s [or matters as specified].

## DEPUTATION

**TO:** Community Development Committee

**MEETING DATE:** 2 September 2019

**TITLE:** Deputation - Christmas in the Square 25th Anniversary

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### RECOMMENDATION(S) TO COMMUNITY DEVELOPMENT COMMITTEE

1. That the Community Development Committee receive the deputation for information.
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### SUMMARY

Amanda Linsley and Duncan McCann will present a deputation to the Committee regarding the city's 25<sup>th</sup> anniversary of Christmas in the Square on 7 December 2019.

### ATTACHMENTS

Nil



## **PRESENTATION**

**TO:** Community Development Committee

**MEETING DATE:** 2 September 2019

**TITLE:** Presentation - Disability Reference Group

**ITEM 6**

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### **RECOMMENDATION(S) TO COMMUNITY DEVELOPMENT COMMITTEE**

1. That the Community Development Committee receive the presentation for information.

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### **SUMMARY**

Rose Boddy, Chairperson of the Disability Reference Group will provide a report to the Committee as per their Terms of Reference.

### **ATTACHMENTS**

1. Disability Reference Group Report [↓](#) 

## **Palmerston North City Council Disability Reference Group**

### **The purpose of the group**

- Provide feedback to the Palmerston North City Council when required.
- Feedback from the Palmerston North City Council to those in the community
- Advise the Council on accessibility issues of both local and national interest.
- Assist with the Council's engagement and consultation on accessibility issues with people who have impairments and with the wider community.

The Palmerston North City Council Disability Reference Group was formed nearly a year ago. The group draws on a wide mix of people – those with a lived experience of disability and those who work in the wider community. Members of this group have a broad knowledge of accessibility and can advise on the needs of people with impairments.

### **Outcomes so far**

As a reference group in late 2018, we were given the opportunity to comment on the City Centre Streetscape Plan and the Manawatu River Framework.

Obtain an update on the improvements on the footpaths network as well as being given an opportunity to discuss the Palmerston North City Council's priorities for the network.

Discuss the mobility carpark upgrade in the Central Business District.

Given an opportunity to participate in consultation around crossings in a section of the Square.

Feedback from the reference group resulted in Palmerston North City Council commencing operating targeted after-hours checks on mobility parks and ticketing those breaching parking rules.

### **Group aspirations**

#### **These are the aspirations we have for Palmerston North City**

- The Palmerston North Disability Reference group recommends having sign language interpreters being made available for major public events run by Palmerston North City Council, this would enable deaf members to participate more fully in public event. The Palmerston North Disability Reference group recommends that sign language interpreters be made available for Council meetings if requested. Doing this



would enable Deaf people to be able to more fully understand what is being communicated during the meetings.

- Currently mobility permitted car parks in Palmerston North are divided into those that are to be used as a mobility permitted car park (the signage includes the words at all times), 24 hours a day, 7 days a week, 365 days of the year and those mobility permitted car parks (those with signs that do not include the wording at all times) which can be used by all members of the public before 8am and after 6pm on a day to day basis and on all public holidays without time restrictions. The Palmerston North Disability Reference group recommends for the Palmerston North City Council to endorse making all mobility parks permitted for 24 hours, seven days a week. We believe if this was ratified it would make Palmerston North City Council the first council in New Zealand to do so.
- For Palmerston North City Council to champion the concept of a companion card scheme card. It would be for those who have a permanent disability and a lifelong need for 'attendant care support' in order to participate in community activities and attend events. The Companion Card would assist with the costs of getting out and about with the support of a companion. Companion card holders would receive a second 'companion' ticket at no charge at participating venues and on public transport.
- Going forward for the Palmerston North City Council to consider how best Disabled members of the community can be supported to participate in council led public events.

### Acknowledgments

The Disability Reference Group would like to acknowledge and thank Councillor Karen Naylor and Pascal Francois Palmerston North City Council Community Group Advisor for their invaluable assistance.

Rose Boddy

Chairperson of the Palmerston North City Council Disability Reference group.



## **PRESENTATION**

**TO:** Community Development Committee

**MEETING DATE:** 2 September 2019

**TITLE:** Presentation - Manawatu Multicultural Council

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### **RECOMMENDATION(S) TO COMMUNITY DEVELOPMENT COMMITTEE**

1. That the Community Development Committee receive the presentation for information.

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### **SUMMARY**

Rana Naser, President, Manawatu Multicultural Council will provide a presentation regarding her attendance at the recent international conference on Multiculturalism & City Inclusion in Singapore that was held in late June.

### **ATTACHMENTS**

Nil



# PALMERSTON NORTH CITY COUNCIL

## Minutes of the Community Development Committee Meeting Part I Public, held in the Council Chamber, First Floor, Civic Administration Building, 32 The Square, Palmerston North on 05 June 2019, commencing at 9.10am

**Members Present:** Councillors Aleisha Rutherford (in the Chair) Susan Baty, Rachel Bowen, Gabrielle Bundy-Cooke, Lew Findlay QSM, Leonie Hapeta, Lorna Johnson, Duncan McCann, Karen Naylor and Tangi Utikere.

**Non Members:** Councillors Brent Barrett, Adrian Broad, Jim Jefferies and Bruno Petrenas.

**Apologies:** The Mayor Grant Smith (on Council Business) and Councillors Adrian Broad (early departure) and Vaughan Dennison (late arrival on Council Business).

Councillor Vaughan Dennison entered the meeting at 10.25am during consideration of clause 10-19.2. He was not present for clauses 7 to 10-19.1 inclusive.

### 7-19 Apologies

Moved Aleisha Rutherford, seconded Rachel Bowen.

#### The COMMITTEE RESOLVED

1. That the Committee receive the apologies.

Clause 7-19 above was carried 14 votes to 0, the voting being as follows:

#### For:

Councillors Brent Barrett, Susan Baty, Rachel Bowen, Adrian Broad, Gabrielle Bundy-Cooke, Lew Findlay QSM, Leonie Hapeta, Jim Jefferies, Lorna Johnson, Duncan McCann, Karen Naylor, Bruno Petrenas, Aleisha Rutherford and Tangi Utikere.

### 8-19 Deputation - Mayors Taskforce for Jobs

Noa Woolloff, Taskforce Co-ordinator for Mayors Taskforce for Jobs (MTFJ) made a deputation outlining the work that the organisation does.

Established in 2000, MTFJ was set up by Mayors and Business leaders to create better opportunities for jobs. It was represented by 65 of the 67 Mayors nationwide, with PNCC being a very engaged member.

Young people were facing many challenges and over 87,000 were not engaged in education, training or employment. MTFJ had many areas that they were involved in to try and address these issues, such as:

- Outward Bound scholarship, each worth \$3,600
- Industry Training Graduations aimed at elevating the status of trades and

service careers

- The Tuia Programme that aims to build on mentoring experiences for young people
- Continue to advocate for central government system change to a truly accessible driving licensing programme.

Moved Aleisha Rutherford, seconded Gabrielle Bundy-Cooke.

The **COMMITTEE RESOLVED**

1. That the Community Development Committee receive the deputation for information.

Clause 8-19 above was carried 14 votes to 0, the voting being as follows:

**For:**

Councillors Brent Barrett, Susan Baty, Rachel Bowen, Adrian Broad, Gabrielle Bundy-Cooke, Lew Findlay QSM, Leonie Hapeta, Jim Jefferies, Lorna Johnson, Duncan McCann, Karen Naylor, Bruno Petrenas, Aleisha Rutherford and Tangi Utikere.

**9-19**

**Confirmation of Minutes**

Moved Aleisha Rutherford, seconded Rachel Bowen.

The **COMMITTEE RESOLVED**

1. That the minutes of the Community Development Committee meeting of 1 April 2019 Part I Public be confirmed as a true and correct record.

Clause 9-19 above was carried 14 votes to 0, the voting being as follows:

**For:**

Councillors Brent Barrett, Susan Baty, Rachel Bowen, Adrian Broad, Gabrielle Bundy-Cooke, Lew Findlay QSM, Leonie Hapeta, Jim Jefferies, Lorna Johnson, Duncan McCann, Karen Naylor, Bruno Petrenas, Aleisha Rutherford and Tangi Utikere.

**10-19**

**Options for Library Services in Highbury**

Memorandum, dated 14 May 2019 presented by the Manager - Libraries, Community, Linda Moore.

During discussion Elected Members requested that further engagement take place with the wider community. They believed there was more clarity required as to what the community really wanted and to further explore co-location with Te Aroha Noa.

Moved Aleisha Rutherford, seconded Leonie Hapeta.

The **COMMITTEE RECOMMENDS**

1. That the memorandum dated 14 May 2019 and titled "Options for Library Services in Highbury" be received

Clause 10-19 above was carried 14 votes to 0, the voting being as follows:



**For:**

Councillors Brent Barrett, Susan Baty, Rachel Bowen, Adrian Broad, Gabrielle Bundy-Cooke, Lew Findlay QSM, Leonie Hapeta, Jim Jefferies, Lorna Johnson, Duncan McCann, Karen Naylor, Bruno Petrenas, Aleisha Rutherford and Tangi Utikere.

Moved Rachel Bowen, seconded Leonie Hapeta.

Councillor Vaughan Dennison entered the meeting at 10.25am

2. That the Chief Executive be instructed to provide a report back to the Community Development Committee following further community engagement around the future of the Library services in the Highbury Area and providing detail of the outcomes of the next steps outlined in the report dated 14 May 2019 and titled "Options for Library Services in Highbury".

Clause 10-19 above was carried 15 votes to 0, the voting being as follows:

**For:**

Councillors Brent Barrett, Susan Baty, Rachel Bowen, Adrian Broad, Gabrielle Bundy-Cooke, Vaughan Dennison, Lew Findlay QSM, Leonie Hapeta, Jim Jefferies, Lorna Johnson, Duncan McCann, Karen Naylor, Bruno Petrenas, Aleisha Rutherford and Tangi Utikere.

**11-19**

**Committee Work Schedule**

Moved Aleisha Rutherford, seconded Rachel Bowen.

The **COMMITTEE RESOLVED**

1. That the Community Development Committee receive its Work Schedule dated June 2019.

Clause 11-19 above was carried 15 votes to 0, the voting being as follows:

**For:**

Councillors Brent Barrett, Susan Baty, Rachel Bowen, Adrian Broad, Gabrielle Bundy-Cooke, Vaughan Dennison, Lew Findlay QSM, Leonie Hapeta, Jim Jefferies, Lorna Johnson, Duncan McCann, Karen Naylor, Bruno Petrenas, Aleisha Rutherford and Tangi Utikere.

The meeting finished at 10.37am

Confirmed 2 September 2019

**Chairperson**



## MEMORANDUM

**TO:** Community Development Committee

**MEETING DATE:** 2 September 2019

**TITLE:** Capacity and Capability Building in the Community Sector

**PRESENTED BY:** Joann Ransom, Community Development Manager

**APPROVED BY:** Debbie Duncan, General Manager - Community

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### RECOMMENDATION(S) TO COUNCIL

1. That the memorandum dated 2 September 2019 and titled Capacity and Capability Building in the Social Sector be received.
2. That Council endorses the next steps as described:
  - Support PNCSC to develop and implement shared services to tenants of Hancock Community House;
  - Include a new condition in the tenancy leases, at either the commencement of a new tenancy or at renewal, that requires Hancock House tenants to actively work with PNCSC and other tenants to explore opportunities for shared practices.
  - Develop an enhanced professional development programme for community groups:
    - Work with PNCSC to develop, fund and promote a comprehensive capability development programme targeting the highest priority Domains of Capability.
    - Facilitate and promote an annual programme of workshops to be delivered in collaboration with other agencies and organisations.
    - Develop and promote a “package” of professional services;
  - Encourage community groups to take annual Navigator assessments to measure and improve their organisational capability.

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### 1. ISSUE

Palmerston North depends on having a strong community and voluntary sector to support our more vulnerable communities. Priority 3 of the Connected Community Strategy is to:

*“build community capacity to take ownership and encourage community leadership of solutions, including better co-ordination between community organisations and groups.”*

The specific programme in the Community Support Plan that this memorandum addresses is to:

*“Examine and make recommendations on the capacity and capability programmes currently being carried out by other agencies (by end of 2018/2019).”*

## 2. BACKGROUND

Council acknowledges and appreciates the key role that the community sector plays in supporting the social fabric of the city. It is also aware that in order for community groups to show leadership and take ownership of solutions to community issues they must have the capacity and capability to do so. There has been significant activity in recent years by many organisations, agencies and the community sector to provide support, but this has largely been uncoordinated.

A memo to the Community Development Committee on 11 September 2018 presented the findings of the annual Social Wellbeing Forum that was held in May 2018. Council resolved that:

*“the Chief Executive provide a response to the key concerns of the Social Wellbeing Forum report including how Council could support a more coordinated approach”.*

A further memo to the Community Development Committee on 1 October 2018 summarised the capability and concerns within the sector; the potential solutions identified at the forum and an account of current council activities. Council requested:

*“That a further report on capacity and capability building in the community sector be presented back to a Community Development Committee meeting in 2019 upon completion of an environmental scan, including a summary of the:*

- *Nature and extent of the capacity and capability issues facing different organisations within the wider sector;*
- *Range, availability and accessibility of existing capacity and capability building services;*
- *Options (including “quick wins”) to support a co-ordinated approach to the development of collective solutions.”*

This memorandum addresses each these 3 components in turn.

### 3. APPROACH

The approach taken to gather the information and the relevant sections are:

	Component	Information gathering approach taken
Environmental scan	Nature and extent of the capacity and capability issues facing different organisations within the wider sector	<ul style="list-style-type: none"> <li>• Social Wellbeing Forum Report</li> <li>• Sector self-assessment*</li> <li>• Helicopter view assessment</li> <li>• Interviews</li> </ul>
	Range, availability and accessibility of existing capacity and capability building services	<ul style="list-style-type: none"> <li>• Institutional knowledge</li> <li>• Online research</li> <li>• Meetings with funders and agencies</li> </ul>
Response	Options (including “quick wins”) to support a co-ordinated approach to the development of collective solutions.	<ul style="list-style-type: none"> <li>• Consultation with umbrella groups</li> <li>• Community Development Team brainstorm</li> </ul>

*\*NZ Navigator is an online self-assessment tool that is focussed on building strong and effective community organisations. It was developed by Platform Trust and Bishop's Action Foundation supported by the Department of Internal Affairs and Rabid Technologies. This highly regarded digital tool, in conjunction with a number of other activities, has been extensively used in the preparation of this memorandum.*

### 4. ENVIRONMENTAL SCAN

#### 4.1 Methodology

A comprehensive environmental scan was achieved through four prongs of information gathering, each of which is discussed below. This enabled the findings of a relatively small response to the self-assessment to be ‘tested’ for representativeness.

Section 4.2. Social Wellbeing Forum - A deep reading of the 2018 Forum Report.

Section 4.3 Sector Self-Assessment - Approximately 200 community organisations were invited to carry out an anonymous self-assessment using the NZ Navigator tool. In preserving the anonymity of each group we were able to encourage an honest self-assessment, unaffected by ‘group think’, while obtaining a combined assessment for the sector as a whole.

Section 4.4. Helicopter view - A second NZ Navigator assessment was run to capture the opinion gained through the deep and wide connections and experience gained from working across the sector.

Section 4.5. Interviews – Four umbrella groups were interviewed by officers to gain deeper insight. The interviews happened after the Navigator assessment in order to stimulate thinking prior to the interviews.

#### 4.2 Social Wellbeing forums

The 2019 Social Wellbeing Forum focussed on developing solutions to issues identified in previous forums and deliberately set capacity and capability issues aside, knowing that this Memo was being researched.

The 2018 Forum was not attended by all groups – or even most groups – working in the social sector and this coupled with nearly 50% of attendees being from central or local government, or funding agencies, means that the capability issues that were raised cannot be held to be representative of the sector as a whole.

The capability issues listed in the table below have been extracted through close reading of the 2018 Social Wellbeing Forum report but there is no means to weight them by importance or prevalence.

<i><b>Issue</b></i>	<b>Description</b>
<i>Communication</i>	Complicated language and changing terminology is a barrier.
<i>Evaluation</i>	Measuring the outcomes achieved by community organisations
<i>Finance</i>	Including the administrative burden of the application process and a lack of awareness about potential sources of funding.
<i>Governance</i>	Including recruitment and training.
<i>People</i>	Including high staff turnover, ongoing training needs and employment law.
<i>Relationships</i>	Connection and collaboration between community organisations, but also connection between central and local government.

#### 4.3 Sector Self-assessment

NZ Navigator self-assessments enables users to assess the current capability of their organisation by rating all the important areas of the organisation's operation through 9 Domains of Capability: direction, governance, leadership, people, administration, finances, communication, evaluation, and relationships. Officers invited 200 community organisations to complete a Navigator self-assessment. [Appendix 1.] Collectively the sector assessed itself as 'successful' across all 9 Domains of Capability however there were significant variances between respondents depending on whether they were volunteers, staff or board members.

The 3 Domains the sector considered itself weakest in were:

- Evaluation
- Administration



- People.

#### 4.4 Helicopter View Assessment

To supplement the self-assessments Officers ran supplementary Navigator surveys with ‘Umbrella groups’ who provide support, services and representation to other community groups working in the same arena. [Appendix 2]. The view of the umbrella groups is that the sector overall is:

- ‘viable’ in 7 Domains;
- ‘vulnerable’ in Leadership and Administration, and
- ‘successful’ in the Relationships Domain.

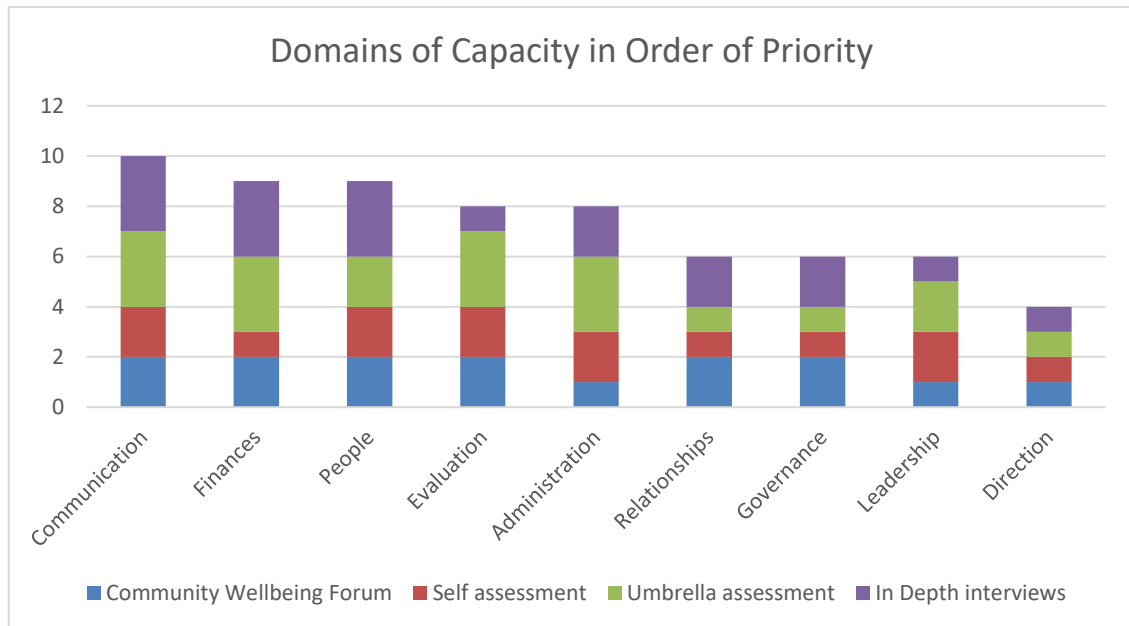
#### 4.5 Interviews

Officers interviewed 4 umbrella groups to test that the findings of the Navigator self-assessments were representative. [Appendix 3.] The 3 Domains the Combined Helicopter View considered itself weakest in were:

- Communication
- Evaluation
- Finances with Leadership and Administration close behind.

### 5. NATURE AND EXTENT OF THE CAPACITY AND CAPABILITY ISSUES

The chart below was developed by assigning a value of 1–3 points for each Domain, for each of the four methods used to assess capability in the sector. A score of 3 meaning that the Domain was viewed as a weakness and thus a higher priority. Stacking the scores together shows the priority Domains that need development.



The interviews confirmed that the highest priority Domains of Capability for the sector are: Communication, Finances, People, Evaluation and Administration.

## 6. RANGE, AVAILABILITY AND ACCESSIBILITY OF EXISTING CAPACITY AND CAPABILITY BUILDING SERVICES

### 6.1 Council Support

Council casts a wide net, working alongside the wider non-profit sector to support its capacity and capability [Appendix 4]. Community funding is a significant method to help community groups grow capacity. Strategic Priority Grants direct funding towards groups whose programmes and activities directly contribute to Council outcomes.

### 6.2 DIA – Department of Internal Affairs.

The Community Matters programme uses a community-led approach to support groups seeking funding. Community advisors help in various ways including providing information and advice, brokering relationships and administering lottery grant funds.

### 6.3 MSD - Ministry of Social Development

A number of community providers contract to government agencies to provide services. All Community Investment-funded services and programmes were moved to results based contracts in 2017/2018 with clear performance measures aligned with the Results Measurement Framework (ie RBA – Results Based Accountability.) Where capability shortfalls are observed with contract holders MSD advisors work closely over an extended period with the organisations to achieve improvement. Thus MSD cast their net deeply in a very specific area.

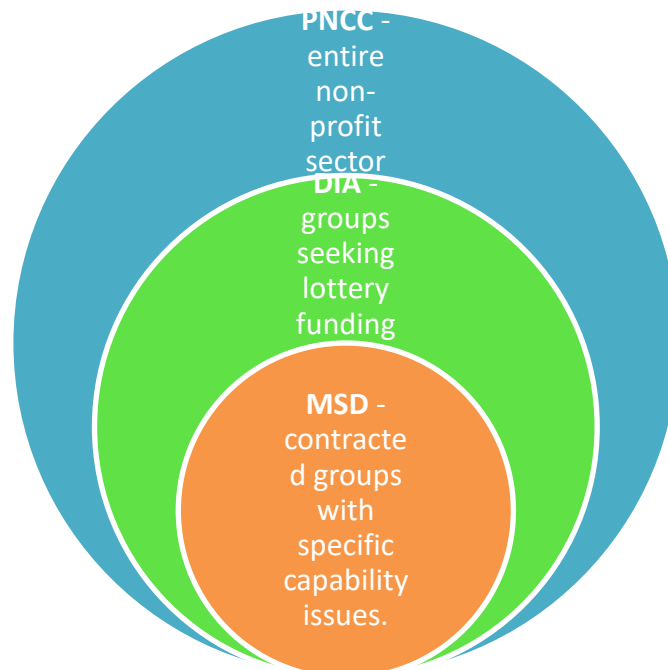


Fig 1. While PNCC supports capability development over the entire non-profit sector, DIA provide funds to a narrower group, MSD provides targeted capability development assistance to specific groups they contract with.

6.3 Te Puni Kokiri works across government and the private sector to support Māori development. Their website has a section to help trustees and directors of Māori organisations.

#### 6.5 Palmerston North Community Services Council

Palmerston North Community Services Council (PNCSC) is based in Hancock Community House. PNCSC is funded by Council to deliver capability building programmes to community organisations. Their mission is to:

*“take a lead role in facilitating the empowerment of community groups to participate in and contribute to the community and its wellbeing.”*

#### 6.6 Professional Development

[Appendix 5] lists different resources available for community groups to grow their capability and capacity. These range from fee to free and online to in person. These are additional to the comprehensive library of current resources accessible to groups who take Navigator assessments as part of the feedback report generated after an assessment.

***There is no paucity of affordable resources and programmes that community organisations can access in order to develop capability and increase their capacity. The real issue to address is encouraging groups to take advantage of readily available resources which would lift the collective capability of the sector as a whole.***

## 7. OPTIONS TO SUPPORT A CO-ORDINATED APPROACH

### 8.1 Shared Services

Hancock Community House (HCH) was opened in 2011. The objective of HCH was to strengthen and improve the capacity and capability of the community sector by locating community service providers within a community house and the development of shared services. [Appendix 6].

Shared service aspirations have not been easy to implement from the outset. Community groups are independent of Council and we can't 'make' them do what we want them to do in terms of running their own organisations". To a large extent this situation remains unchanged.

A survey of HCH tenants in 2018 showed that all agreed there were more opportunities to support the capacity and capability of their organisation and a number of ideas which could be developed and implemented through shared services at HCH. In early 2019 a contract was let to PNCSC to provide administrative services for HCH. While the concept of developing shared services was built into the new contract, it is anticipated that the development of shared arrangements may take some time.

As the individual tenant groups have their tenancy contracts directly with PNCC, it would be possible to negotiate the insertion of a condition, at either the commencement of a new tenancy or at renewal, that requires tenants to actively work with PNCSC and other tenants to explore opportunities for shared practices.

### 8.2 Professional Development programme

Officers could work with PNCSC to develop and fund a comprehensive capability development programme targeting the highest priority Domains of Capability. This could be developed within existing operations but would also include supporting PNCSC to source significant additional funding from external funders such as the Tindall Foundation and DIA, so that high-cost and quality providers like Exult can be contracted to deliver locally.

We could also fund a representative from each umbrella organisation to attend the annual Exult conference, with the expectation that learnings and knowledge will feed into their workplans and trickle down to groups they work with.

Officers could facilitate a series of workshops to be delivered with other agencies and organisations:

- Governance obligations with Charities Commission, IRD and DIA,
- Marketing and Communication with PNCC,
- Event management including traffic management, permits, risk assessment with PNCC,

- Business continuity plans
- Writing funding applications
- ‘Things we learnt’ & ‘What we are proud of’ where groups reflect on things that they learnt the hard way or to share things they are doing really well.

### 8.3 Results Based Accountability

The 2019-2022 SPG recipients have been coached through the implementation of the RBA methodology that officers are using to monitor the collective impact of the SPG. This has involved significant upskilling in the Capability Domains of: Direction, Relationships, Evaluation and Communication and represents a quick win. The RBA system is used around the world to improve organisational outcomes and performance and as we develop a body of data and experience we will see this flow through to the sector.

### 8.4 Navigator Assessment Tool.

Officers will promote the Navigator self-assessment tool so that community organisations can measure their capability, identify areas for improvement, carry out an upskilling programme using the capability building resources and tools which are freely available online and track improvement annually.

### 8.5 Professional Services

Periodically community groups need to access professional advice in the areas of, for example, HR and people management, finance, legal, communications and marketing. There are several mechanisms in place for this already including:

- Legal Entity project - PNCSC have a fund to pay a legal firm to provide advice to a community group as needed.
- Community Accounting is a similar project which works with Massey University to connect accountant students to work 1:1 with a community organisation.
- UCOL Design School – project work as required
- Massey School of Social Work - student placements at Hancock Community House for projects.

There could be benefit in taking a deeper look to ascertain whether there are other experts available through, for example, the Volunteer Resource Centre and corporate community workdays where staff are encouraged to donate 1 day a year to the community.

### 8.6 Funding

Officers will be taking a more proactive approach in working with community groups to encourage the diversification of funding streams and to increase the overall amount of

grant funding coming into the City. The availability of the various funding sources available to groups will be promoted more widely.

#### 8.7 Collaboration with other agencies

Officers meet regularly with colleagues from DIA, MSD, EECT and other agencies working in the City to maintain relationships, open channels of communication and identify future opportunities to coordinate complementary activities. For example, MSD work closely in a 1:1 capacity with contract holders to address specific capability issues. PNCC complements this targeted approach by working across the sector taking a 1:many approach lifting overall capability.

#### 8.8 Communications

Maintaining relationships is core business for officers and the new SPG / RBA process reinforces this approach. However, officers have recognised the need to improve the level of communications for all significant activities utilising the most appropriate delivery channels. This may include press releases, contributions to Flax magazine, (distributed monthly by PNCC to community groups), web site updates and social media posts.

### 7. **CONCLUSION**

A four-pronged inquiry approach has identified that the highest priority Domains of Capability for the community sector are: Communication, Finances, People, Evaluation and Administration.

There is currently a plethora of resources and programmes available for groups to upskill from a range of different providers including funders, ministries and other organisations. There are solutions for all budgets and many are available for free from the internet. The challenge is to encourage groups to take advantage of the resources available in order to enhance their capability and capacity. A key component to support the use of these resources will be our ongoing collaboration with other providers to ensure that community groups are aware of the various resources and are able to access them in the most meaningful way for them.

A priority for Council's Community Development team will be to encourage community groups to evaluate their own capacity, identify development areas, implement a programme of skill development and then monitor progress. This could be further enhanced by supplementing the existing resources and opportunities with an enhanced professional development programme, sponsoring attendance at national conferences and facilitating workshops for community groups to come together to share learnings and good practice.

The table below shows the existing level of officer activity supporting development in the 9 Domains of Capability alongside the new activities.



		DOMAINS OF CAPABILITY								
		DIRECTION	GOVERNANCE	LEADERSHIP	PEOPLE	ADMINISTRATION	FINANCE	COMMUNICATIONS	EVALUATION	RELATIONSHIPS
CURRENT ACTIVITIES OF PNCC	TRAINING FUND		✓							
	GRANT FUNDING						✓			
	SUPPORT AND ADVICE	✓	✓	✓	✓	✓	✓	✓	✓	✓
	HANCOCK COMMUNITY HOUSE					✓	✓			✓
	PARTICIPATION AND FACILITATION OF COMMUNITY NETWORKS	✓						✓		✓
	SHARING BEST PRACTICE	✓	✓	✓	✓	✓	✓	✓	✓	✓
NEW ACTIVITIES OF PNCC	PROFESSIONAL DEVELOPMENT PROGRAMME	✓	✓	✓	✓			✓	✓	
	SHARED SERVICES					✓	✓	✓		
	RESULTS BASED ACCOUNTABILITY	✓							✓	✓
	NAVIGATOR ASSESSMENT TOOL	✓	✓	✓	✓	✓	✓	✓	✓	✓
	WORKSHOPS		✓					✓		✓
	PROFESSIONAL EXPERTISE		✓		✓		✓			

*\*Current activities are green while the proposed new activities are in yellow.*

## 8. REPORTING

Capacity and Capability activities and outcomes supporting the achievement of the Community Support Plan will be monitored and reported to Council through its regular, quarterly and end of year reporting processes.

## 9. NEXT STEPS

Council's clear vision and goals is enabling officers to take a more proactive and strategic approach in its work with the community sector; and the implementation of following "next steps" will form an integral part in the delivery of our Community Development operational programme:

- Support PNCSC to develop and implement shared services to tenants of Hancock Community House;
- Include a new condition in the tenancy leases, at either the commencement of a new tenancy or at renewal, that requires tenants to actively work with PNCSC and other tenants to explore opportunities for shared practices.

## PALMERSTON NORTH CITY COUNCIL







- Develop an enhanced professional development programme for community groups:
  - Work with PNCSC to develop, fund and promote a comprehensive capability development programme targeting the highest priority Domains of Capability.
  - Facilitate and promote an annual programme of workshops to be delivered in collaboration with other agencies and organisations.
  - Develop and promote a “package” of professional services;
- Encourage community groups to take annual Navigator assessments to measure and improve their organisational capability.

Activities and outcomes will be monitored and reported to Council through its regular, quarterly and end of year reporting processes.

**12 COMPLIANCE AND ADMINISTRATION**

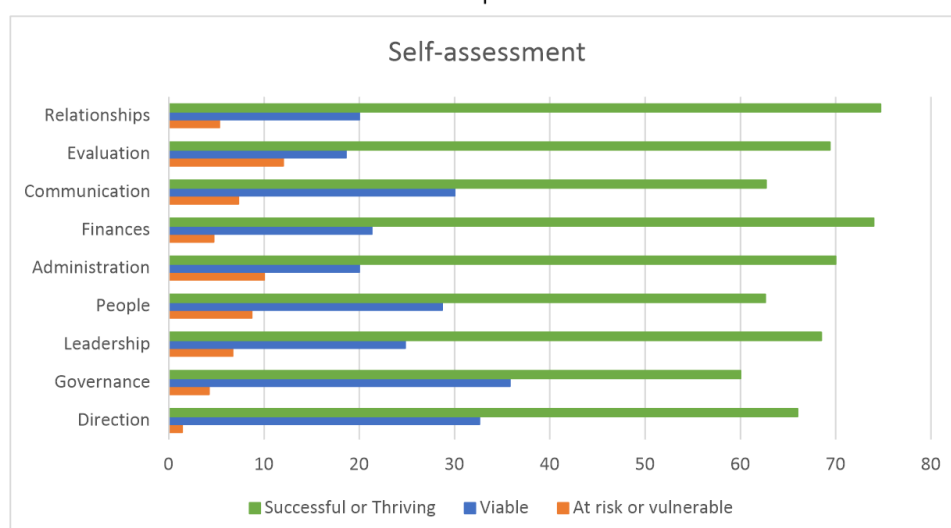
Does the Committee have delegated authority to decide?	<b>Yes</b>
Are the decisions significant?	<b>No</b>
If they are significant do they affect land or a body of water?	<b>No</b>
Can this decision only be made through a 10 Year Plan?	<b>No</b>
Does this decision require consultation through the Special Consultative procedure?	<b>No</b>
Is there funding in the current Annual Plan for these actions?	<b>Yes</b>
Are the recommendations inconsistent with any of Council’s policies or plans?	<b>Yes</b>
The recommendations contribute to Goal 3: A Connected and Safe Community	
The recommendations contribute to the outcomes of the Connected Community Strategy	
The recommendations contribute to the achievement of action/actions in the Community Support Plan	
The action is: b) Sustainable practices – Build capacity and capability in community organisations.	
Contribution to strategic direction	To describe evidence of the capability needs within the community sector.

## **ATTACHMENTS**

1. App 1 - Navigator Survey - Self Assessment [↓](#) 
2. App 2 - Navigator Survey - Helicopter View [↓](#) 
3. App 3 - Interviews with umbrella groups [↓](#) 
4. App 4 - Current PNCC Activity [↓](#) 
5. App 5 - Existing Resources [↓](#) 
6. App 6 - Shared Services [↓](#) 

## Appendix 1. Navigator Survey – Self Assessment by Community Groups.

1. Approximately 200 community organisations were invited to carry out an anonymous self-assessment using the NZ Navigator tool. In preserving the anonymity of each group we were able to encourage an honest self-assessment where groups did not have to fear that a negative result might impact their success at obtaining grants from PNCC in the future. It also a combined view of the sector as a whole.
2. 30 of the 200 organisations invited to complete a Navigator self-assessment did so. This represents a participation rate of 15%.
3. Key Findings
  - The sector overall assessed itself as 'successful' across all 9 Domains.
  - Without exception, volunteers of the organisations had a less rosy view of their organisations than board members. Staff had the most positive view.
    - volunteers rated the sector as 'viable' overall and were the only group to rate any Domains as 'vulnerable' (Administration, Leadership and People).
    - board members rated the sector as 'successful' overall but with 2 Domains as 'viable' (Communication and Evaluation).
    - staff members rated the sector at the high end of 'successful' overall with 4 Domains as 'thriving' (Direction, Finances, Evaluation and Relationships).
  - The Domains the sector considered itself strongest in were: Relationships, Finances & Administration followed closely by Evaluation and Leadership.
  - The Domains the sector considered itself weakest in were: Evaluation, Administration and People followed closely by Communication and Leadership.
4. The chart below shows how each Domain was rated in terms of how 'strong' the sector is in that Domain. These ranged from 'successful or thriving' through 'Viable' to 'At risk or vulnerable'. The Domains are listed on the left and the numbers on the X axis show the percentage of respondents who answered that way. eg 20% of respondents believe that the sector was 'viable' in the 'Relationships' Domain.



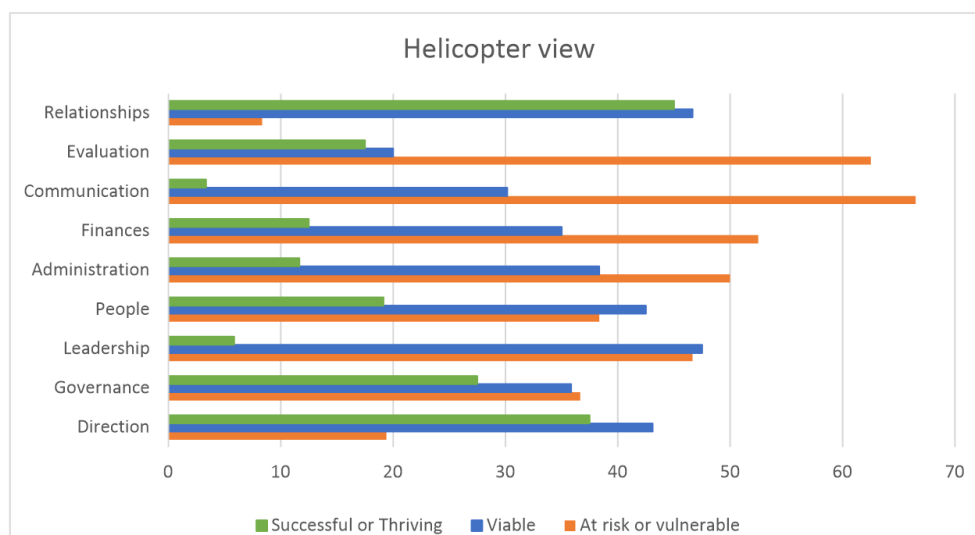
## Appendix 2. Navigator Survey – Helicopter View.

- To supplement the self-assessments carried out by individual groups, two further navigator assessments were run, taking a helicopter view of the community sector as a whole. Separate surveys were completed by these two groups:
  - Umbrella groups providing support, services and representation to other community groups working in the same arena; government departments, agencies and funders.
  - PNCC Community Development Advisors
- 7 of the 10 people who were invited to complete one of the Helicopter view Navigator assessments did so. This represents a participation rate of 70%.
- The view of the umbrella groups is that the sector overall is:
  - ‘viable’ in 7 Domains;
  - ‘vulnerable’ in Leadership and Administration, and
  - ‘successful’ in the Relationships Domain.

This is a slightly less positive than that of the PNCC Community Development Officers who viewed the sector to be ‘viable’ across all 9 Domains. Figure 1. Below shows how each survey group assessed the Domains.

Domain	PNCC Officers	Umbrella groups
Direction	Viable	Viable
Governance	Viable	Viable
Leadership	Viable	Vulnerable
People	Viable	Viable
Administration	Viable	Vulnerable
Finances	Viable	Viable
Communication	Viable	Viable
Evaluation	Viable	Viable
Relationships	Viable	Successful

- Totalling the responses of both surveys produced a helicopter view that shows the 3 Domains the sector is strongest in are: Relationships, Direction and Governance while the 3 weakest Domains are: Communication, Evaluation and Finance with Leadership and Administration close behind.



### Appendix 3. Interviews with Umbrella Groups.

1. Officers met with 4 organisations working within the sector who could be considered 'umbrella' agencies for other groups operating within an area of interest. One group from each of the following areas were interviewed: social, environment, arts and multi-cultural.
2. The objective of the interviews was to test whether the findings of the Navigator surveys were 'about right'. This is because the survey sample size was small with a response rate of 15% and the Social Wellbeing Forum had not provided enough information to confirm.
3. The interviews were run after the Navigator assessments were carried out but before the results were viewed. This allowed the interviewees to be in the right 'mindset' and enabled the interviewer and interviewees to quickly agree a shared understanding of what capability and capacity meant in the context of the interviews. Interviewers had no access to the survey results until after the reports of the interviews had been completed thus ensuring no 'cross over' or reinforcement bias by the interviewer between the Navigator surveys and the interviews.
4. The interview consisted of 1 discussion question and 3 main questions:
  - What is your understanding of capacity & capability in your sector? (Discussion)
  - What are the top 5 projects or activities currently occurring in Palmerston North around building capacity and capability in community groups?
  - In your opinion, what are the main gaps or needs that could be enhanced?
5. Key findings.
  - Finance was identified by all interviewees as the greatest challenge; it was particularly difficult to cover wages and the competitive nature of fundraising impeded collaboration and long term synergies.
  - People and Communication were the next ranked Domains with issues coalescing around skill development eg writing and digital literacy.
  - Administration and Governance were also raised as a challenge. This included not taking a business-like approach to operations or rational decision-making.
  - The comment was also made that too many of the same people are on too many boards. While this was good in some ways because boards actually had enough members with useful skills, it did restrict diversity.

## Appendix 4. Current activity by PNCC to enhance the capability and capacity of community groups.

1. Council has for many years, been working alongside the voluntary sector to support its capacity and capability. This has fallen into 3 main categories: training, funding and support.
2. Training: Provide targeted training opportunities through a Training Fund for:
  - Change management processes
  - Planning
  - Governance
  - Employment relations
  - Compliance / health and safety
  - Designing effective and efficient service models.
3. Funding: Provide grant funding through contestable funding rounds:
  - Community Small Grants - providing financial support for backroom operations
  - Strategic Priority Grants - operational grants to support the city's strategic priorities. A highlight of these grants is the funding of the following umbrella organisations who provide advice, advocacy and capability support for member groups:
    - Volunteer Resource Centre
    - Environment Network Manawatu
    - Community Services Council
    - Community Arts
    - Youth Network
4. Ongoing Support:
  - Maintaining ongoing relationships with organisations to:
    - Provide advice on governance, management, service delivery models, planning and facilitating linkages to other organisations (MMC, RECAP, Main Network, Community Centres).
    - Connect people and organisations together e.g. Kiistone (an organisation that provides a number of backroom support services for the not-for-profit sector including Mentors, Community Accounting etc).
    - Lead and facilitate networking opportunities – Arts Powerhouse Group, Welcoming Communities, Safety Advisory Board, Disability Ref Group etc.
    - Support organisations to navigate the various Council systems.
    - Work with CEDA to facilitate connections for the Community Mentor Programme, which supports local business people to act as mentors to local businesses and community groups.
    - Collaborate with the Membership of Chamber of Commerce to help facilitate opportunities for community groups to partner with the business sector.
  - Build relationships and break down barriers through on the ground participation in community activities.
  - Participate in other community networks – acting as advocates, shared experiences, shared solutions eg. Government agencies, health agencies, Housing Needs, Funders Network and
  - Provide suitable, secure, and affordable accommodation for a wide variety of community based providers through the provision of Hancock House.

## Appendix 5. Range, availability and accessibility of existing capability building tools and services.

1. Palmerston North Community Services Council (PNCSC) is based in Hancock Community House. Their mission is to: *“take a lead role in facilitating the empowerment of community groups to participate in and contribute to the community and its wellbeing.”*

PNCSC are a strategic delivery partner of Council. In addition to managing Hancock Community House for PNCC which provides meeting spaces they also make photocopying, binding and laminating equipment and services for any community organisation to use for free or at cost. They also are funded to deliver capability building programmes to community organisations.

2. MSD – Ministry of Social Development. A number of government agencies contract services with community providers which on one level increases capacity. While funding facilitates increases in staffing etc and thus capacity to deliver ‘more’ this is of limited value if groups are badly governed, don’t plan well, mismanage finance or deliver poorly.

### 2.1 Accreditation

Social sector agency-funded providers must have accreditation if they wish to contract their services to government. Accreditation requires organisations to provide evidence such as plans, policies, and procedures against a set of assessment standards at a level that reflects the type of services they deliver eg budgeting services are assessed at level 4 whereas youth justice services are assessed at level 1. This ensures that providers have the capability and capacity to deliver quality social services on an on-going basis.

### 2.2 Outcomes Capability Planning and Assessment tool

All Community Investment-funded services and programmes moved to results-based contracts in 2017/2018 with clear performance measures aligned with the Results Measurement Framework (ie RBA – Results Based Accountability.)

MSD developed The Outcomes Capability Planning and Assessment tool to support providers to develop capability in capturing and using information, and improvement in providing evidence of client outcomes that are realised through their services and the effectiveness of their services. This requires:

- identification and measurement of outcomes (what)
- clarity of purpose (why)
- a system to capture the data (how)
- people to operate the system (who).

Mike Fletcher is the Lead Advisor, Partnering for Outcomes at MSD. Where capability shortfalls are observed with contract holders Mike and his team work closely over an extended period with the organisations to achieve improvement.



3. DIA – Department of Internal Affairs. The Community Matters programme uses a community-led approach to support communities and hapū to achieve their goals by working together, building on their strengths, encouraging wide participation, developing local leaders and action plans to measure and celebrate their achievements.

#### 3.1 Advisors

Community advisors help in various ways including providing information and advice about:

- community-led development
- community projects
- developing and strengthening community groups and organisations
- accessing grants
- understanding and working towards achieving meaningful outcomes for communities
- how individuals can contribute and make a difference in their community

Community advisors can also support community group as a facilitator or as a relationship-broker, helping form connections with other local people, groups or agencies.

#### 3.2 Tools and Resources Library

The Community Matters has an online 'library' of tools and resources to support community groups achieve their objectives. These cover off the following topics:

- Capital and asset based community development
- Community mobilisation
- Community engagement
- Community participation
- Facilitating in communities
- Community Leadership
- Community planning
- Managing Community projects
- Evaluating Community Projects
- Placemaking

#### 3.3 Grants

DIA has 3 grant funds available for developing community group capacity:

- Community Internship Programme
- Lottery Minister's Discretionary Fund
- Support for Volunteering

4. TPK - Te Puni Kokiri works across government and the private sector to support Māori development. Their website has a section to help trustees and directors of Māori organisations with their responsibilities and role as guardians and leaders, aiming to support

those who have taken up that challenge by sharing best practice on the essential elements of effective governance.

5. Exult and Inspiring Communities are commercial training providers for the community sector which are often engaged by Council's to run capability building programmes in communities.
6. Techsoup is an online programme which provides a variety of information, products, resources & programmes including the administration of technology donation & discount programs of companies such as Microsoft, MYOB, Symantec.
7. CommunityNet Aotearoa is a online hub of resources designed to strengthen communities. Originally developed by the Department of Internal Affairs it was transferred to NZ Navigator, a partnership of community organisations working to encourage strong and sustainable organisations and communities.
8. Kiistone was a service bureau operating in Palmerston North that ceased trading on 30/06/2019. It offered business services and supports designed to enhance organisational capability of charitable organisations.
9. The table overleaf lists by Domain, in order of priority, the existing capability building services, programmes and resources readily available to community groups. Some are free while others attract a fee ranging from modest to commercial rates. Many of the resources are online and available anytime while others are delivered face-to-face.

Domain	Provider	Free	Fee	Online	In Person
Administration	PNCSC	✓	✓		✓
	CommunityNet Aotearoa	✓		✓	
	Companies Office	✓		✓	
	Techsoup		✓	✓	
Communication	CommunityNet Aotearoa	✓		✓	
	Exult		✓		✓
	DIA - Community Matters	✓		✓	
	Rata Foundation	✓		✓	
Direction	TPK	✓		✓	
	DIA - Community Matters	✓		✓	
	CommunityNet Aotearoa	✓		✓	
Evaluation	PNCSC	✓	✓		✓
	CommunityNet Aotearoa	✓		✓	
	TPK	✓		✓	
	MSD	✓		✓	✓
	DIA - Community Matters	✓		✓	
	Rata Foundation	✓		✓	
Finances	PNCSC	✓	✓		✓
	CommunityNet Aotearoa	✓		✓	
	Exult		✓		✓
	Strategic Grants - Gem	✓		✓	
	TPK	✓		✓	
	DIA - Community Matters	✓			✓
	Techsoup		✓	✓	
	IRD	✓		✓	
Governance	PNCSC	✓	✓		✓
	Sports Manawatu	✓			✓
	CommunityNet Aotearoa	✓		✓	
	TPK	✓		✓	
	Exult		✓		✓
	Companies Office	✓		✓	
Leadership	CommunityNet Aotearoa	✓		✓	
	DIA - Community Matters	✓		✓	
People	PNCSC	✓	✓		✓
	CommunityNet Aotearoa	✓		✓	
	Exult		✓		✓
Relationships	PNCSC	✓	✓		✓
	CommunityNet Aotearoa	✓		✓	
	DIA - Community Matters	✓		✓	
	Inspiring Communities		✓		✓

## Appendix 6. Shared Services.

1. The content of this appendix is drawn from various reports presented to the Community Development Committee over the last 18 months that address capability and capacity building around Hancock Community House (HCH).

Meeting date	Title
11 September 2017	Capacity and capability building in the community sector.
5 March 2018	Review of options for the administration of Hancock Community House.
1 October 2018	Review options for the administration of Hancock Community House.
1 October 2018	Capacity and capability building in the community sector.
3 December 2018	Review of options for the administration of Hancock Community House.

2. Hancock Community House was opened in 2011 and was community driven in partnership with Palmerston North City Council. The objective of HCH was to strengthen and improve the capacity and capability of the community sector by locating community service providers within a community house.
3. The effective and efficient administration of this facility was identified as a priority through the 2017 Social Well Being Forum in building sector capacity. Palmerston North Community Services Council (PNCSC), a tenant of Hancock House, wrote to Council offering to take a larger role in administering HCH going forward to help address these issues.
4. In March 2018 Council approved an investigation of all options for the ongoing administration of the HCH based on a detailed approach that was to be undertaken. The investigation looked at increasing collaboration between tenant organisations and opportunities for shared administration and reception services.
5. During the investigation extensive consultation was carried out with tenants through a Tenant Thermometer survey and a Workshop. All tenants agreed (43% strongly agreed) that there were more opportunities to support the capacity and capability of their organisation.

8 areas of improvement were identified:

- Room bookings
  - Financial transparency
  - Administration
  - Building issues
  - Carparking
  - Promotion – advertising and marketing
  - Health and safety
  - Shared services
6. Ideas of potential shared services which could be developed and implemented were identified during a workshop with tenants around administration of Hancock House. On the 3 December 2018 Council resolved to enter into an expanded management contract for Hancock House with PNCSC that included:

- All day to day administration of HCH;
  - Tenant advocacy (the tenants voice) to PNCC;
  - All health & safety management, excluding Landlord requirements within the Lease Agreement;
  - Provision of a reception/information and navigational service for Tenants and visitors into the building;
  - Point of contact for PNCC and the Tenants;
  - Assessment and implementation of ongoing shared service opportunities which benefit the tenants; and
  - Promote and advertise HCH on behalf of the Tenant organisations.
7. Shared service aspirations have not been easy to implement from the outset. A document prepared for Council in the early stages of the Centres operation identified that “while shared services and resources were an objective of the project, these were limited by:
- Limited decision making at local level as several organisations were part of a national network and therefore party to national purchasing arrangements.
  - All groups were tied into existing contracts for services like IT, phone data storage, etc.
  - All organisations bought with them their own office equipment including copiers/printers, and data servers.”

Implementing shared services has not become easier over the intervening 8 years with a few tenants resistant to changes mandated in the revised Management Contract April-June 2019. An organisational restructure was carried out by PNCSC to get the right roles in place to fulfil the terms of the new Management Contract. With that process now complete things are settling.

8. A newly negotiated contract 01/07/19-30/06/2020 has reinforced the move to investigating and implementing shared services with the inclusion of:
- “Investigate and promote shared services between tenants including but not limited to: office equipment to reduce duplication, bulk purchasing of stationary and supplies, and a shared telecommunications network which may include a shared telephone system”.*



## REPORT

**TO:** Community Development Committee

**MEETING DATE:** 2 September 2019

**TITLE:** Welcoming Communities - Accreditation.

**PRESENTED BY:** Joann Ransom, Community Development Manager, Community

**APPROVED BY:** Debbie Duncan, General Manager - Community

### RECOMMENDATION(S) TO COUNCIL

1. That the report Welcoming Communities - Accreditation be received.
2. That Council confirms its commitment to Welcoming Communities as an ongoing programme.
3. That the Chief Executive be instructed to make an application for Palmerston North to be accredited as a Welcoming Community (Established).
4. That Council note consideration of additional funding of \$25k per annum will be referred to the 2020/2021 Annual Budget process.

### SUMMARY OF OPTIONS ANALYSIS FOR

<b>Opportunity</b>	Welcoming Community Accreditation
<b>OPTION 1:</b>	<b>Seek accreditation as a Welcoming Community (Established).</b>
Community Views	The Welcoming Communities Advisory Group is strongly in favour of this option.
Benefits	Council continues to create an intentionally welcoming community and work to date is recognised. Council gains another credential to sit alongside our Safe City accreditation which assists in attracting people to move to our City to live, work or study. The provision of international education and our reputation as a multi-cultural city are significant contributors to our City's economy.
Risks	Nil
Financial	\$100k pa - an annual increase of \$25k pa additional to the \$75k pa current budgeted in LTP. <i>(PNCC has received \$50k pa 'subsidy' pa</i>

	<i>for the 3 year pilot.)</i>
<b>OPTION 2:</b>	<b>Continue Welcoming Community activity as business as usual.</b>
Community Views	This option is less favourable to the Advisory Group than option one.
Benefits	Council continues to create an intentionally welcoming community.
Risks	Work to date is not recognised discouraging the community partners we work with on the advisory board. Activities are scaled back.
Financial	\$90k pa - an annual increase of \$20k pa additional to the \$75k pa current budgeted in LTP. <i>(PNCC has received \$50k pa 'subsidy' pa for the 3 year pilot.)</i>
<b>OPTION 3:</b>	<b>Stop Welcoming Community programme once the pilot ends on 30/06/2020.</b>
Community Views	This is the least favoured option of stakeholders.
Benefits	Cost savings.
Risks	Reputational risk and potential negative impact on community wellbeing in long term.
Financial	\$75k pa removed from LTP budgets.
The recommendations contribute to Goal 3: A Connected and Safe Community	
The recommended option contributes to the outcomes of the Connected Community Strategy	
The recommended option contributes to the achievement of action/actions in the Community Support Plan	
The action is: Implement the Welcoming Communities Initiative [Action] and achieve accreditation [Where we want to be].	
Contribution to strategic direction	The Welcoming Communities programme provides an innovative framework for Council to develop, provide and advocate for services and facilities that create a connected, welcoming and inclusive community.

## **RATIONALE FOR THE RECOMMENDATIONS**

### **1. OVERVIEW OF THE PROBLEM OR OPPORTUNITY**

- 1.1 Immigration New Zealand (INZ - part of the Ministry of Business, Innovation and Employment) have recently launched the Welcoming Communities accreditation framework [Appendix 1]. Under the framework, a council can opt to become accredited as a Welcoming Community through a four-stage accreditation model: Committed, Established, Advanced and Excelling.



All councils participating in the pilot now have the opportunity to apply for accreditation to be considered an Established Welcoming Community. MBIE are offering the first accreditation application to the pilot councils at no fee; however, pilot Councils are expected to apply for Established status first, with Advanced and Excelling not available initially. This will allow MBIE to test this aspect of the accreditation framework during the pilot period. Pilot councils need not apply for Committed status, as the requirements of this level have already been established earlier in the pilot.

- 1.2 It is necessary to review Council's commitment to the Welcoming Community programme because the pilot funding from INZ of \$50k a year will end from 20/21 which means that PNCC will need to fund the programme in full. This will require an increase of \$25k to budget programme: 1448 from Year 3 in the LTP.

## 2. BACKGROUND AND PREVIOUS COUNCIL DECISIONS

### 2.1 Two year Welcoming Community pilot

a. Welcoming Communities – Te Waharoa ki ngā Hapori, an initiative of Immigration New Zealand, is a pilot programme to support newcomers to have a sense of belonging through social, economic and civic participation and engagement. Under Welcoming Communities, individual councils and groups of council participating in the programme take a leadership role in creating welcoming and inclusive environments for newcomers, and in doing so support their region's growth.

b. For the purposes of the pilot, the term newcomers refers to recent migrants (up to 5 years in New Zealand), former refugees and international students. It is acknowledged that the programme also has positive secondary benefits for existing residents, as well as for those relocating to Palmerston North from other parts of New Zealand.

c. The programme is part of an emerging global network which aims to engage local communities to be intentionally welcoming to newcomers. Other programmes around the world include Welcoming America (United States) and Welcoming Cities (Australia).

d. Whereas previous settlement support approaches have focused solely on the incoming migrant, Welcoming Communities is innovative in that it shifts the focus to improving the environment into which the newcomer is entering, putting the onus on the receiving community to be intentionally inclusive.

e. The pilot commenced in June 2017, and was due to run until June 2019, but has recently been extended a further year through to June 2020.

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The decision to extend was allow extra time for pilot sites to implement, embed and evaluate welcoming activities.

f. The core components of the national Welcoming Communities programme framework are:

- The Welcoming Communities Standard for NZ, which provides councils and communities with a benchmark for what a successful Welcoming Community looks like. The Standard's eight outcome areas describe what you would expect to see in a community that has taken a deliberate and considered approach to become more welcoming to all its newcomers. Local Welcoming Plans are developed by participating Councils and communities based on the elements of the Standard;
- A network for knowledge sharing and support, both nationally (between participating Councils and with INZ), and internationally (with members of related programmes in other countries); and
- The accreditation process, to celebrate success, as described below.

## 2.2 Funding

g. The pilot has been funded by PNCC with support from INZ:

- INZ: \$50,000 per annum for three years as a contribution towards a designated Welcoming Communities Coordinator, one-off contributions of \$9,500 towards implementation of welcoming activities and \$1,500 for Coordinator professional development in 2018/2019.
- PNCC: \$10,000 in 2018/2019 to support the implementation of welcoming activities, plus overhead costs associated with employing a Coordinator.

## 2.3 Strategic commitment

h. The implementation of the Welcoming Communities programme is a deliverable of the Community Support Plan, under the Connected Community Strategy. Specifically, Council states an intention under Priority 1 of Goal 3 to: Develop, provide and advocate for services and facilities that create a connected, welcoming and inclusive community. The implementation strategy is detailed in the Welcoming Plan 2018/2019 [Appendix 2] which was endorsed by Council and community in 2018.

i. Council included the Welcoming Communities programme in the Long-Term Plan through to 2027/28 under Goal 3: A connected and safe community with associated programme budget: 1448. The breadth of the Welcoming Communities programme also means that it works across and directly supports the achievement of other Council Plans, including:

- Economic Development
- Active Citizenship

- Community Services and Facilities
- Safe Communities
- Culture and Heritage
- Events and Festivals
- International Relations

In Palmerston North, implementation of our Welcoming Plan 2018/2019 commenced in July 2018, and the response from the community has been positive. It is important to note that we have taken an intentionally broad approach to our welcoming activities, such as the City Welcome Sessions and Welcome Pack development, to ensure that the programme is inclusive of and delivering value for all newcomers to the city, including those moving from within New Zealand.

#### 2.4 Community Engagement

Development and implementation of Welcoming Communities locally has been guided by the Welcoming Communities Advisory Group. Membership of this group includes community groups, not for profits and central government organisations who work with newcomers and/or deliver newcomer services.

Current membership: CEDA, Citizens Advice Bureau, Department of Internal Affairs, English Language Partners, Manawatū Chamber of Commerce, Manawatū Multicultural Council, Network of Skilled Migrants Manawatū, Manawatū Refugee Voice, Red Cross, Immigration New Zealand (MBIE), New Zealand Police.

Having surveyed and discussed the options of accreditation and continuation of the Welcoming Communities programme with the Advisory Group in July 2019, we found they were strongly in favour of ongoing participation and an application for accreditation.

Discussions held with wider community stakeholders and partners, including Te Ahi Kaea (Rangitāne) and the Student Experience Working Group, also indicated support for continuation of the programme and an application for accreditation.

### 3. DESCRIPTION OF OPTIONS

Option 1.	Seek accreditation as a Welcoming Community (Established).
Option 2.	Continue Welcoming Communities as business as usual.
Option 3.	Stop the Welcoming Communities programme once the pilot ends 30/06/20.

#### 4. ANALYSIS OF OPTIONS

##### 4.1 Option 1: Seek accreditation as a Welcoming Community (Established).

###### j. Accreditation

k. Accreditation formally recognises that a council and community have met the outcomes in the Welcoming Communities Standard for New Zealand. Welcoming Communities has adopted a staged accreditation model, with increasing requirements for councils to meet at each stage. The four stages are: Committed, Established, Advanced and Excelling. Progression between the stages is optional and self-paced, though any accreditation granted will expire after 3 years. Progression through the stages is incentivised by increasing benefits available such as access to national awards at the Advanced and Excelling stages.

l. To achieve accreditation at the Established, Advanced and Excelling stages, a Council is required to submit evidence of achievement of the requirements of that stage. That evidence is then assessed by an external panel, appointed by INZ. INZ have prepared a range of resources to guide Councils through the accreditation process.

###### m. Benefits

n. Accreditation as a Welcoming Community has a range of benefits, including:

- demonstrating that a community is intentionally welcoming and inclusive,
- helping to attract and retain newcomers,
- providing a mechanism to assess and reflect on progress over time,
- celebrating success and fostering a shared pride in outcomes for the community,
- showcasing existing and new best practice on a national and international stage,
- providing ongoing access to a network of support, resources and shared learning from INZ and other councils in the welcoming network, both in New Zealand and overseas,
- acknowledging collaboration and partnerships established under Welcoming Communities.

Additional benefits of applying for the Established accreditation during the pilot period include:

- No application fee is required
- Palmerston North is likely to be one of the first Councils in New Zealand to achieve Welcoming Community accreditation, and this could be leveraged for city marketing.

o. The Process

p. Based on an initial self-assessment of the welcoming activities we have implemented to date, Palmerston North would be eligible for Established Welcoming Community accreditation status should an application be submitted in 2019.

q. The accreditation application process has been intentionally designed by INZ to require minimal time from councils to complete. Following this initial accreditation application, the Coordinator will gather and manage supporting evidence in preparation for future applications as an integral aspect of the programme delivery.

r. The Established Welcoming Community accreditation would be valid for three years. Though not a requirement, there is an implicit expectation in applying to be an Established Welcoming Community that the council is also committing to continue as an active member of the programme for that same period. Although also not a requirement, should a council discontinue the programme after being granted the Established status, there would be an expectation that the council also cease leveraging off the accreditation for city marketing. Therefore, in deciding to apply for Established Welcoming Community accreditation, Council needs to consider its ongoing commitment to the programme.

s. MBIE will continue to support all councils participating in the Welcoming Communities programme throughout and following the accreditation process, by facilitating the national Welcoming Communities network including regular communications to coordinators, connecting councils in with the international network, maintaining supporting resources, and provision of one-on-one advice and expertise as required.

4.2 **Option 2: Continue Welcoming Communities as business as usual.**

t. This option involves continuing to participate as a member of the Welcoming Communities programme and delivering welcoming activities at a near-current level but with no application made for accreditation.

u. MBIE have confirmed that even without an application we would be considered to have achieved the Committed Welcoming Community status based on our existing work and commitments to date. We would be granted this status in late 2019 and receive a certificate of confirmation. We would be

accorded some recognition to be gained for our current work, though it would be undervaluing the level of activity that exists.

v. Because of this existing level of activity (i.e. we are already operating at Established level), there would be no discernible difference in terms of Coordinator workload between this option and the first option, aside from the minimal time saving in not having to prepare and submit the accreditation application (20 hrs plus 1 hr a week ongoing).

w. As with option 1, MBIE will continue to support all councils participating in the Welcoming Communities programme, facilitating the national Welcoming Communities network including regular communications to coordinators, connecting councils in with the international network, maintaining supporting resources, and provision of one-on-one advice and expertise as required.

#### 4.3 **Option 3: Stop the Welcoming Communities programme once the pilot ends on 30 June 2020.**

By choosing to stop the programme on completion of the pilot the Coordinator would no longer be funded and all welcoming activities facilitated, coordinated and delivered by Council would cease or diminish:

- City Welcome Sessions would cease;
- Welcome Packs would stop being distributed and become out of date;
- the Advisory Group would stop meeting and this local welcoming network would cease to exist;
- international student engagement may decrease;
- the Palmy Global Ambassadors programme will be less supported;
- the Palmerston North – City of Cultures Facebook page would become significantly less active;
- less community ‘people’ resources would exist to support Council and community delivering open and inclusive cultural events.

The Coordinator’s role is a leadership role, working across agencies and community groups, to facilitate and coordinate activity that implements Council strategy. There is no community group or stakeholder in Palmerston North that currently has the capacity or capability to pick up the activities above, nor does any group have the coordinating position to lead this work.

As welcoming activities cease or diminish after June 2020, the community may become less intentionally welcoming and inclusive over time, to the detriment of newcomers and therefore to the city's plans for growth.

Internally, there would likely be a loss of focus on intentional inclusivity, risking plans to create an organisation that leads the sector in terms of embodying cultural intelligence. Council would no longer be at the forefront of inclusivity work, nor a part of national and international welcoming networks.

Council and stakeholders would be unable to leverage off Palmerston North being an accredited Welcoming Community, or participant in the Welcoming Communities programme.

This option may present a reputational risk to Council in that partners who have been involved in this welcoming work to date may feel underappreciated, may express frustration, or may feel burdened or obligated to continue welcoming activities without the capacity and/or capability to do so.

A benefit of this option would be that the budget allocated at \$75,000 pa through the LTP would no longer be required.

## 5. SUMMARY AND COMPARISON OF OPTIONS

x.	y. 1: Accreditation as a Welcoming Community (Established).	z. 2: Continue business as usual	3: Stop the Welcoming Community programme once the pilot ends
<b>Costs</b>	<ul style="list-style-type: none"> <li>\$75k Coordinator 1 FTE (total cost of employment).</li> <li>\$25k Operational budget from 2020/2021.</li> <li>Total: \$100k pa from 2020/2021 – an increase of \$25,000 pa to the current budgets in LTP.</li> </ul>	<ul style="list-style-type: none"> <li>\$75k Coordinator 1 FTE (total cost of employment).</li> <li>\$20k Operational budget from 2020/2021.</li> <li>Total: \$95k pa from 2020/2021 – an increase of \$25,000 pa to the current budgets in LTP.</li> <li>Accreditation fee if we later decide to apply for accreditation.</li> </ul>	<ul style="list-style-type: none"> <li>Saving of \$75k pa from LTP budgets.</li> <li>Re-establishment costs should Council decide to re-join the programme at a later date.</li> </ul>
<b>Benefits</b>	<ul style="list-style-type: none"> <li>Established Welcoming Community status is an accurate reflection of the work we are doing.</li> <li>Council and stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>Welcoming Community (Committed) status would be granted to PNCC.</li> <li>Opportunity to apply for</li> </ul>	<ul style="list-style-type: none"> <li>Welcoming activities ongoing up until June 2020</li> <li>Council satisfaction at having contributed to the</li> </ul>

## PALMERSTON NORTH CITY COUNCIL

	<p>will be able to leverage off accreditation for city marketing.</p> <ul style="list-style-type: none"> <li>• City pride at being one of first formally accredited cities in NZ.</li> <li>• Opportunity to acknowledge community partners for their contributions</li> <li>• Council continues to provide leadership to encourage community to become even more intentionally welcoming and inclusive</li> <li>• Opportunity taken to thoroughly assess the suite of current welcoming activities and establish a platform for further development.</li> </ul>	<p>accreditation at a later date.</p>	<p>development of the national Welcoming Communities programme</p> <ul style="list-style-type: none"> <li>• Budget commitments freed up</li> </ul>
<b>Risks</b>	<ul style="list-style-type: none"> <li>• Nil</li> </ul>	<ul style="list-style-type: none"> <li>• Council and community not recognised for the level of work we are doing.</li> <li>• Community partners may feel underappreciated.</li> <li>• Council and stakeholders unable to leverage off being an accredited Established Welcoming Community.</li> </ul>	<ul style="list-style-type: none"> <li>• Welcoming activities cease or diminish after June 2020.</li> <li>• Community becomes less intentionally welcoming and inclusive over time.</li> <li>• Council and community not recognised for the level of work we are doing.</li> <li>• Council and stakeholders unable to leverage off being an accredited Established Welcoming Community.</li> <li>• Reputational risk - community partners are likely to feel frustration from a perceived lack of valuing the work they have contributed to build the programme to date. They may feel burdened to continue welcoming activities themselves.</li> </ul>



## 6. CONCLUSION

**aa.** The Welcoming Communities programme is targeted at creating a welcoming community to receive newcomers including migrants, former refugees and international students. There are significant secondary benefits for existing residents, as well as for those relocating to Palmerston North from other parts of New Zealand.

**bb.** It provides an innovative framework for Council to develop, provide and advocate for services and facilities that create a connected, welcoming and inclusive community and also builds on and supports the City's commitments to creating an intentionally inclusive City and the many economic benefits.

**cc.** The programme, as it is being delivered in Palmerston North, is at the leading edge nationally and officers have been heavily involved in the codesign of the accreditation process. The programme's success has been built through deep and broad relationships across the community and demonstrates what can be achieved when Council develops and actively seeks partnership opportunities. The community participation in this programme and the benefit to the City are such that accreditation as a Welcoming Community (Established) is recommended, as the benefits clearly outweigh the strategic risks should the programme be scaled back or cease.

## COMPLIANCE AND ADMINISTRATION

Does the Committee have delegated authority to decide?	<b>No</b>
Are the decisions significant?	<b>No</b>
If they are significant do they affect land or a body of water?	<b>No</b>
Can this decision only be made through a 10 Year Plan?	<b>No</b>
Does this decision require consultation through the Special Consultative procedure?	<b>No</b>
Is there funding in the current Annual Plan for these actions?	<b>Yes</b>
Are the recommendations inconsistent with any of Council's policies or plans?	<b>No</b>
For 3 years ending 19/20 MBIE have contributed \$50k pa to the Welcoming Community programme 1448. The LTP contains partial funding and needs to be topped up by \$25k per annum from Year 3 (20/21) if Council wish to continue the become an accredited Welcoming Community.	

## ATTACHMENTS

Nil



## MEMORANDUM

**TO:** Community Development Committee

**MEETING DATE:** 2 September 2019

**TITLE:** Social Wellbeing Forum 2019

**PRESENTED BY:** Joann Ransom, Community Development Manager, Community

**APPROVED BY:** Debbie Duncan, General Manager - Community

### RECOMMENDATION(S) TO COUNCIL

1. That the memorandum dated 4 July 2019 and the Social Wellbeing Forum 2019 Report be received.
2. That Council endorses the new format with a Social Wellbeing Forum being held every 3<sup>rd</sup> year.

### 1. ISSUE

This is the annual covering memo to accompany the delivery of the 2019 Social Wellbeing Report.

### 2. BACKGROUND

Palmerston North Community Services Council (PNCSC) is contracted to deliver the Social Wellbeing Forum (SWF) annually and provide a report to council. The SWF is a platform to discuss current Palmerston North social issues and to scope/develop potential issues. This enables Council to clearly understand what the issues are within the City's voluntary and community sector and to work with the community to plan a positive response. [source Community Support Plan].

In October 2018 Council received the 2018 SWF Report from PNCSC. In doing so, Council resolved:

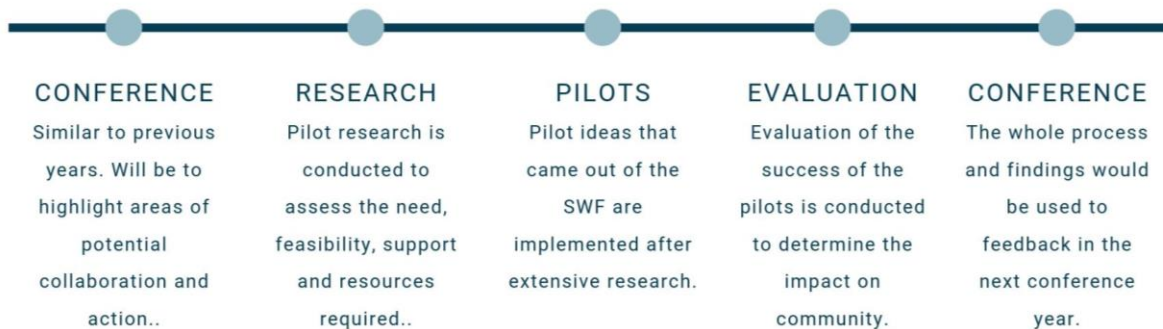
*"That Council work with the Palmerston North Community Services Council to review the format of the 2019 Social Wellbeing Forum, to enable further opportunities for the identification of both issues and solutions."*

### 3. A NEW FORMAT

Previous forums had essentially surfaced the same issues year after year, so while there was a good understanding of the issues there had never been enough time to develop solutions.

PNCSC have reviewed the format in light of Council's resolution and developed a three-year cycle to allow adequate time for research, implementation and evaluation of potential solutions that come out of the SWF.

## SWF Change in Direction



The 2019 forum was Year One in the new cycle and involved a large gathering similar to previous years. Following a brief introduction, focus shifted quickly to workshopping possible solutions to the known issues our community faces. A set of 15 'Candidate' ideas were identified for potential development into pilot projects.

The feedback from attendees of the 2019 Forum was extremely positive and PNCSC have reported significant interest from groups eager to get working on the 'Candidates'.

In years two and three PNCSC will lead work with the wider community, including council officers, agencies, community groups and interested individuals, to investigate the feasibility of turning some of these 'Candidates' into Pilots; which would be run, evaluated and then presented back to the Year 1 conference of the next cycle. Progress on the Pilots will be monitored and publicly communicated through an annual update to council in years 2 and 3.

The Forum is an important networking opportunity for the social sector and PNCSC will ensure that this aspect continues to be recognised by creating annual opportunities for the community sector to meet and engage.

#### 4. NEXT STEPS

The next step is to work with the community, including agencies, to assess the feasibility of taking each of the 15 'Candidates' forward to be developed as Pilots. The key decision points will be whether:

- its needed (is it worthwhile, what's the intended outcome?);
- there are people prepared to drive it forward;
- it is practicable to run as a pilot;
- funding can be secured.

Example: Reducing Drug Harm and Addiction

Topic	Reducing Drug Harm and Addiction
Pilot ideas	a) establish a detox home for people to transition into rehabilitation services b) speakers circuit where survivors of drug addictions speak in schools.
Possible Lead Agency	Unison (DHB stakeholder group)
Partners	Narcotics Anonymous, Mana o te Tangata, Legacy Community Centre, MASH, YOSS, Principles Association, SAB – Safety Advisory Board.
Funding	Programme contributions from Ministries of: Health, Justice, Youth, MSD, Education, DHB, et al.

#### 5. FUNDING AND THE LOCAL INITIATIVES FUND

Without knowing which of the Candidates will be taken forward into Pilots we cannot predict funding requirements or which government agencies would be the most appropriate to approach. While some might attract full funding from existing agency budgets others may struggle to secure any funding at all. What we do know is that regardless of which 'Candidates' are taken to Pilots there will be a requirement for funding. One would hope funding could be accessed from across government given the approach signalled in the Wellbeing Budget and new focus areas.

The Pilots will almost certainly also qualify for Council funding through the Local Initiatives Fund. This is an annual grant scheme to develop new activities and initiatives that can make a real difference in Palmerston North. The fund supports new ideas, particularly those which:

## PALMERSTON NORTH CITY COUNCIL

- develop, provide and advocate for services and facilities that create a connected, welcoming and inclusive community,
- ensure the city has a healthy community where everyone has access to healthy, safe and affordable housing and neighbourhoods,
- build community capacity to take ownership and encourage community leadership of solutions, including better coordination between community organisations and groups,
- are aligned with Council's goal of Palmerston North becoming a city where people feel safe and are safe.

Officers will work with PNCSC throughout the 3 yearly cycle as Candidate projects are assessed, funding is sought and Pilots are run and evaluated.

## 7. COMPLIANCE AND ADMINISTRATION

Does the Committee have delegated authority to decide?	<b>No</b>
Are the decisions significant?	<b>No</b>
If they are significant do they affect land or a body of water?	<b>No</b>
Can this decision only be made through a 10 Year Plan?	<b>No</b>
Does this decision require consultation through the Special Consultative procedure?	<b>No</b>
Is there funding in the current Annual Plan for these actions?	<b>Yes</b>
Are the recommendations inconsistent with any of Council's policies or plans?	<b>No</b>
The recommendations contribute to Goal 3: A Connected and Safe Community	
The recommendations contribute to the outcomes of the Connected Community Strategy	
The recommendations contribute to the achievement of action/actions in the Community Support Plan	
The actions are: <ul style="list-style-type: none"> <li>• Implement the community funding policy;</li> <li>• Work closely with contracted organisations to achieve Council outcomes and identify other opportunities for the organisation and across the sector;</li> <li>• Work in partnership and collaboration with relevant Government agencies (at all levels), other funders and tertiary institutions;</li> <li>• Work collaboratively with funding agencies and community organisations to understand current and emerging issues the voluntary and community sector face.</li> </ul>	

Contribution to strategic direction	<p>Council seeks to clearly understand what the issues are within the City's voluntary and community sector and work with the community to plan a positive response.</p> <p>The issues faced by the voluntary sector have been identified year after year at Social Wellbeing Forums. The new format is solutions focussed and will require cross sector collaboration with community groups and government agencies.</p> <p>The Local Initiatives fund is available to support Pilot projects designed to address issues the community and voluntary sector face.</p>
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### **ATTACHMENTS**

1. Social Wellbeing Forum Report 2019 [↓](#) 

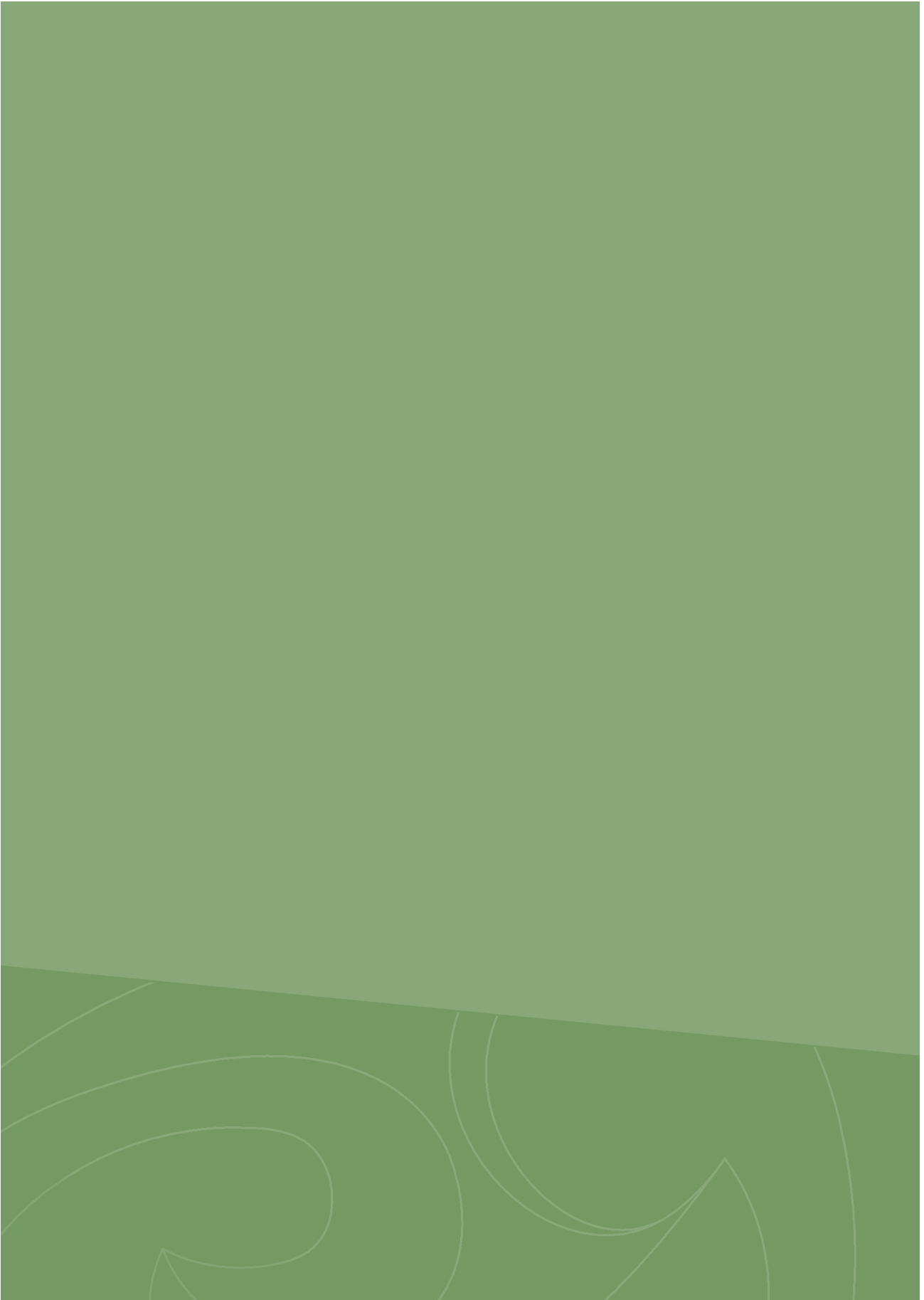


# Social Wellbeing Forum Report

Palmerston North 2019

Conference & Function Centre, Palmerston North





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## Executive summary

The purpose of the Social Wellbeing Forum is to bring together the local community sector to discuss concerns and solutions, and to enable collaboration and partnership in these areas. This report will provide a summary of the outcomes of the discussions held at the Forum and will highlight the areas for potential action around each topic. PNCSC intends that this will catalyse some pilot initiatives in the community sector leading to action that will benefit the people of Palmerston North.





## Introduction

### Purpose of the Social Wellbeing Forum

PNCC have contracted PNCSC to provide the Social Wellbeing Forum (SWF), accompanied by a solution-based report. The purpose of this Forum is to bring the community sector together to discuss concerns and solutions, and to enable collaboration and partnership in these areas. The intended outcome is to provide the City Council with evidence-based and solution-focused information to inform the direction of the City Council's long-term plans.

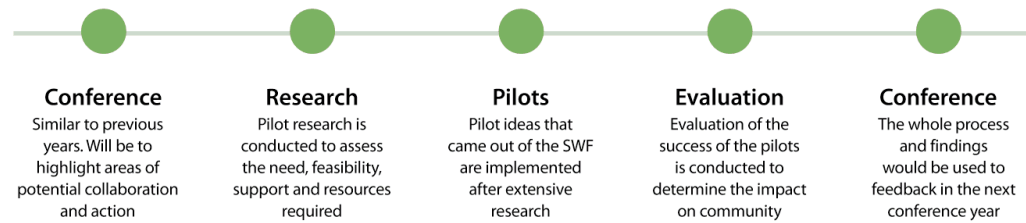
### Planned changes and the future of the Social Wellbeing Forum

In previous years, the SWF has been an effective forum for discussing the social issues that face the community sector. However, it was identified that a shift in direction for the SWF would enable solution-focused collaboration of the community sector, for action to address the issues.

A three-year cycle has been proposed by PNCSC to allow adequate time for research, implementation and evaluation of ideas that come out of the SWF. Year one will involve a large conference, similar to what has occurred in previous years. The outcome of this conference will be to highlight areas of potential collaboration and action. In the second year of this cycle, research into the potential areas of action will be conducted to assess the need, feasibility, and support and resources required for successful implementation to occur. In the third year, implementation and ongoing evaluation of the impact would be done to provide feedback to inform the following year's next large conference.



## SWF Change in Direction



### Aim of this report

The purpose of this report is to inform the City Council and organisations in the community sector of the current issues and where there are areas for collaboration and action. It is the hope of PNCSC that this report will be useful in catalysing action around the identified issues in Palmerston North. This report will provide a summary of the outcomes of the discussions had at the Forum and to highlight the areas for potential action around each topic.

## Method

The purpose of this report is to inform the City Council and organisations in the community sector of the current issues and where there are areas for collaboration and action. It is the hope of PNCSC that this report will be useful in catalysing action around the identified issues in Palmerston North. This report will provide a summary of the outcomes of the discussions had at the Forum and to highlight the areas for potential action around each topic.

### Data Collection

The Forum began with the guest speaker David Hanna, from Inspiring Communities, a not-for-profit organisation that promotes community-led change. David's presentation explained community-led development principles, alongside a case study of these in action. The plan was to 'set the scene' for the discussion to come, and to inspire attendees to consider how we can design and implement community-led development initiatives.

For the first discussion round, participants chose their discussion table depending on their interest in the topics. Topics for the Forum were selected from a pre-forum topics survey which was put out to PNCSC's networks. The discussion timeslot focused on identifying what the problem or challenges are, and what action is needed. These questions led into the next sheet which asked each group to identify four initiative ideas that could have potential in Palmerston North. At the end of this discussion round, each table put their initiative ideas sheet up on the wall, and everyone was given fifteen sticky dots (one for each set of initiatives). Then everyone was asked to go around each of the sheets and place a dot on one initiative idea per sheet that they thought had the most potential.

This set up the discussion for the next round where the tables were to explore the top-ranked initiative in more depth. The questions on the template provided for this round included: who could be involved; and what resources or information are needed. At the end of the Forum, all three discussion sheets were collected and collated to summarise the progress made on each discussion topic. Please see the appendices for the discussion templates used at the Forum.

### Facilitators

PNCSC recognised the key role facilitators play in guiding the discussions to draw out useful information. In preparation for the Forum, PNCSC partnered with Nicky Stanley-Clark from the Department of Social Work at Massey, to host training sessions for facilitators. These sessions aimed to brief them about the Forum, the purpose of their role and to provide them with helpful tips in the facilitation process. Please see the appendices for the list of facilitators.

### Feedback from participants

We asked participants to fill out a feedback form at the end of the Forum, and we collected 91 responses. The aspects people most enjoyed were speaker David Hanna's presentation (30%), the networking opportunities (39%) and discussing new ideas and practical solutions (55%).

In addition to the feedback survey, we also received numerous positive comments in the days after the event. People commented that they enjoyed the format of the forum, the friendliness on the day and the diversity of both the attendees and the topics chosen. Overall people were happy with the new format of the Forum and the solutions-based approach.

There was of course also feedback on aspects to be done differently next time, and we will take this on board in preparing for future Social Wellbeing Forums. Participants suggested more time of the day for networking, as well as more time allocated for discussing and planning of initiatives. Some mentioned that the presence of city councillors and council staff hindered people's ability to speak freely.

There were also comments that people are looking forward to updates on the development of initiatives suggested on the day, which is something PNCSC will build into our programme of work flowing out of this event.







## Discussion Topics

This section will summarise the outcomes of the discussions held at the Social Wellbeing Forum around each topic.

### Providing Adequate Housing

There were two separate tables working on the “Providing Adequate Housing” topic. Both groups identified major issues, including the lack of suitable housing, the poor quality of rental homes, and that many cannot not afford homes to live in. The groups explored the problems in more depth, by identifying many other factors that play into the complex housing system: insufficient supply of building materials and labour, unsuitable housing design and issues with tenancy laws and the consenting process. Each group had quite different ideas on how to increase suitable housing in Palmerston North. Some of these ideas included increasing community capacity to build housing, working with funders to improve access to loans for deposits, partnering with community housing groups and lobbying Government to use current HNZ land.

The first group went further in-depth on the initiative idea of holding a conversation with landholders around freeing up land for housing. They identified churches, iwi, businesses, HNZ, Horizons Regional Council, Palmerston North City Council and other large section owners as landholders that could be a part of this conversation. They also discussed the need to incentivise developers by fast-tracking designs and speeding up the consenting process. The group also highlighted the importance of planning this conversation in detail, including finding the right person to lead it, and developing a potential template or information document to make the process easier. The question of who would drive this initiative was not resolved.

The second housing group went in-depth around the idea of a Central/Local Government fast-track for social housing and affordable 1-2 bedroom and medium density houses being built. The group identified that the first step would be to investigate the reason for the length of time required to receive consent approval. They also recognised that a specialist team would be required to action this idea, potentially consisting of Council housing staff, architects, surveyors, and the Council planning team.





### Reducing Drug Harm and Amphetamine Addiction

Two separate groups discussed the topic "Reducing Drug Harm and Addiction". Both groups highlighted that the ease of access to drugs is a factor which increases drug use, and conversely, there is difficulty in accessing support and a lack of awareness in the community around accessing the support which is available. One group also discussed some of the social conditions which make it more likely a person is to develop a drug addiction, such as a lack of identity or connection with whakapapa, bullying, peer pressure, lack of life skills and other mental health concerns such as anxiety. Both groups came up with a variety of initiative ideas that ranged in intervention from pre- to post- drug addiction. Some of these ideas included: a drug workshop, a drug education programme with relatable speakers in schools, engaging with rangatahi before they engage in drugs, detox and rehabilitation homes, and support groups for people rehabilitating together.

The first group explored in-depth the initiative of detox homes for people to transition into rehabilitation services. They highlighted the need for detox support to be linked to rehabilitation support as you cannot do one without the other. They described this initiative as homes with two beds in each room, one for the person addicted and one for a support person. This group gave some broad ideas around who could drive this initiative, such as the DHB and Central Government, however there was less discussion on details of how action towards this initiative could be achieved.

The second group focused on the initiative of sending people with previous experience of drug addiction to speak in schools. They discussed how they would need support from schools, and appropriate individuals (with good communication skills) who have overcome addiction would need to be identified. They suggested that some agencies such as Narcotics Anonymous, Mana o te Tangata, Legacy Community Centre and MASH may be able to help identify people who would be keen to be involved. The group identified a similar project at Tararua College which could provide useful information for this project. The group was able to come up with some practical next steps and things to be considered when actioning this initiative.

### Eliminating Family Violence

This group discussed issues for people once they have broken free from family violence. Some of these included lack of resources (such as housing, food, childcare etc), loss of security, loss of sense of self, agency and social connectedness. The group came up with four varied initiative ideas, including process changes to make the legal system easier to navigate, messages using collective terminology and shared responsibility of society, creating a 'his' story to acknowledge male victims and establishing a family violence rehabilitation centre.

A violence rehabilitation centre was voted as having the most potential for impact, so was discussed further in-depth. The group explored the idea of the centre being more of a village, building on the adage that "it takes a village to raise a child". This group 'dreamed big' around what the ideal rehab centre would look like: including a marae at the centre, shared and separate spaces for children, youth, men and women, police on site, a social service triage/connecter and fully funded doctors, mental health professionals, and lawyers. They also looked at the ideal forms of practice including mana-enhancing practice, tikanga set by the residents and a separation from the modern world to reconnect with whenua. While this group were able to create a vision for what best practice in response to post-crisis family violence looks like, the group did not identify any action or people who could take this idea into the next steps.



### Improving Child Health and Poverty

Two groups explored the topic “Child Poverty and Health”. Both groups highlighted the complexity of this topic and how it is interconnected with many of the other topics under discussion at the Forum, including Providing Adequate Housing, Financial Insecurity and Connected Community. One group discussed the expectation that it is easy to access resources and services, however the reality is this can be difficult for some people. Ideas for initiatives included increasing emergency housing, more authentic community initiatives (such as community gardens), longer postnatal stays in birthing centres and hospitals, and a key person from each community who can kaitiaki and support local communities.

The first group looked in-depth at how to bring more health professionals out into the community. This also evolved onto the idea of a health bus (like the dental bus) being a good way to improve access to health services. The group identified Te Aka Mauri in Rotorua as another good model where the health services share the same venue as the community library. In terms of partners, the group discussed how health practitioners would need to be involved, as well as the need for representation from members of different suburbs to input community voice.

The second group explored an action research project that brings parents/caregivers together to discuss their experiences, needs, strengths and what matters to them. The group saw this process leading to development and analysis of themes to determine further action around this topic in Palmerston North. They identified the need for facilitators with the right skills and a connection with the community. The group saw potential connection with early childhood centres, midwives, paediatricians, occupational therapists, Te Aroha Noa, CSC, Red Cross, Te Hā o Hine-ahu-ōne Palmerston North Women’s Health Collective, The Health Hub, Women’s Refuge and Maori Women’s Refuge. The group also discussed the idea of being creative in the way they draw people into their research project, by having some other purpose for meeting together such as a clothes swap event.

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### Improving Financial Insecurity and Poverty

Two tables considered the topic. Both groups highlighted the complexity of this multi-faceted issue and the poor outcomes of inequality. Both groups also identified financial literacy and knowledge around budgeting as an area for potential growth. The groups came up with some different initiative ideas including a policy unit that makes submissions, changing the banking system to find other ways to meet the needs of the financially insecure, building capacity of business and financial literacy skills and collaboration between businesses and community organisations.

In the timeslot to focus on developing one initiative, the first group looked at a budgeting project to educate children from a young age. The group identified the ‘Reading in School’ programme as an example of the process and recognised that it would be important to research other examples of child budgeting programs being done in New Zealand. The group acknowledged many individuals and organisations that may have an interest or would offer skills and resources to this idea. Some of these included community budgeting services already in Palmerston North, PNCSC and their Community Accounting programme, schools and kindergartens, HIPPY at Te Aroha Noa and banks. For the full list of names please refer to the appendices.

The second group worked along the same lines, but focused more on how life, business and financial skills can be incorporated into education already happening in the city. The group identified alternative youth education providers and teen parent learning centres such as Highbury Whanau Centre and Te Aroha Noa as a target audience that could benefit from this learning. The group also discussed how to make resources on financial literacy and skills easily available for these groups to utilise them.





### Mitigating Climate Change

There were two groups working on the issue of mitigating climate change. Both groups discussed the seriousness of this issue, and that there needs to be a focus on environment and climate change in all decisions. One group highlighted the problem of people feeling helpless or hopeless, that "I am only one person and the problem is too big". Both groups generated initiatives along similar themes, including auditing tools for homes, businesses and individuals, education programmes, an enviro-centre, city-wide biochar production and supporting political action.

The first group further explored the idea of enabling active citizenship. This idea included increasing participation in the democratic process through citizens' assemblies. They highlighted that this is an active participation model and that there is a need to actively involve all communities. There was less detail about what this could look like practically on the ground.

The second group's focussed discussion was on promoting minimal lifestyles. They discussed the promotion of the 6 Rs (Refuse, Reduce, Reuse, Recycle, Re-localise and Rot). The group talked broadly about some initiatives that would support minimal lifestyles such as free buses, free green waste bins for all households, more separated cycleways, no cars in the city centre, and education on the cost of consumer lifestyle (instead of a minimal lifestyle). They discussed how everyone can be involved in some way, but also identified schools, City Council and Horizons Regional Council, Phil Stevens from Biochar Network NZ, Sustainable Business Council and Environment Network Manawatu as potential partners for more action.

### Increasing Sustainable Transport

This group identified some issues and barriers for people participating in sustainable transport methods. For example, they discussed the limitations of the current bus routes and timetables, the cost and barriers of electric cars, and the concerns around the culture and safety of cycling. The group came up with four different initiative ideas including a car share model, school travel plans, health and disability transportation services and a city-wide free bus service.

In the voting round, a free bus service was voted as having the most potential impact. The group went further in-depth with this initiative discussing how this initiative could be funded. Some ideas included utilising the sponsorship of businesses to advertise on the bus, as well as transferring of funds from parking or car ownership. The group identified Massey University Post Graduate Planning students as potential partners in conducting a feasibility study into this idea. Other partners included the Regional Transport Committee, community groups, businesses and local Government. The group identified some actions areas including a feasibility study, researching community information around current bus services and parking, and research into how other models work, including an example in Missoula.



### Enabling Food Sovereignty

This group identified barriers individuals face in growing their own food. Some of these barriers included: knowledge, time, energy, perception of these, cost and our nation's loss of gardening culture. The group generated four well-developed initiative ideas that could enable people to have greater food sovereignty. These were growing public foraging spaces (e.g. a food forest in the Esplanade), sharing food through sharing tables, children growing plants and integrating community gardens with holistic social services.

Integrated community gardens was the initiative idea voted as having the greatest potential for impact, so the group explored this initiative further. The group noted that this idea is underpinned by the importance of relationships, including those which involve how the produce is used. By integrating a garden into holistic services, it is more likely people will use it because of the relationships already built at the organisation. The group recognised that this could tie in with community kitchens for further impact. The group also discussed the potential for branding, where gardens across the city could have the same visuals and design, so people would recognise that this is something they are welcome to use. The group identified SuperGrans as a potential community group who could help mentor an organisation in getting a community garden started. However, the group was realistic that for on-going success there would need to be a neighbourhood garden facilitator (or similar) who would be invested in maintaining and overseeing the garden. Noted in this discussion that Manchester House currently has a working model of this initiative, which would be useful in understanding how this model works. It was also highlighted that there is an existing action research plan on this topic from ENM, which is in its early stages. This could also be useful as a starting point for taking this initiative into the next steps.

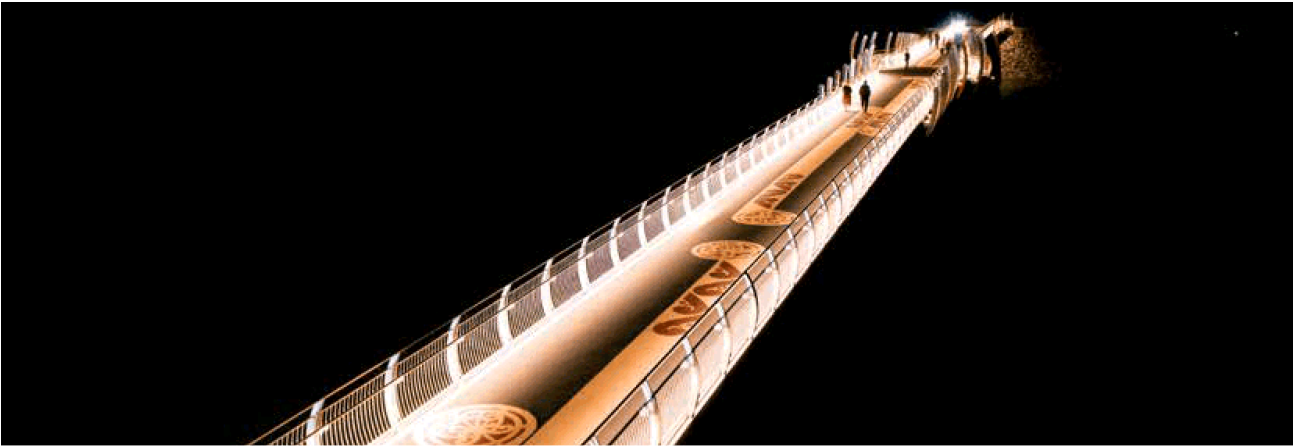
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### Building Connected Community

Two tables discussed the topic of "Building Connected Community" in Palmerston North. Both groups raised issues of people who are socially isolated and some of the potential barriers to being connected. Some of these included cultural barriers (such as language or ignorance), financial barriers, transport or lack of self-esteem and confidence. Both groups, through their discussion, showed the broad and complex nature of community connectedness. Both groups came up with different initiative ideas, some of which include an online hub for sharing community activity, increasing fun, inclusive and unstructured events, promotion of buddy/mentoring programmes and an event to raise awareness and to promote existing community support.

The first group explored the idea of reviewing and creating community spaces in our city, so everyone has access to a social hub. This group discussed that many current spaces aren't fit for purpose, but that we could be creative with the spaces that already exist. The group discussed who could be represented on a steering group, such as the Red Cross, Manawatu Multicultural Council, UCOL, Massey University, IPU, Rangitāne, and many others. The group acknowledged the importance of community voice to ensure decisions around location, kaupapa and design are fit for purpose. The group left with the question of who will lead this.

The second group discussed further in-depth the idea to implement social and environmental projects close to home in different geographical communities. They highlighted the need to have local communities involved from the start. This group also discussed the idea of looking at geographic locations and connections to local waterways as a potential site for some of these activities to take place. Other suggestions included more art projects in public spaces, more public displays (such as Summer Shakespeare), community gardens and neighbourhood picnics. The group discussed the need to identify local leaders to support them.



## Where to next?

The key to the next phase will be keeping momentum of these discussions, while at the same time allowing time for adequate reflection and exploration of the proposed projects. Stakeholders, including PNCC and the community members who have contributed to the discussions, will be naturally be keen to see action, but we do not want to rush the next step.

As we have explained, the new proposal of the 3 year cycle for the Social Wellbeing Forum allows time for research and then trial projects to be developed between the Forums. The research and trial phases will involve reflection, evaluation and analysis.

With fifteen initiatives identified, the first step is to evaluate the merits of each individually, to decide on the most appropriate initiatives to work on further. We will take advice from community development proponents, Inspiring Communities, on a suitable framework to analyse the initiatives. Key parts of the evaluation framework will be ensuring that there is willing in the community for the particular action, and people prepared to drive it forward. If these elements do not exist, there would be no point in continuing to develop a particular initiative.

The Massey University School of Social Work has been a great supporter of the Social Wellbeing Forums over the years, and this year again have provided input to shape the discussion topics. The School of Social Work will also be able to support us in evaluating the feasibility of the initiatives. We plan to host two Social Work students on placement in Semester 2, during which they would be a research project placement. At the time of writing, the topic of the research is still to be decided, but it is likely they will work to evaluate the proposed initiatives to move forward in the first step of the next phase.

We are confident there are a number of exciting projects which could be realised of the initiatives which have arisen from the project. We know there will be need for further discussions with our community members as part of the evaluation process.

PNCSC plans to facilitate further conversations on selected initiatives (or potentially grouping some of the topics together, where there is overlap). We will invite key stakeholders and people/organisations identified would likely be able to assist with the potential projects. Stakeholders for each of the meetings will be dependent on the issue or topics under discussion, but will certainly include community groups and government departments and agencies already working in relevant areas. People who have contributed to the development of the idea at the SWF discussion, would also be invited. Examples of stakeholders involved in the "next step" discussions could include: Rangitāne, DIA, Oranga Tāmariki, Housing NZ, Ministry of Social Development, DHB, Health agencies, educators.

We will also work closely with Environment Network Manawatū, particularly for the initiative and resulting projects which have an environmental focus. The discussions of the Forum show the overlap of the social and environmental concerns when considering wellbeing of our local population. We envisage ENM would have a role in convening further discussions about the environmental projects.

This is a new path for all of us, and it will be important to for all parties involved to communicate clearly, especially in setting expectations about the roles of the different organisations in moving forward. For example, at PNCSC, we see we could have a role in bringing people together and facilitating discussions. However, for the projects to work there will need to be other individuals or organisations prepared advocate for the project or programme, who have the resources to drive it forward. Until we have finished the evaluation stage, we will not know which of the initiatives will be developed further, so we cannot identify who these organisations or individuals will be at this stage.

There is also the question of funding, and what level of resourcing will be needed for the new initiatives developed. Again, however, without knowing which of the initiatives will be developed into trial projects, we cannot predict funding required or which agencies or funders would be the most appropriate to provide this support. We recognize how important it will be to ensure stakeholders, including potential funders, are involved in the development of any projects, and the resourcing needs are factored in at each stage.



## Conclusion

PNCSC is pleased that the format of this year's Social Wellbeing Forum has achieved the outcomes we were aiming for: a Forum which has resulted in actionable solutions, which provides a basis for a program of work to be undertaken over the next 3 years.

In the next stage, the evaluation of the initiatives will be undertaken, which will involve PNCSC working collaboration with partners such as Massey University School of Social Work, and Inspiring Communities. Two vital factors for any project's success will be that the community has a will for a project, and that there is an organization willing to fund it.

After the evaluation of initiatives has been completed, it will be time to select some initiative to progress with trial projects or further research, as needed. Through the evaluation and research stage, PNCSC will work closely with PNCC's Community Team to identify partners to work collaboratively across the sector to achieve action on some of the initiatives identified.

This report has summarised the discussions and has highlighted some of the potential areas for growth and collaboration across a broad range of topics. PNCSC hopes the Social Wellbeing Forum 2019 has catalysed some ideas for initiatives in the community sector, which will lead to positive outcomes for the people of Palmerston North.

## Appendices

### List of attendees

Full name:	Company:	Full name:	Company:
• Lisa Adams	Mana o te Tangata	• Renee Dingwall	Individual
• Saad Al-Harran	Retired Senior Lecturer	• Elaine Dittert	Careerforce
• Faisal Al-Harran	N.A	• Jacinda Duker	Plant to Plate
• Gill Allardice	Tararua Addictions Support Network	• Donna Dyer	Mana Whaikaha
• Rachael Andrews	TimeBank/Extinction Rebellion	• Gary Eder	Tararua Addictions Support Network
• Hazim Arafeh	Manawatu Multicultural Council	• Kane Forbes	Square Edge Community Arts
• Georgie Atwood	TRW	• Vanessa Graham	HWC
• Pele Aumua	Central PHO	• Jacqui Grant	Individual
• Sally Babbage	Housing Advice Centre	• Peter Grey	Individual
• Krys Baker	Palmerston North Women's Centre	• Alaina Grom	Foxton Beach Progressive
• Imtiyaz Bakshi	New Zealand Red Cross	• Iola Haggarty	Roving Social Entrepreneur
• Grant Baldwin	Individual	• Russell Hallam	Individual
• Brent Barrett	PNCC	• Bec Hancock	Te Ha o Hine-ahu-one
• Susan Baty	PNCC	• David Hanna	Inspiring Communities
• Dante Bentson-Budd	Tuia	• Jean Hera	Te Hā o Hine-ahu-one Women's Health Collective
• Cheri Birch	Homes for People	• Hemi Heta	Central PHO
• Darren Birch	Homes for People	• Linsey Higgins	Public Service Association
• Tara Black	PNCC	• Dai'Jhar Hillman	Individual
• Victoria Blockley-Powell	UCOL	• Rebecca Hofmann	Palmerston North City Council
• Rachel Bowen	PNCC	• Remy Irvine	PNCC
• Shay Brandt	Te Tihi	• Audrey Jarvis	NCW and Methodist Church
• Courtney Bremner	Mana O Te Tangata Trust	• Lorna Johnson	PNCC
• Lyal Brenton	Community Services Council	• Peggy Johnston	Brain Injury Central Districts
• Adrian Broad	PNCC	• Helena Judd	Individual
• Gabrielle Bundy-Cooke	PNCC	• Stacey Karipa	TRW
• Saritta Burney	Palmerston North Parents Centre	• Lili Kato	PNCC
• Lucy Burt	PNCCSC	• Bayley Kieselbach	Vision Church
• Fiona Cain	SuperGrans	• Jessie Kirk	Tuia
• Raewyn Cameron	Mana Whaikaha	• Helen King	RECAP
• Tesha Clayton	Tuia	• Kernal Klink	P Pull
• Elizabeth Connelly	Parentline Manawatu	• Rossie Kopua	TWR
• Seamus Coogan	PNCCSC	• Colin Kriven	PNCCSC
• Jeremie Corroenne	PNCC	• Sheetal Kumar	Mana Whaikaha
• Kate Costley	Te Aroha Noa Community Services	• Teisa Kurene	Matagi Enterprises
• Ashleigh Couper	PNCCSC	• Lynette Laing	Central PHO
• Kiesha Dais	Inspiring Stories	• Ineke Leask	Individual
• Kevin Darragh	Manchester House Social Services	• Iain Lees-Galloway	MP for Palmerston North
• Vaughn Dennison	PNCC	• Latham Lockwood	LJ Hooker, Parentline & Kind Hearts Trust
• Aroha De Silva	Palmerston North Street Van	• Rachael Machen	Life Home
• Joanne Devonshire	T.R.W		
• Patricia Dickason	Mana Whaikaha		

**List of attendees**

Full name:	Company:
• Maiava Malifa	Mash Trust
• Jo Martin	Mana Whaikaha
• Jodie Matenga	Te Aroha Noa
• Christine McArthur	
• Shirley McBrydie	Te Manawa
• Graeme McCullough	Paulmac Limited
• Jason McDowell	Palmerston North City Council
• Carolyn McPeak	Mana Whaikaha
• Bre McQuade	Mana Whaikaha
• Stephen McVey	UCOL
• Monica Mealy-Barnes	Red Cross
• Jordan Millar	Individual
• Christine Mukabalinda	Manawatu Multicultural Council
• Courtney Murphy	PNINS
• Rana Naser	Manawatu Multicultural Council
• Karen Naylor	PNCC
• Emma Ochei	General Manager, PNCSC
• Jenny Olsson	Goodwill Methodist Social Services
• Kim Owens	Grandparents Raising Grandchildren
• Jasmine Pai	Self Employed
• Julia Panfylova	PNCC
• Peter Parker	Te Manawa
• Sally Pearce	Environment Network Manawatu
• Miriam Peel	Kind Hearts Trust
• Kim Penny	Methodist Social Services
• Raewyn Persson	Parentline Manawatu
• Kirsty Porter	Extinction Rebellion Manawatu
• Jenny Porter	CAFS
• Angela Rainham	Mid Central DHB
• Joann Ransom	Palmerston North City Council
• Cat Rikihana	Legacy Centre
• Jo Robertson	Wellstop
• Colleen Robertson Hiri	Department of Corrections
• Rebecca Robinson	Unique Beginnings
• Mel Roff	Big Brothers Big Sister Manawatu
• Keith Roffe	Self Employed
• Julie Roffe	Mid Central DHB
• Stacey Rohloff	Methodist Social Services
• Daniel Ryland	Manawatu Tenants' Union
• Heike Schiele	Environment Network Manawatu
• Ben Schmidt	Manawatu Tenants' Union

Full name:	Company:
• Kayley Simmonds	MentorEd
• Grant Smith	Mayor, PNCC
• Sue Spiers	Te Aroha Noa
• Fiona Squires	Big Brothers Big Sister Manawatu
• Nicky Stanley-Clarke	Massey University
• Kat Steeneken	Mana Whaikaha
• Sharon Stevens	PNCET
• Phil Stevens	Slow Farm Ltd
• Mercedes Strutt	MentorEd
• Maria Tahiwī	TRW
• Hohepa Taiaroa	
• Gene Takurua	Te Tihi o Ruahine
• Rhia Taonui	Palmerston North City Council
• Gillian Tasker	Palmerston North City Council
• Trieste Te Awe Awe	Rangitāne
• Wiremu Te Awe Awe	Rangitāne
• Melissa Thake	Plunket
• Michelle Thompson	Te Aroha Noa
• Beth Tolley	Extinction Rebellion
• Nuwyne Tufuga	Vision Church
• Sulieti Vai	Student
• Pou Valu	Te Aroha Noa
• Stephanie Velvin	PNCC
• Amy Viles	Plunket
• Flora Wang	NZ China Friendship Society
• Norelle Ward	Work Manawatu
• Roxanne Waru	Ngā Pou Mana Māori Allied Health
• Sarah White	Student
• Brydie Williams	Te Aroha Noa
• Niamh Wingate	Inspiring Solutions NZ
• Heidi Wright	Plunket



### List of facilitators

- |  |  |
|--|--|
| • Providing Adequate Housing 1                 | Sally Babbage and Ben Schmidt            |
| • Providing Adequate Housing 2                 | Susan Baty                               |
| • Reducing Drug Harm and Addiction 1           | Linsey Higgins                           |
| • Reducing Drug Harm and Addiction 2           | Lorna Johnson                            |
| • Eliminating Family Violence                  | Kat Steeneken                            |
| • Improving child health and poverty 1         | Miriam Peel                              |
| • Improving child health and poverty 2         | Mercedes Strutt                          |
| • Improving Financial Insecurity and Poverty 1 | Kim Penny                                |
| • Improving Financial Insecurity and Poverty 2 | Iain Lees-Galloway and Michelle Thompson |
| • Mitigating Climate Change 1                  | Beth Tolley                              |
| • Mitigating Climate Change 2                  | Kirsty Porter                            |
| • Increasing Sustainable Transport             | Heike Schiele                            |
| • Enabling Food Sovereignty                    | Sharon Stevens                           |
| • Building Connected Communities               | Rana Naser                               |
| • Building Connected Communities               | Renee Dingwall and David Hanna           |

<p><b>Purpose</b></p> <p>To generate ideas for action and collaboration in Palmerston North around this topic.</p>	<p><b>What action is needed?</b></p> <p>(10 mins)</p>
<p><b>What is the problem?</b></p> <p>(10 mins)</p>	

<b>Initiative idea 1:</b>	<b>Initiative idea 2:</b>
<b>Initiative idea 3:</b>	<b>Initiative idea 4:</b>

<b>Pilot idea:</b> (Details)	
<b>What and who could be involved?</b>	<b>What information or resources are needed?</b>

## Raw Data

### Providing Adequate Housing 1:

Facilitator – Sally Babbage

What is the problem?	What action is needed?	Initiative ideas
<ul style="list-style-type: none"> <li>• Lack of suitable housing (compliant, accessible and safe)</li> <li>• Elderly (increasing aged community with needs and renters only pension, also lack of safe social housing)</li> <li>• Not affordable</li> <li>• Landlords selling to first home buyers therefore there is a shrinking market</li> <li>• Rentals bought up by investors</li> <li>• Student changing demographics</li> <li>• What are the incentives for developers?</li> <li>• Housing design- not designed for the future or not acceptable for age or circumstances</li> <li>• Lack of state and social housing</li> <li>• Lack of labour</li> <li>• Boarding housing- unsafe and exploitive</li> <li>• Emergency housing overflowing</li> <li>• Homelessness and sleeping rough</li> <li>• Low benefits</li> <li>• Poor tenancy laws</li> <li>• Casualisation of labour</li> <li>• Insufficient supply of building materials</li> <li>• Justice system discriminates</li> <li>• Lack of social service support</li> </ul>	<ul style="list-style-type: none"> <li>• Cooperation of local and central Government- consent and land and</li> <li>• Change in house design</li> <li>• Reduced barrier- accessible loans</li> <li>• Apprenticeship building</li> <li>• Rent to buy</li> <li>• Legislative barriers and protections</li> <li>• Incentive mixed development- avoid segregation</li> <li>• Prevent land-banking</li> <li>• Church land use for housing</li> <li>• Iwi plans and partnerships- relationships with Government</li> <li>• Papa kāinga housing</li> <li>• Help with getting a deposit together</li> <li>• Regulate boarding houses</li> <li>• Increase social housing</li> <li>• Rental WoF</li> <li>• Safe and cheap emergency housing</li> </ul>	<ul style="list-style-type: none"> <li>• Conversation with landholders about freeing up land to be used for housing</li> <li>• Pre-consenting building of housing in Palmerston North</li> <li>• Work with funders to improve access to loans via long-term multigenerational help with deposits</li> <li>• Increasing community capacity to build housing (students/organisations)</li> </ul>

Pilot idea:	What and who could be involved?	What information or resources are needed?
<p>Conversation with landholders about freeing up land for housing</p>	<ul style="list-style-type: none"> <li>• Landholders:</li> <li>• Churches - PNCCA and inter-faith</li> <li>• Iwi - Rangitāne</li> <li>• Businesses - CoC, MPIF, key businesses, Racecourse</li> <li>• Councils - HRC, PNCC</li> <li>• HNZ</li> <li>• Large section owners - neighbourhood collaboration</li> <li>• Developers - What are the incentives?</li> </ul>	

## Providing Adequate Housing 2:

Facilitator – Susan Baty

What is the problem?	What action is needed?	Initiative ideas
<ul style="list-style-type: none"> <li>• Not enough houses i.e., cost, affordable, social, downsize, independent living</li> <li>• Poor quality rental homes available – damp, cold</li> <li>• Expensive houses</li> </ul>	<ul style="list-style-type: none"> <li>• Older people are trapped in family homes, can't downsize.</li> <li>• Improve quality of homes – safe and healthy, explore existing houses</li> <li>• Providing houses that are “fit for purpose” – warm, heating</li> <li>• Build houses</li> <li>• Explore existing houses in PN to see if renovations, improvements can be made</li> <li>• What is the empty land for? – Public land in residential areas</li> <li>• Improve the council processes... i.e., to build homes, resource consents</li> </ul>	<ul style="list-style-type: none"> <li>• Central/local/government fast track</li> <li>• Improve housing quality</li> <li>• Use the land we've got</li> <li>• Partnering with community housing groups</li> </ul>

Pilot idea:	What and who could be involved?	What information or resources are needed?
Central/local/government fast track for 1 & 2 bedroom homes	<ul style="list-style-type: none"> <li>• Council staff</li> <li>• Property developers, resources</li> <li>• Individual land owners</li> <li>• Government</li> <li>• Housing NZ at national level</li> <li>• Validation from community to support data analysis</li> <li>• Professional services, i.e., surveyors</li> <li>• Define criteria</li> <li>• Community housing providers (building homes)</li> </ul>	<ul style="list-style-type: none"> <li>• Specialist team (Council, Architect, Surveyor, Council Planning Team)</li> <li>• Strategic plan</li> <li>• An understanding of the regulatory framework required</li> <li>• Identify the roadblocks as to why it takes so long for consent approval</li> <li>• Develop criteria</li> <li>• Pre-consent consultation</li> <li>• Council direction at senior level, i.e., CEO/Mayor housing portfolio</li> </ul>

### Reducing Drug Harm and Addiction 1:

Facilitator – Lindsey Higgins

What is the problem?	What action is needed?	Initiative ideas
<ul style="list-style-type: none"> <li>• Drug dealers</li> <li>• Drug manufacturers</li> <li>• Ephedrine plant accessibility</li> <li>• Meth, MDMA, synthetics bath salts</li> <li>• Hidden addiction</li> <li>• Communication between professionals</li> </ul>	<ul style="list-style-type: none"> <li>• Working with and education children</li> <li>• Change norms</li> <li>• Safe houses</li> <li>• Consistent presence</li> <li>• Drug testing – drugs not the person</li> <li>• Lack of knowledge with health practitioners – warfarin in meth</li> <li>• Safe needles</li> <li>• Honest conversations</li> <li>• Support systems and networks</li> <li>• Facebook pages</li> </ul>	<ul style="list-style-type: none"> <li>• Drug workshop for families, addicts, community groups, health practitioners, conversation not lecture, listening</li> <li>• Rehab/Homes detox</li> <li>• Education</li> <li>• Engage rangatahi and others</li> </ul>

Pilot idea:	What and who could be involved?	What information or resources are needed?
<p>Rehab/detox:</p> <p>A house/s for people to detox before they enter rehab as well as a additional rehab facilities</p>	<ul style="list-style-type: none"> <li>• More social supports when in rehab</li> <li>• Need to be interlinked: no rehab without detox, no detox without rehab</li> <li>• Donations</li> <li>• Government the primary funder</li> <li>• DHB</li> <li>• Private health insurers</li> <li>• Addicts</li> <li>• GPs</li> <li>• Families</li> <li>• Dignity</li> <li>• Life skills</li> <li>• Elders/kaumatua</li> <li>• Drug organisations</li> <li>• Other wraparound services</li> <li>• Systems that aren't set to fail – co-ordination between services</li> <li>• MSD – WINZ</li> <li>• Kai</li> <li>• Motupa</li> </ul>	<ul style="list-style-type: none"> <li>• Building/facility</li> <li>• People who care</li> <li>• People who want to help</li> <li>• Karitane style whanau approach</li> <li>• Support from orgs – qualified practitioners</li> <li>• Counsellors and other allied health professionals – not just AOD</li> <li>• Neighbourhood support – no NIMBYs</li> <li>• \$\$\$</li> <li>• Legislative change to support admissions</li> <li>• Experienced addicts who have stopped using</li> <li>• Community buy-in</li> </ul>

## Reducing Drug Harm and Addiction 2:

Facilitator – Lorna Johnson

What is the problem?	What action is needed?	Initiative ideas
<ul style="list-style-type: none"> <li>Information about options hard to access</li> <li>Delays to rehab</li> <li>Problems develop from this</li> <li>Problems that create it – underlying: lack of identify/connection/whakapapa</li> <li>Dealing with crisis – look at prevention</li> <li>General community lack of awareness in how to support/where to go</li> <li>Quick results wanted by those affected, but a really long process</li> <li>Sigma</li> <li>No after care after rehab</li> </ul>	<ul style="list-style-type: none"> <li>Better connection between organisations</li> <li>Information about services to the community – what is available and how to help.</li> <li>Database available to community</li> <li>Getting into schools – prevent health class, need to be authentic</li> <li>Opportunities for counselling – access, cost, how to fund, break stigma</li> <li>Information from those with lived experience, stories from those who are recovering (youth will listen to those who are in same situation)</li> <li>Teaching life skills re anxiety, bullying, peer pressure, family issues</li> <li>Whanau approach/ intervention</li> <li>Lack of co-ordination / burn out</li> <li>Easier access to the hospital for diagnosis (e.g., those with ADHD)</li> </ul>	<ul style="list-style-type: none"> <li>A meth hub: Information services</li> <li>Black sheep: bringing people together who are recovering</li> <li>Schools: resilience and strength programmes</li> <li>Comms plan: tying it all together</li> </ul>
Pilot idea:	What and who could be involved?	What information or resources are needed?
<p>People with lived experience of drug addiction speaking in schools</p>	<ul style="list-style-type: none"> <li>Schools – need buy in (approach principal groups/communities of learning: visit in person, speak to staff, BoT, hard to get into schools, need parental permission)</li> <li>Individuals who have overcome addiction (Dai'Jhar Hillman, Seamus Cougan – diverse people, relatable, mix of genders; narcotics anonymous, Mana o te Tangata, Legacy Community Centre; MASH have a list)</li> <li>Need a team approach, e.g., involve correct ions, police, counsellors</li> <li>Admin to organise, finance/ accountability</li> </ul>	<ul style="list-style-type: none"> <li>Need a training programme for speakers and support</li> <li>Vetting/references (what is the criteria to exclude?)</li> <li>Survey of children in each school: individualistic approach</li> <li>Use experience of project in Tatarua College</li> <li>Robust process to convince the BoT/Principals</li> <li>Professional approach/materials – inc. for parents</li> <li>Funding – may consider paying speakers to value their experience</li> <li>Need to think about message – not encourage use – consider what info is shared, age appropriate 1</li> </ul>

**Eliminating Family Violence:**

Facilitator- Kat Steeneken

What is the problem?	What action is needed?	Initiative ideas
<ul style="list-style-type: none"> <li>• Lack of resources after breaking free (housing, money, childcare, food, clothing, appropriate support)</li> <li>• Loss of connectedness, sense of self, agency and choice.</li> <li>• Unpredictability</li> <li>• Loss of security, fear of the unknown.</li> <li>• How to break free?</li> <li>• Alcohol and drugs</li> <li>• Recognising causes and what it looks like</li> <li>• Up-bringing, cultural and intergenerational factors and colonisation</li> </ul>	<ul style="list-style-type: none"> <li>• True discussion- being real</li> <li>• Understanding their aspirations and views (giving back to the people)</li> <li>• Marae-based</li> <li>• Integration of cultures and communities</li> <li>• Connection with culture</li> <li>• Wananga style programmes</li> <li>• Resort/rehab- long term interventions</li> <li>• Education (identifying situations and behaviours early, also identifying types of abuse not just physical violence)</li> <li>• Collective terminology</li> <li>• Target whanau with newborns</li> <li>• Specific support for funding and helping people to get protection-orders.</li> <li>• Systematic changes- prison doesn't work</li> </ul>	<ul style="list-style-type: none"> <li>• Zero tolerance approach (collective terminology aspirational speech around shared responsibility of society)</li> <li>• Family violence rehab centre</li> <li>• Process changes such as making it easier to navigate the legal system- any door is the right door</li> <li>• Creating a 'His' story to match "her" story - recognising men are also victims</li> </ul>

Pilot idea:	What and who could be involved?	What information or resources are needed?
<p>Family violence rehab centre. Is a village style as it takes a village to raise a child. Has a partitioned area for a 24/7 drop in where there are both men and women. Has post crisis services, a health room etc.</p>	<ul style="list-style-type: none"> <li>• Marae at the centre.</li> <li>• Referrals come from crisis services e.g. refuge</li> <li>• Police on site</li> <li>• Open door- no criteria or barriers</li> <li>• Social services triage/connecter</li> <li>• Professionals and community members and whanau</li> <li>• Youth leaders- each house has a leader</li> <li>• Youth village</li> <li>• Shared spaces to grow projects e.g. community gardens and separated spaces for women, men, tamariki etc</li> <li>• Mentors going out into community</li> <li>• Fully funded- free doctors, mental health specialists, lawyers.</li> <li>• Schools and ECCs</li> <li>• Mana motuhake model</li> </ul>	<ul style="list-style-type: none"> <li>• An 0800 number/ an app or a tech hub with educational resources</li> <li>• The right people- professional and non-professional</li> <li>• Strengthened crisis response that can feed into the centre</li> <li>• Separation from modern world- connection with whenua</li> <li>• Money and land- repurpose prisons</li> <li>• Tikanga set by the residents- collective responsibility</li> </ul>

## Improving Child Health and Poverty 1:

Facilitator – Miriam Peel

What is the problem?	What action is needed?	Initiative ideas
<ul style="list-style-type: none"> <li>• Expectation of people being able to access resources and make autonomous decisions (can be difficult for some)</li> <li>• Few opportunities to bring together grassroots groups, i.e., parents with children continuously ill/sick</li> <li>• Services can be rushed</li> <li>• Often prescribe a solution rather than enable whanau to be heard and in charge/valued</li> <li>• Fear of judgement</li> <li>• Little early engagement and group collaboration: safe spaces</li> </ul>	<ul style="list-style-type: none"> <li>• Conception – age 18 (change in attitude, communication, engagement)</li> <li>• General action: supporting families out of survival mode, greater accessibility, flexibility and imaginative communication methods/networking</li> <li>• Transport</li> <li>• Health professional engagement</li> <li>• Hubs</li> <li>• Finance - funding</li> </ul>	<ul style="list-style-type: none"> <li>• Bring parents and caregivers together to talk about their experiences, needs, strengths and what matters to them: bring together existing forums then fill the gaps</li> <li>• Longer postnatal stays</li> <li>• Multi-professional policy and decision-making forum</li> </ul>

Pilot idea:	What and who could be involved?	What information or resources are needed?
Bring parents/caregivers together to talk about their experiences, needs, strengths and what matters to them	<ul style="list-style-type: none"> <li>• Creative thinking to bring people together e.g., clothes swaps</li> <li>• Parents/caregivers</li> <li>• Community organisations</li> <li>• Liaison – community (pull together resources) plus co-ordinator and manager</li> <li>• Schools, kindys, clubs</li> <li>• Health and welfare professionals</li> <li>• Children: inputs, method to ensure voices heard</li> <li>• Community perception</li> <li>• Cultural responsiveness</li> <li>• Mindsets</li> <li>• Equity</li> <li>• Equality</li> <li>• Relationships</li> <li>• Connectedness</li> <li>• Societal norms</li> </ul>	<ul style="list-style-type: none"> <li>• Need to know what matters</li> <li>• Facilitators/co-ordinators with the “right” skills – must understand, be part of the community they working with, be aware of who they are speaking with</li> <li>• Opportunity to connect/build relationships</li> <li>• Safe spaces in their community</li> <li>• Small group connections (Analysis of themes – Development of themes (wants/needs) – feedback loops (next steps)</li> </ul>



## Improving Child Health and Poverty 2:

Facilitator – Mercedes Strutt

What is the problem?	What action is needed?	Initiative ideas
<ul style="list-style-type: none"> <li>• Finance – loan sharks</li> <li>• Transient families</li> <li>• Lack of education</li> <li>• Respiratory issues</li> <li>• High # of 0-15 year olds</li> <li>• Different areas of Palmy have different issues</li> <li>• Quality housing</li> <li>• Access to nutritious food</li> </ul>	<ul style="list-style-type: none"> <li>• Education (start of pregnancy, early childhood)</li> <li>• Common knowledge of what is available</li> <li>• Connect with appropriate people in community to support</li> <li>• Everyone should have access</li> <li>• Whanau engagement</li> <li>• Intergenerational support</li> <li>• Authentic relationships</li> </ul>	<ul style="list-style-type: none"> <li>• Emergency family housing (Botanical Road estate, use it for this), crowd funding to set it up, short-term housing</li> <li>• Paediatricians and professionals out of office and into community e.g., schools: cut down the wait list.</li> <li>• More authentic community initiatives (non-threatening), e.g., community gardens</li> <li>• Key person/kaitiaki from community, in each community, who can support local communities</li> </ul>

Pilot idea:	What and who could be involved?	What information or resources are needed?
<ul style="list-style-type: none"> <li>• Paediatricians and professionals out of office and into community e.g., schools: cut down the wait list.</li> </ul>	<ul style="list-style-type: none"> <li>• Paediatricians</li> <li>• Child health team</li> <li>• Health bus (DHB funded)</li> <li>• Nurse practitioners @ Palms</li> <li>• Hauora Practitioners (not just medical but look at the holistic)</li> <li>• Massey school of nursing</li> <li>• Family GPs, The Palms, Kauri Health</li> <li>• Key person in each suburb of the community</li> <li>• Counsellors and social workers in schools</li> <li>• Community leaders and champions</li> </ul>	<p>Support from DHB</p> <p>Local councils</p> <p>Community Te Ak Mauri: check out Rotorua library/health scheme</p>

### Improving Financial Insecurity and Poverty 1:

Facilitator – Kim Penny

What is the problem?	What action is needed?	Initiative ideas
<ul style="list-style-type: none"> <li>Financial insecurity is the root of disadvantage</li> <li>Banking system favours the rich, need for profit sharing</li> <li>Empire building “haves”, taking advantage of the “have nots” (exploitation)</li> <li>Youth – practical experiences, equipped and empowered with financial knowledge and life skills; taught to be an employer not employee</li> <li>All – financial literacy – shame</li> <li>3rd tier lending</li> </ul>	<ul style="list-style-type: none"> <li>Ability to consolidate loans and reasonable interest rates – such as step-up loans – people need to know about these</li> <li>Build literacy and business skills and business mentoring</li> <li>Support to access the services available/ champions and financial literacy/rights and responsibilities</li> <li>Collectively contribute and build skills</li> <li>Selfishness – sharing the cake, building a sense of kotahitanga</li> <li>Government owned bank – one not-profit bank</li> <li>Lens on wealth: change this, change what wealth is</li> </ul>	<ul style="list-style-type: none"> <li>Support to build capacity of business and literacy skills – kind of like a job agency, but to help develop business, financial and life skills</li> <li>Partnership – linking to a vision of kotahitanga (not selfish). Increase our desire to “share the cake”</li> <li>Education system: Look at children's skills. Help them develop strengths in ways to be financial stable</li> <li>Find another way to meet the financial needs of the financially insecure</li> </ul>

Pilot idea:	What and who could be involved?	What information or resources are needed?
<ul style="list-style-type: none"> <li>Education system: Look at children's skills. Help them develop strengths in ways to be financial stable (life, business, financial literacy)</li> </ul>	<ul style="list-style-type: none"> <li>Government – Education Department</li> <li>Teen parent units</li> <li>Te Aroha Noa Teen Unit</li> <li>Te Waka Huia</li> <li>Board of Trustees</li> <li>Not-for-profit travelling groups such as life education Trust</li> <li>Make resources easily available – such as videos on financial literacy</li> <li>Alternative education programmes, more emphasis on business initiatives, more emphasis on independence than going back to school (pay them accordingly for the work they do)</li> <li>Teaching of values – ensure this is across all schools</li> <li>Children who have left the education system have ability to learn financial literacy through alternative education</li> <li>Lots of great things happening, but there are gaps</li> </ul>	<ul style="list-style-type: none"> <li>More flexible education system so that alternative education aimed at the financially insecure is valued. These are the most vulnerable children.</li> <li>Funding for teaching of social life/skills in build social capacity in schools</li> <li>Find ways to support the most vulnerable children with appropriate funding/resources (Funding for education to follow child)</li> <li>Many organisations doing work in this sector – support them to share what works</li> <li>Ask the financial insecure what works for them – what do they want to achieve? Moemoea?</li> <li>Value the people out there doing this in community – NOT VOLUNTEERS, pay them for what they are already doing well – doing expect them to give their time for free</li> </ul>

## Improving Financial Insecurity and Poverty 2:

Facilitators – Iain Lees-Galloway and Michelle Thompson

What is the problem?	What action is needed?	Initiative ideas
<ul style="list-style-type: none"> <li>Lack of employment opportunities: insecure work (casual/temp contracts), not sustainable, no longevity</li> <li>Outsourcing of employment overseas e.g., call centres</li> <li>Income tax – employers losing a lot of income to tax (e.g., solo mums)</li> <li>Expenditure: lack of education on budgeting and finance, cost of technology</li> <li>Employers: employment law</li> </ul>	<ul style="list-style-type: none"> <li>Making submissions on government policies</li> <li>Collaboration – business and community sector</li> <li>Talk with educational institutes – what they teach</li> <li>Regional specific skills</li> <li>Education on how to budget</li> <li>Better resourced budgeting services. Part of school curriculum to teach finance/budgeting</li> <li>Encourage employers to make employment permanent – not casual/contracts</li> </ul>	<ul style="list-style-type: none"> <li>Project on budgeting: education at young age – high school – better resources for budgeting organisations</li> <li>Collaboration between business and community organisations: facilitate discussions, joint CSC/chamber project on financial security</li> <li>Fit the skills that we're teaching to the skills that we need (skill matching)</li> <li>Policy unit that makes submissions</li> </ul>

Pilot idea:	What and who could be involved?	What information or resources are needed?
<ul style="list-style-type: none"> <li>Project on budgeting: education at young age – high school – better resources for budgeting organisations</li> </ul>	<ul style="list-style-type: none"> <li>All the current budget services</li> <li>PNCSC</li> <li>PNCC Economist (Peter Crawford)</li> <li>Chamber and business heads and experience – perhaps to show ability to move financially</li> <li>Vision church</li> <li>Schools/kindys</li> <li>Banks (NZ owned), kiwibank, TSB, NZHC, SBS</li> <li>Real money – cash to handle and comprehend</li> <li>Parents/caregivers – buying and side-by-side learning (like HIPPY)</li> <li>Accountants and MU and students and TWA</li> <li>Community accounting</li> </ul>	<ul style="list-style-type: none"> <li>"Reading in schools" as example of process</li> <li>Volunteers</li> <li>Marketing</li> <li>Online banking (examples)</li> <li>Holiday and afterschool programme – especially in areas where limited options/low or no cost</li> <li>Home budgeter in libraries</li> <li>"MU CARE"</li> <li>Training modules – games</li> <li>Hands on learning projects</li> <li>Understanding debt</li> <li>Maths wizz type systems</li> <li>Seek examples from around NZ</li> </ul>

**Mitigating Climate Change 1:**

Facilitator – Beth Tolley

What is the problem?	What action is needed?	Initiative ideas
<ul style="list-style-type: none"> <li>• Rising carbon dioxide and methane</li> <li>• Increase in extreme weather events</li> <li>• Resulting in mass migration</li> <li>• Sense of helplessness/hopelessness "I am one person, the problem is too big"</li> <li>• Huge food security issues</li> </ul>	<ul style="list-style-type: none"> <li>• Re-forestation</li> <li>• Wet lands: cleaner water, buffers against coastal erosion</li> <li>• Biochar – the carbon out of cycle</li> <li>• Shift from blame/shame to practical individual ideas/initiatives</li> </ul>	<ul style="list-style-type: none"> <li>• Citywide biochar production: Green waste wheelie bin, central facility, lock up carbon long-term</li> <li>• Promote minimal lifestyles: No single use products, reduce waste at source</li> <li>• Education programme: Tell truth about climate, always keep hope in conversation, have action in message, sustainable businesses</li> <li>• Do emissions auditing for homes and businesses: Offer ways to reduce footprint, set goals, don't take it all on at once, promote ride-share, bicycling, public transport</li> </ul>

Pilot idea:	What and who could be involved?	What information or resources are needed?
Promoting minimal lifestyles	<p>Refuse: Consumerism, don't buy things that can't be fixed</p> <p>Reduce: Do with less, nothing wasted</p> <p>Reuse: BYO containers, salvage materials (building materials)</p> <p>Recycle: Education about the limitations of recycling</p> <p>Relocalise: Buy locally, education about growing gardens "victory gardens"</p> <p>Rot! Composting and Biochar of green waste and food scraps</p> <p>Everybody!</p> <p>Schools</p> <p>Local authorities – PNCC/Horizons/MDC</p> <p>Phil Stevens – Biochar Network NZ</p> <p>RECAP – the society for the resilience and engagement of the communities of Ashhurst and Pohangina</p> <p>Rangitane</p> <p>Environment Network Manawatu</p> <p>Local Businesses – Sustainable Business Council</p> <p>Free Green waste bins for all households</p> <p>More separated cycle ways</p> <p>Free bus service – better quality</p> <p>Education about product lifestyles – what is the environmental costs of buying this product</p> <p>Food plants in public spaces – urban foraging</p> <p>No cars in centre of the city</p> <p>Tool / equipment sharing through libraries and co-ops</p> <p>Repair cafes</p> <p>Create a City Environment Centre</p>	

## Mitigating Climate Change 2:

Facilitator – Kirsty Porter

What is the problem?	What action is needed?	Initiative ideas
<ul style="list-style-type: none"> <li>• It is sometime in the future</li> <li>• Actually people ARE being effected already but because we don't see it we don't feel it is imminent</li> <li>• More visibility for the impacted people</li> <li>• Still an abstract concept to many</li> <li>• Strategies we have been using are not working. We need new strategies</li> <li>• We will be victims of the inevitable changes or active participants in securing a viable planet in the future?</li> <li>• Need to focus on environment/climate change in ALL decisions</li> <li>• Tokelau – islands being eroded/ community and government normalising climate crisis as the issue of our time/weaving it into the mundane</li> </ul>	<ul style="list-style-type: none"> <li>• Innovation</li> <li>• Greening organisation i.e., green audit, develop climate change action plans, programmes that focus on climate change specifically</li> <li>• Halt systems. Take away markets – industrial agriculture</li> <li>• Moving from monocultures to bio-cultures – diversification, mimicking environmental cycle</li> <li>• Sharing tables, community gardens etc</li> <li>• Education, rationale for the changes required</li> <li>• Participatory democratic/decision-making processes</li> <li>• Indigenous knowledge</li> <li>• Push for legislation</li> <li>• Mobilising children/youth</li> </ul>	<ul style="list-style-type: none"> <li>• Develop self-audit toolkit to empower organisations to become more green: reduce emissions, reduce footprint</li> <li>• Advocacy: Indigenous knowledge, supporting practical action, mobilising children/youth, school strike for climate change, participatory processes, push for legislative change</li> <li>• Raising active citizens: Education strategy (e.g., Education hub)</li> <li>• Enviro centre: sharing tables, community gardens etc.</li> </ul>

Pilot idea:	What and who could be involved?	What information or resources are needed?
Raising active citizens (Education strategy)	Enabling active citizenship Citizen assemblies Increase participation on democratic processes Indigenous knowledge holders: Mana whenua Council ENM PNCET All local community groups ER school strikers Need to actively involve communities	An active participation model

**Increasing Sustainable Transport:**

Facilitator – Heike Schiele

What is the problem?	What action is needed?	Initiative ideas
<ul style="list-style-type: none"> <li>• Bus services have limitations (particularly around routes and times).</li> <li>• Electric vehicles are expensive and have certain rules and regulations.</li> <li>• Aging population which includes issues of disability and fragility.</li> <li>• Parent who don't cycle means their kids don't learn to cycle. Also issues around safety for children.</li> <li>• People are forced into car ownership; other options are lacking.</li> </ul>	<ul style="list-style-type: none"> <li>• Working with schools on travel plans and putting resources into what can be changed. Include consultation beyond schools and have Council involvement.</li> <li>• Reviewing the regulations around slower vehicles. From electric bikes through to mini vehicles that don't fit the boxes.</li> <li>• A bus route around healthcare.</li> <li>• Sharing transport options in easy way (e.g. car share Wellington).</li> <li>• Safe space for biking.</li> <li>• Bus free for everyone.</li> <li>• Adult coaching service to help people with cycling safety concerns.</li> </ul>	<ul style="list-style-type: none"> <li>• Car Share</li> <li>• Free bus for all</li> <li>• School travel plans</li> <li>• Health and disability transport</li> </ul>

Pilot idea:	What and who could be involved?	What information or resources are needed?
<p>Free or koha bus for everyone.</p> <p>This could be done through incremental changes (such as free for children and extended gold card. Mentioned a similar idea in Missoula called flag the bus, where businesses sponsor buses and they get used as advertising for that business. Also thought to transfer funding from parking or replacing car ownership costs to go towards a free bus service. Timetables should be considered to go to health services, e.g. could be a van or similar vehicle that does a continuous loop.</p>	<ul style="list-style-type: none"> <li>• Community group around, champions</li> <li>• Sally Lampkin (Regional Transport Committee)</li> <li>• Massey and students (e.g. post graduate Planning students)</li> <li>• Local government- to change the District Plan regarding funding bus seats rather than parks</li> <li>• DHB</li> <li>• Businesses as sponsors, as advertisers (screens on buses)</li> <li>• Schools</li> <li>• Retailers giving vouchers</li> </ul>	<ul style="list-style-type: none"> <li>• Regulations, legal requirements e.g. regarding fare recovery</li> <li>• Community information around current bus services and parking</li> <li>• Revenue</li> <li>• Systems cost analysis regarding health appointments (DNA study)</li> <li>• A feasibility study (could be done by a Massey planning post graduate student)</li> <li>• Research into how other models work e.g. Missoula example</li> </ul>

**Enabling Food Sovereignty:**

Facilitator- Sharon Stevens

What is the problem?	What action is needed?	Initiative ideas
<ul style="list-style-type: none"> <li>• Knowledge of how to grow food</li> <li>• Access to land- the "demise of large sections"</li> <li>• Time, energy, perception of these and priorities</li> <li>• Cost</li> <li>• Loss of our nation's culture of gardening</li> <li>• Access to protein/ a balanced diet</li> </ul>	<ul style="list-style-type: none"> <li>• Get children involved</li> <li>• Resource intergenerational learning</li> <li>• Growing food up- to use every bit of space</li> <li>• More nut tree planting, public space planting, simple plants like apples, sharing fruit with neighbours and agencies//distribution networks</li> <li>• Education around grey water and drought resistance</li> <li>• Teach people to garden</li> <li>• Poultry and egg in communities</li> <li>• Council involvement</li> </ul>	<ul style="list-style-type: none"> <li>• Children growing at least one food plant (using social networks for direct promotion and giving plants)</li> <li>• Grow public foraging areas (e.g. the esplanade food forest) and Council employs corporate gardeners- switch to food</li> <li>• Community gardens integrated with other social services (relationship based small community collectives, food action as part of holistic social services) e.g. Manchester House</li> <li>• Sharing of food through sharing tables- could be at food banks such as Just Zilch, but we need more and they need to be more visible</li> </ul>

Pilot idea:	What and who could be involved?	What information or resources are needed?
<p>Community gardens integrated with other social services (including schools). This could include community kitchen tie-ins. Could include sharing tables in the garden. The garden and sharing tables need to be highly visible to the public. Relationships are key! Branding is also very important. All these gardens and sharing tables over the city could have the same branding so it is recognisable. Should have visuals, easy to grow plants available with information for people to take home. Information that seeds and seedlings are also welcome at the sharing table. Information on harvesting and cooking.</p>	<ul style="list-style-type: none"> <li>• Manchester House has one working model.</li> <li>• See if Chrissy Paul is interested.</li> <li>• PNCC and corporates (spare land)</li> <li>• Individuals might allow some of their land to be used</li> <li>• Visibility campaign- buses, libraries, schools, taxis- especially for aging population</li> <li>• Just Zilch and other food banks for distributing</li> <li>• Policies, pricing and availability that favours nutrition</li> <li>• Plant to plate could take schools to a community garden</li> <li>• SuperGrans could mentor to get it started</li> <li>• Neighbourhood garden facilitator-like neighbourhood watch</li> </ul>	<ul style="list-style-type: none"> <li>• There is existing action research plan on this topic through ENM (early stages)</li> <li>• MFAN directory</li> <li>• Increase visibility of existing resources- advertise on free buses</li> <li>• Change of perceptions so that using the community garden/sharing table food is acceptable</li> </ul>

**Building Connected Communities 1:**

Facilitators – Rana Naser

What is the problem?	What action is needed?	Initiative ideas
<ul style="list-style-type: none"> <li>• Social isolation: refugees, young people, retired people, international students, elderly, solo mothers etc</li> <li>• Limited social contact – emotional distress</li> <li>• Caused by financial barriers – poverty-based isolation different</li> <li>• Using social services (sense of shame related to this)</li> <li>• Cycle of loss of confidence</li> <li>• Connections now more tech based and much more complex</li> <li>• Transport is a barrier (e.g., for refugees)</li> <li>• Cultural differences – parents in particular, children as example</li> <li>• Language as barrier</li> <li>• Perceptions of connection – reality vs social media networks</li> </ul>	<ul style="list-style-type: none"> <li>• Community events – over common areas such as cooking</li> <li>• Online support a useful tool, particularly for physically isolated (i.e., rural)</li> <li>• A focus on language programmes</li> <li>• Better sharing (a live hub) of community activity – collaboration between services providers, shared problem-solving and support</li> <li>• Mentoring/buddy programmes</li> <li>• Employment as key connector, social groups as stepping stone towards that</li> <li>• More emphasis on fun when creating community events, services and programmes</li> <li>• Using services (phone lines etc) earlier in process (encourage this)</li> <li>• Social clubs better promoted</li> <li>• Better connected neighbourhood</li> </ul>	<ul style="list-style-type: none"> <li>• A live hub for sharing community activity (online) – groups, services and activities/events</li> <li>• Review of community spaces (e.g., library) to create social hubs for everyone</li> <li>• Increase fun, unstructured and inclusive social activities and events and social groups – sharing these via networks</li> <li>• Promotion of buddy mentoring programmes</li> </ul>

Pilot idea:	What and who could be involved?	What information or resources are needed?
Review and create community spaces (e.g., library) to create social hubs for everyone	<ul style="list-style-type: none"> <li>• Needed because current space isn't fit for purpose</li> <li>• Thinking outside the box – be creative with what exists, repurpose, strengthen</li> <li>• Community spaces (existing and potentially new)</li> <li>• Users – co-existing and potentially others</li> <li>• Other groups working in umbrella (NGOs, charitable, local government)</li> <li>• Lend by knowledge and experience</li> <li>• CSC – 141 members</li> <li>• Steal good ideas – look at best practice</li> <li>• Large business/cooperate in Palmerston North</li> <li>• Central government \$\$</li> <li>• Create social spaces rather than service spaces</li> <li>• Other possible solutions: looking at spaces that already exist but create stronger purpose/kaupapa</li> </ul>	<ul style="list-style-type: none"> <li>• Who would lead?</li> <li>• One space vs multiple spaces – if multiple must have info share</li> <li>• Type of space: must have feedback from community groups so its fit for purpose</li> <li>• Community make decisions on: where, objective/kaupapa</li> <li>• Identify/clarify the need: collaborative, collective, a partnership</li> </ul>



**Building Connected Communities 2:**

Facilitator – Renee Dingwall

What is the problem?	What action is needed?	Initiative ideas
<ul style="list-style-type: none"> <li>• Individual silos</li> <li>• Integration</li> <li>• Putting people into boxes</li> <li>• Education</li> <li>• Inundation workforce – lack of communities</li> <li>• Lack of volunteers, lack of time, resources</li> <li>• Communication</li> <li>• Access to internet/social media consumerism</li> <li>• Language</li> <li>• Cultural ignorance</li> <li>• Stigma</li> <li>• Prejudice</li> <li>• Isolation</li> <li>• Transient families</li> <li>• Loss of village</li> <li>• Poverty and surviving</li> <li>• Not having time</li> <li>• Accessibility</li> <li>• Measure of success</li> <li>• Apathy</li> <li>• Self-esteem/self-worth</li> <li>• Lack of purpose</li> <li>• Understanding purpose</li> <li>• Developing purpose</li> </ul>	<ul style="list-style-type: none"> <li>• Connecting generations</li> <li>• Funding for group</li> <li>• Hope</li> <li>• Events to celebrate cultural diversity enhance creativity, fix poverty</li> <li>• Addressing needs in different communities/interests</li> <li>• Seeing the complexity</li> <li>• Difference between coming to and being in</li> <li>• Grassroots – listening to the people, seeing the people</li> <li>• Community hui</li> <li>• Finding ways to engage on their terms</li> <li>• Taking time to connect with others</li> <li>• Education – building on their strengths</li> <li>• Spreading kindness</li> <li>• Educating from a place of love, not judgement</li> <li>• Upholding Te Tiriti</li> <li>• Continual partnership – weave together</li> <li>• Making connections more meaningful</li> <li>• More resources and using/identifying existing resources</li> <li>• Encourage people to volunteer/support</li> </ul>	<ul style="list-style-type: none"> <li>• Social and environment projects close to home in different communities (community gardens, cleaning streams, planting, organise funding to get people involved)</li> <li>• Pathways into home ownership or stable housing</li> <li>• Awareness event to promote existing community support (break the stigma, neighbours day, citywide activities, interactive)</li> <li>• Identify building resources (skills, time, money, education etc)</li> </ul>

Pilot idea:	What and who could be involved?	What information or resources are needed?
Social and environment projects close to home in different communities	<ul style="list-style-type: none"> <li>• More places like Esplanade</li> <li>• More public displays (summer Shakespeare)</li> <li>• Look at geographic locations/connections to local waterways (council, iwi: access restored, marine biologists)</li> <li>• More projects like Plant to Plate in schools, school gardens</li> <li>• Edible gardens</li> <li>• Community gardens: structure, mentor project, business support</li> <li>• Neighbourhood connections</li> <li>• Get individual communities involved from the staff</li> <li>• Connecting Reach Roslyn type group – leaders (HR)</li> <li>• Find local leaders and support them – champions</li> <li>• Hire-a-buddy (not dating, but friendship to go to events with)</li> <li>• Picnics (with enough seating) – tea parties</li> <li>• Art projects in public spaces</li> </ul>	<p>Map of waterways</p> <p>Plants for waterways</p> <p>The Unbox</p> <p>More info on what council is doing in areas</p> <p>Bring back Food Action Network</p> <p>Awareness around foraging – etiquette/ mindfulness: social media, through neighbourhood support, noticeboards at bus stops, leaflet drop/door knocks (volunteers), sharing gardens</p> <p>Leadership course/network</p> <p>Neighbours day – more publicity</p> <p>Local library</p> <p>Tables and more seating for public to share</p>





Palmerston North Community Services Council  
P 06 354 3809



## REPORT

**TO:** Community Development Committee

**MEETING DATE:** 2 September 2019

**TITLE:** Draft Local Alcohol Policy 2020 - approval for consultation

**PRESENTED BY:** Julie Macdonald - Manager Strategy and Policy

**APPROVED BY:** Sheryl Bryant, General Manager - Strategy & Planning

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### RECOMMENDATION(S) TO COMMUNITY DEVELOPMENT COMMITTEE

1. That the Statement of Proposal, including the draft Palmerston North Local Alcohol Policy, attached as attachment one to this report, be approved for public consultation.
2. That the Chair and Deputy Chair of the Community Development Committee be authorised to approve minor amendments to the Statement of Proposal prior to public consultation.

**SUMMARY OF OPTIONS ANALYSIS FOR**

<b>Problem or Opportunity</b>	The Sale and Supply of Alcohol Act 2012 empowers local authorities to develop a local alcohol policy (LAP). The purpose of this policy is to minimise alcohol-related harm by permitting the Council to introduce a limited set of local rules relating to alcohol licensing. Any such policy must be publicly consulted on using the special consultative procedure.
<b>OPTION 1:</b>	<b>Approve the Statement of Proposal including the draft Palmerston North Local Alcohol Policy for public consultation using the special consultative procedure.</b>
Community Views	Police, Public Health and licensees have been notified and informed of the direction of the draft LAP, and some informal feedback has been received. While Police and Public Health have indicated general support for the draft policy, licensees have expressed concerns that the reduction in trading hours may lead to increased alcohol-related harm by forcing patrons to leave licensed premises earlier than normal and leading to increased violence outside premises.
Benefits	The key benefit of this option is it allows a wider set of community views to be heard, and for the draft policy proposals to be rigorously tested and examined by the community at large.
Risks	No particular risks have been identified.
Financial	There are no particular financial implications.
<b>OPTION 2:</b>	<b>Do not approve the Statement of Proposal for public consultation</b>
Community Views	Police, Public Health and licensees have been notified and informed of the direction of the draft LAP, and some informal feedback has been received, but there has been no formal engagement thus far.
Benefits	There is no particular benefit to this option.
Risks	If the Committee decides not to consult on the draft LAP and decides not to develop a LAP, there is a risk of a lost opportunity to address alcohol-related harm through the LAP mechanism.
Financial	There are no particular financial implications.
The recommendations contribute to Goal 3: A connected and safe community	
The recommended option contributes to the outcomes of the Connected Community Strategy	
The recommended option contributes to the achievement of action/actions in the Safe Community Plan	

The action is: Develop a Local Alcohol Policy (by end of 2020/2021)	
Contribution to strategic contribution	The Council has specifically identified the development of a local alcohol policy as an action under the Safe Community Plan. The draft LAP is focussed on minimising the harm caused by excessive or inappropriate consumption of alcohol, which contributes to building a city where people feel safe and are safe.

## **RATIONALE FOR THE RECOMMENDATIONS**

### **1. OVERVIEW OF THE PROBLEM OR OPPORTUNITY**

- 1.1 The Sale and Supply of Alcohol Act 2012 (the Act) empowers local authorities to develop a local alcohol policy (LAP). The purpose of this policy is to minimise alcohol-related harm by permitting the Council to introduce a limited set of local rules relating to alcohol licensing.
- 1.2 The Council is not obliged to adopt a local alcohol policy, but if it decides to do so it must follow a prescribed process. A local alcohol policy is strictly limited to a small number of matters relating to licensing, which are:
- Whether further licences (or licences of a particular kind or kinds) should be issued for premises in the district concerned, or any stated part of the district.
  - Maximum trading hours.
  - Location of licensed premises by reference to broad areas, by reference to proximity to premises of a particular kind or kinds, or by reference to facilities of a particular kind or kinds.
  - One-way door restrictions.
  - The issue of licences, or licences of a particular kind or kinds, subject to discretionary conditions.

The policy may not address any matters not relating to licensing.

- 1.3 In developing a draft LAP, the Council is required by section 78 of the Act to have regard to a number of factors, being:
- The objectives and policies of its district plan.
  - The number of licences of each kind held for premises in its district, and the location and opening hours of each of the premises.

- Any areas in which bylaws prohibiting alcohol in public places are in force.
- The demography of the district's residents and visitors.
- The overall health indicators of the district's residents.
- The nature and severity of the alcohol-related problems arising in the district.

1.4 To fulfil the Council's obligations to have regard to these factors, a research report has been produced to inform the development of a draft LAP. This is attached as attachment two.

## **2. BACKGROUND AND PREVIOUS COUNCIL DECISIONS**

2.1 The Council decided in June 2013 to start developing a draft LAP. An initial Councillor workshop was held in February 2014 which provided Councillors with an overview of the process requirements and outlined a way forward.

2.2 Initial stakeholder engagement started in 2014 with key stakeholders such as Police and the Public Health Unit of MidCentral DHB (Public Health). Officers also engaged with licence holders through the Liquor Liaison Group meetings. A community forum was held in May 2015 to initiate wider community engagement on the development of the LAP. Approximately 80 people attended the forum at the Palmerston North Conference Centre, representing a range of organisations and interests that included licence holders, Hospitality Association, Police, Public Health, Rangitāne o Manawātū, Palmerston North Youth Council, alcohol and drug counsellors, community support groups, and members of the public. The forum provided an information session on the requirements for the development of a local alcohol policy, with perspectives from the Health Promotion Agency, Hospitality Association, and a guest speaker from Auckland Council. A group panel session described a "typical Saturday night" in Palmerston North from five different perspectives (Police, licensee, Safe City 'Angel, Emergency Department nurse, and Safe City Trust), with questions and answers for the audience. Two interactive sessions were held – brainstorming three issues arising from the panel session, and a "policy stations" exercise where participants could contribute what they thought should be included in each of the five potential areas of the policy.

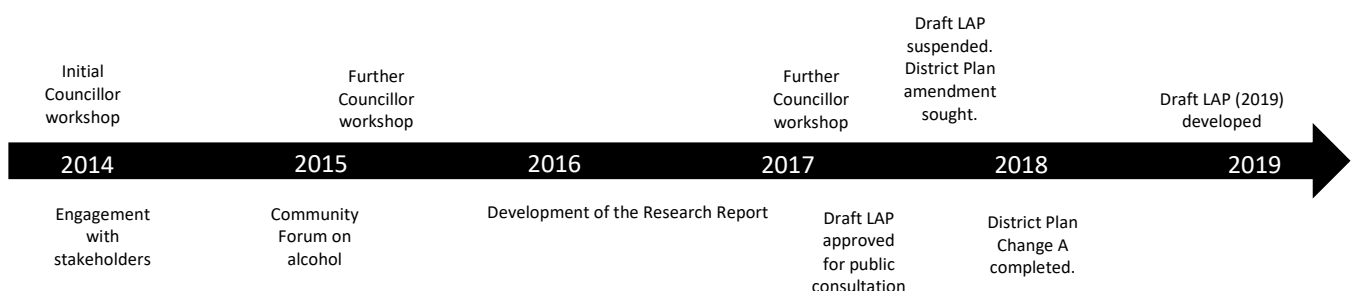
2.3 A further Councillor workshop was held in October 2015 which presented an update on progress to date, including the findings of the community forum and identified the gaps in the information collected thus far. Work continued throughout 2015 and 2016 to identify and collate relevant information that would support the development of a LAP. This information is contained in the Local Alcohol Policy Research Report attached as attachment two this report.

2.4 A further workshop was held with Councillors in February 2017 which outlined the information collected and identified an indicative policy direction for discussion.



Following this, officers continued to analyse the information and data that had been collected and organised meetings with stakeholders to discuss the draft policy direction. The feedback from those meetings was incorporated in the draft LAP that was approved for public consultation in 2017.

- 2.5 Updates were also provided to Rangitāne o Manawatū through the scheduled bi-monthly meetings, which offered another opportunity to discuss the process, the evidence collected, and the draft policy proposals.
- 2.6 In June 2017 the Council approved a draft LAP for public consultation. That consultation occurred between July and August. The Council received 45 written submissions and heard oral submissions from 17 people in September 2017.
- 2.7 The Council agreed in December 2017 to suspend the development of the LAP, in response to an issue that arose through the consultation process. It emerged that the draft LAP would disproportionately affect some businesses more than others, because the District Plan contained trading hours for activities involving the sale of alcohol. The LAP may contain conditions that are more restrictive than the District Plan, but it is not able to authorise anything which the District Plan forbids. The Council would have been forced to either continue with the draft LAP (and dramatically affect the maximum trading hours of some businesses) or amend the District Plan to remove the provisions setting trading hours (and thus remove the conflict with the District Plan). The Council chose to amend the District Plan through Plan Change A, which was completed in December 2018.
- 2.8 In 2019, officers recommenced work on the draft LAP. The draft 2017 LAP was used as the basis, and the existing Research Report was updated wherever possible with the most current information. Revisions have been made to the draft LAP to achieve the same objectives as the draft 2017 LAP.



### 3. DESCRIPTION OF OPTIONS

- 3.1 The first option is to approve the Statement of Proposal including the draft Palmerston North Local Alcohol Policy for public consultation using the special consultative procedure.
- 3.2 The second option is to not approve the Statement of Proposal for public consultation. This option may be used to either direct officers to re-work the current draft, or to suspend or cease work on the development of the LAP.

### 4. ANALYSIS OF OPTIONS

- 4.1 All policy development carries with it an expectation of being supported by high-quality evidence. For a local alcohol policy, the evidence must also be directly relevant to the area to which it applies. Therefore, the emphasis has been on identifying data and evidence of alcohol-related harm from within Palmerston North, rather than relying on more general research about alcohol-related harm. However, because of a paucity of reliable and relevant data for Palmerston North, the scope of the proposed LAP has been limited to those areas where a strong argument can be made, supported by quality local evidence.
- 4.2 Before turning to the two key options (to approve or reject the Statement of Proposal for public consultation), this report will provide a breakdown and analysis of the key components of the draft LAP.

#### Whether further licences should be issued

- 4.3 In considering this aspect of the policy, a recommendation ultimately amounts to a choice between setting a sinking lid or cap on all or some licence types, for all or part of the city, or not imposing any limits on the number of new licences that can be issued.
- 4.4 The draft LAP does not propose to cap the number of new licences that can be issued. There are two key reasons for this:
  - 4.4.1 Firstly, there has been minimal growth in the number of licences held within Palmerston North over the past two years. In 2017 there were 183 active licences, and in 2019 there are 185 active licences. Prior to 2017, there was a similar level of low growth. This suggests there is little capacity for rapid growth or expansion of licensed premises.
  - 4.4.2 Secondly, a cap on the number of licences could have unintended consequences. There is a potential for a rush of new licence applications before the policy is adopted, to get in ahead of any cap. This could lead to the kind of growth in active licences that such a cap is intended to limit.

### Maximum trading hours

- 4.5 The default national maximum trading hours are 8am to 4am for on-licensed and club licensed premises, and 7am to 11pm for off-licensed premises. The draft LAP proposes to introduce shorter maximum trading hours for Palmerston North:

	Location	Hours
<b>On-licence premises</b> (e.g. bars, pubs, taverns, cafes, restaurants)	Inner, outer, fringe and local business zones, and industrial zone	8am to 2am the following day
	Any other zone	8am to 12am the following day
<b>Off-licence premises</b> (e.g. bottle stores, supermarkets, grocery stores)	All zones	7am to 10pm
<b>Club licence premises</b> (e.g. RSAs, sports clubs)	All zones	8am to 12am the following day

- 4.6 The rationale for the proposed trading hours stems from the intention to address the impact of pre-loading behaviour on alcohol-related harm. By reducing trading hours for all licence types, it is expected that people who pre-load at home will spend less time pre-loading before coming into town and going into licensed premises.
- 4.7 Research by ACC for the Safety Advisory Board on pre-loading behaviour shows the time of the day that people who preload begin drinking at home, when they finish drinking at home, and when they come into town. This information creates an argument for reducing trading hours for both on- and off-licensed premises. The presumption is that if the time which people spend drinking in a home environment (pre-loading) without a “capable guardian” can be reduced, then alcohol-related harm, especially residential assaults, could be reduced. This is because those people are encouraged to come into town earlier where, if they do drink, they are doing so in a supervised environment such as an on-licensed premises. For this to hold, however, the maximum trading hours for all licence types would need to be reduced proportionally.

- 4.8 The specific impacts of these proposed hours have been estimated for different licence types and business types, based on their licensed (maximum) trading hours. The impacts vary on the day of the week; the table below shows the greatest impact throughout the week:

	On-licensed premises (122)	Off-licensed premises (38)	Club licensed premises (25)
Unaffected	94	30	20
Lose up to one hour of trading	25	8	6
Lose more than one hour of trading	3	None	1

- 4.9 Overall, the impact is a proportional reduction of an hour for most licences. It is expected that this should lessen the impact of pre-loading, and lead to a reduction in alcohol-related harm.

#### Restrictions on location

- 4.10 Consideration was given to two possible types of location restriction, but these are not recommended. The two types of location restriction considered were:
- 4.10.1 A restriction on any new bottle store being located in areas with a deprivation (NZDep2013) score of 8, 9, or 10.
- 4.10.2 A restriction on any new off-licensed premises being located within 100m of an existing off-licensed premises.
- 4.11 Analysis of the location of existing licensed premises by deprivation score showed a disproportionately high number of bottle stores located in high deprivation areas. This analysis excluded the PN Central census area unit (CAU), which broadly aligns with the CBD, because the commercial character of the CBD makes an unfair comparison with other CAUs which have a more residential or suburban character. Based on this analysis, officers found that though only 9% of cafes or restaurants, and only 25% of bars or taverns, were located in high deprivation areas, 75% of bottle stores were located in high deprivation areas.
- 4.12 Further analysis of the location of existing licensed premises shows that 12 of the 38 off licences are clustered in five locations (excluding the CBD). There are 21 on-licenses clustered in eight locations (excluding the CBD). This location analysis shows that off-licensed premises are nearly twice as likely to cluster or create a potential

nexus of alcohol availability. The concern that this creates is a potential for price competition amongst premises in close proximity to each other.

4.13 Despite these justifications, there are a number of valid counter-arguments:

4.13.1 No evidence was identified which showed a strong relationship between bottle stores located in high deprivation areas and alcohol-related harm, more than a bottle store in any other part of the city. While some people may point to a general undesirability of bottle stores in high deprivation areas, officers were unable to identify evidence which showed a direct increase in alcohol-related harm.

4.13.2 Additionally, while bottle stores were disproportionately located in high deprivation areas when compared to other business types, officers were unable to identify evidence that suggested that bottle stores were inherently more likely to generate alcohol-related harm than other types of licensed premises.

4.13.3 The compact geography of the City makes any location restrictions, and the general association between outlets and alcohol-related harm, difficult to support. Based on the current number and location of licensed premises, most of the City is within 15 minutes' walk or five minutes' drive of an on- or off-licensed premises. It becomes difficult to argue in support of restricting the location of premises, either by reference to deprivation or by reference to other licensed premises, if it remains possible to easily access other existing licensed premises either by vehicle or on foot.

4.13.4 Based on the evidence collected, and the counter-arguments presented, officers have not recommended including these possible location restrictions in the draft LAP.

4.14 Consideration was also given to whether there was an argument for restricting licensed premises in close proximity to education facilities. There are 10 locations where an on-licensed premises is within 100m of a school. Of those 10 locations, three included a bar or tavern, the rest were cafes or restaurants. There are 11 locations where an off-licensed premises is within 100m of a school. Of those 11 locations, five are grocery stores, four are supermarkets, and three are bottle stores. However, none of these examples suggested a particularly strong association between the location of the licensed premises and alcohol-related harm, and no evidence was found to suggest that those locations were causing a disproportionately high level of alcohol-related harm.

#### One-way door restrictions

4.15 The draft LAP does not propose any one-way door restrictions. However, consideration was given to the following possible restrictions:

- 4.15.1 A mandatory 30 minute one-way door restriction for all on-licensed premises within the CBD which operate after midnight.
- 4.15.2 An optional 30 minute one-way door restriction for all on-licensed premises within the CBD which operate after midnight (set as a discretionary condition).
- 4.16 The justification for considering these possible restrictions is such a one-way door restriction would apply to those premises on which it would have the greatest impact – on-licensed premises operating past midnight, and within the CBD where on-licensed premises (especially bars and taverns) tend to concentrate and where the greatest number of patrons congregate. Limiting it to premises operating past midnight would avoid applying the restrictions to premises not operating at late hours (such as cafes).
- 4.17 It is worth noting that some premises operate a voluntary one-way door restriction. However, this can create an inconsistent outcome where patrons unable to enter one premises because of the one-way door restriction can usually enter nearby premises without difficulty. This could create a justification for a mandatory one-way door restriction, to avoid allowing patrons to migrate from one premises to another.
- 4.18 Despite these justifications, officers have not recommended the inclusion of one-way door restrictions in the draft LAP for the following reasons:
- 4.18.1 Given the decision to propose reduced maximum trading hours, there is a potential for a one-way door restriction to amplify the effects of those reduced trading hours. The overarching intention of the policy is to discourage pre-loading and encourage people who choose to drink to do so in supervised premises such as on-licences. However, the combination of reduced trading hours and a one-way door policy could create a perverse outcome, whereby the time available for people to enter on-licensed premises is so small that they choose not to come to town at all. If they choose instead to continue drinking at home, then this could lead to increased alcohol-related violence, rather than encouraging them to drink in licensed premises.
- 4.18.2 Including a one-way door restriction as a discretionary condition retains the potential benefits of such a policy, by allowing the District Licensing Committee (DLC) to choose to impose such a restriction where appropriate. However, it is not necessary to include it as a discretionary condition for the DLC to apply it to a licence on application or renewal. The DLC retains the ability to impose a one-way door restriction as a condition regardless of whether it is in the draft LAP, and therefore it makes sense to exclude it and keep the draft LAP as simple as possible (see paragraph 4.19 below).

### Discretionary conditions

- 4.19 The draft LAP does not propose any discretionary conditions. The key reason for this is that, by their very nature, they cannot be made mandatory. There is little benefit to be found by including a list of conditions that the DLC can choose from when considering whether to impose conditions on a licence it is granting. Furthermore, section 117 of the Act empowers the DLC to “issue any licence subject to any reasonable conditions not inconsistent with this Act.” Therefore, any list of discretionary conditions contained in the draft LAP would not improve the existing power of the DLC to use conditions on licences to minimise the potential for alcohol-related harm.

### Approve or reject the Statement of Proposal for public consultation

- 4.20 The options presented in this report are to either approve or reject the Statement of Proposal for public consultation.
- 4.21 Officers have no basis for recommending option two. The standing direction from Councillors is to develop a draft Local Alcohol Policy, and the next logical step is to proceed to public consultation. However, if Councillors are not satisfied with the current draft LAP, but wish to continue developing a LAP, then option two would allow for that draft LAP to be revised or refined.
- 4.22 Broad community engagement on the draft LAP would allow for a wide set of views to be heard. A robust community engagement process also allows for the proposals and the arguments to be more rigorously tested. This supports option one, to approve the draft LAP for public consultation.
- 4.23 Neither option contains any particularly risk, though if the Council chooses option two and decides not to develop a LAP there is a risk that alcohol-related harm may not be addressed through the means available. By approving the draft LAP for public consultation, and continuing the process towards adoption, Council will be better positioned to adopt a policy that may reduce alcohol-related harm.
- 4.24 There are no particular financial implications to either option. If Councillors choose option one, then public consultation will occur and this will be met within current budget.
- 4.25 Progressing the draft LAP through public consultation is consistent with Council’s strategic direction, which identified the development of a local alcohol policy in the Safe Community Plan. A Local Alcohol Policy contributes to Goal 3: a connected and safe community by minimising alcohol-related harm.

## 5. CONCLUSION

- 5.1 The process of developing the draft LAP has involved work over many years, collating and analysing a diverse range of information and evidence, together with ongoing engagement with many different parties. The draft LAP presented here for approval for consultation represents the outcome of that work.
- 5.2 The draft LAP has been carefully written to reflect proposals that are supported by strong arguments and information.
- 5.3 Option one (approve the Statement of Proposal for public consultation) is the recommended option because it allows a wide set of views to be identified and provides a rigorous test of the draft policy proposals. This is the key benefit, and there are no particular risks with taking this approach. There are no particular financial implications with this option, as the costs of consultation can be met within current budgets.

## 6. NEXT ACTIONS

- 6.1 If the Committee approves the Statement of Proposal then officers will initiate a comprehensive community engagement process. This is discussed in more detail in section 7 below.

## 7. OUTLINE OF COMMUNITY ENGAGEMENT PROCESS

- 7.1 The Council is required to use the special consultative procedure when consulting on the draft LAP. However, officers recommend that a more comprehensive community engagement process is used to ensure the best possible engagement with the community.
- 7.2 The Statement of Proposal, including the draft LAP, will be published and made available as a printed document at all of Council's ordinary information points – Customer Services Centre, and the central and community libraries – and as a document on the Council's website. A submission form will also be supplied. Notification of the public consultation process will be via public notice in the Manwatū Standard and in the Guardian community newspaper, together with a media release, and posts on social media platforms.
- 7.3 As required by the special consultative procedure, people will be given an opportunity to make a written submission. Hearings will also be scheduled for those people who also wish to make an oral submission.
- 7.4 In addition to these steps, officers will also contact directly all those people who were contacted when the draft LAP was consulted on in 2017. This includes:
- Police



- Public Health
- Rangitāne o Manawatū
- Licence holders
- Hospitality NZ
- Progressive Enterprises and Foodstuffs (as parent companies for many supermarket chains represented in Palmerston North)
- Retail NZ
- Other groups and organisations with an interest in alcohol issues (including Youth Council, ACC, Fire and Emergency NZ, Linton Camp, Street Van, Salvation Army, CEDA, Safety Advisory Board, Neighbourhood Support, church groups, MASH Trust, Te Aroha Noa, MAIN, Roslyn REACH, Safe City Trust, Maori Wardens, alcohol and drug counsellors, Best Care Whakapai Hauora, tertiary education providers and student associations, Second School Principals Association, Youth One Stop Shop, Restaurant Association).



- 7.5 In addition to being contacted directly and provided with a copy of the proposal these stakeholders will also be invited to attend one of a series of community drop-in sessions to discuss the draft LAP. Alternatively, they will be given the opportunity to have Council officers attend a meeting of their group or organisation to discuss the proposals.
- 7.6 A social media engagement plan will be developed, providing people with an additional channel of communication, and an opportunity to discuss the issues.
- 7.7 It is expected that community engagement will start in November and will run for approximately six weeks. This will allow enough time for the different community engagement methods to be delivered, and for people to prepare any written submission they may wish to make. Hearings for oral submissions will be scheduled for the first available meeting in 2020 of the appropriate committee (as the structure and dates of committees will not be known until after the election in October). Deliberations on those submissions, along with officer recommendations on those submissions and any changes to be made to the draft LAP as a result of the consultation process, will be scheduled for a subsequent committee meeting. It is at that meeting that the Committee may choose to adopt the draft LAP as a “Provisional” LAP.
- 7.8 Once a Provisional LAP has been adopted, Council is required to give public notice of the appeals process, which must run for a minimum of one month. Appeals are made to the Alcohol and Regulatory Licensing Authority (ARLA). If no appeals are received then the Council can adopt the Provisional LAP as a Final LAP. If appears

are received, then the process and timeframe for hearing and resolving those appears will be determined by ARLA.

### **COMPLIANCE AND ADMINISTRATION**

Does the Committee have delegated authority to decide? If Yes quote relevant clause(s) from Delegations Manual. Clause 168	<b>Yes</b>
Are the decisions significant?	<b>No</b>
If they are significant do they affect land or a body of water?	<b>No</b>
Can this decision only be made through a 10 Year Plan?	<b>No</b>
Does this decision require consultation through the Special Consultative procedure?	<b>Yes</b>
Is there funding in the current Annual Plan for these actions?	<b>Yes</b>
Are the recommendations inconsistent with any of Council's policies or plans?	<b>No</b>

### **ATTACHMENTS**

1. Statement of Proposal - Draft Local Alcohol Policy 2020 [↓](#) 
2. Local Alcohol Policy Research Report August 2019 [↓](#) 



**Palmerston North City Council  
Draft Local Alcohol Policy 2020**

**Statement of Proposal**



## Introduction

This Statement of Proposal proposes the adoption of a Local Alcohol Policy (LAP) for Palmerston North. The draft LAP is included in this Statement of Proposal. The purpose of this Statement of Proposal is to provide an outline of the details of the draft Local Alcohol Policy and provide information on the community engagement process.

## The Proposal

This proposal is to adopt a LAP for Palmerston North. The Council is empowered by the Sale and Supply of Alcohol Act 2012 (the Act) to adopt such a policy. Under section 77 of the Act, the Council may have a policy on a specific set of matters relating to licensing, but no others. These matters are:

- Whether further licences (or licences of a particular kind or kinds) should be issued for premises in the district concerned, or any stated part of the district
- Maximum trading hours
- Location of licensed premises by reference to broad areas, by reference to proximity to premises of a particular kind or kinds, or by reference to facilities of a particular kind or kinds
- One-way door restrictions
- The issue of licences, or licences of a particular kind or kinds, subject to discretionary conditions.

The Council is proposing to adopt a LAP that restricts maximum trading hours for all licence types:

	Location	Hours
<b>On-licence premises</b> (e.g. bars, pubs, taverns, cafes, restaurants)	Inner, outer, fringe and local business zones, and industrial zone	8am to 2am the following day
	Any other zone	8am to 12am the following day
<b>Off-licence premises</b> (e.g. bottle stores, supermarkets, grocery stores)	All zones	7am to 10pm
<b>Club licence premises</b> (e.g. RSAs, sports clubs)	All zones	8am to 12am the following day

The Council is not proposing any other restrictions in the draft LAP. Consideration was given to location restrictions for some off-licensed premises however there was insufficient evidence to support a recommendation to introduce such restrictions at this point.

In developing the draft LAP, Council officers have prepared a research report which collates information relevant to the issues being considered. The purpose of this research report is to provide information and evidence to support analysis of the issues, and to provide a justification for the proposed elements of the draft LAP. For reasons of space the research report is not included in full in this document. However, a copy is available on the Council's website [www.pncc.govt.nz/get-involved/have-your-say/draft-local-alcohol-policy/](http://www.pncc.govt.nz/get-involved/have-your-say/draft-local-alcohol-policy/) and is also available on request.

## Consultation Process

Anyone can make a submission about the draft LAP. We encourage anyone with an interest in the issues raised in this proposal to make a submission.

### NOTE

Following the conclusion of the public consultation process (the special consultative procedure), the Council is required to give public notice of its decision and the opportunity to appeal the Council's decision. The right of appeal is provided by section 81 of the Act, and extends to any person who makes a submission as part of the special consultative procedure. The Council strongly encourages all people or organisations with an interest in this draft LAP to make a submission to the Council – whether in favour or opposed – so as to secure their right of appeal under section 81 of the Act.

This Statement of Proposal, a Summary of Information, and the submission form can be found at:

- Palmerston North City Council website  
[www.pncc.govt.nz/get-involved/have-your-say/draft-local-alcohol-policy/](http://www.pncc.govt.nz/get-involved/have-your-say/draft-local-alcohol-policy/)
- Customer Service Centre, Palmerston North City Council, The Square, Palmerston North; and
- City Library, The Square, Palmerston North, and the libraries at Ashhurst, Awapuni, Roslyn, Linton and Te Pātikitiki/Highbury.

You are also entitled to appear before the Council and speak to your submission. Please indicate on your submission form whether you wish to do this. The Council intends to hear submissions on this proposal in 2020. The date and time for hearings has not yet been determined. It will be confirmed in the email or letter acknowledging your submission, and will also be advertised in the Guardian newspaper.

To get your submission to us, either:

Mail to: Draft Local Alcohol Policy 2020 Submissions, Governance and Support Team Leader, Palmerston North City Council, Private Bag 11034, Palmerston North 4442

Deliver to: Palmerston North City Council Customer Service Centre, 32 The Square, Palmerston North

Email to: [submission@pncc.govt.nz](mailto:submission@pncc.govt.nz) (write Draft Local Alcohol Policy 2020 Submissions in the subject)

Phone: 06 356 8199

Fax: 06 355 4115

**The submission period runs from 26 October 2019  
until 4pm on Friday 13 December 2019**

Please note that all written submissions, including the contact details on the submission, will be made available to the public and media and on the Council's website. If you would prefer to have your contact details kept private, you can request that in your submission. For further information on this consultation please phone the Council on 06 356 8199 or email us at [info@pncc.govt.nz](mailto:info@pncc.govt.nz).



PALMERSTON NORTH  
LOCAL ALCOHOL POLICY  
2020

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## Introduction

The Sale and Supply of Alcohol Act 2012 gives local authorities the power to make local alcohol policies. These policies are intended to guide and direct the decisions of the District Licensing Committee with regards to applications for alcohol licences in Palmerston North.

A key feature of these local alcohol policies is the requirement to engage and consult with the community during the development of the policy. This ensures that the views of the community are considered and that the policy reflects the aspirations of the community with regards to how alcohol is sold and consumed in the district.

Section 77 of the Sale and Supply of Alcohol Act 2012 identifies the specific areas that a local alcohol policy can address:

- a) location of licensed premises by reference to broad areas:
- b) location of licensed premises by reference to proximity to premises of a particular kind or kinds:
- c) location of licensed premises by reference to proximity to facilities of a particular kind or kinds:
- d) whether further licences (or licences of a particular kind or kinds) should be issued for premises in the district concerned, or any stated part of the district:
- e) maximum trading hours:
- f) the issue of licences, or licences of a particular kind or kinds, subject to discretionary conditions:
- g) one-way door restrictions.

A summary of the key elements of the policy is presented as a single page in appendix one.

### Objectives of the Policy

This policy has three key objectives:

#### To minimise the harm caused by excessive or inappropriate consumption of alcohol

This objective aligns with the object of the Sale and Supply of Alcohol Act 2012, which is “the harm caused by the excessive or inappropriate consumption of alcohol should be minimised.” In this context, “harm” has a broad meaning that includes:

- a) any crime, damage, death, disease, disorderly behaviour, illness, or injury, directly or indirectly caused, or directly or indirectly contributed to, by the excessive or inappropriate consumption of alcohol; and
- b) any harm to society generally or the community, directly or indirectly caused, or directly or indirectly contributed to, by any crime, damage, death, disease, disorderly behaviour, illness, or injury of a kind described in paragraph (a).

#### To provide clear and transparent guidance for licensing decisions

This policy will be used most directly by the District Licensing Committee when making decisions on applications for alcohol licences. Based on the workload of the Committee since its inception in 2013, this will involve decisions every week on applications for new and renewed alcohol licences. It is important, therefore, that the policy provides clear and unambiguous guidance for the Committee, so that there is no confusion about how it should apply the policy to licensing decisions.

It is also important that the policy is transparent and that the rationale for setting specific policy direction is clear to all parties concerned. To that end, the policy has been kept concise and simple, focussing on those aspects likely to have the greatest impact on reducing the alcohol-related harm that Palmerston North experiences.

#### To reflect the views of the community with regard to the sale and supply of alcohol

A key feature of the local alcohol policy provisions in the Sale and Supply of Alcohol Act 2012 is the requirement to engage and consult with the community. Prior to the new legislation, local authorities could develop licensing policies but there was no formal process around community engagement, and those policies had no official legal standing when it came to making licensing decisions. A local alcohol policy developed under the Sale and Supply of Alcohol Act 2012 must include consultation with the Police, Medical Officer of Health, licensing inspectors, and must include community consultation and engagement. Through this process, the views of the community can be incorporated into an alcohol policy which will directly influence decisions on applications for alcohol licences.

### Strategic alignment

In 2018 the Council adopted a new strategic direction with the vision “small city benefits, big city ambition.” This vision is fulfilled by five goals, which are supported by four key strategies. These are in turn delivered through a series of action plans. The Council’s Long Term Plan, reviewed every three years, sets out how and when Council will fund those actions.

The Connected Community Strategy contributes to Goal 3: a connected and safe community. The Safe Community Plan, part of the Connected Community Strategy, identifies a range of new and existing actions to which the Council has committed, to achieve the goal of a connected and safe community. Of particular relevance is the Council’s commitment to develop a local alcohol policy by the end of 2020/2021. A local alcohol policy is made under the Sale and Supply of Alcohol Act 2012, which has two objectives:

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

These objectives are consistent with Council’s strategic direction for a connected and safe community.

### Policy objectives

The following policy objectives have informed the development of this Local Alcohol Policy:

- Minimising the harm caused by excessive or inappropriate consumption of alcohol
- Providing clear and transparent guidance for licensing decisions
- Reflecting the views of the community with regard to the sale and supply of alcohol.

### Terms used in this Policy

Act	Means the Sale and Supply of Alcohol Act 2012.
Bar	In relation to a hotel or tavern, means a part of the hotel or tavern used principally or exclusively for the sale or consumption of alcohol (refer section 5(1) of the Act).
Bottle store	Means retail premises where (generally speaking) at least 85% of the annual sale revenue is expected to be earned from the sale of alcohol for consumption somewhere else (refer section 32(1) of the Act).
Café	Has the same meaning as “restaurant” in terms of any licence.
Club	Means a body that – <ul style="list-style-type: none"> <li>(a) is a body corporate having as its object (or as one of its objects) participating in or promoting a sport or other recreational activity, otherwise than for gain; or</li> <li>(b) is a body corporate whose object is not (or none of whose objects is) gain; or</li> <li>(c) holds a permanent club charter (refer section 5(1) of the Act).</li> </ul>
Club licence	Means a licence issued under the Act for the sale and supply of alcohol for consumption on the club premises by authorised customers (refer section 21 of the Act).
Hotel	Means premises used or intended to be used in the course of business principally for providing to the public – <ul style="list-style-type: none"> <li>(a) Lodging and</li> <li>(b) Alcohol, meals, and refreshments for consumption on the premises (refer section 5(1) of the Act).</li> </ul>
Off-licence	Means a licence issued under the Act for the sale and supply of alcohol from a premises for consumption somewhere else (refer section 17 of the Act).
On-licence	Means a licence issued under the Act for the sale and supply of alcohol for consumption on the premises (refer section 14 of the Act).
Restaurant	Means premises that – <ul style="list-style-type: none"> <li>(a) Are not a conveyance; and</li> <li>(b) Are used or intended to be used in the course of business principally for supplying meals to the public for eating on the premises (refer section 5(1) of the Act).</li> </ul>
Special licence	Means a licence issued under the Act for the sale and supply of alcohol for consumption on the premises (for an on-site special

licence) or consumption somewhere else (for an off-site special licence) by people attending the event described in the licence (refer section 22 of the Act).

Tavern

Means –

- (a) Premises used or intended to be used in the course of business principally for providing alcohol and other refreshments to the public; but
- (b) Does not include an airport bar (refer section 5(1) of the Act).

CONSULTATION DRAFT

## On-licences

### Hours

The following maximum trading hours apply to all on-licensed premises in the Palmerston North City territorial area:

Location	Applicable Days	Maximum Hours
Where the premises is on a site in the inner, outer, fringe or local business zone or industrial zone	Monday to Sunday	8am to 2am the following day
Where the premises is on a site in any other zone		8am to 12am the following day

The restriction on trading hours for on-licences does not apply to sales of alcohol in hotels via mini-bars (refer to section 46 of the Act).

### Explanatory notes

In determining what the maximum trading hours should be for on-licensed premises in Palmerston North, the Council had regard to the following factors:

#### The interaction between current licensed trading hours and usual trading hours

Analysis of current on-licenses (at August 2019) showed 14 premises trade until 3am on Saturday nights, and would lose up to an hour of trade by this proposal (one further premises trades until 3am on Saturday nights, but is located in a residential zone, and would lose three hours of trade by this proposal). However, a survey conducted in 2016 showed that only about one in five respondents traded until 3am, despite holding a licence that allowed them to trade until 3am. While the 2016 survey data is not necessarily still accurate for 2019, the general findings identified some trends that are assumed to still apply.

Further supporting this contention is research by the Health Promotion Agency that showed as few as 4% of people who purchased alcohol from an on-licensed premises did so between 2am and 3am. This supports a proposal to reduce maximum trading hours from 3am to 2am, with a very small minority likely to purchase alcohol from a licensed premises during that hour.

#### The objectives of the District Plan and how these objectives impact on the operation of licensed premises

These objectives attempt to balance the contribution to the city of activities involving the sale of alcohol, including both social and economic contributions, with the

incompatible effects that this activity can sometimes generate. The District Plan objectives reflect the resource management issues for the city and represent the broad outcomes the plan seeks to achieve, in particular:

- “A wide range of business and economic activities are provided for.”
- “The City Centre remains the primary focus for retail, office, commercial and cultural activities within the City. Other commercial centres will be planned to ensure that they support the primary role and function of the City Centre.”
- “A broad range of recreation and leisure opportunities are provided for in the City which contribute towards an enhanced quality of life.”
- “Appropriate noise standards are in place to protect noise sensitive activities”.

The proposed trading hours reflect these objectives by setting shorter trading hours for licensed premises outside the business and industrial zones.

The likely impact of on-licensed activity on alcohol-related harm, especially that reported by Police

In 2016 NZ Police published a report on alcohol and violence report for Central Districts. The report identified that alcohol is a recurring factor in violent offences, in both residential and community locations. Consideration was also given to data on the day and time of offending where alcohol was consumed. This data for 2011-2015 showed significant spikes in the number of offences recorded between 10pm and 2am on Friday/Saturday and Saturday/Sunday. Police confirm that these days and times are when their resources are particularly stretched, responding to incidents where alcohol has been consumed.

The impact of reducing trading hours on preloading

Preloading research conducted by UMR Research for ACC in 2013 found that 71% of people start pre-loading between 6pm and 9pm, and 74% finish pre-loading between 9pm and midnight. Sixty percent of people usually arrive in town between 11pm and 2am, with 52% leaving town between 2am and 4am. This suggests that if trading hours are reduced, then people may be encouraged to finish pre-loading and arrive in town earlier, resulting in less alcohol consumed in private, unsupervised premises.

### Location

Applications for an on-licence are permitted anywhere in the Palmerston North City territorial area, subject to also complying with any restrictions in the Palmerston North District Plan on the location of activities involving the sale of alcohol.

### Explanatory notes

In determining whether to place restrictions on the location of on-licensed premises, the Council had regard to the following factors:

#### The District Plan

The District Plan already restricts the location of commercial activity in certain zones, and licensed premises may be required to gain consent under the District Plan depending on the zone in which they are to be located.

#### The current location of on-licensed premises in Palmerston North

While on-licensed premises are found throughout the City, the majority of these types of licences are already concentrated within the CBD, representing a *de facto* entertainment district. Aside from the CBD, no other part of the City functions as a specific focal point for on-licensed premises.

#### The compact geography of the city

The majority of the city is within 15 minutes' walking distance or five minutes' driving distance of an existing on-licensed premise. This illustrates both the preponderance of on-licensed premises (as at August 2019, two-thirds of all licensed premises were on-licensed premises) and the compact nature of Palmerston North's geography.

### One-way door restrictions

A one-way door restriction is not required to be applied to on-licensed premises in Palmerston North.

### Explanatory notes

In determining whether to apply a one-way door restriction for on-licensed premises, the Council had regard to the following factors:

#### Where a one-way door restriction would operate

The operation of a one-way door restriction is more likely to be appropriate where there is a large number of premises operating in close proximity to each other, and operating for similar trading hours. There are currently few locations where the



number and proximity of licensed premises are likely to benefit from a mandatory one-way door restriction.

The existence of voluntary one-way door restrictions

It is noted that a voluntary one-way door restriction has operated in Palmerston North amongst a network of bars within the inner CBD. A key result of this approach has been the development of a cooperative atmosphere between licensees and Police, with a goal to minimise the impact of alcohol-fuelled violence within the CBD. This suggests that the hospitality sector in the City has the ability to recognise the merits of one-way door restrictions and coordinate such a restriction without resorting to a regulatory approach.

Existing powers of the District Licensing Committee

The District Licensing Committee retains the discretion to impose a one-way door restriction on a licence application if it deems that it is an appropriate condition to minimise the potential for alcohol-related harm.

**Discretionary conditions**

No discretionary conditions have been identified.

Explanatory notes

In determining whether to identify discretionary conditions for on-licensed premises, the Council had regard to the fact that discretionary conditions, by their very nature, cannot be made mandatory. The identification of any such conditions, therefore, serves only as advice rather than direction to the District Licensing Committee. The absence of discretionary conditions from this policy does not limit the ability of the Committee to impose any such condition it thinks appropriate to apply to a licence application.

## Off-licences

### Hours

The following maximum trading hours apply to the specific types of off-licensed premises in all parts of the Palmerston North City territorial area:

Location	Applicable Days	Maximum Hours
All zones	Monday to Sunday	7am to 10pm

### Explanatory notes

In determining what the maximum trading hours should be for off-licensed premises in Palmerston North, the Council had regard to the following factors:

#### The interaction between current licensed trading hours and usual trading hours

Analysis of current off-licences (at August 2019) showed eight premises trade to 11pm on Saturday nights. Of these, five are supermarkets and would lose up to an hour of trade by this proposal. Three are bottle stores, and would lose up to two hours of trade. Research by the Health Promotion Agency on the alcohol purchasing behaviour of drinkers showed as few as 2% of people who purchased alcohol from an off-licensed premises did so between 10pm and 11pm. This supports a proposal to reduce maximum trading hours from 11pm.

#### The likely impact of off-licensed activity on alcohol-related harm, especially that reported by Police

In 2016 NZ Police published a report on alcohol and violence report for Central Districts. The report identified that alcohol is a recurring factor in violent offences, in both residential and community locations. Consideration was also given to data that showed an increase the number of assaults in a residential location.

#### The impact of reducing trading hours on preloading

Research on preloading behaviour conducted by UMR Research for ACC in 2013 found that 71% of people start pre-loading between 6pm and 9pm, and 74% finish pre-loading between 9pm and midnight. Sixty percent of people usually arrive in town between 11pm and 2am, with 52% leaving town between 2am and 4am. This suggests that if trading hours are reduced, then people may be encouraged to finish pre-loading and arrive in town earlier, resulting in less alcohol consumed in private, unsupervised premises where alcohol-related harm is likely to be greater (see above, with regard to increases in assaults in a residential location).

The objectives of the District Plan and how these objectives impact on the operation of licensed premises

These objectives attempt to balance the contribution to the city of activities involving the sale of alcohol, including both social and economic contributions, with the incompatible effects that this activity can sometimes generate. The District Plan objectives reflect the resource management issues for the city and represent the broad outcomes the plan seeks to achieve, in particular:

- “A wide range of business and economic activities are provided for.”
- “The City Centre remains the primary focus for retail, office, commercial and cultural activities within the City. Other commercial centres will be planned to ensure that they support the primary role and function of the City Centre.”
- “A broad range of recreation and leisure opportunities are provided for in the City which contribute towards an enhanced quality of life.”
- “Appropriate noise standards are in place to protect noise sensitive activities”.

**Location**

Applications for an off-licence are permitted anywhere in the Palmerston North City territorial area, subject to also complying with any restrictions in the Palmerston North District Plan on the location of activities involving the sale of alcohol

**Explanatory notes**

In determining whether to place restrictions on the location of off-licensed premises, the Council has had regard to the following factors:

The District Plan

The District Plan already restricts the location of commercial activity in certain zones, and licensed premises may be required to gain consent under the District Plan depending on the zone in which they are to be located.

The current location of off-licensed premises in Palmerston North

While off-licensed premises within Palmerston North are more likely to “cluster” throughout the City compared to on-licensed premises which were predominantly located in the CBD (understandably so, given its centrality as a *de facto* entertainment precinct), there is no particular evidence of harm caused by the location of off-licensed premises. Similarly, although clustering of off-licensed premises presents a potential risk of price competition and undesirable profile given to the availability of alcohol, no evidence was identified that showed such harm was currently being caused.

Consideration was also given to the location of off-licensed premises, particularly bottle stores, in high deprivation areas (a NZDep2013 score of 8, 9, or 10), compared to other licensed business types. For example, while 9% of restaurants and cafes, and 25% of bars and taverns are located in high deprivation areas, 75% of bottle stores were located in high deprivation areas.<sup>1</sup> The concentration of bottle stores and the potential for increased risk of alcohol-related harm in those high deprivation areas could be a concern, however there is no particular evidence that suggests that bottle stores in high deprivation areas are more likely to cause alcohol-related harm than bottle stores in any other deprivation area.

#### **Discretionary conditions**

No discretionary conditions have been identified.

#### **Explanatory notes**

In determining whether to identify discretionary conditions for off-licensed premises, the Council had regard to the fact that discretionary conditions, by their very nature, cannot be made mandatory. The identification of any such conditions, therefore, serves only as advice rather than direction to the District Licensing Committee. Omitting discretionary conditions from this policy does not limit the ability of the Committee to impose any such condition it thinks appropriate to apply to a licence application.

<sup>1</sup> This assessment excluded the PN Central census area unit (CAU) from the assessment. Although PN Central CAU is a high deprivation area, business districts by their nature make for a poor comparison with other parts of the city which usually have a more balanced mix of residential and commercial activity.

## Club licences

### Hours

The following maximum trading hours apply to all club licensed premises in the Palmerston North City territorial area:

Location	Applicable Days	Maximum Hours
All zones	Monday to Sunday	8am to 12am the following day

### Explanatory notes

In determining what the maximum trading hours should be for club licensed premises in Palmerston North, the Council had regard to the following factors:

#### The interaction between current licensed trading hours and usual trading hours for clubs

Analysis of current club licences (at August 2019) showed seven of the 25 clubs in Palmerston North have a licence to trade past midnight on Saturdays. However, a survey conducted in 2016 showed that of the more than 80% of respondents that indicated they held a licence to trade until midnight, only about half traded as late as that, and most closed by 10pm or earlier. While the 2016 survey data is not necessarily still accurate for 2019, the general findings identified some trends that are assumed to still apply.

#### The objectives of the District Plan and how these objectives impact on the operation of licensed premises

These objectives attempt to balance the contribution to the city of activities involving the sale of alcohol, including both social and economic contributions, with the incompatible effects that this activity can sometimes generate. The District Plan objectives reflect the resource management issues for the city and represent the broad outcomes the plan seeks to achieve, in particular:

- “A wide range of business and economic activities are provided for.”
- “The City Centre remains the primary focus for retail, office, commercial and cultural activities within the City. Other commercial centres will be planned to ensure that they support the primary role and function of the City Centre.”
- “A broad range of recreation and leisure opportunities are provided for in the City which contribute towards an enhanced quality of life.”
- “Appropriate noise standards are in place to protect noise sensitive activities”.

### Location

Applications for club licences are permitted anywhere in the Palmerston North City territorial area, subject to also complying with any restrictions in the Palmerston North District Plan on the location of activities involving the sale of alcohol.

### Explanatory notes

In determining whether to place restrictions on the location of club licensed premises, the Council had regard to the following factors:

#### The District Plan

The District Plan already restricts the location of commercial activity in certain zones, and licensed premises may be required to gain consent under the District Plan depending on the zone in which they are to be located.

#### The current location of club licensed premises in Palmerston North

The location of existing club licences differs from other on-licensed premises. While there is a notable clustering of on-licensed premises within the central city area, club licences are more dispersed throughout the city. This is likely due to clubs being located close to the activity associated with the club (for instance, sportsfields or other sporting facilities). There is no evidence to suggest that restricting the location of clubs in Palmerston North is likely to have any impact on alcohol-related harm.

### Discretionary conditions

No discretionary conditions have been identified.

### Explanatory notes

In determining whether to identify discretionary conditions for club-licensed premises, the Council had regard to the fact that discretionary conditions, by their very nature, cannot be made mandatory. The identification of any such conditions, therefore, serves only as advice rather than direction to the District Licensing Committee. Omitting discretionary conditions from this policy does not limit the ability of the Committee to impose any such condition it thinks appropriate to apply to a licence application.

## Special licences

### Hours

The trading hours for a special licence are to be set at the discretion of the District Licensing Committee, and can be up to 24 hours a day having regard to the nature and duration of the event.

### Explanatory notes

In determining what the maximum trading hours should be for special licences in Palmerston North, or whether there should be location restrictions, the Council had regard to the particular need that special licences meet, namely providing for exceptions to ordinary licensing provisions for events. For this reason, special licences may be granted with trading hours up to 24 hours a day, dependent on the nature and duration of the event.

### Discretionary conditions

No discretionary conditions have been identified.

### Explanatory notes

In determining whether to identify discretionary conditions for special licences, the Council had regard to the fact that discretionary conditions, by their very nature, cannot be made mandatory. The identification of any such conditions, therefore, serves only as advice rather than direction to the District Licensing Committee. Omitting discretionary conditions from this policy does not limit the ability of the Committee to impose any such condition it thinks appropriate to apply to a licence application.

### **Review**

Section 97 of the Act requires that the Council review this policy within six years of it coming into force, and thereafter within six years of the most recent review. In recognition of the newness of this policy, the Council will undertake the first review of this policy two years after it comes into effect.

CONSULTATION DRAFT







# Palmerston North Local Alcohol Policy 2020

This is a summary of the Palmerston North Local Alcohol Policy. For more detail, and for explanatory notes relating to each of the policy areas, please refer to the full document.

- OBJECTIVES:**
- To minimise the harm caused by excessive or inappropriate consumption of alcohol
  - To provide clear and transparent guidance for licensing decisions
  - To reflect the views of the community with regard to the sale and supply of alcohol

## ON-LICENCES

### Hours

The following maximum trading hours apply to all on-licensed premises in the Palmerston North City territorial area:

Location	Applicable Days	Maximum Hours
Where the premises is on a site in the inner, outer, fringe, or local business zone or industrial zone	Monday to Sunday	8am to 2am the following day
Where the premises is on a site in any other zone		8am to 12am on the following day

The restriction on trading hours for on-licences does not apply to sales of alcohol in hotels via mini-bars (refer to section 46 of the Act).

### Location

Applications for an on-licence are permitted anywhere in the Palmerston North City territorial area, subject to also complying with any restrictions in the Palmerston North District Plan on the location of activities involving the sale of alcohol.

### One-way door restrictions

A one-way door restriction is not required to be applied to on-licensed premises in Palmerston North.

### Discretionary conditions

No discretionary conditions have been identified.



## OFF-LICENCES

### Hours

The following maximum trading hours apply to all off-licensed premises in the Palmerston North City territorial area:

Type of Off-Licence	Applicable Days	Maximum Hours
All zones	Monday to Sunday	7am to 10pm

### Location

Applications for an off-licence are permitted anywhere in the Palmerston North City territorial area, subject to also complying with any restrictions in the Palmerston North District Plan on the location of activities involving the sale of alcohol.

### Discretionary conditions

No discretionary conditions have been identified.



## SPECIAL LICENCES

### Location

The trading hours for a special licence are to be set at the discretion of the District Licensing Committee, and can be up to 24 hours a day having regard to the nature and duration of the event.

### Discretionary conditions

No discretionary conditions have been identified.



## CLUB-LICENCES

### Hours

The following maximum trading hours apply to all club licensed premises in the Palmerston North City territorial area:

Location	Applicable Days	Maximum Hours
All zones	Monday to Sunday	8am to 12am the following day

### Location

Applications for club licences are permitted anywhere in the Palmerston North City territorial area, subject to also complying with any restrictions in the Palmerston North District Plan on the location of activities involving the sale of alcohol.

### Discretionary conditions

No discretionary conditions have been identified.



**REVIEW:** The Council will review this policy two years after it comes into effect.





## **Local Alcohol Policy Research Report**

Information in support of the development of the  
Palmerston North City Council Local Alcohol Policy

**August 2019**

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## Introduction

The purpose of this report is to collate and present information which the Palmerston North City Council has collected in support of the development of a Local Alcohol Policy (LAP) under the Sale and Supply of Alcohol Act 2012 (the Act).

In preparing this report, the Council has had regard to the following factors, which are identified in section 78 of the Act:

- the objectives and policies of its district plan; and
- the number of licences of each kind held for premises in its district, and the location and opening hours of each of the premises; and
- any areas in which bylaws prohibiting alcohol in public places are in force; and
- the demography of the district's residents; and
- the demography of people who visit the district as tourists or holidaymakers; and
- the overall health indicators of the district's residents; and
- the nature and severity of the alcohol-related problems arising in the district.

Information about the local context in Palmerston North relevant to each of these areas has been presented in this report.

This report does not make any recommendations based on the information presented here. It is intended to provide a common base of information from which the Council will draw when formulating policy proposals.

### The objectives and policies of the District Plan

Territorial Authorities have the statutory obligation to set the scene in terms of what people can and can't do with their land in the City. Palmerston North City Council (and all councils) does this through the District Plan (the plan), an instrument used to control the effects of the use, development and protection of land within the context of promoting sustainable management. It is important to consider the plan when developing a Local Alcohol Policy, as section 93 of the Act prescribes the interaction between the two documents. Specifically, the Act allows for a LAP to be more restrictive than the plan; however there are limitations to this in that an LAP cannot authorise something forbidden under the plan.

The City View Objectives section of the plan reflects the resource management issues for the City and represent the broad outcomes the plan seeks to achieve. The relevant objectives are<sup>1</sup>:

8.	The distinctive rural and urban character of the City is recognised and a clear difference is provided regarding subdivision, development and servicing expectations within rural and urban areas.
10.	The visual appeal of the City is enhanced.
12.	A wide range of business and economic activities are provided for.
14.	The City Centre remains the primary focus for retail, office, commercial and cultural activities within the City. Other commercial centres will be planned to ensure that they support the primary role and function of the City Centre.
21.	A broad range of recreation and leisure opportunities are provided for in the City which contribute towards an enhanced quality of life.
22.	Appropriate noise standards are in place to protect noise sensitive activities.
23.	Infrastructure operates in a safe and efficient manner, and the effects of activities which could impact on the safe and efficient operation of this infrastructure are avoided, remedied or mitigated.
25.	Infrastructure and physical resources of regional or national importance are recognised and provided for by enabling their establishment, operation, maintenance, upgrading and protection from the effects of other activities.

In 2018, the Council completed a change to the District Plan, to remove restrictions on trading hours for activities involving the sale of alcohol in certain zones. While these restrictions had originally imposed de facto maximum trading hours before these were set through the Act, they were intended to regulate the impact of those activities on

<sup>1</sup> "The City View Objectives", Palmerston North District Plan, section 2.5.

environmental amenity, primarily related to noise. With the introduction of the Act in 2012, and cognisant of the limitations imposed by section 93, the Council agreed to remove the trading hour provisions from the District Plan. By removing trading hour provisions from the District Plan, the Council can consider setting maximum trading hours in a LAP without having to be bound by the limits of the District Plan.

#### Strategic context

In 2018 the Council adopted a new strategic direction with the vision “small city benefits, big city ambition.” This vision is fulfilled by five goals, which are supported by five key strategies. These are in turn delivered through a series of action plans. The Council’s Long Term Plan, reviewed every three years, sets out how and when Council will fund those actions.

The Connected Community Strategy contributes to goal 3: a connected and safe community. The Safe Community Plan, part of the Connected Community Strategy, identifies a range of new and existing actions to which the Council has committed, to achieve the goal of a connected and safe community. Of particular relevance is the Council’s commitment to develop a local alcohol policy by the end of 2020/2021. A local alcohol policy is made under the Sale and Supply of Alcohol Act 2012, which has two objectives:

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

These objectives are consistent with Council’s strategic direction for a connected and safe community.

### Licensed Premises in Palmerston North

In order for a person to sell and/or supply alcohol to members of the public they must first obtain a licence as prescribed under the Act. There are four kinds of licence under the Act (see sections 13 to 25): On, Off, Club and Special.

<b>On</b>	To sell or supply alcohol to be consumed on your premises. Examples – Restaurants, (including BYO), bars, taverns or night clubs, theatres or cinemas, hotels, function centres, winery cellar doors.
<b>Off</b>	To sell or supply alcohol to be consumed away from the place of purchase. Examples – Supermarkets, bottle stores, grocery stores, remote sales premises (online or mail order).
<b>Club</b>	To sell and supply alcohol at your club for consumption on site by club members and their guests. Example – RSA, sports clubs, social clubs.
<b>Special</b>	To sell and supply alcohol for events or special occasions. Examples – wine tastings, birthdays, private functions, concerts, sporting events, functions in public venue where public access is not restricted.

### Number of licences

As at August 2019, there were a total of 185 licensed premises in the City. The graphs below show the breakdown of licences by type and by business type.

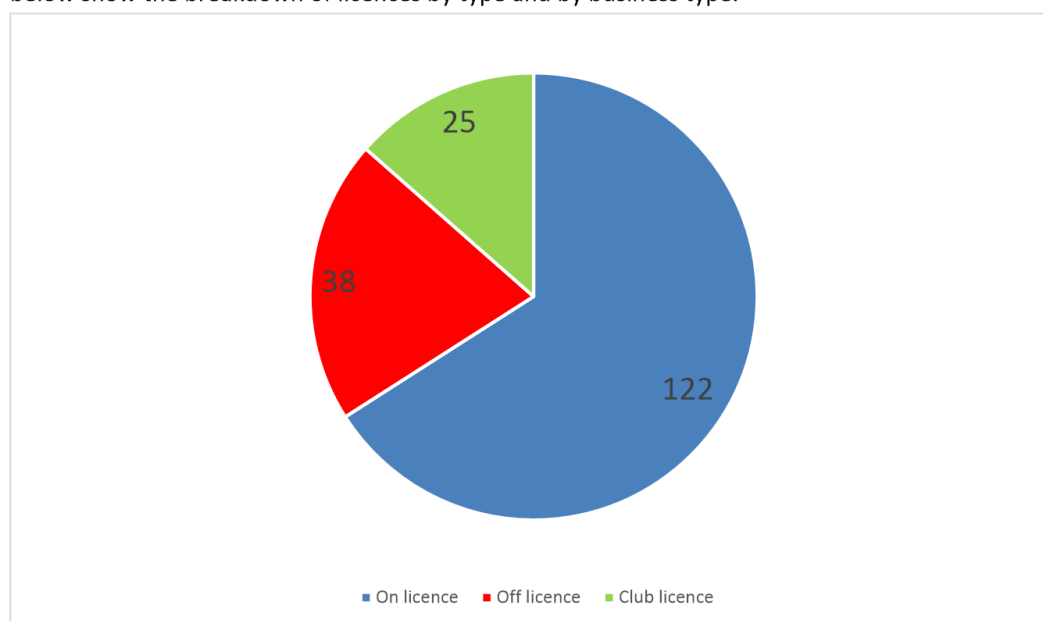


Figure 1 - Number of licensed premises in Palmerston North as at August 2019

The number and share of licences has changed little over the past three years. In September 2016, there were a total of 182 licences in the City, made up of 122 on-licences, 35 off licences, and 25 club licences.

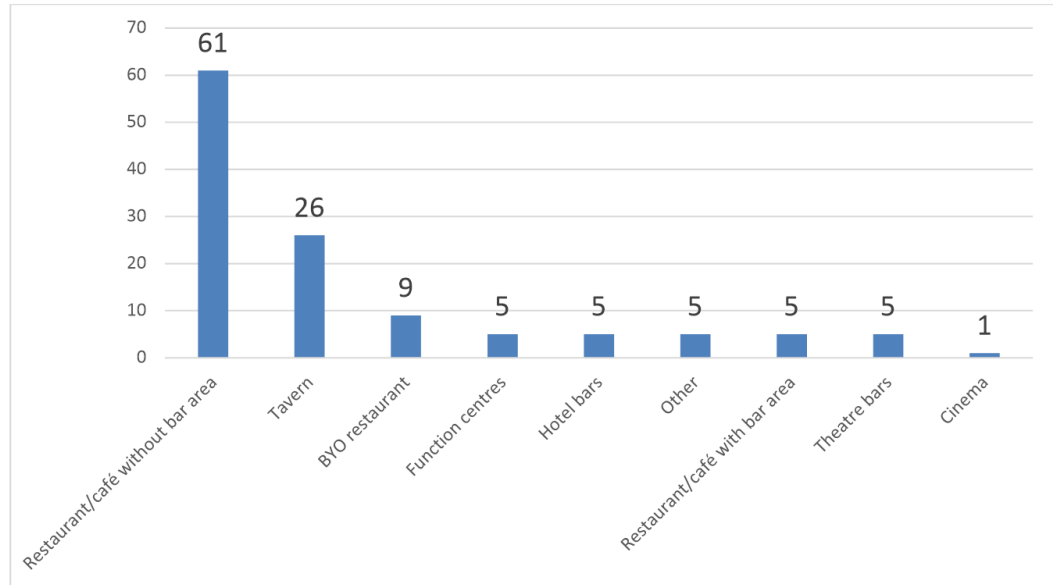


Figure 2 - Number of on-licensed premises in Palmerston North by business type as at August 2019

Restaurants and cafes make up almost half of the on-licensed premises in Palmerston North, with taverns comprising less than a quarter.

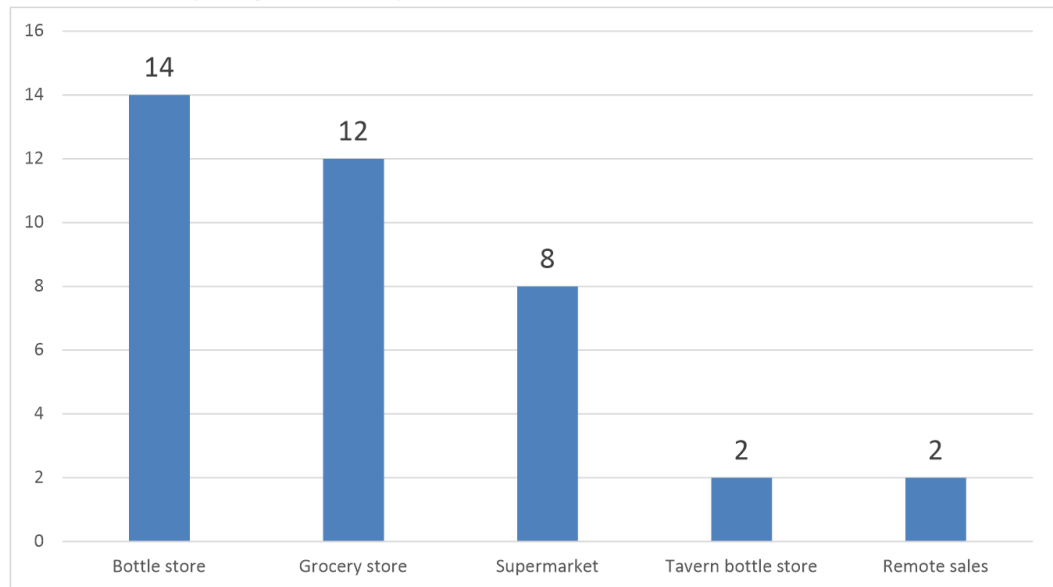


Figure 3 - Number of off-licensed premises in Palmerston North by business type as at August 2019

Off-licensed premises are broadly divided into bottle stores (including bottle stores attached to taverns), and supermarket and grocery stores.

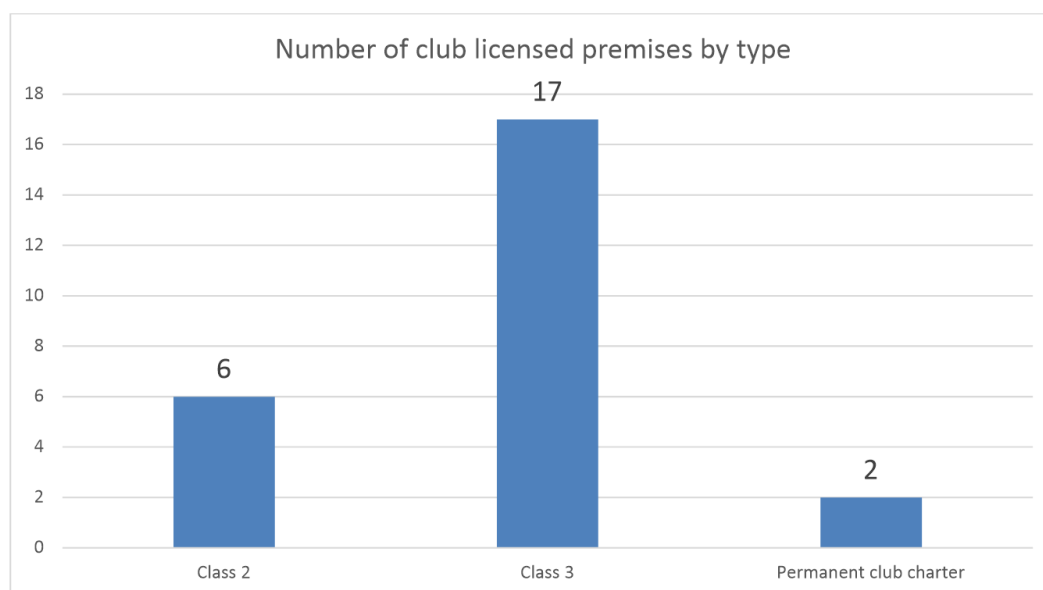


Figure 4 - Number of club licensed premises in Palmerston North by type as at August 2019

Class 1 clubs typically have more than 1000 members and operate in the nature of a tavern. There are no class 1 clubs in Palmerston North. Class 3 clubs are small clubs with fewer than 250 members and which operate a bar for 40 hours or less per week. Class 2 clubs are clubs which do not fit the definition of either a class 1 or class 2 club. A permanent club charter is a charter granted under section 260(3) of the Licensing Act 1908, that was in force immediately before the commencement of the Sale and Supply of Alcohol Act 2012.

#### **Location of licences**

Licensed premises are predominantly located within the Central Business District (CBD), as shown as maps in figures 5 to 10. These maps are based on licensed premises as at August 2019.

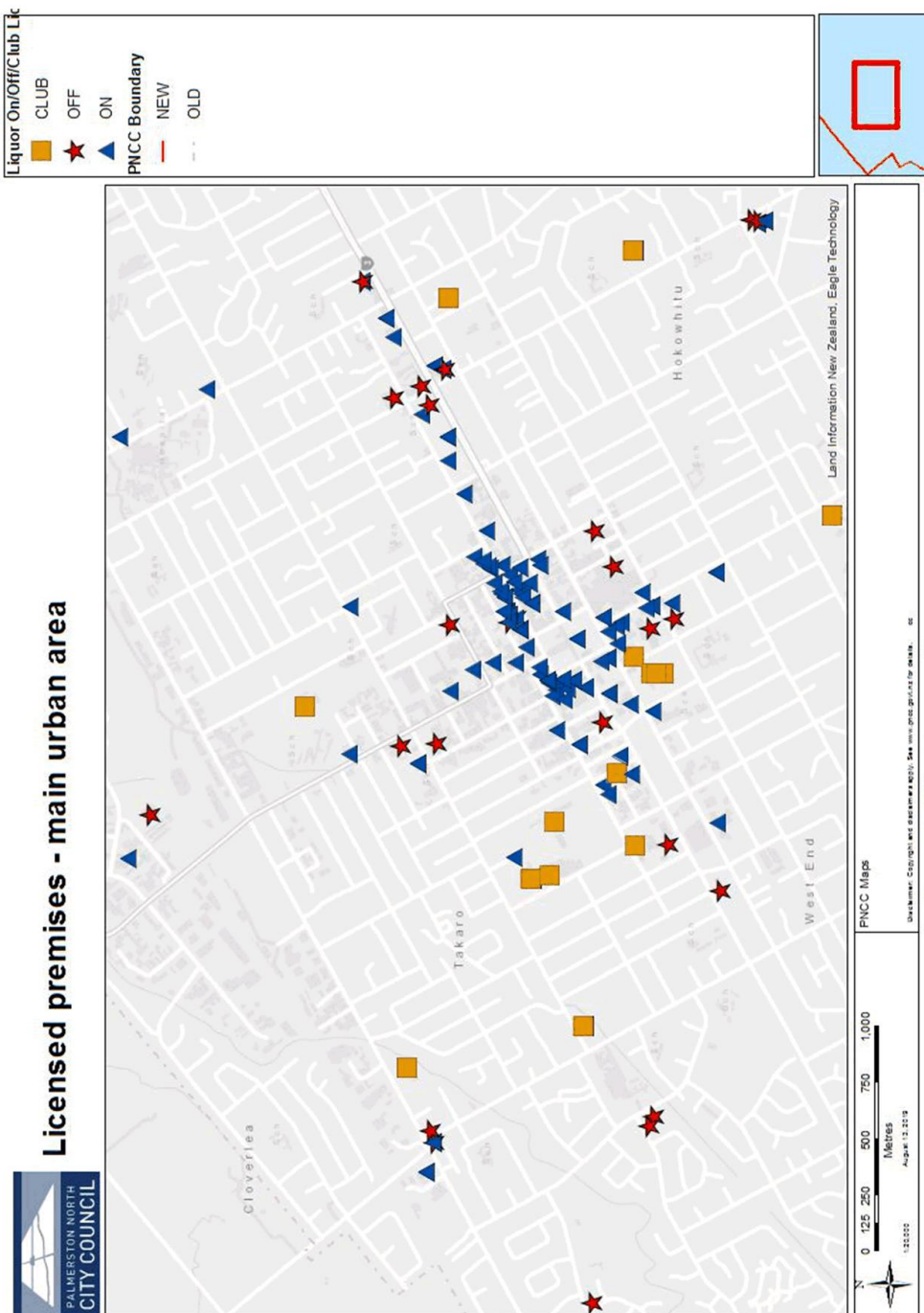


Figure 5 - Licensed premises in main urban area

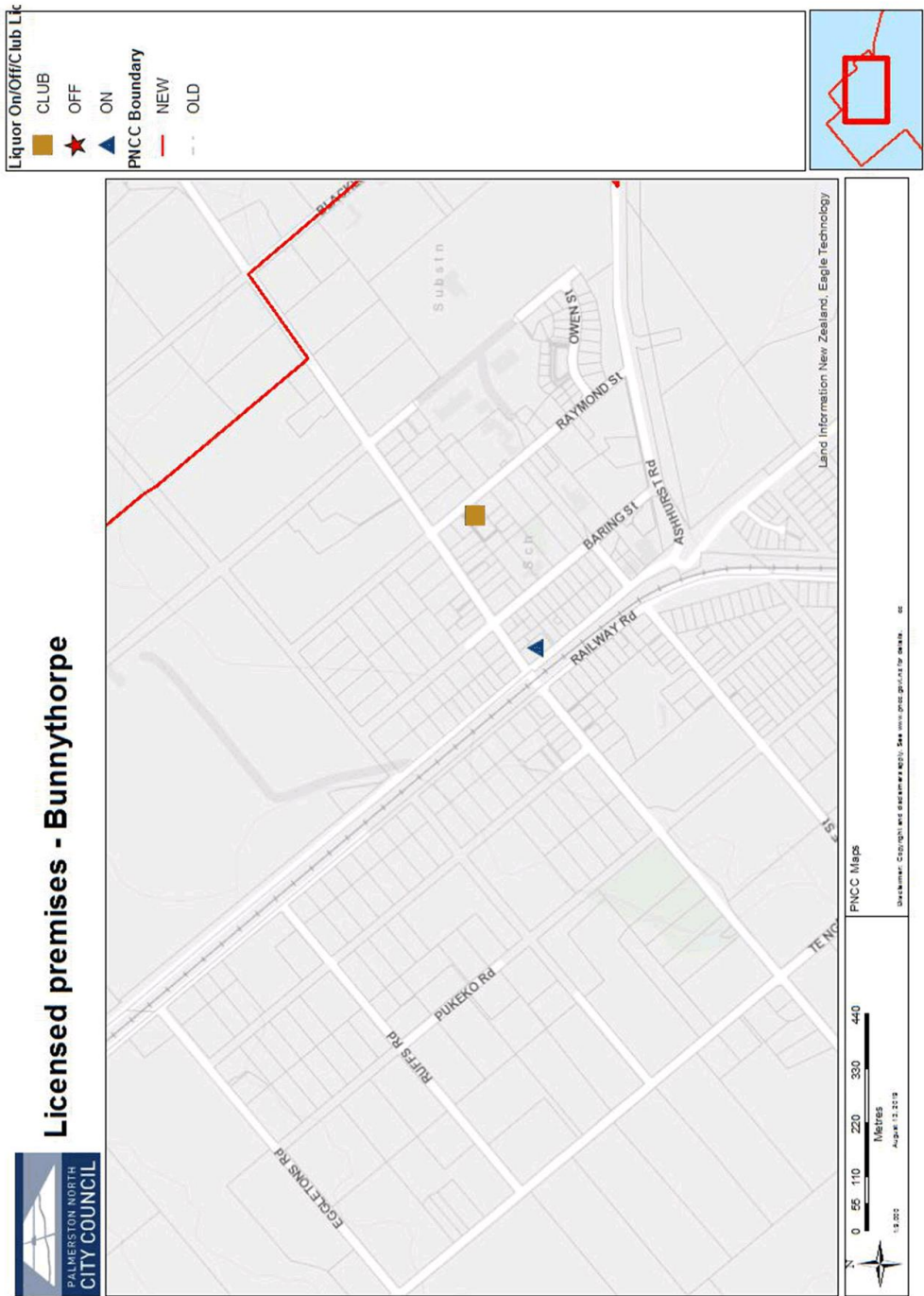
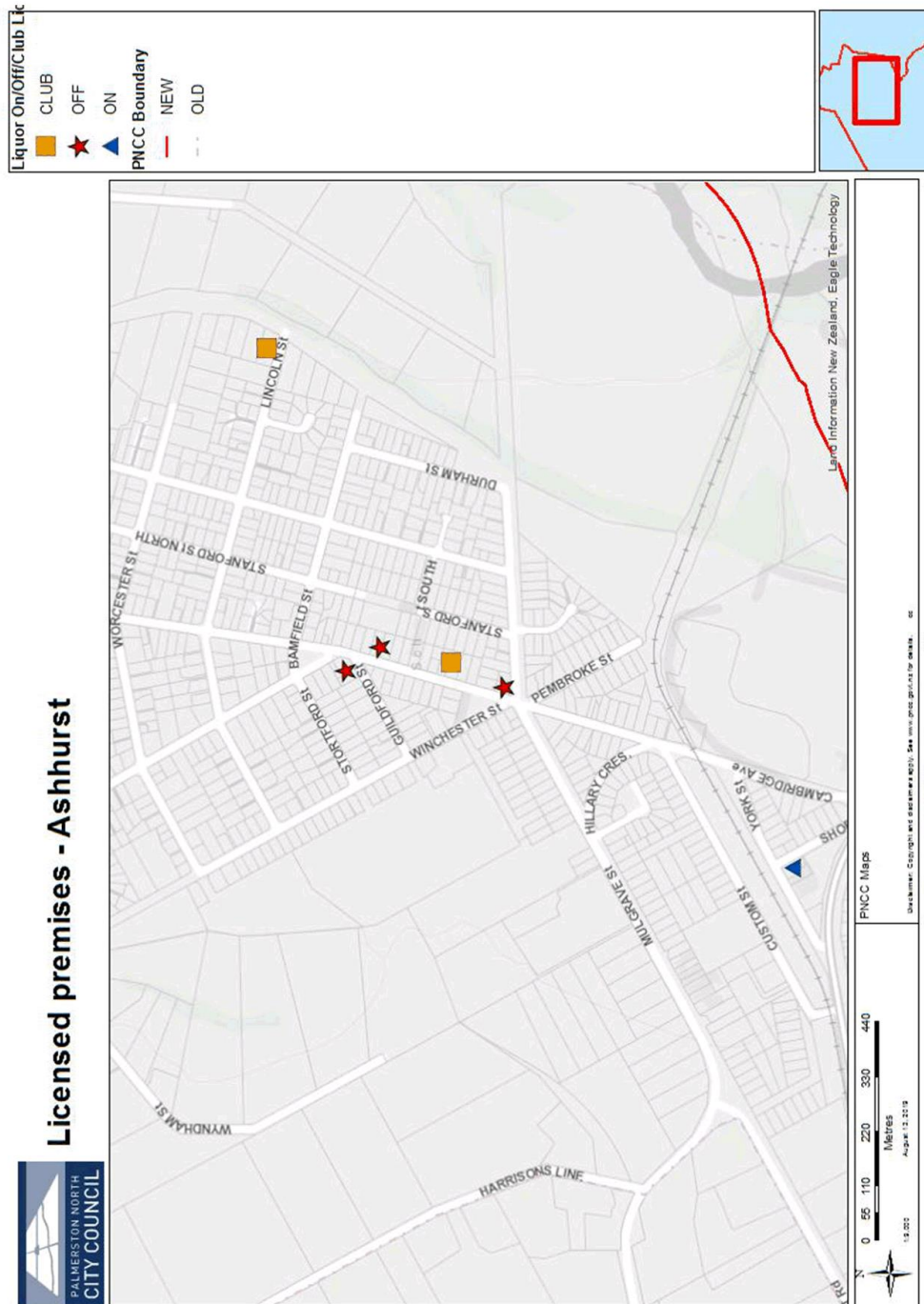


Figure 6 - Licensed premises in Bunnythorpe





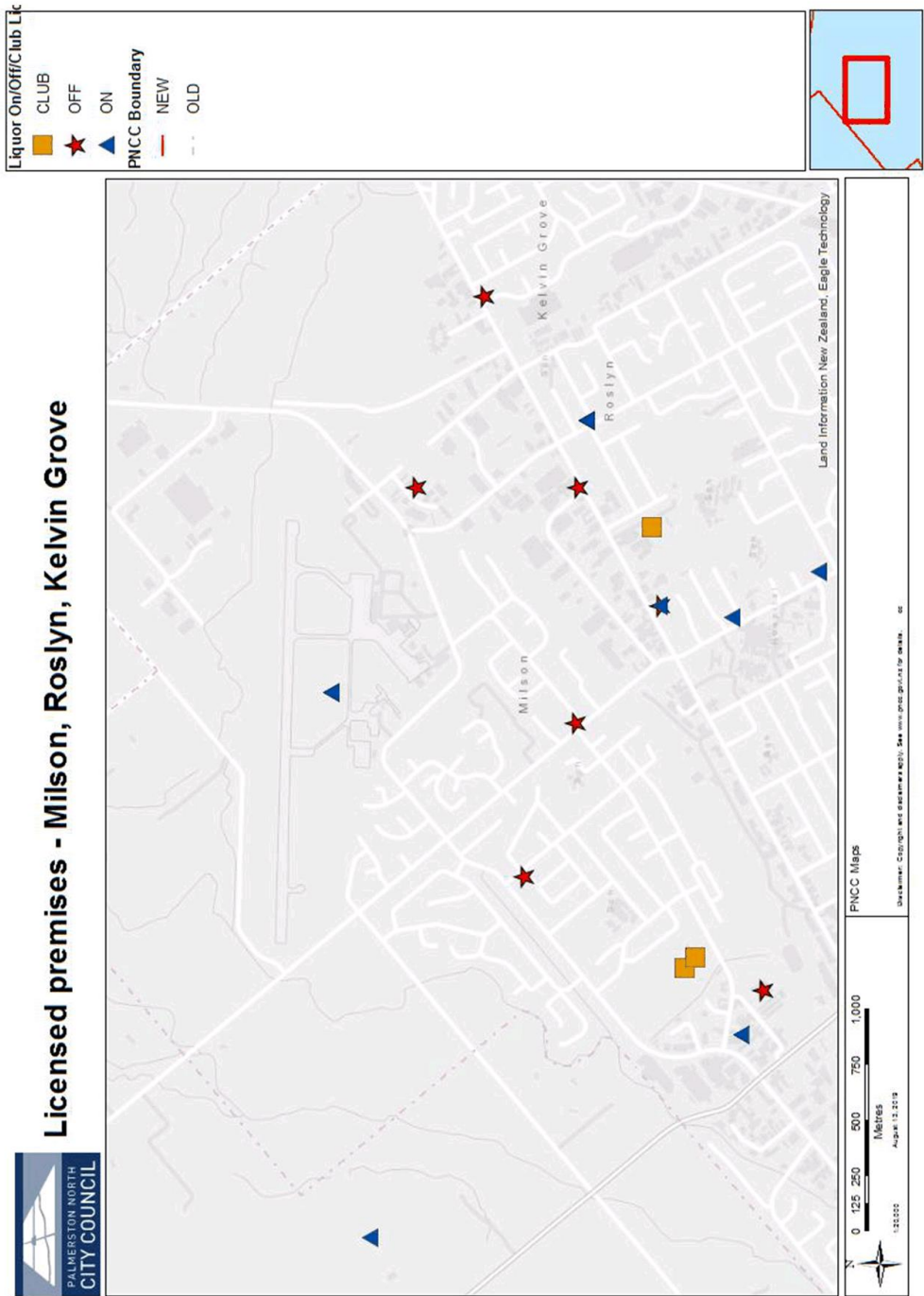
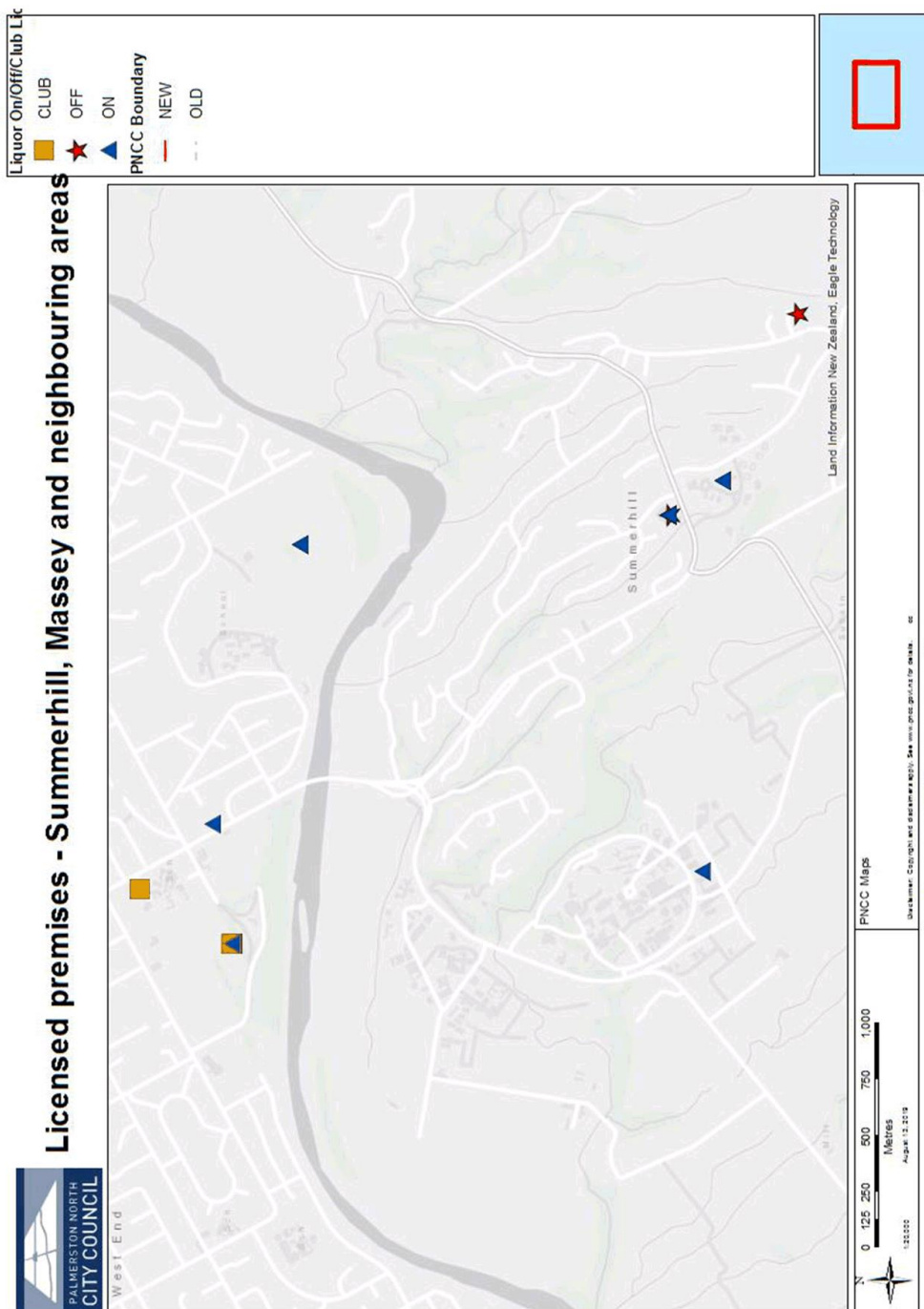


Figure 8 - Licensed premises in Milson, Roslyn and Kelvin Grove



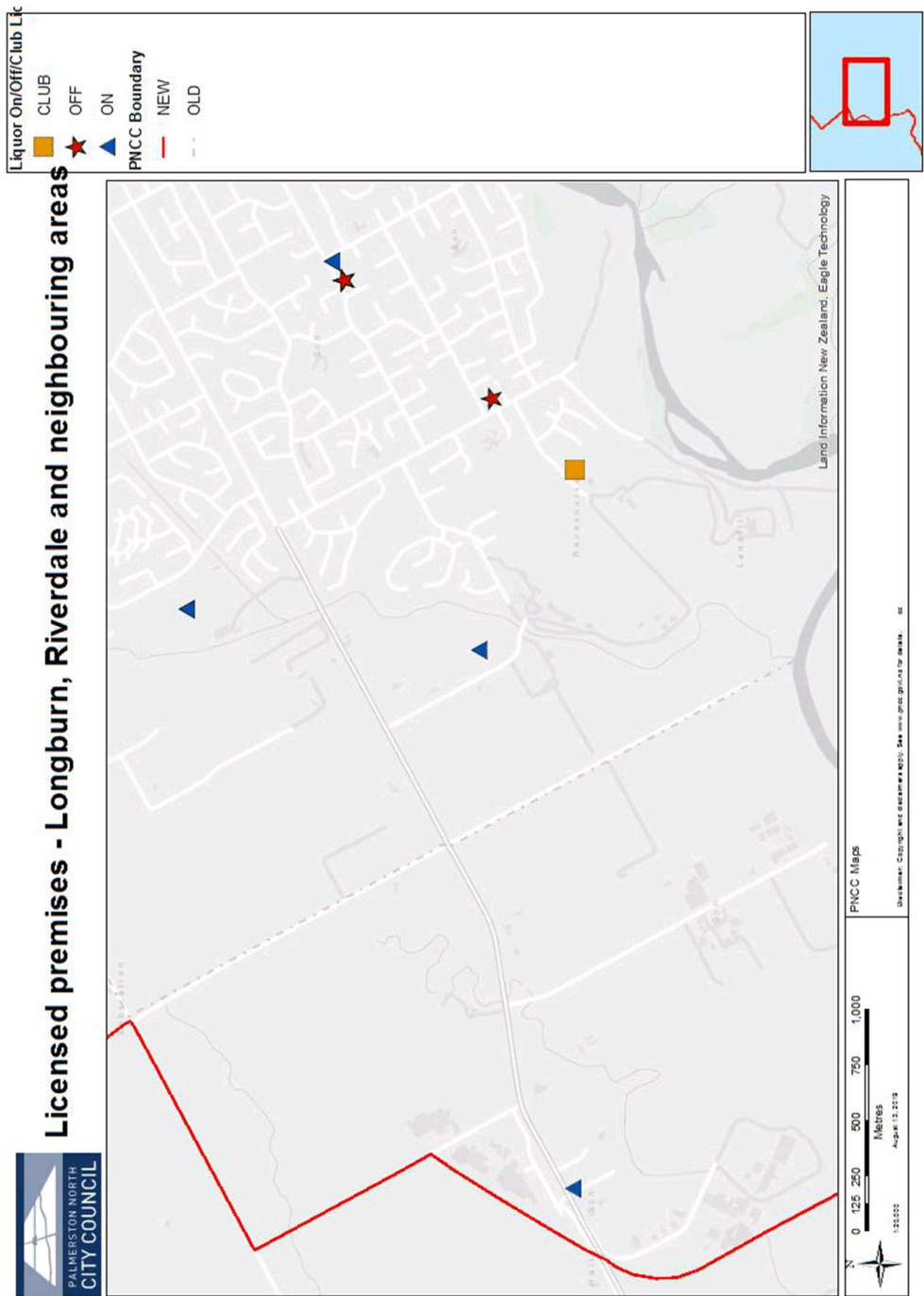


Figure 10 - Licensed premises in Longburn, Riverdale and neighbouring areas

## Trading hours

### Approved trading hours

Every premises is given a licence to operate for specific days and hours. As the hours can vary depending on the day of the week, and in some cases by time of the year, the following graphs show the number of licensed premises by latest closing hour on Saturday and Monday nights (as representative of typical “peak” and “off-peak” operating hours), broken down by licence type and business type. Please note, these are the maximum hours that premises can operate. Many licensees may choose to operate shorter hours than the hours shown here.

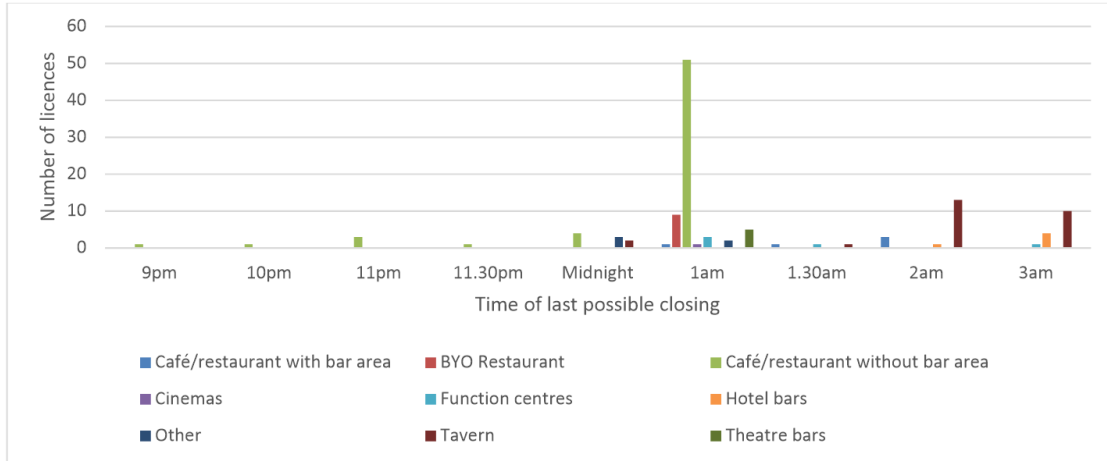


Figure 11 - On-licensed premises latest closing on Saturday by business type

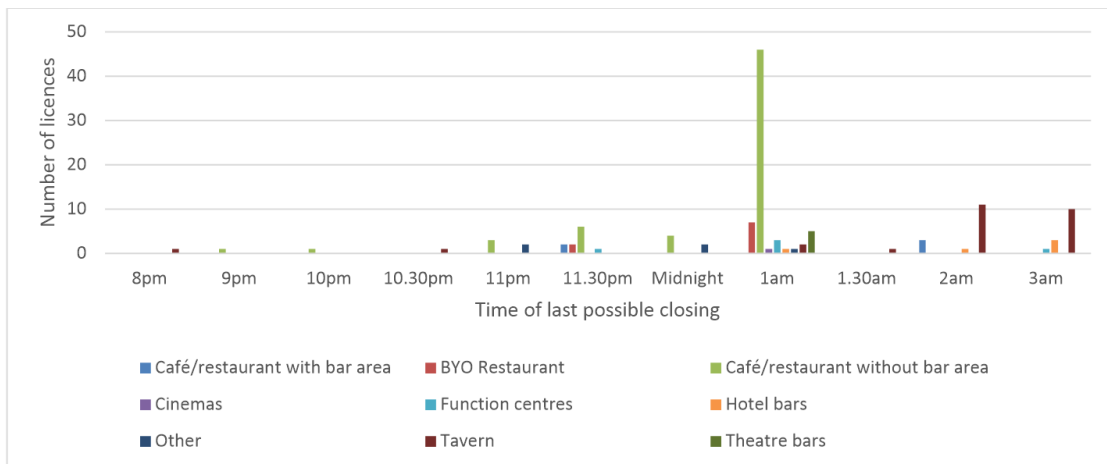


Figure 12 - On-licensed premises latest closing on Monday by business type

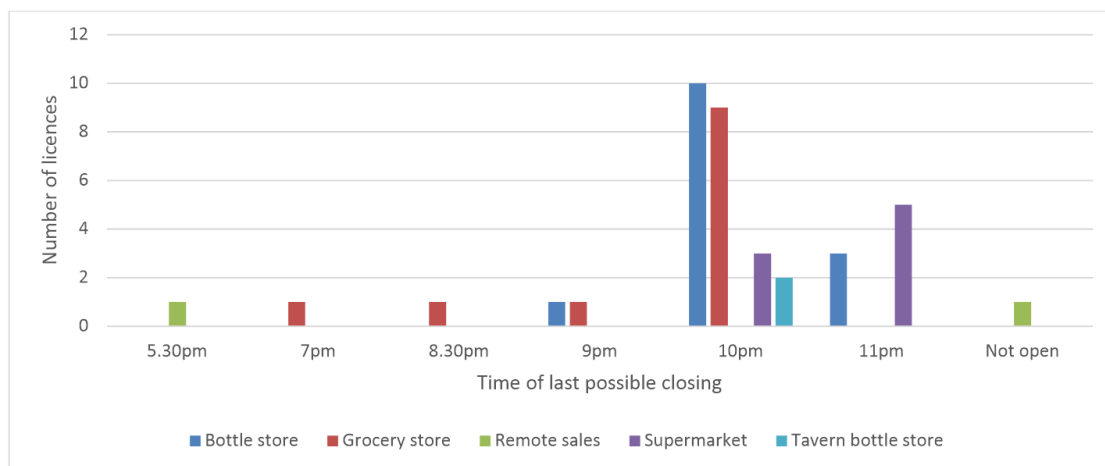


Figure 13 - Off-licensed premises latest closing on Saturday by business type

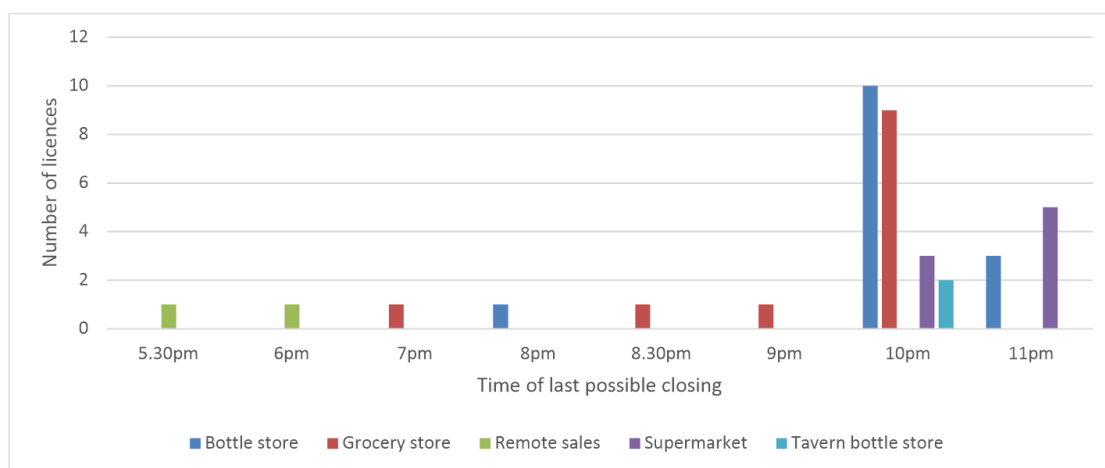


Figure 14 - Off-licensed premises latest closing on Monday by business type



Figure 15 - Club licensed premises latest closing on Saturday by club type

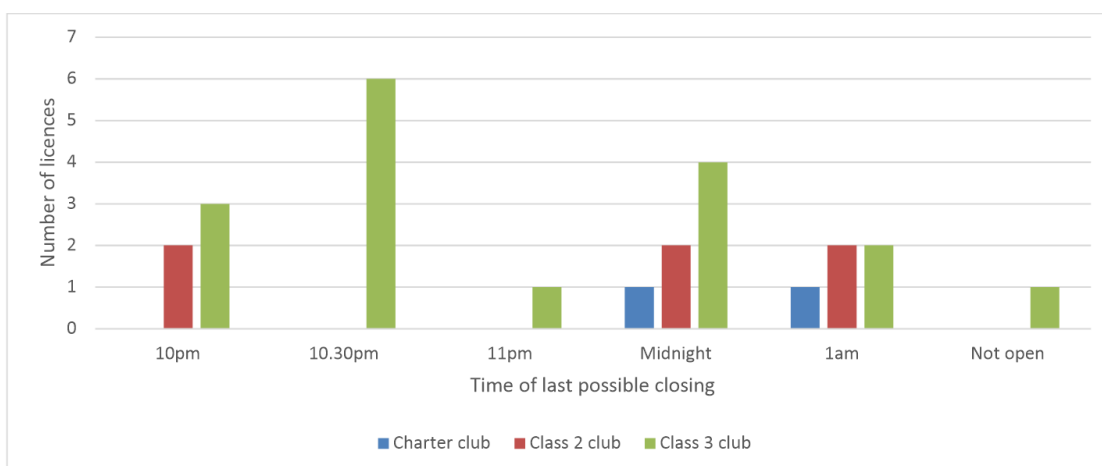


Figure 16 - Club licensed premises latest closing on Monday by club type

#### Actual operating hours

In July 2016 a survey was sent to all licensees to collect data on actual trading hours, as distinct from the maximum licensed hours.<sup>2</sup> Licensees were asked to provide the following information:

- Their licensed trading hours, by day of the week.
- Their usual trading hours, by day of the week, for both their “high” and “low” seasons.
- Their latest trading hours, by day of the week, for both their “high” and “low” seasons.

<sup>2</sup> Please note, the survey has not been repeated since 2016.

- The type of licence held, and the type of business.

While the 2016 survey data is not necessarily still accurate for 2019, the findings identified some general trends that are assumed to still apply.

The results of the 2016 survey indicate that licensed premises generally hold a licence for longer trading hours than they usually operate. The likely reasons are fairly straightforward; it is simpler to apply for consistent trading hours throughout the week, though patronage may vary throughout the week, and applying for a special licence to accommodate those variations would be costly and impractical. It makes practical sense, therefore to apply for a licence to operate until 2am or even 3am, even if the business is likely to trade until those hours only occasionally.



### Alcohol purchasing behaviour

The SHORE & Whariki Research Centre, Massey University, was contracted by the Health Promotion Agency (HPA) to conduct research on the alcohol purchasing behaviour of drinkers, in relation to national and local purchasing times. The HPA published the report on this research in January 2019.

The study explored the impact of trading hours of alcohol premises on alcohol purchasing behaviour, by examining purchasing behaviour from on and off-licensed premises in 2015. This research is relevant to a consideration of licensed premises trading hours in Palmerston North because it includes results particular to Palmerston North.

The research was based on survey data collected as part of the International Alcohol Control Study. It collected data from 2,499 randomly selected drinkers aged 16-65 years via landline and cellphone. The survey had a response rate of 66%.

The survey asked when respondents purchased alcohol within specified time periods, from a range of premises. Respondents were also asked to disclose how often they drank at those locations, and what they would drink on a typical occasion. The number of drinks consumed allowed a risk-level analysis of alcohol consumption:

Consumption	Level of risk
Up to four drinks on an occasion, or 4-6 drinks on an occasion less than once a week	"low risk"
4-6 drinks on an occasion at least once a week, or 6+ drinks on an occasion less than once a week	"increased risk"
6+ drinks on an occasion at least once a week	"harmful risk"

The research found that only 3% of respondents who drank at on-licensed premises reported purchasing alcohol between 3am and 4am. By contrast, 25% of respondents purchased alcohol between midnight and 2am.

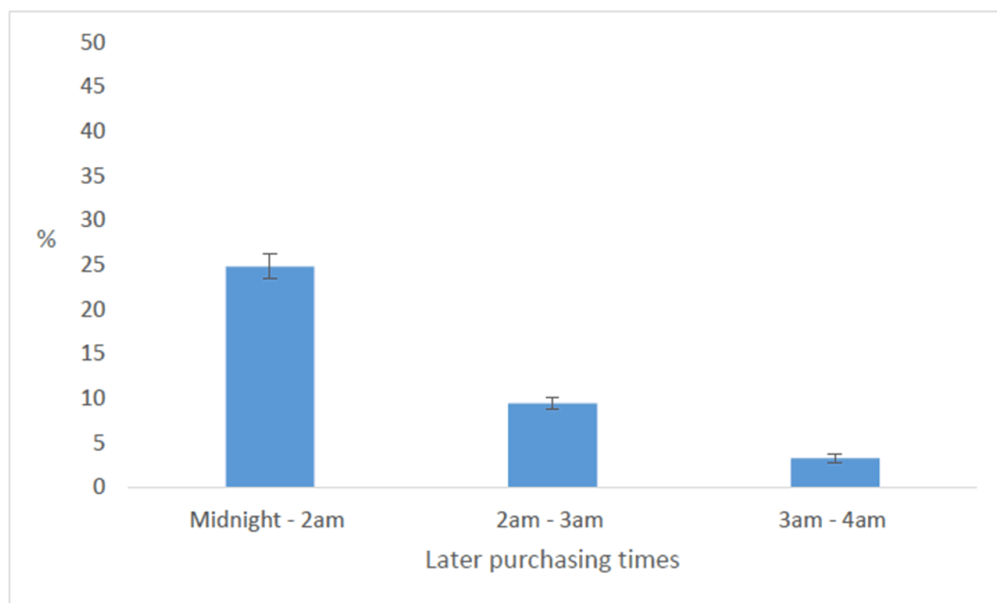


Figure 17 - proportions of on-licensed premises drinkers purchasing later at night from on-licensed premises nationally (in the last six months), *Alcohol purchasing behaviour of drinkers*, HPA, July 2019 (version 2)

When disaggregated by local area, the results for Palmerston North show a consistent, but slightly lower, proportion than the national levels, and noticeably lower than most other areas reported against.

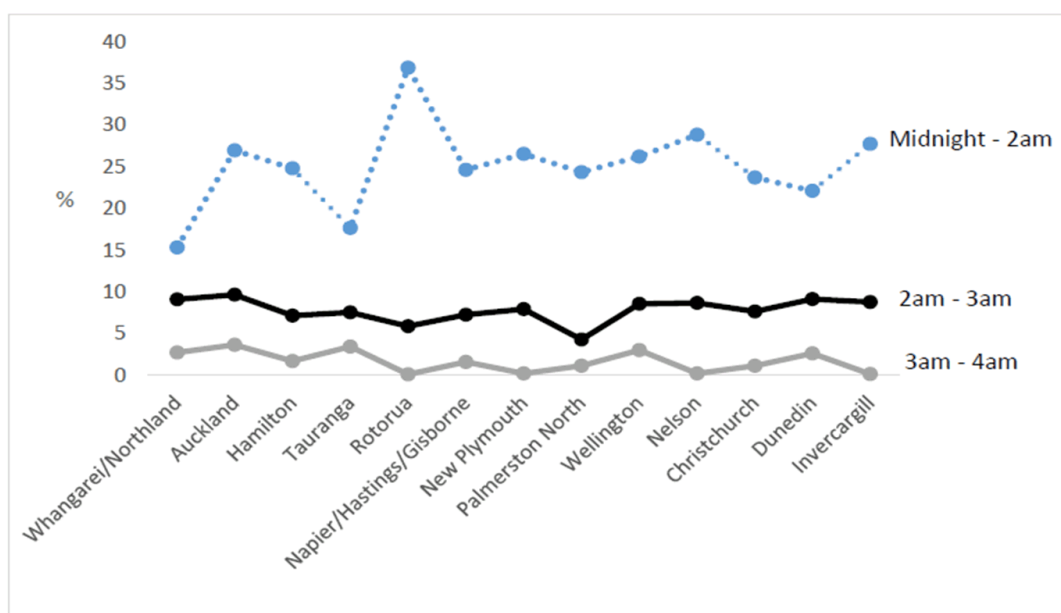


Figure 18 - proportions of on-licensed premises drinkers purchasing later from on-licensed premises by local area (in the last six months), *Alcohol purchasing behaviour of drinkers*, HPA, July 2019 (version 2)

The specific proportions of on-licensed drinkers purchasing from on-licensed premises in Palmerston North were 24% between midnight and 2am, 4% between 2am and 3am, and 1% between 3am and 4am. The proportion purchasing between 2am and 3am was the lowest of the 13 local areas identified, including Rotorua, Tauranga, Napier/Hastings/Gisborne, New Plymouth and Nelson.<sup>3</sup>

The research was revised and republished in July 2019 to address misrepresentation of the results initially reported. Version 1 of the report estimated the number of time alcohol was purchased in different regions, based on the reported proportion of drinkers (as shown in the chart above). However, low sample numbers of less than 30 responses in some local area presented distorted estimates. The researchers clarified that while there were 153 respondents from Palmerston North in total, there were only two respondents reporting that they purchased alcohol between 3am and 4am. This is despite no premises in Palmerston North having a license to sell alcohol between 3am and 4am. The researchers acknowledged that this could be due to a respondent error, or it could reflect illegal trading. Consequently, the graph above shows 1% of respondents purchasing alcohol between 3am and 4am, despite there being no legal way for those purchases to occur.

In addition to on-licensed purchase times, the research also reported about off-licence purchase times.

Nationally, it found that 3% of off-licensed drinkers purchased alcohol between 10pm and 11pm, whilst 20% purchased between 8pm and 10pm. They also found that 86% reported purchasing before 6pm, though they acknowledged that this could include people who purchased alcohol in the early morning. Two percent reported purchasing alcohol between 7am and 9am.<sup>4</sup>

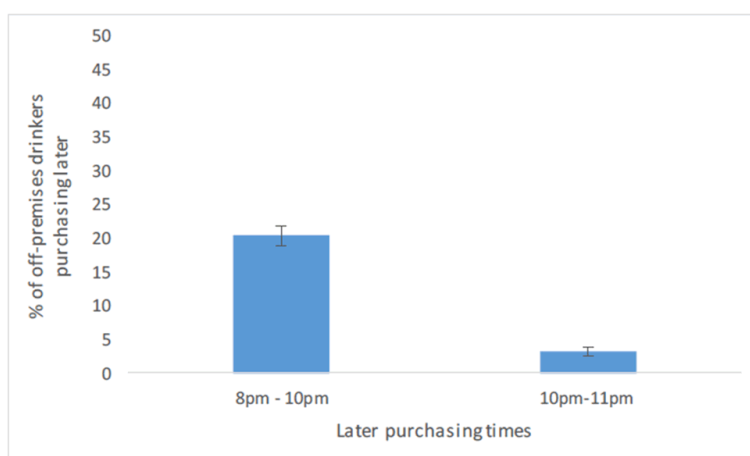


Figure 19 - proportions of off-licensed premises drinkers purchasing later at night from off-licensed premises nationally (in the last six months), *Alcohol purchasing behaviours of drinkers*, HPA, July 2019 (version 2)

<sup>3</sup> Huckle, T., & Parker, K. (2019). *Alcohol purchasing behaviour of drinkers: National and local purchasing times*. Wellington: Health Promotion Agency, p. 15.

<sup>4</sup> Huckle, T., & Parker, K. (2019). *Alcohol purchasing behaviour of drinkers: National and local purchasing times*. Wellington: Health Promotion Agency, p. 9.

When disaggregated by local area, a similar pattern appears as for on-licensed premises, with Palmerston North showing a consistent, but lower proportion than the national levels.

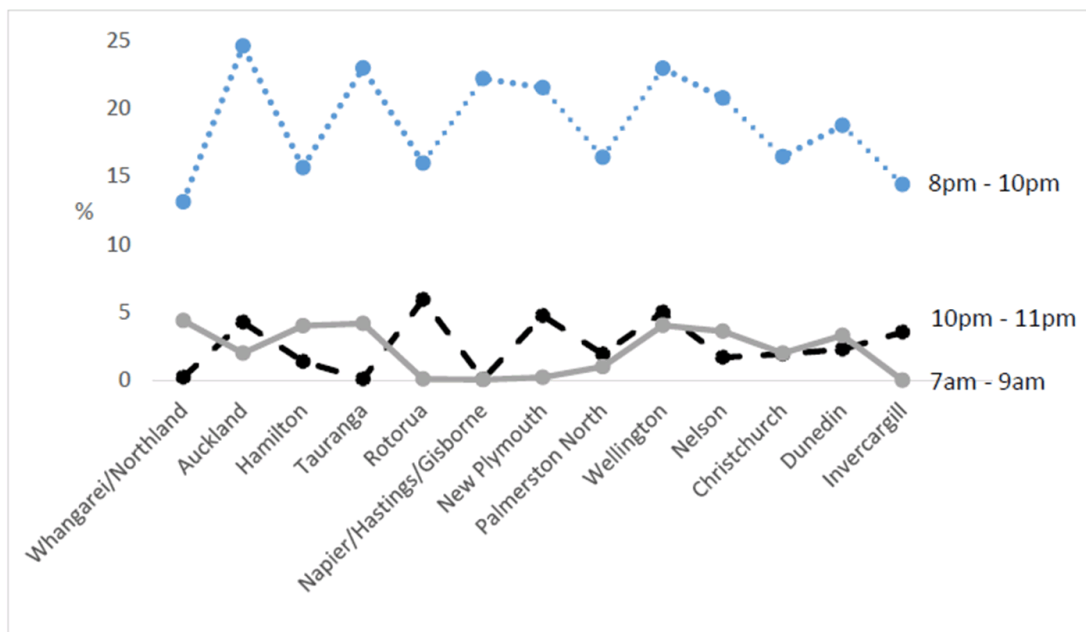


Figure 20 - proportions of off-licensed premises drinkers purchasing later from off-licensed premises by local area (in the last six months), *Alcohol Purchasing Behaviour of Drinkers*, HPA, July 2019 (version 2)

The specific proportions of off-licensed drinkers purchasing from off-licensed premises in Palmerston North were 16% between 8pm and 10pm, 2% between 10pm and 11pm, and 1% between 7am and 9am. These proportions were lower than the national level overall, but Whangarei/Northland, Hamilton, Tauranga, and Napier/Hastings/Gisborne had lower proportions of purchases between 10pm and 11pm than Palmerston North.<sup>5</sup>

The research was also able to identify the broad demographic characteristics of purchasers from on-licensed premises between midnight and 4am, and off-licensed premises between 8pm and 11pm. It found that they were principally young (18-24 year olds made up 77% of purchasers from on-licensed premises between midnight and 4am, and 67% of off-licensed purchasers between 8pm and 11pm), NZ European (74-75% for both on- and off-licensed premises), and at-risk drinkers (66% of purchasers from on-licensed premises between midnight and 4am, and 61% of purchasers from off-licensed premises between 8pm and 11pm, were identified as “drinkers who drank at levels that place them at risk of harm.”).<sup>6</sup>

<sup>5</sup> Huckle, T., & Parker, K. (2019). *Alcohol purchasing behaviour of drinkers: National and local purchasing times*. Wellington: Health Promotion Agency, p. 15.

<sup>6</sup> Huckle, T., & Parker, K. (2019). *Alcohol purchasing behaviour of drinkers: National and local purchasing times*. Wellington: Health Promotion Agency, pp. 12-13.

With the patterns from the national results showing a high degree of consistency with Palmerston North, it seems reasonable to note the conclusion reached by the research: “as two thirds of the drinkers purchasing later from on/off-licensed premises drank at levels placing them at risk of harm, further restrictions to closing times is in line with the aim of the Sale and Supply of Alcohol Act 2012, to minimise the harm from alcohol. Closing times should be set to ensure sufficient numbers of drinkers will be impacted by the restrictions to reduce harm.”<sup>7</sup>

### Alcohol Control Bylaw

The Palmerston North City Alcohol Control Bylaw 2015 was made under the Local Government Act 2002. The bylaw has the purpose of “reducing the potential for public nuisance and offensive behaviour by people drinking and becoming intoxicated in a public place, and promoting a safe City environment for the use and enjoyment of the public, by reducing the potential for damage to public and private property caused by people drinking and becoming intoxicated in a public place.”<sup>8</sup> To that end, the bylaw imposes restrictions on the bringing of alcohol into a public place, and its possession or consumption in that public place. These restrictions also apply to the use of a vehicle in a public place. Restrictions are applied to the “alcohol control area”, which largely comprises the wider CBD of the City, as shown in Figure 21 - Map showing the Palmerston North Alcohol Control Area - Alcohol Control Bylaw 2015.

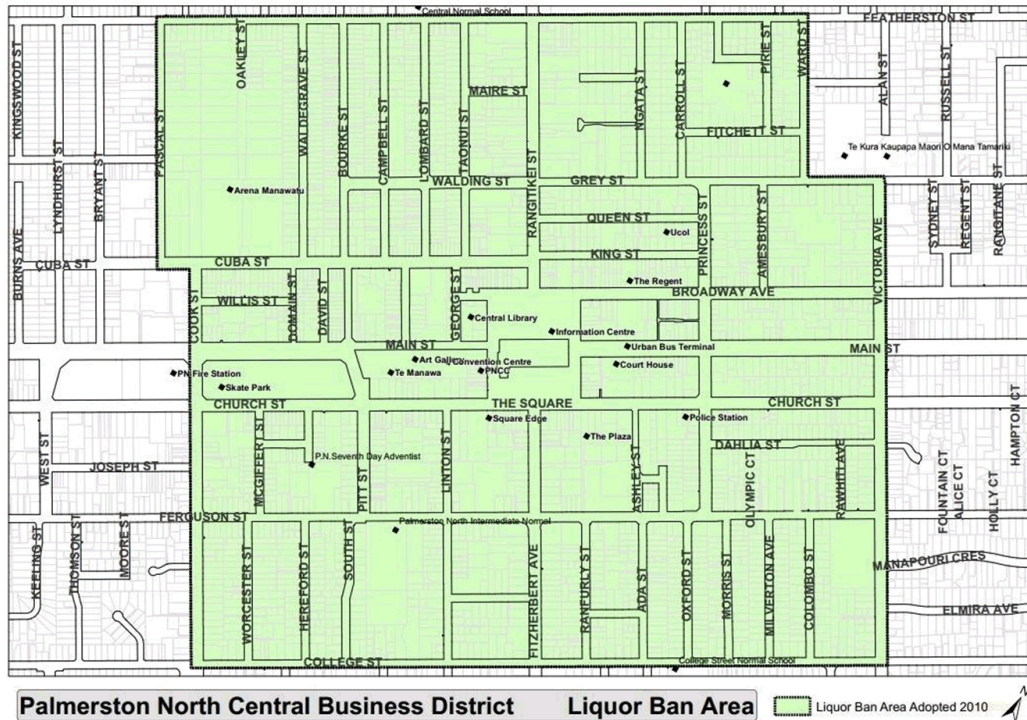


Figure 21 - Map showing the Palmerston North Alcohol Control Area - Alcohol Control Bylaw 2015

<sup>7</sup> Huckle, T., & Parker, K. (2019). *Alcohol purchasing behaviour of drinkers: National and local purchasing times*. Wellington: Health Promotion Agency, pp. 13-14.

<sup>8</sup> Palmerston North Alcohol Control Bylaw 2015, clause 2.1.

### Demography of residents and visitors

Palmerston North is located in the Manawātū region in the lower North Island. The City's business area functions as a regional commercial centre for the Manawātū region<sup>9</sup>. Census 2013 data shows that around 20 percent of the city's workforce commutes from other local authorities, so the city's share of national employment and economic activity is larger than its share of the national population. Commuters are not counted in the visitor or tourism expenditure data below.

#### Residents

The estimated population for the City as of June 2018 was 88,700. This ranks the City 9<sup>th</sup> in size out of the 67 districts in New Zealand. The total population for the City is projected to reach 111,800 by 2043<sup>10</sup>.

	Palmerston North city	New Zealand
Male	43,300	2,408,900
Female	45,400	2,476,600
Total population	88,700	4,885,500

Table 1 - Estimated population of Palmerston North City and New Zealand - as at 30 June 2018, Statistics NZ

The 2001 to 2013 censuses show that the City has experienced strong growth in the Māori, Pacific and Asian population groups. Statistics New Zealand projections suggest the City will continue to become more ethnically diverse in future, with the fastest rate of growth expected to be for Pacific people, increasing from 5.2 percent of the city's population in 2018 to 7.8 percent of the City population by 2038<sup>11</sup>.

	1996	2001	2006	2013	2018	2023	2028	2033	2038
European or Other <sup>(1)</sup>	66,800	65,300	66,600	66,700	68,000	68,800	69,400	69,900	70,100
Māori	10,200	10,750	12,700	14,300	16,050	17,850	19,750	21,800	23,900
Asian	4,370	4,970	6,150	8,550	11,250	13,150	14,650	16,000	17,250
Pacific	2,300	2,470	3,100	3,870	4,580	5,310	6,050	6,840	7,710
Total <sup>(2)</sup>	77,100	77,100	80,800	83,500	88,200	91,400	94,200	96,700	98,800
1. Including New Zealander.									
2. Includes people who identify with Middle Eastern/Latin American/African (MELAA) ethnicities as well as those who identify with 'European or Other', Māori, Asian, and Pacific ethnicities.									

Table 2 - Projected ethnic population of Palmerston North City - 2013 base (update), Statistics NZ

The median age is 33.8 years for people in Palmerston North City, compared to the New Zealand median age of 38.0 years. The number of people aged between 15 and 24 years in Palmerston North City is significantly higher compared to the other age groups. This reflects the presence of Massey University, Universal College of Learning (UCOL), IPU New Zealand Tertiary Institute, and the Linton Army camp,

<sup>9</sup> "Regional and Local Context of Business Areas", Palmerston North District Plan, section 11.1.2.

<sup>10</sup> "Palmerston North City demographic projections, September 2017", Sense Partners

<sup>11</sup> "Subnational Ethnic Population Projections: 2013(base)–2038 (update)", Statistics New Zealand



New Zealand's largest Defence Force base, which attracts a younger demographic, giving Palmerston North an above average share of 15 to 24 year olds<sup>12</sup>.

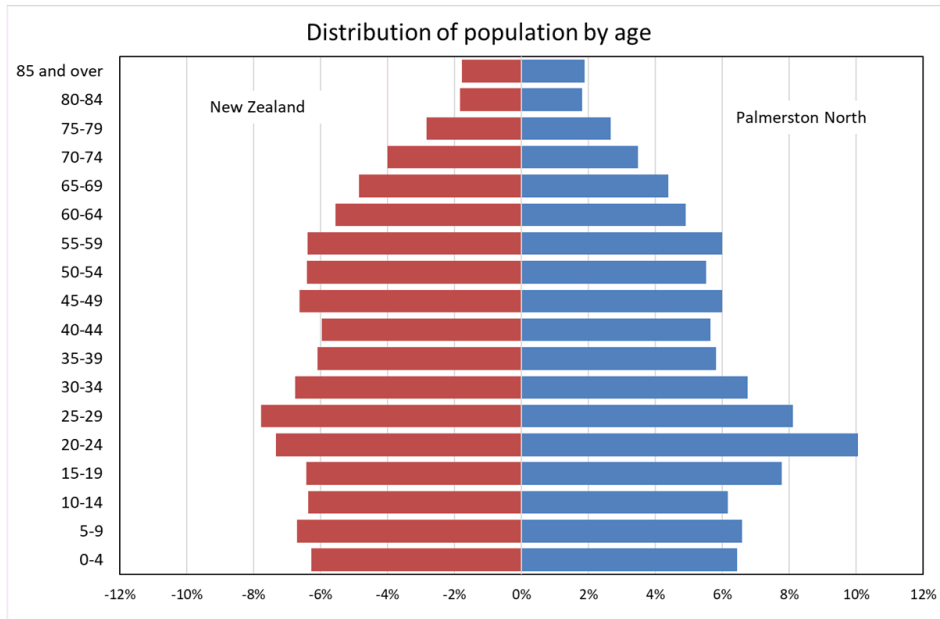


Figure 22 - Age of people in Palmerston North City and New Zealand – 2018 Population Estimates, Statistics NZ

The 25-year projection period from 2018 to 2043 projects that the median age for the City will continue to rise from 33.6, and by 2043 the median age for the City will be 37. The difference between the median age for the City and New Zealand is projected to widen from 3.6 years in 1996 to 6 years by 2043<sup>13</sup>.

Year at 30 June	Palmerston North	New Zealand	Difference
1996	29.2	32.8	3.6
2001	31.2	34.7	3.5
2006	32.2	35.8	3.6
2013	33.4	37.5	4.1
2018	33.6	36.9	3.3
2023	33.7	37.5	3.8
2028	34.6	38.8	4.2
2033	35.7	40.4	4.7
2038	36.4	41.9	5.5
2043	37.0	43.0	6.0

Table 3 - Projected median age for Palmerston North and New Zealand - Statistics NZ

<sup>12</sup> "New Zealand Core Cities Report Palmerston North: Competitive Advantage and Distinctiveness Technical Report", Palmerston North City Council, October 2014, pp. 36-37.

<sup>13</sup> "Subnational Ethnic Population Projections: 2013(base)–2043 (update)", Statistics New Zealand

### Visitors

Palmerston North City is a major destination for domestic visitors; in the year to September 2017 there were 830,000 day visitors to the Manawātū region, while overnight visits for the same period were 856,000<sup>14</sup>. While international visits are not as high as domestic visits, they still contribute significantly to total visitor numbers to the City. In 2017 there were an estimated 206,000 international day visitors and 142,000 overnight visitors in the Manawātū region. The region has a high average night's stay, resulting in 2.2 million domestic visitor nights in the year to September 2017 and 620,000 international visitor nights.

Total visitor spending in Palmerston North in the year ended December 2018 was \$427 million<sup>15</sup>.

	Domestic visitor spending	International visitor spending
Spending on retail alcohol, food, beverages, and food and beverage services	\$75.0M	\$14.4M
<b>Total visitor spending</b>	<b>\$362.6M</b>	<b>\$64.3M</b>

Table 4 - Estimated visitor expenditure for year ended December 2018 - MBIE

<sup>14</sup> Qrious data supplied to Central Economic Development Agency (CEDA)

<sup>15</sup> MBIE Regional Tourism Estimates



## Overall Health Indicators

### All-Cause Mortality Rate

All-cause mortality is used as an indicator of general health status of a population; the healthier a population is, then the lower its mortality rate. The following factors can influence all-cause mortality rates - levels of disease and illness in the community, lifestyle of the population (for example diet, physical activity, tobacco use, alcohol use, risky activities), population health interventions which promote healthier lifestyles, and disease treatment services available to the population.<sup>16</sup>

Figure 23 - All cause mortality rates for MidCentral DHB, Whanganui DHB, and NZ, yearly age adjusted rates from 2006 to 2014 – MidCentral DHB Health Needs Assessment 2017 shows all-cause mortality for MidCentral DHB, Whanganui DHB and New Zealand from 2006 to 2014. The yearly rates of mortality for MidCentral have tended to be higher than New Zealand rates. Rates for MidCentral and New Zealand show a declining trend through to 2010, however the rate has increased for MidCentral since then, and now sits just below the rate for Whanganui DHB.<sup>17</sup>

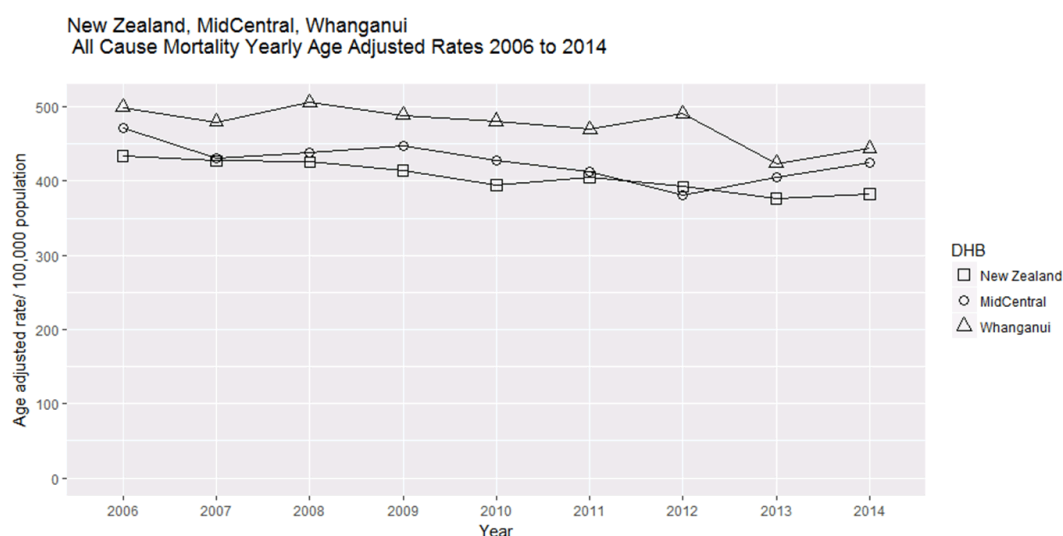


Figure 23 - All cause mortality rates for MidCentral DHB, Whanganui DHB, and NZ, yearly age adjusted rates from 2006 to 2014 – MidCentral DHB Health Needs Assessment 2017

The Midcentral DHB covers four territorial authority districts, including Horowhenua district, Manawatū district, Palmerston North City, Tararua district and the Otaki ward of the Kapiti Coast District.

Table 5 - MidCentral DHB, Whanganui DHB Territorial Authorities All Cause Mortality Age Adjusted Ratios (2010 to 2014) – MidCentral DHB Health Needs Assessment 2017 shows all-cause mortality for MidCentral and Whanganui DHB's territorial authorities from 2010 to 2014. Horowhenua had higher than expected mortality within the MidCentral region. The crude rate (a per capita measurement of mortality rates) for Horowhenua and Whanganui were high overall, and this is likely due to a higher proportion of older people within their populations. Mortality is more common among older people,

<sup>16</sup> "All Cause Mortality Analysis", MidCentral District Health Board Health Needs Assessment 2017, p. 49

<sup>17</sup> *ibid*

therefore population's with older age balances will naturally have higher mortality rates, despite population health being similar to other groups.<sup>18</sup> The age-adjusted mortality rate for Palmerston North was the lowest in the MidCentral DHB area, likely reflecting the lower average age in Palmerston North.

MIDCENTRAL DHB, WHANGANUI DHB TERRITORIAL AUTHORITIES ALL CAUSE MORTALITY AGE ADJUSTED RATIOS (2010 TO 2014)						
	Number	Age Adjust.Ratio	LCL	UCL	Crude Rate/100,000 people	Age Adjust Rate/100,000 people
Tararua District	760	1.08	1.01	1.16	864.9	735.6
Manawatu District	1031	0.998	0.939	1.06	729.7	677.9
Palmerston North	2742	0.991	0.954	1.03	658.9	672.5
Horowhenua District	1819	1.13	1.08	1.19	1168	769.6
Kapiti Coast District	339	0.836	0.752	0.93	823.4	567.7
Ruapehu District	89	1.02	0.831	1.26	409.4	694.8
Whanganui District	2378	1.16	1.11	1.21	1091	786.3
Rangitikei District	582	1.07	0.991	1.17	795.4	729.8
New Zealand	150008	1			678.9	678.9

Table 5 - MidCentral DHB, Whanganui DHB Territorial Authorities All Cause Mortality Age Adjusted Ratios (2010 to 2014) – MidCentral DHB Health Needs Assessment 2017

Table 6 - Causes of mortality in Palmerston North district by ICD-10 Chapter code, 2011-2014 - MidCentral DHB Health Needs Assessment 2017 shows the causes of mortality in the Palmerston North district for the years 2011 to 2014. The four most common causes of mortality in the DHB area were:

- Circulatory system disease (diseases of the heart and blood vessels) around 36% of all deaths,
- Neoplasms (cancers) around 28% of all deaths
- Respiratory system diseases (lungs and associated organs) around 9% of all deaths, and
- Deaths due to "external causes" (accidents and injuries, road traffic accidents, suicides, falls and so on) around 8% of all deaths.

PALMERSTON NORTH CAUSES OF MORTALITY BY ICD10 CHAPTER (2011-2014)		
ICD10 Chapter	Number	Percent
Diseases of the circulatory system	812	36.48
Neoplasms	616	27.67
Diseases of the respiratory system	203	9.12
External causes of morbidity and mortality	170	7.64
Diseases of the nervous system	100	4.49
Mental & behavioural disorders	78	3.50
Endocrine, nutritional, and metabolic	74	3.32
Diseases of the digestive system	68	3.05
Diseases of the genitourinary system	25	1.12

<sup>18</sup> Ibid.

Certain infectious and parasitic diseases	23	1.03
Diseases of the musculoskeletal system and connect	16	0.72
Congenital malformations, deformations, and chromo	12	0.54
Symptoms, signs and abnormal clinical and lab find	10	0.45
Certain conditions originating in the perinatal pe	8	0.36
Diseases of the blood, blood forming organs, & imm	5	0.22
Diseases of the skin and subcutaneous tissue	5	0.22

Table 6 - Causes of mortality in Palmerston North district by ICD-10 Chapter code, 2011-2014 - MidCentral DHB Health Needs Assessment 2017

### Health conditions

The Ministry of Health conducts the New Zealand Health Survey which collects data on health conditions across 16 topics. This data is reported at the regional level, by District Health Board area. The following charts show selected topics from the New Zealand Health Survey for the 2014-2017 period, being the most recent period for which data is available at the regional level.

#### Self-rated health

Survey respondents could identify their health as excellent, very good, good, fair or poor. The chart below shows the prevalence of the age-standardised population reporting their health as excellent, very good, or good. The Mid-Central DHB area reported 88.1% of the population had “good” self-rated health, just below 88.6% for the country as a whole.

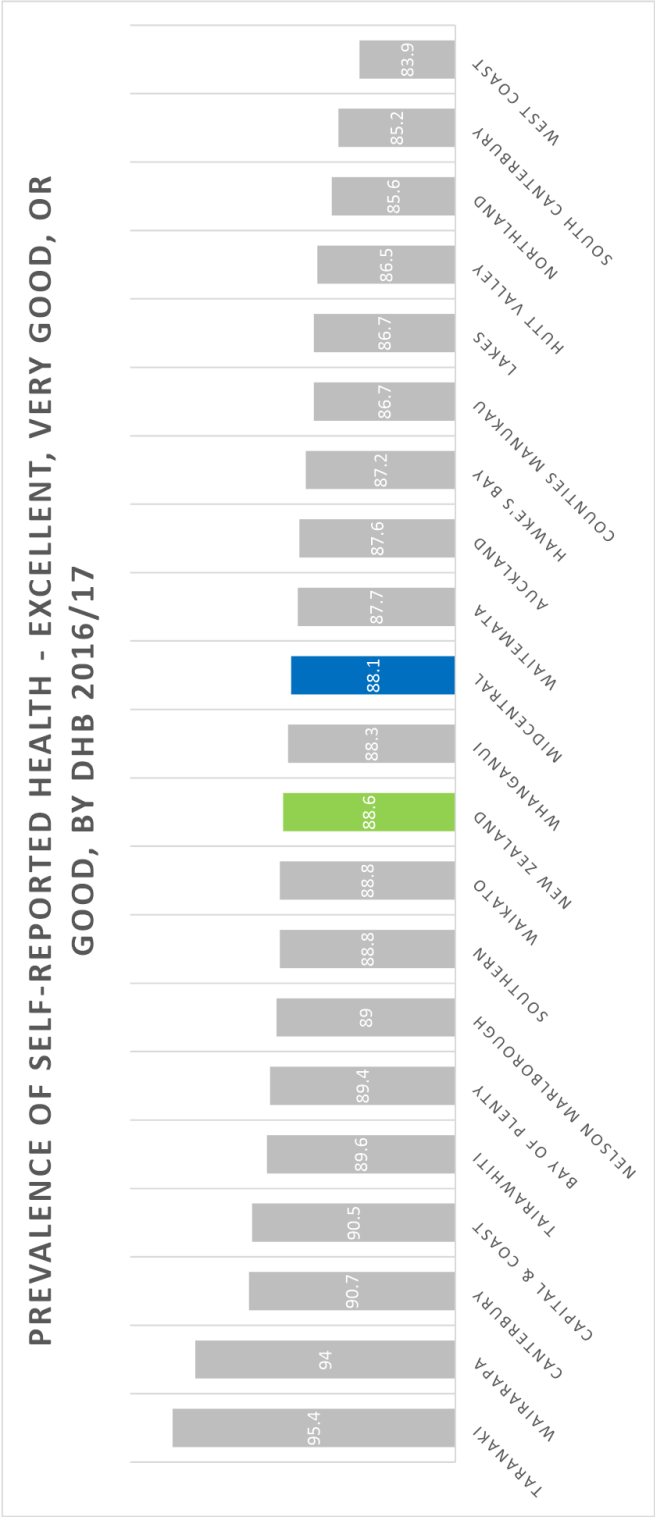


Figure 24 - Age-standardised prevalence of self-reported health (excellent, very good, or good) in adults aged 15 years and over, by DHB 2016/17 - New Zealand Health Survey 2014-2017

### Deprivation

The New Zealand index of deprivation (NZDep) is a method developed to measure the socioeconomic deprivation by area in New Zealand. The index gives defined areas in New Zealand a score between one and ten. Areas that score one are the least deprived, and those that score 10 are the most deprived areas. The calculation of deprivation is based on the following census variables:

- People aged under 65 with no access to the Internet at home
- People aged 18-64 received a means-tested benefit
- People living in equivalised households with income below an income threshold
- People aged 16 – 64 years who are unemployed
- People aged 18 – 64 years without any qualifications
- People not living in their own home
- People aged under 65 years living in a single-parent family
- People living in equivalised households below a bedroom occupancy threshold
- People with no access to a car

Note: Equivalisation is a method used to control for household composition.

Nationally equal proportions of the population (about 10%) live in each decile. Table 8 - List of census area units in Palmerston North by decile (NZDep2013) scores shows that in 2013, 18% of the City's population lived in the most deprived areas (decile 9 and 10), and the majority of residents (56%) were living in the upper scale of deprivation (decile 6 to 10).

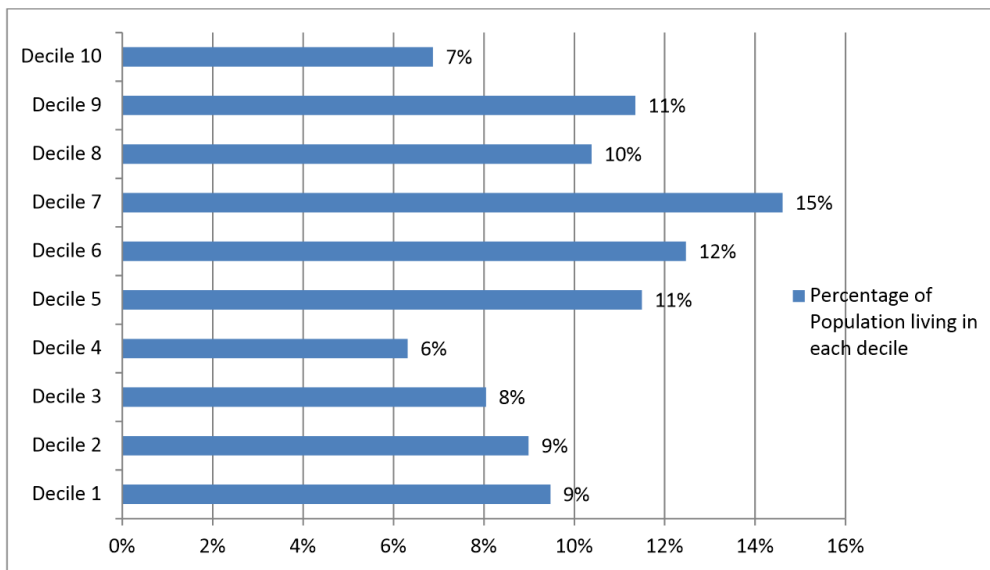


Figure 25 - Percentage of population in Palmerston North living in each NZ Deprivation Index (NZDep2013) decile

2013 Socio-economic Deprivation Index by Decile (%)		
Least Deprived (1+2)	Most Deprived (9+10)	Decile 6 to 10
18%	18%	56%

Table 7 - Percentage of residents living in most and least deprived areas by NZ Deprivation (NZDep2013) decile score

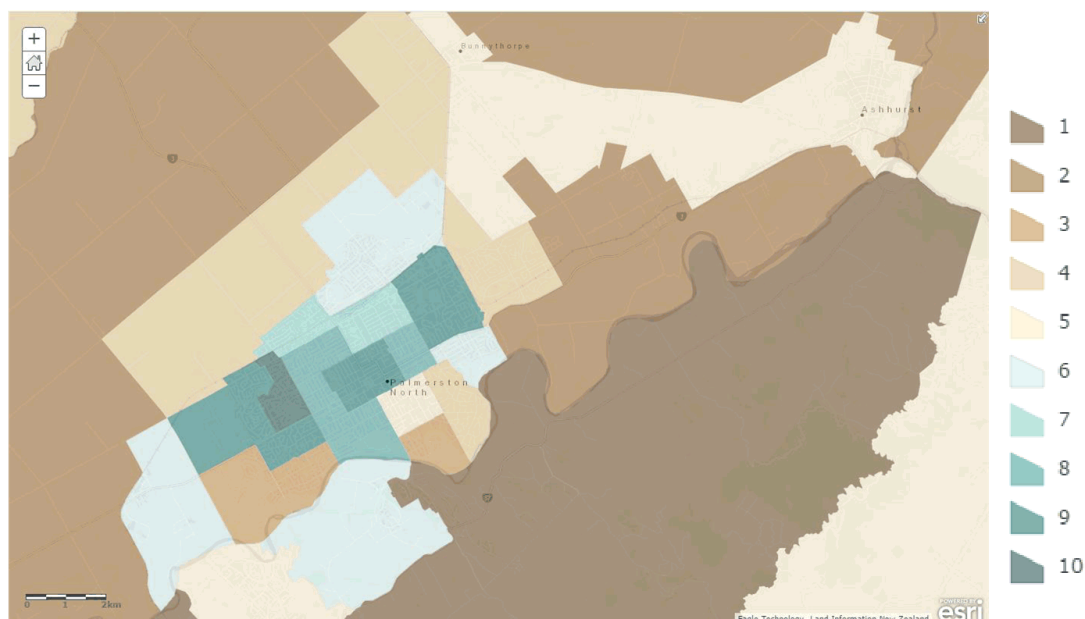


Figure 26 - Map of Deprivation Index decile scores (NZDep2013) for Palmerston North Census Area Units

Deprivation Index	Census Area Units			
Decile 1	Aokautere	Turitea		
Decile 2	Whakarongo			
Decile 3	Awapuni South	Awapuni West	Hokowhitu Lagoon	
Decile 4	Hokowhitu East	Kairanga	Kelvin Grove	
Decile 5	Ashhurst	Hokowhitu West	Linton Military Camp	Stoney Creek
Decile 6	Longburn	Massey University	Milson	Terrace End
Decile 7	Cloverlea	Palmerston North Hospital		
Decile 8	Papaeoia	Takaro	West End	
Decile 9	Awapuni North	Palmerston North Central	Roslyn	Westbrook
Decile 10	Highbury			

Table 8 - List of census area units in Palmerston North by decile (NZDep2013) score

## Nature and severity of alcohol-related harm

### Alcohol Outlet Density and Alcohol Related Harm

International and national research addressing alcohol outlet density and alcohol related harm shows there is generally an association between these two factors. However, the associations vary according to a number of factors, including the alcohol outlet, the setting (rural versus urban) and proximity to alcohol outlets. Consistent findings in national research show a positive association between alcohol outlet density and social deprivation, in that more outlets tend to occur in socially deprived areas<sup>19</sup> in New Zealand.

Results from *The Locally Specific Impacts of Alcohol Outlet Density in the North Island of New Zealand, 2006 – 2011*<sup>20</sup>, included a specific extract for the Palmerston North City territorial authority. The report assessed the association between alcohol outlet density (by type) and police events (by type) using data at the Census Area Unit level between 2006 and 2011. For Palmerston North City positive associations between bar and night club (on-licence) density and violence throughout the City were reported as being statistically significant. Although the association across all the Census Area Units (CAUs) in the City are reasonably consistent, the effect size in the north and south of the City are marginally larger. At the lower end of the spectrum, Ashhurst CAU shows 4.1 additional violence events per bar or night club per year, and at the higher end of the spectrum Milson CAU had 5.4 additional violence events per bar or night club per year. In comparison, each additional bar or night club in Palmerston North Central CAU is associated with 4.7 additional violence events per year. The only CAU where the size of the relationship exceeds 5.0 was Milson.

Positive associations between alcohol outlet density and alcohol-related harm were also found for 'Other on-licence' (predominantly restaurants and cafes), and were statistically significant in all CAUs with the exception of Milson CAU. However the effect sizes were markedly smaller in comparison to bars and night clubs. The association range was between 1.2 and 1.6 additional violence events per other on-licence per year. The report also concluded that other outlet density types were either insignificant across the whole City (for example licensed clubs, and supermarkets), or negative (for example other off-licence outlets).

The main report demonstrates that understanding the relationship between alcohol outlets of different types and measures of alcohol-related harm requires knowledge of the context in which it is being analysed. This is because the association is dependent on a range of factors that "are not easily accounted for in the quantitative evaluations". Factors like locally specific differences in drinking patterns and preferences, demographic and structural variance in the population distributions,

<sup>19</sup> Cameron, M.P., Cochrane, W., Gordon, C., & Livingston, M. (2013). *The locally-specific impacts of alcohol outlet density in the North Island of New Zealand, 2006-2011. Research report commissioned by the Health Promotion Agency*. Wellington: Health Promotion Agency.

<sup>20</sup> *ibid*

differences in access to transport networks, and differences in the amenity or character of difference areas, can all affect the observed associations differently.<sup>21</sup>

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<sup>21</sup> *ibid*



**Alcohol consumption**

The New Zealand Health Survey reported data in 2016/17 for a range of indicators relating to alcohol use, including past-year drinkers, hazardous drinking, and heavy episodic drinking. Past-year drinkers are defined as adults (aged 15+ years) who have had a drink containing alcohol in the past year. MidCentral recorded 81.1% prevalence of past-year drinkers, compared to 79.5% prevalence across New Zealand as a whole.

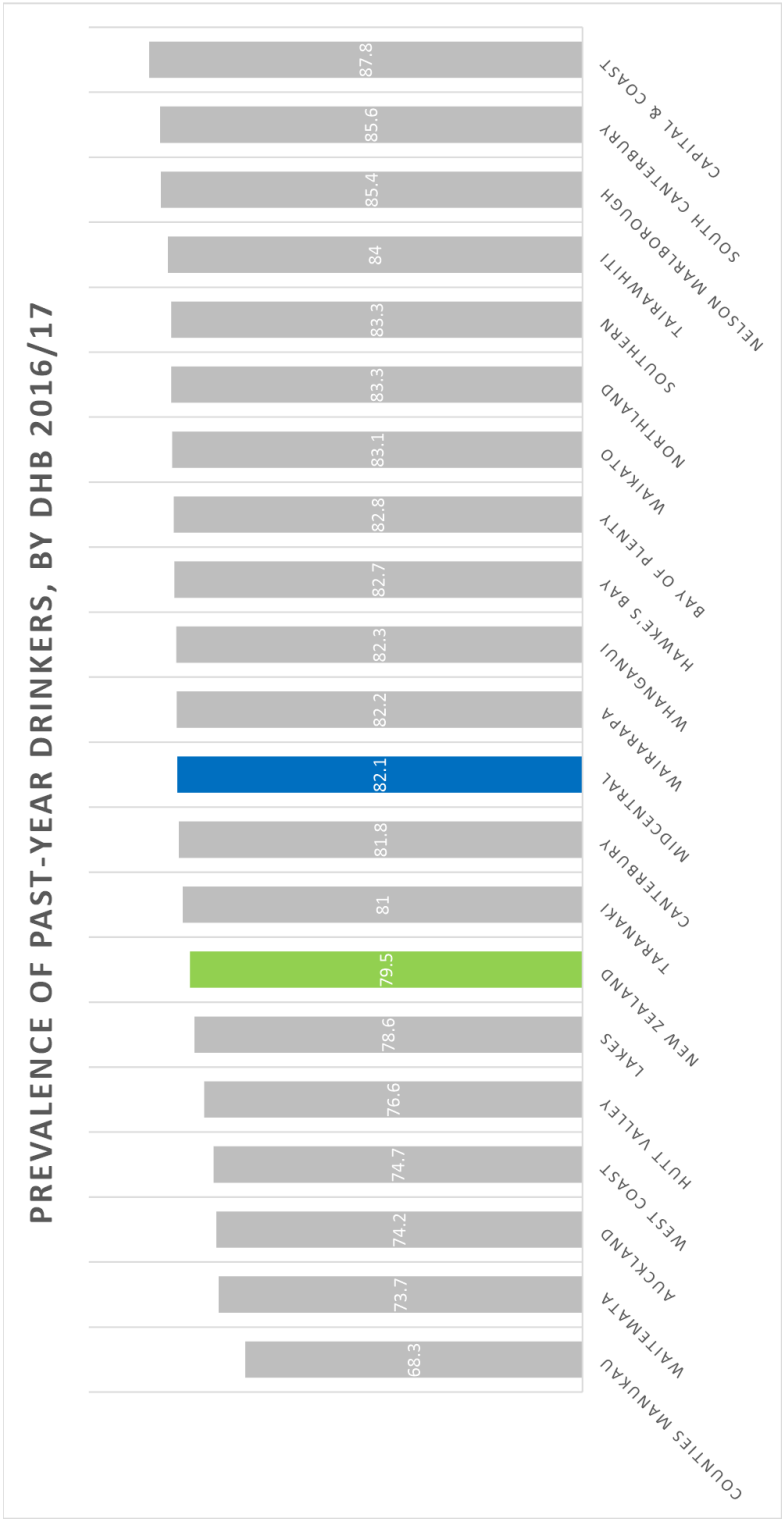


Figure 27 - Age-standardised prevalence of past-year drinkers in adults aged 15 years and over, by DHB 2016/17 - New Zealand Health Survey 2014-2017

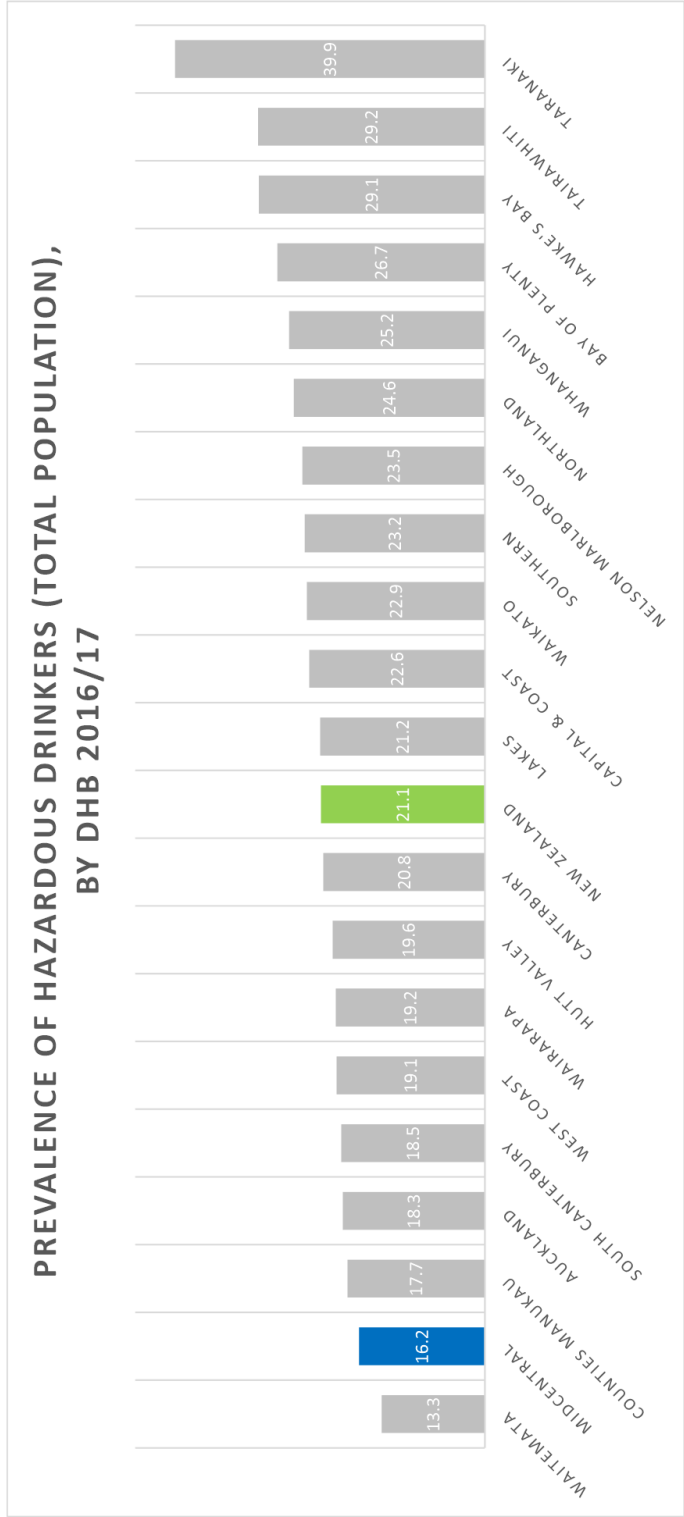


Figure 28 - Age-standardised prevalence of hazardous drinkers among total population in adults aged 15 years and over, by DHB 2016/17 - New Zealand Health Survey 2014-2017

Hazardous drinking is measured using the 10-question Alcohol Use Disorders Identification Test (AUDIT), developed by the World Health Organisation. It covers three aspects of alcohol use: alcohol consumption, dependence, and adverse consequences. The NZ Health Survey defines hazardous drinkers as those who obtain an AUDIT score of 8 or more, representing an established pattern of drinking that carries a high risk of future damage to physical or mental health. This score could be reached simply by consuming 6 or more drinks on one occasion, twice a week.

The prevalence rate of hazardous drinking, amongst the whole population, was relatively low in the MidCentral DHB area, at 16.2%, the second-lowest among DHB areas. The New Zealand rate of prevalence was 21.1%, whilst the highest rate of prevalence was for the Taranaki

DHB area at 39.9%. The prevalence rate rises when counted amongst past-year drinkers only, to 19.3%. The rate for New Zealand also rises, to 26.4%, whilst Taranaki DHB remains at the top, with a prevalence rate of 48.5%.

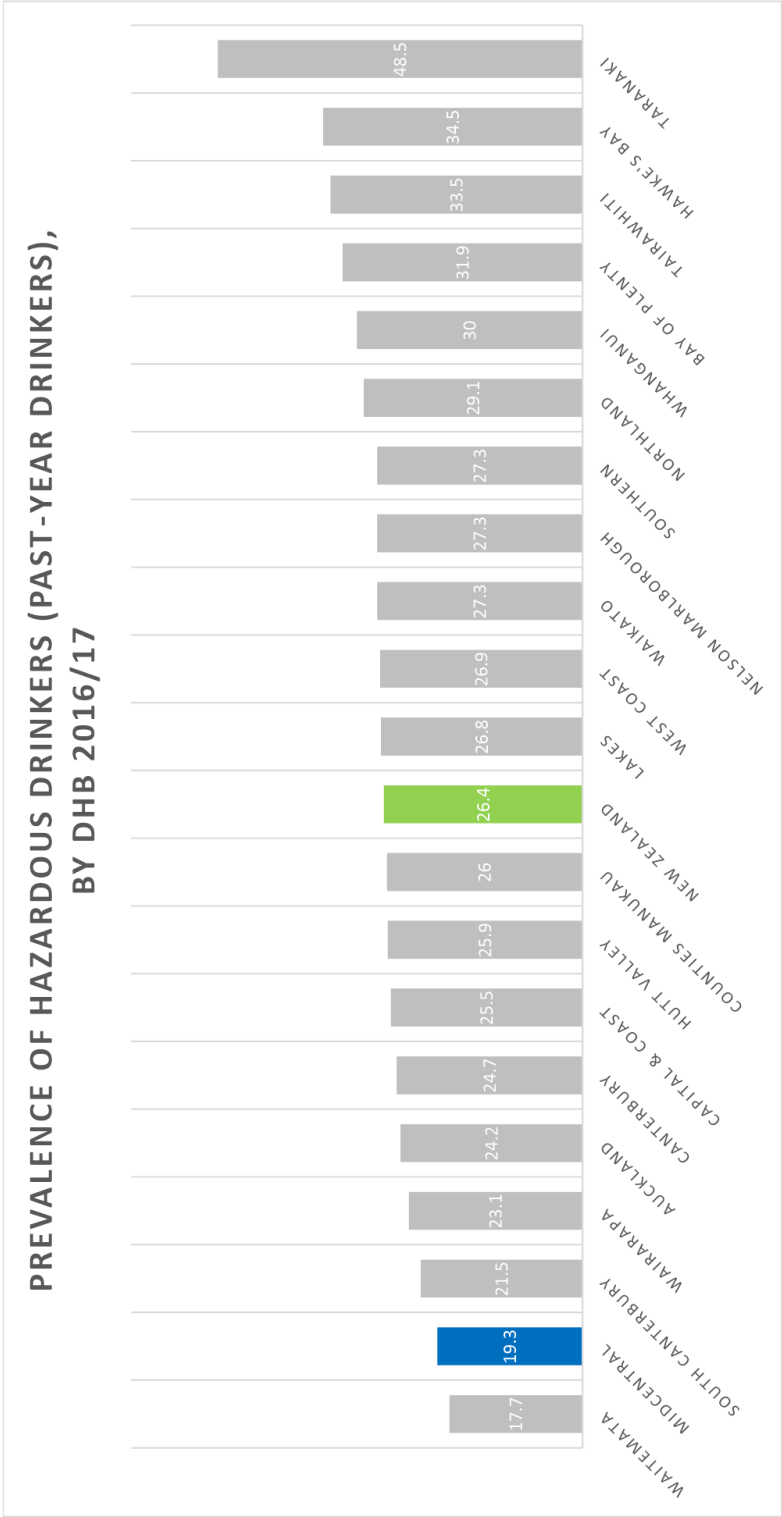


Figure 29 - Age-standardised prevalence of hazardous drinking among past-year drinkers aged 15 years and over, by DHB 2016/17 - New Zealand Health Survey 2014-2017

Heavy episodic drinking is measured as either consuming six or more drinks on one occasion at least monthly or weekly. The following charts show these indicators, both for the entire population and for those who are past-year drinkers. The prevalence rates for each of these indicators is comparatively low in the MidCentral DHB region compared to other DHBs and NZ as a whole.

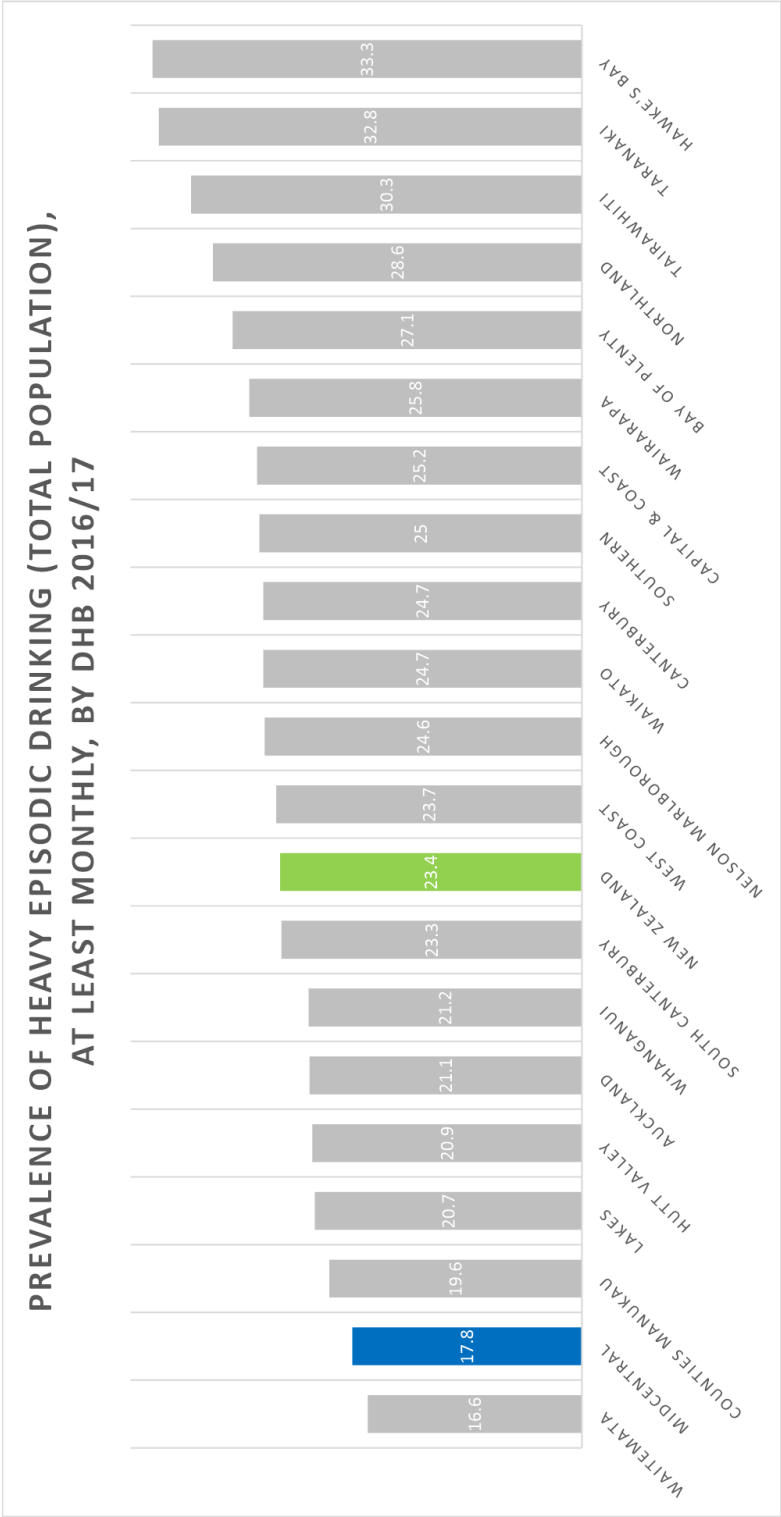


Figure 30 - Age-standardised prevalence of heavy episodic drinking at least monthly among total population adults aged 15 years and over, by DHB 2016/17 - New Zealand Health Survey 2014-2017

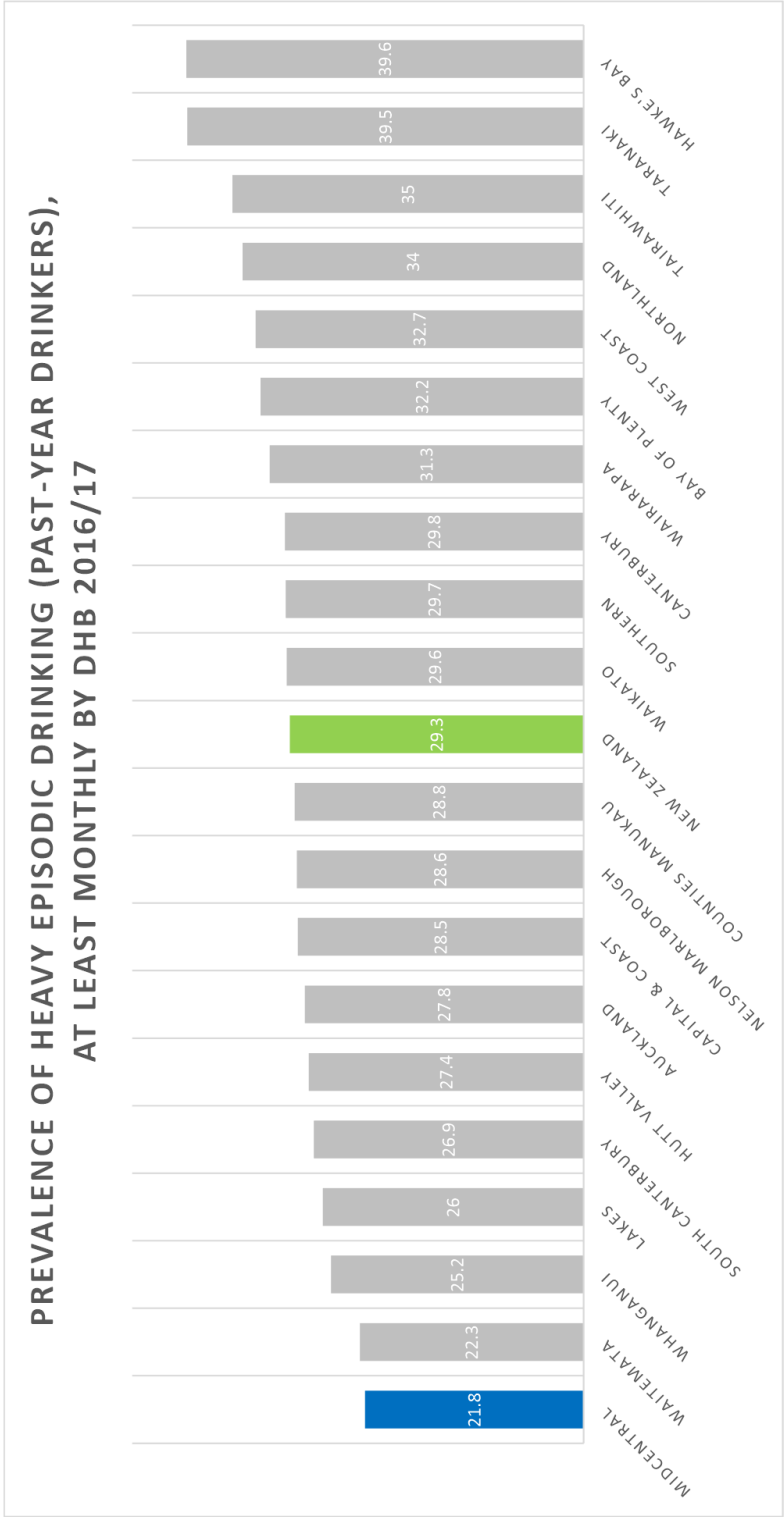


Figure 31 - Age-standardised prevalence of heavy episodic drinking at least monthly among past-year drinkers adults aged 15 years and over, by DHB 2016/17 - New Zealand Health Survey 2014-2017

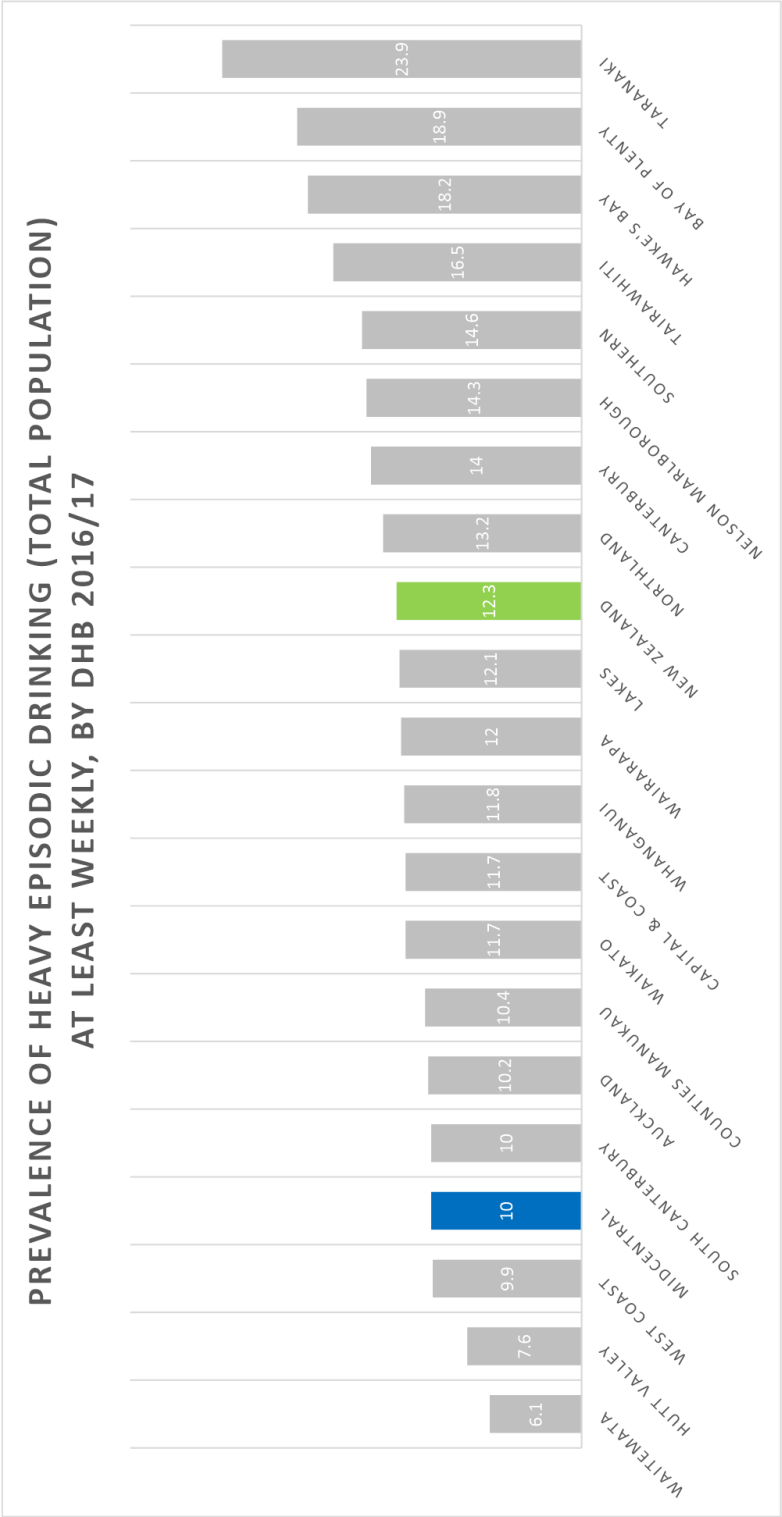


Figure 32 - Age-standardised prevalence of heavy episodic drinking at least weekly among total population adults aged 15 years and over, by DHB 2016/17 - New Zealand Health Survey 2014-2017

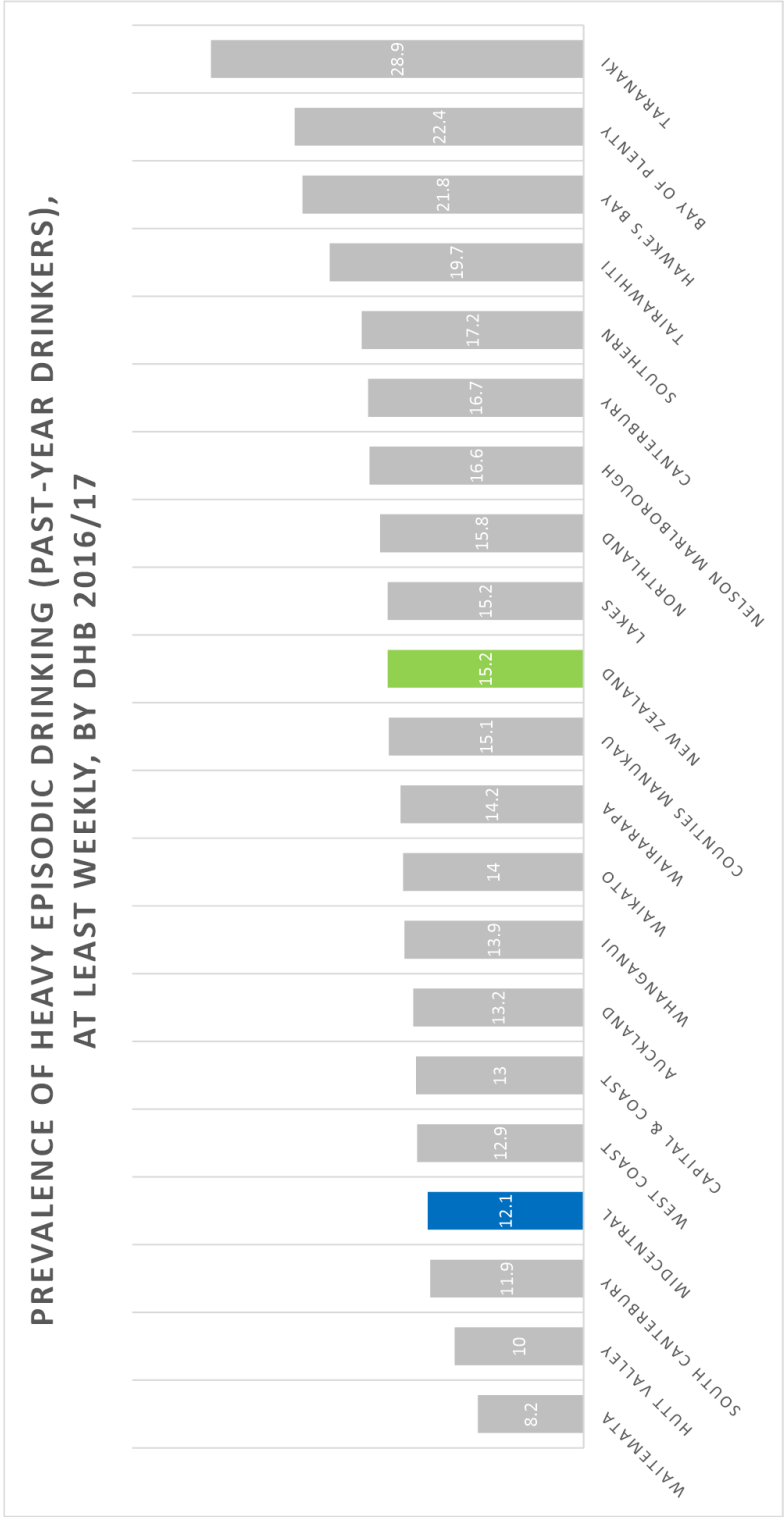


Figure 33 - Age-standardised prevalence of heavy episodic drinking at least weekly among past-year drinkers adults aged 15 years and over, by DHB 2016/17 - New Zealand Health Survey 2014-2017

### Alcohol-related traffic offending

Police data shows that alcohol-related driving offences have been trending downwards for the Central Districts from 2011 to 2013 (see Figure 34 – Number of traffic offences in Central District areas for calendar year (CY) 2011-2015 - NZ Police Alcohol and Violence Report 2016). The increase in 2015 is attributable to the legislative changes to lower the blood alcohol concentration limits that came into force on 01 December 2014.<sup>22</sup>

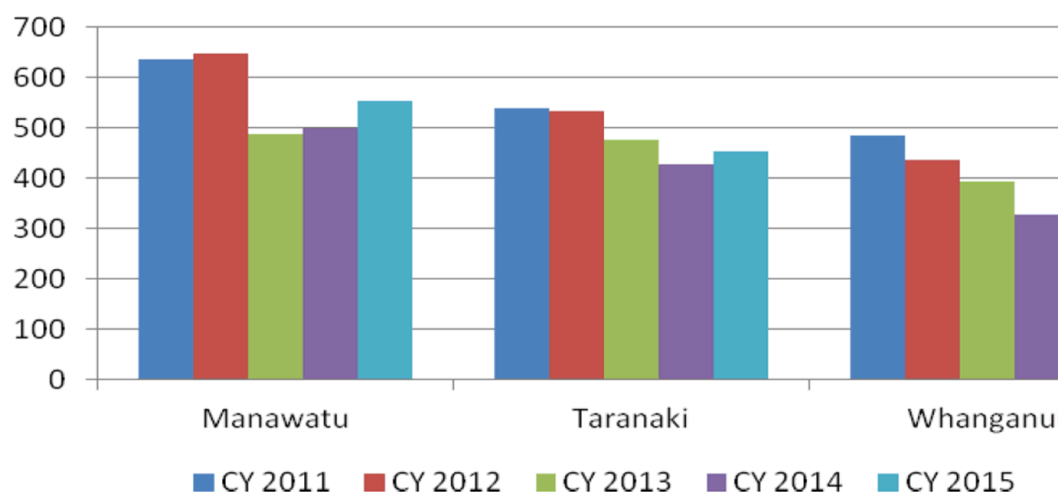


Figure 34 – Number of traffic offences in Central District areas for calendar year (CY) 2011-2015 - NZ Police Alcohol and Violence Report 2016

### Alcohol-related violence and harm

In 2016 NZ Police published a “knowledge profile” document titled “Alcohol and Violence”, covering the Central Districts region. This report collates a range of datasets relating to alcohol and violence to inform decision-making about alcohol-related harm interventions.

The “Alcohol and Violence” document included data that showed a trend of increasing Dwelling Place Assaults. The initial analysis suggested that alcohol was a recurring factor and theme. The “Alcohol and Violence” document included this summary of the analysis by Police:

“Analysis supports the initial hypothesis that the significant efforts of the Police, Council and Government to minimise public place alcohol fuelled offending have positively impacted upon drinking behaviour in terms of public place offending. The unintended consequence is that changed drinking habits have resulted in a higher level of alcohol consumption in the dwelling place. Without capable guardians in the home environment there is an increased risk of violence and of more serious violence”<sup>23</sup>

<sup>22</sup> “Alcohol and Violence Knowledge Profile”, NZ Police, 27 January 2016, pp. 24-25.

<sup>23</sup> “Alcohol and Violence Knowledge Profile”, NZ Police, 27 January 2016, p. 3



While the Police were asked to supply more recent data for this 2019 revision of the Local Alcohol Policy Report, they have not been able to update all of the graphs and data referenced in this section. Wherever possible, the most recent data provided by Police has been used.

Victimisation by location

Police provided data which showed the number of “acts intended to cause injury” by residential or community location, with time and day charts for both locations, showing the number of acts by both day and hour of the day. This data replaces graphs included in the 2017 Research Report showing the number of public place assaults and dwelling place assaults.

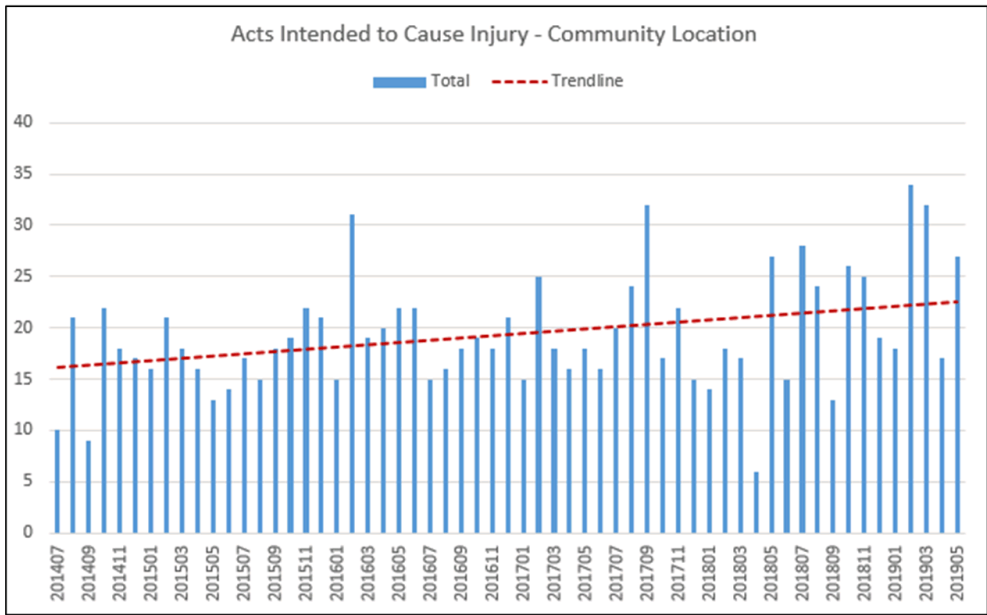


Figure 35 - Number of “acts intended to cause injury” at a community location 2014-2019, NZ Police

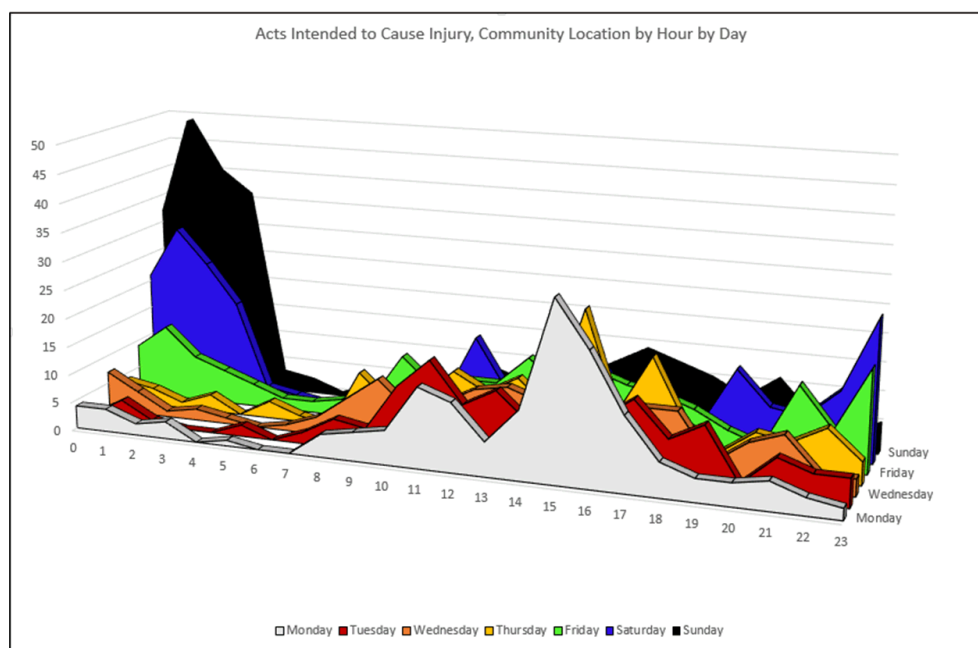


Figure 36 - Number of "acts intended to cause injury" at a community location by hour and day 2014-2019, NZ Police

Figure 35 - Number of "acts intended to cause injury" at a community location 2014-2019, NZ Police shows an increasing trend over the past five years. When "public place assaults" were reported in the "Alcohol and Violence" document in 2017 they showed a slight downward trend. The Police have advised that their recording practices have changed, and therefore the data on "acts intended to cause injury in a community location" is not comparable to "public place assaults."

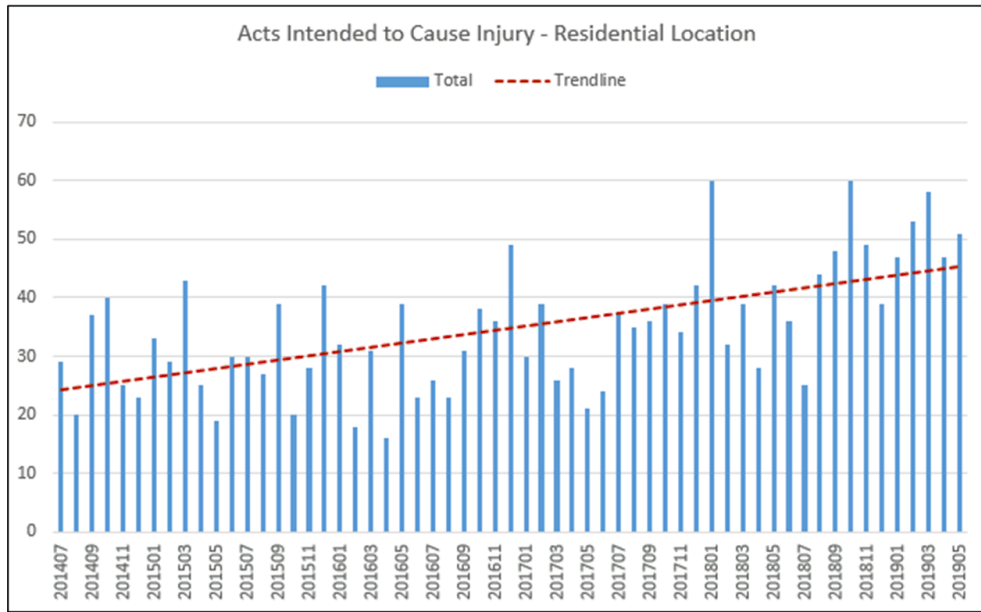


Figure 37 - Number of "acts intended to cause injury" at a residential location 2014-2019, NZ Police

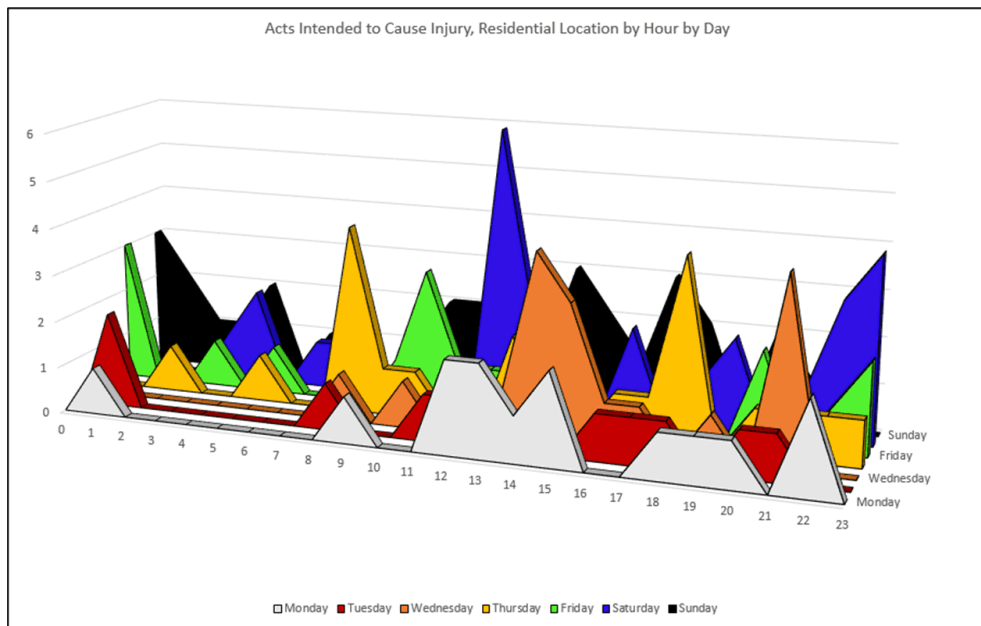


Figure 38 - Number of "acts intended to cause injury" at a residential location by hour and day 2014-2019, NZ Police

#### "Place of last drink"

This data captures where the person consumed their last drink. The graph below shows that the proportion of people who consumed their last drink at home was trending upwards from 2011 to 2015.

Also noteworthy is that “home” is more than four times more likely than a licensed premises to be recorded as the “place of last drink.”

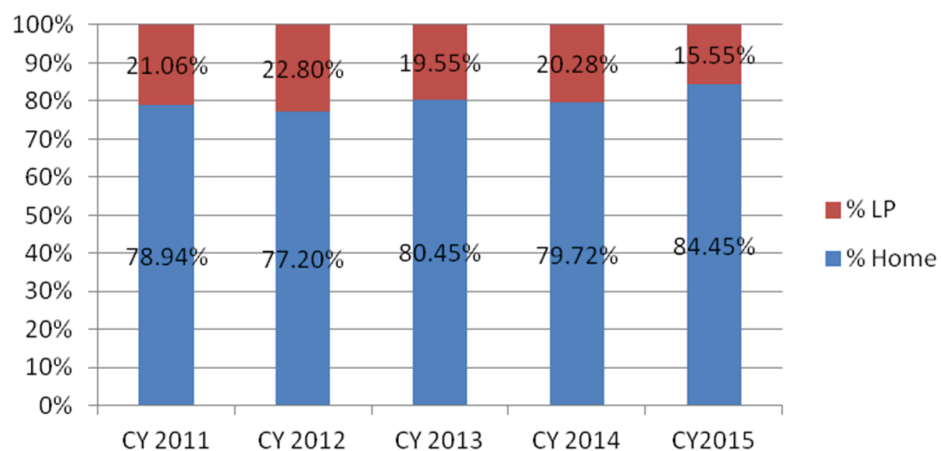


Figure 39 - Percentage of people who identified place of last drink as Licensed Premises (LP) or Dwelling Place (Home) in Manawatu area for calendar year (CY) 2011-2015, NZ Police Alcohol and Violence Report 2016

### Breaches of Alcohol Control Bylaw

The Police supplied data which showed 213 recorded breaches (alcohol infringement offence notices) of the Alcohol Control Bylaw during the 2014/15 and 2015/16 financial years. These are offences for consuming, possessing, or bringing alcohol into an alcohol ban area.

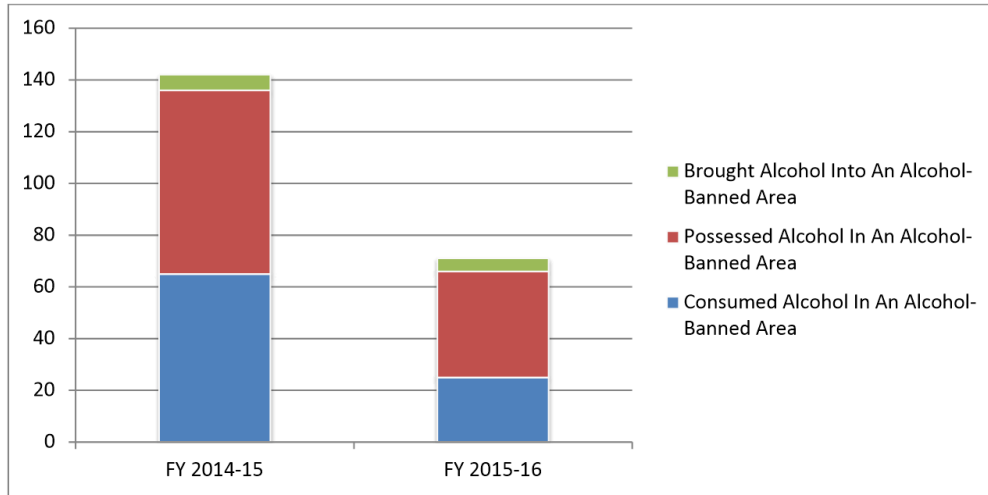


Figure 40 - Number of alcohol infringement notices for breach of the Alcohol Control Bylaw in Palmerston North by type of offence, fiscal Year (FY) 2014-2016 - NZ Police

Figure 41 - Day and time of offence where alcohol was consumed by offender in Central Districts area for calendar year (CY) 2011-2015, NZ Police Alcohol and Violence Report 2016 shows the day and time for all offending where alcohol was consumed for the Central District during calendar years 2011 – 2015. The dominant days were Saturday and Sunday, and the period between 10pm and 2am was the dominant time on all days.<sup>24</sup>

<sup>24</sup> Ibid, p. 33.

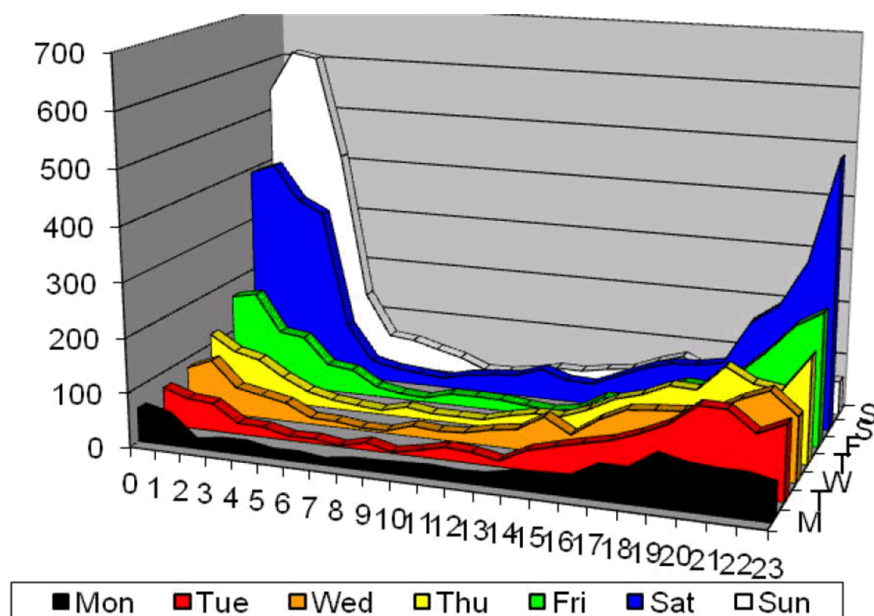


Figure 41 - Day and time of offence where alcohol was consumed by offender in Central Districts area for calendar year (CY) 2011-2015, NZ Police Alcohol and Violence Report 2016

#### Pre-loading

In 2013 a study of the impact and prevalence of pre-loading across Palmerston North residents was commissioned by ACC on behalf of the Palmerston North Safety Advisory Board. Support for the research came about because concerns were being raised about pre-loading and particularly its assumed correlation to anti-social behaviour. International research suggests that there is an association between pre-loading and increased levels of alcohol-related harm.<sup>25</sup> Pre-loading is usually described as drinking at home or other dwelling with the intention of going to town (usually a bar or nightclub) afterwards. Overall, 69% of respondents reported that they drank before going out on a typical night, and pre-loading was more standard amongst 22 to 25-year olds (83%). Pre-loaders reported that they were most likely to have been drinking at home or at a friend's house prior to going out.

<sup>25</sup> "Pre-loading of alcohol and associated harm in Palmerston North: A quantitative and qualitative study of the general public.", UMR Research on behalf of ACC, May 2013, p.9.

PRE LOADING LOCATION	
<i>Where do you usually drink, before going out (on a typical [X] night)?</i>	
	All %
At home	63
At a friend's house	60
Club bar (e.g. Sports club/ RSA/ Con club)	4
At work	2
In a car	1
In a public or outdoor space e.g. park, while walking into town	-
Other	1
Base: All pre-loaders; n=139; Multiple response	

Table 9 - Responses to survey question "Where do you usually drink before going out?" - Preloading Survey by ACC 2013

The most common reason pre-loaders gave for drinking before going out was to socialise with friends (59%), especially with those friends who were not heading to town afterwards. The second most common reason was that it was cheaper than buying alcohol from an on-licensed premises, with 57% of pre-loaders giving this reason. Those more likely than any other sub-group to mention cost were 26-29 year olds (73%). Seventy-nine percent of respondents who reported pre-loading purchased the alcohol they drank from a liquor store before going out<sup>26</sup>.

PRE LOADING PURCHASES	
<i>Where do you usually get the alcohol you drink, before going out (on a typical [X] night)?</i>	
	All %
Off-license/ Liquor Store	79
Supermarket	35
Varies; depends where it is the cheapest	1
Someone else buys the alcohol	1
Dairy	-
Other	3
Base: All pre-loaders; n=139; Multiple response	

Table 10 - Responses to survey question "Where do you usually get the alcohol you drink before going out?" - Preloading Survey by ACC 2013

Table 11 - responses to survey question "What time do you usually start/stop drinking before going out?" - Preloading Survey by ACC 2013 shows the usual times pre-loading survey respondents begin drinking at the pre-loading location, and the time they finish to go to town. The most popular time for respondents to

<sup>26</sup> "Pre-loading of alcohol and associated harm in Palmerston North: A quantitative and qualitative study of the general public.", UMR Research on behalf of ACC, May 2013.

start pre-loading was around 7pm to 9pm, and the most popular time to finish pre-loading and head to town was between 11pm and midnight.

HOURS OF ACTIVITY		
<i>What time do you usually start drinking, before going out (on a typical [X] night)?/ What time do you usually finish drinking and head into town?</i>		
	PRE LOADING	
	Start %	Finish %
Before noon	2	-
12 noon - 3.00 p.m.	3	-
3.00 - 6.00 p.m.	4	-
6.00 - 7.00 p.m.	29	1
7.00 - 9.00 p.m.	42	6
9.00 - 11.00 p.m.	13	28
11.00 p.m- midnight	2	44
Midnight - 2 .00 am	-	16
2.00 am - 4.00 am	-	-
Unsure	5	5

Base: All pre-loaders; n=139 Multiple response

Table 11 - responses to survey question "What time do you usually start/stop drinking before going out?" - Preloading Survey by ACC 2013

Table 12 - responses to survey question "What time do you usually arrive in/leave town?" - Preloading Survey by ACC 2013 shows the times participants in the pre-loading survey claimed to usually arrive in town and the time they usually leave town on a night out. Forty percent of respondents arrived in town between 11pm and midnight, and 52% reported leaving town between 2am and 4am.



HOURS OF ACTIVITY		
<i>What time do you usually arrive in town?/ What time do you usually leave town to go home?</i>		
	LICENSED PREMISES	
	Start %	Finish %
Before noon	-	-
12 noon - 3.00 p.m.	-	-
3.00 - 6.00 p.m.	2	-
6.00 - 7.00 p.m.	4	-
7.00 - 9.00 p.m.	13	2
9.00 - 11.00 p.m.	19	6
11.00 p.m - midnight	40	7
Midnight - 2 .00 am	20	22
2.00 am - 4.00 am	-	52
After 4.00 am		10

Base: All respondents n=201

Table 12 - responses to survey question "What time do you usually arrive in/leave town?" - Preloading Survey by ACC 2013

A report by police which analysed calls to police for events occurring in Palmerston North that were typically related to alcohol between January 2008 to December 2012, identified similar themes in timing and consumption behaviour to those noted above. The analysis was carried out on 23,774 calls to police. The majority of those calls to police were reporting activity in Palmerston North City CBD, particularly The Square end of Fitzherbert Avenue and Main Street between The Square and Princess Street. The calls to Police for alcohol related events were typically higher between 10pm and 4am Thursday night to Sunday morning. These calls peak on Saturday night and Sunday morning. The report commented on the lack of alignment of closing times, which exacerbated problems as patrons would travel to the open premises to continue drinking. It also noted that only certain premises operated a one way door policy (where after a specified time patrons are allowed to remain on the premises, but new patrons are not permitted to enter).<sup>27</sup>

### **Ambulance callouts**

ACC conducted a snapshot survey of St John's ambulance callouts between December 2014 and February 2015. The graph below shows the total number of callouts received, and the proportion of those callouts which were for people who were sober, affected by alcohol, or intoxicated. Those intoxicated or affected by alcohol accounted for nearly two-thirds of these callouts, with men represented more than women amongst all these figures.

<sup>27</sup> "Calls to Police Related to Alcohol: Palmerston North City", NZ Police, 16 October 2013.



Figure 42 - Number of St John's ambulance call-outs by level of sobriety and sex, from December 2014-February 2015 - ACC St John's Snapshot

The data can also be broken down by place of the callout. Forty-three percent of these callouts were to a home address, where 55% of those requiring assistance were intoxicated or affected by alcohol. While a similar proportion of callouts were to a public place or road (45%), a higher proportion of those needing assistance were intoxicated or affected by alcohol (69%). Callouts between midnight and 6am accounted for 42% of the total, while 16% of callouts were for people aged 15-17 years.

## COMMITTEE WORK SCHEDULE

**TO:** Community Development Committee

**MEETING DATE:** 2 September 2019

**TITLE:** Committee Work Schedule

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### RECOMMENDATION(S) TO COMMUNITY DEVELOPMENT COMMITTEE

1. That the Community Development Committee receive its Work Schedule dated September 2019.

### ATTACHMENTS

1. Work Schedule [↓](#) 

REF# 8126188

## COMMUNITY DEVELOPMENT COMMITTEE

### COMMITTEE WORK SCHEDULE – SEPTEMBER 2019

Item No.	Estimated Report Date	Subject	Officer Responsible	Current Position	Date of Instruction/ Point of Origin
1	October-2018 June-2019 September 2019	Capacity and Capability Building in the Community Sector	General Manager – Community		1 October 2018 Clause 31-18
2	On hold June-2019 September 2019	Local Alcohol Policy	General Manager – Strategy and Planning	Deferred to following District Plan review	11 December 2017 Clause 36.2
3	April-2019 TBA	Opportunities for use of the St Marks Church site	General Managers, Community / Strategy and Planning	To be negotiated along with research on needs for community centres	Committee of Council 28 May 2018 Clause 3.42
4	August 2019	Annual Report of Strategic Priority Grants	General Manager – Community		6 August 2018 Clause 19.2
5	TBA	Effectiveness of Council's Youth Engagement	General Manager – Community	Transferred to Planning and Strategy	Council 25 March 2019 Clause 22.3
6	TBA	Options for Library Services in Highbury	General Manager – Community	Officers will be working with Te Aroha Noa's new Community Consultation Panel in coming months to shape further joint community engagement	5 June 2015 Clause 10.2