



# 'Alcohol and schools don't mix': Young people and under-age exposure

---

March 2018

Prepared by: Rowan Manhire-Heath (Population Health Advisor)  
With support from the Hawke's Bay District Health Board Population Health and  
Business Intelligence teams  
Please contact: [Rowan.Manhire-Heath@hawkesbaydhb.govt.nz](mailto:Rowan.Manhire-Heath@hawkesbaydhb.govt.nz)

*E whanake te rākau mahuri pokepoke, he rakau  
whakatangatatia*

As a young sapling is moulded, that is the growth of an  
adult tree

## Table of Contents

EXECUTIVE SUMMARY .....	1
HAZARDOUS DRINKING IN HAWKE’S BAY.....	3
YOUNG PEOPLE AND EXPOSURE TO ALCOHOL.....	5
Exposure to parental drinking .....	5
Exposure to alcohol marketing .....	5
<i>Supermarkets</i> .....	6
<i>Sport</i> .....	6
<i>Online advertising</i> .....	6
<i>Schools</i> .....	7
<i>School alcohol policies</i> .....	7
THE POLICY SETTING .....	9
Community views on alcohol.....	9
License oppositions .....	10
PREVALENCE DATA.....	12
HAWKE’S BAY DISTRICT HEALTH BOARD OPPOSITION ACTIVITY .....	15
SUMMARY .....	16
RECOMMENDATIONS.....	17
REFERENCES .....	18
APPENDIX A: DATA TABLES .....	21
APPENDIX B: HBDHB LETTER TO SCHOOLS AND EDUCATIONAL FACILITIES ON APPLICATION OF AN ALCOHOL LICENCE .....	23
APPENDIX C: HBDHB GUIDE TO DEVELOPING A SCHOOL ALCOHOL POLICY .....	24
APPENDIX D: HBDHB SUPPORTING SCHOOLS – HOST RESPONSIBILITY AND ALCOHOL GUIDE.....	27
APPENDIX E: HBDHB SAMPLE HOST RESPONSIBILITY POLICY - SCHOOLS .....	31
APPENDIX F: MINISTRY OF EDUCATION GUIDELINES FOR SCHOOLS – DEVELOPING A POLICY ON THE SALE, SUPPLY AND CONSUMPTION OF ALCOHOL .....	32

## EXECUTIVE SUMMARY

---

Exposure to alcohol during childhood and adolescence—either through witnessing adults drinking or via alcohol marketing—has shown to increase the likelihood of a young person drinking alcohol both at an earlier age, and of drinking more hazardously.

A number of settings where alcohol promotion is pervasive—particularly in respect to the influence on children and young people—are of concern to the Hawke’s Bay District Health Board and these include: supermarkets, in association with sport and online and, most significant to this report, schools and educational settings. The District Health Board’s concern results from the potentially high number of children and young people exposed in these settings. This report will explore exposure to alcohol in these settings, the impact of exposure to alcohol on children and young people<sup>1</sup> and will present data on the prevalence of alcohol use by adults in schools and educational settings in Hawke’s Bay.

A focus on schools is consistent with our DHB’s approach to denormalise alcohol around children. It is important to note that the District Health Board also work to limit off-license availability, density and proximity to sensitive sites such as schools, early education centres (ECEs), churches and marae and challenge the proliferation of outlets in disadvantaged neighbourhoods.

The District Health Board is clear in its position: alcohol and schools do not mix. This stance is supported by a growing body of evidence showing that exposure to alcohol in childhood increases the likelihood of adolescent and hazardous drinking. ‘Exposure’ in the capacity of this report refers to the visual presence and modelling of drinking behaviours as opposed to

the actual consumption of alcohol. This position is shared by Medical Officers of Health throughout New Zealand and is evident in Australia, where concerns have been raised about alcohol’s ‘distinct presence’ in schools (Ward et al., 2014).

Within the recently developed Hawke’s Bay District Health Board *Alcohol Harm Reduction Strategy*, ‘denormalising alcohol use’ is emphasised as imperative to achieving the key outcomes:

- Delayed uptake of drinking by young people
- Reduced hazardous drinking prevalence across the whole Hawke’s Bay population.

Ministry of Education guidelines for schools on the sale and supply of alcohol emphasise that “...schools are a core part of our community and social structure and are important settings for promoting health and wellbeing through education, policies and modelling behaviour” (2016, p.1).

The District Health Board maintain that consumption of alcohol within the school environment reinforces the inaccurate perception that alcohol is a safe product that must be accommodated in all settings. Given the increase in alcohol availability and acceptability in New Zealand society—and the consequent increased harms that are resulting—the school environment represents one setting that must have children’s wellbeing interests at the centre. This is not to downplay the role of other settings or influences on young people’s attitudes and behaviour towards alcohol. However few would argue that schools and ECEs in particular play a very

---

<sup>1</sup> References to children in this report include all young people under the age of 18.

significant symbolic place in children’s lives, where it is expected that children’s, rather than adult’s needs predominate.

Indeed within the United Nations Convention on the Rights of the Child (UNCROC)—a global human rights treaty ratified by the New Zealand government in 1993—the best interests of the child must be a primary consideration “in all actions concerning children, whether undertaken by public or private social welfare institutions, courts of law, administrative authorities or legislative bodies...”. The convention goes on to state that “...parties shall take all appropriate measures, including legislative, administrative, social and educational measures, to protect children from the illicit use of narcotic drugs or psychotropic

substances as defined in the relevant international treaties, and to prevent the use of children in the illicit production and trafficking of such substances.” It can be reasonably argued that some fundraising events in schools using children to promote the sale of alcohol could be seen as a contravention to this article and others under UNCROC.

**The District Health Board has a vision that schools are recognised as significant spaces where the best interests of children are a primary consideration and that they embrace their responsibility to create healthy and safe environments for children and communities by choosing to be alcohol-free.**

We encourage feedback on this report and its subject matter.

**THIS REPORT SEEKS TO:**

1. Highlight the evidence associated with exposure to alcohol and the harm it can cause young people
2. Share data on the prevalence of the sale and supply of alcohol to adults in schools and educational settings in Hawke’s Bay
3. Provide practical recommendations for all stakeholders that support the achievement of the Hawke’s Bay District Health Board’s vision.

## HAZARDOUS DRINKING IN HAWKE'S BAY

---

The Hawke's Bay population as a whole is drinking more hazardously than the rest of New Zealand. The Ministry of Health define hazardous drinking as an established pattern of drinking that carries a risk of harming physical or mental health, or having harmful social effects to the drinker or others. Hazardous drinking is defined by a score of 8 or more on the alcohol screening tool known as AUDIT, the Alcohol Use Disorders Identification Test (Ministry of Health, 2015). Of the approximately 20,000<sup>2</sup> young people aged 15-24 living in the region, over one in two males are drinking hazardously, and almost one in three females<sup>3</sup>, a rate significantly higher than the national average for the same age group (one in four).

Estimates suggest that one in three young people aged 12-16 years engage in binge-drinking (Fortune, et al., 2010). Evidence also shows that young people experience more harm per drink than older adults (The Law Commission, 2010) and that the impact of alcohol on the developing brain (up to the age of 25) is enough to bring about learning and memory difficulties, depression and alcohol dependency problems later in life (Crews, He & Hodge, 2007). Positively, there appears to be a shift emerging in young people's drinking patterns, with more young people choosing not to drink yet the harmful pattern of drinking in those that choose to drink remains unchanged (Ministry of Health, 2015).

A high level of hazardous drinking exists within a region known nationally and globally for its strong and successful wine industry—a major

source of employment and income for Hawke's Bay.

As such, the promotion of the benefits of alcohol production and consumption are likely conveying the message to the population of Hawke's Bay that drinking alcohol is a normal and socially accepted activity that has positive and wide-reaching consequences.

This is in spite of the stark data that shows that up to 800 New Zealanders die from alcohol-related causes each year and that alcohol misuse is associated with over 200 conditions ranging from cancer to osteoporosis and pancreatitis. Further, alcohol-related harm is more than an individual issue as the impact of alcohol consumption on others, such as families, communities and wider society is substantial and is estimated to cost an overall \$6.5 billion each year.

Although the District Health Board understands that not all consequences of drinking alcohol is negative, it is important to ensure messages around safer consumption of alcohol are heard. Many drinkers for example, cannot identify a standard drink (Kerr & Stockwel, 2011).

Many myths about alcohol consumption exist. For example, it is commonly believed that low risk drinking is 'no risk', yet any consumption of alcohol carries a risk. Factors such as; the rate of drinking, body and genetic makeup, gender, age, existing health problems and any medications influence this risk. Also, there is no safe limit in pregnancy.

---

<sup>2</sup> Source data from Stats NZ Subnational population estimates (RC, AU), by age and sex at 30 June 1996, 2001, 2006-17 (2017 boundaries)

<sup>3</sup> 41.1% of age group 15-24 years (or 53.9% males, 30.6% females) in Hawke's Bay (2011-14) as compared with 25.6% for NZ overall for same age group

In order to reduce the prevalence of hazardous drinking—particularly by Hawke’s Bay young people—it is important that the population understands the harm caused by alcohol and

the impact of alcohol exposure on children and young people.

## YOUNG PEOPLE AND EXPOSURE TO ALCOHOL

---

As previously emphasised, a growing body of evidence exists to show that exposure to parental consumption and alcohol marketing directly influences a young person's decision to start drinking alcohol and the amount of alcohol they consume (Anderson et al., 2009; Smith & Foxcroft, 2009; Ryan et al., 2010).

### Exposure to parental drinking

Although little evidence exists that demonstrates the benefits of a child seeing a parent consuming alcohol, the impact of exposure to parental drinking is a highly contested topic. A popular discourse in New Zealand that supports exposure to parental drinking as a method of teaching 'responsible' drinking, references the 'European approach' to alcohol consumption, whereby children are exposed to alcohol consumption via parental drinking and may be given small amounts of alcohol from an early age. Evidence suggests that this is an inaccurate and harmful belief, and instead results in young people more likely to drink hazardously at an earlier age (Kaynak et al., 2014). The belief also precedes and undermines messaging around the harms of alcohol that children may receive through school-based health education or wider health promotion messages.

In October 2017, the Institute of Alcohol Studies Scotland released findings of a study exploring the impact of non-addicted parental drinking on children. The authors found that children who had witnessed their parent tipsy or drunk were less likely to consider their parent as a positive role model, and were more likely to experience negative impacts (such as feeling worried or embarrassed) as a result (IAS, 2017). The same children were also more likely to report a parent being more unpredictable than usual, more argumentative or being less comforting and sensitive (IAS, 2017). These results were the same across all

levels of parental alcohol consumption (from low to high).

Due to the prevalence of hazardous drinking in Hawke's Bay, we can assume that many of the region's schools and early childhood education centres will include families where students will experience the consequences of harmful drinking at home. In addition to the IAS findings, evidence also exists to show an association between hazardous parental alcohol use and child abuse and neglect (Bays, 1990; Freisler, Midanik & Gruenewald, 2004). By being alcohol-free, schools and early childhood education centres can offer a 'safe haven' for these children.

Although the impact of parental drinking on children is significant, other social influences are believed to also play a role in a child's future beliefs and behaviours around alcohol. Bendsten et al. (2013) identified an association between adolescent drunkenness and the levels of alcohol consumption in their community that cannot be explained by parental drinking patterns. Such research provides evidence of the extent of the influence community behaviours have on young people, even when parents role model positive behaviours around alcohol to their children in the home.

### Exposure to alcohol marketing

There is evidence of an association between young people's exposure to alcohol marketing and sponsorship, and subsequent earlier age of initiation to drinking alcohol, increased consumption and increased experience of alcohol-related harm (Bryden et al., 2012; De Bruijn, 2012; De Bruijn et al., 2012; Gordon et al., 2011; Grenard, Dent & Stacy, 2013; Lin et al., 2012).



### *Supermarkets*

Although legislation exists that prohibits the marketing of alcohol to young people (Sale and Supply of Alcohol Act 2012), the presence of alcohol in supermarkets—an outlet regularly visited by children and young people—undermines this safeguard.

Since 1990, the sale of alcohol in supermarkets has heralded the normalisation of alcohol as a commonly used commodity. Recent research from Otago University shows how frequently children are exposed to alcohol marketing in New Zealand supermarkets, recording exposure on 85 percent of study participants' supermarket visits (Chambers et al., 2017). Further, alcohol was found to be located near staple foods such as bread and milk, reinforcing the perception of alcohol as just another ordinary food stuff.

Despite instruction on methods of reducing exposure in supermarkets within the Sale and Supply of Alcohol Act 2012 (SSAA)—such as single alcohol areas (SAA)—it is highly questionable whether the new Act has led to any reduction in exposure (Chambers et al., 2017).

### *Sport*

What is often considered a staple of New Zealand life, sport—is yet another setting where the marketing of alcohol is widespread and participation of children and young people is high. This is in spite of the clear conflicting association of sport—a healthy activity—and alcohol—a product that causes harm.

One New Zealand study found that sports sponsorship by 'unhealthy' industries (alcohol, gambling and unhealthy foods) was twice as common as those sponsored by 'healthy' industries (Maher et al., 2006). The authors also identified rugby as the sport most commonly sponsored by the alcohol industry, a concerning result as this sport is arguably the most popular and high profile in New Zealand. Maher et al. (2006) describe the impact of such

sponsorship as both obscuring the health risk of alcohol while simultaneously promoting consumption.

This phenomenon has been epitomised by a 2017 large scale review of New Zealand Rugby following a series of alcohol-fueled incidents. Although the Research and Responsibility Review received much attention, there appears to be a reluctance to relinquish alcohol sponsorship. Concerns have been raised about the impact of such sponsorship in a report by the New Zealand Law Commission who called alcohol "...an unquestioned adjunct to New Zealander's social, cultural and sporting life for many generations" (2010, p. 37).

In 2014, the Ministerial Forum on Alcohol Advertising and Sponsorship concluded the need to change the sponsorship of sporting, cultural and musical events away from alcohol to reduce youth exposure. The Forum recognised the established evidence that voluntary self-regulation codes by the alcohol industry have not been successful in reducing rates of alcohol consumption among young people (Fergusson & Boden, 2011).

### *Online advertising*

Social media is an emerging platform for the marketing of alcohol, one that is less regulated and importantly, one that is well-used by young people. In New Zealand, advertising of alcohol on television is restricted to hours where young people are not expected to be viewing (after 10pm), there are no such restrictions on online advertising. Young people may also use social media to share stories and images of alcohol consumption and this has the potential to normalise and humourise hazardous drinking. The use of social media to promote alcohol was also highlighted by The Ministerial Forum (Ministerial Forum on Alcohol Advertising & Sponsorship, 2014) whose recommendations have yet to be actioned.

## *Schools*

Evidence suggests that sponsorship of schools by the alcohol industry is already occurring. Sponsorship by alcohol and other 'unhealthy' industries has been identified within school fundraising programmes in New Zealand, particularly sponsorship by trusts and charity organisations, for example pub charities (gambling) and alcohol licensing trusts. Richards et al. (2005) emphasise that the value of an endorsement by schools in exchange for such sponsorship is significant and their study demonstrates the increasing global trend of corporate involvement in schools, a phenomenon that Hawke's Bay is not immune from.

According to Munro et al. (2014), schools and educational settings choose to sell alcohol for one of three purposes:

1. To generate revenue – an example - for immediate consumption at school fundraising events such as school fairs or quiz nights.
2. For celebration such as prize-giving or jubilee celebration.
3. For recreational purposes - an example - student discos, art shows or plays. Alternatively alcohol may be consumed by staff on school camps or at after work drinks.

In the case of purpose 1. above, the District Health Board are aware that schools and educational settings in Hawke's Bay sell and supply alcohol at fundraising events as an easy method of revenue generation. Given that the wine industry is a significant employer in Hawke's Bay, special deals are likely to be struck by parents who work in the industry, facilitating such fundraising opportunities.

Munro et al. (2014) reference anecdotal evidence showing that the likely effects of the presence of alcohol at school fundraising events where children are present in Australia. Notwithstanding, a basic concern is that

parental drinking at such events diverts attention away from children who are (or should be) the primary focus of the event. This relates to both purpose 1. and 3. listed above. Other identified harms include:

- Disruption of children's activities and events
- Public modelling of harmful alcohol consumption
- Violent assault
- Children's embarrassment and shame resulting from parental behaviour
- Division within school communities (Munro et al., 2014).

A further pathway the District Health Board have observed through which young people are exposed to alcohol whilst at school is the sale of alcohol by fundraising students who act as a conduit for, in most cases, a local winery. Additionally, a project promoting and selling alcohol by young people for charity purposes has been celebrated as a successful Young Enterprise Scheme, a New Zealand-wide programme teaching business and enterprise skills to high school students, sponsored by the Lion Foundation.

The ethics of children being used to promote an event because alcohol will be available to consume or as a product in its own right, acting as an intermediary for the industry whether it is for charitable purposes or not, is highly questionable.

It is the Hawke's Bay District Health Board's view that schools currently fundraising by selling alcohol, both on schools grounds and through corporate fundraising schemes, would be better to seek alternative methods of revenue gathering.

## *School alcohol policies*

As stated by the Ministry of Education, "*there is no legal reason to stop alcohol being consumed on school sites*", school Boards of

Trustees are required to provide safe environments for students (Ministry of Education, 2017a). One way of achieving this is for educational settings to create a policy on the sale, supply and consumption of alcohol.

According to Ministry of Education's guidelines (see Appendix E), an alcohol policy can:

- “outline the school’s approach to the sale, supply and consumption of alcohol
- highlight the school’s alcohol prevention and intervention strategies

- be developed in partnership with the school’s wider community to ensure that it reflects the community values, philosophies, ethos, goals and lived experiences” (2016, p.1).

It is a vision of the Hawke’s Bay District Health Board that all schools and educational settings in the region develop and implement their own ‘alcohol policy’. An essential part of the development of an alcohol policy is community consultation to determine the values and views of the community in relation to alcohol.

## THE POLICY SETTING

---

Alcohol regulation and governance within Hawke's Bay is the responsibility of the four Councils: Napier City Council, Hastings District Council, Wairoa District Council and Central Hawke's Bay District Council. Under the Sale and Supply of Alcohol Act, 2012, all Councils are encouraged to develop and implement a Local Alcohol Policy that sets in place rules around the sale and supply of alcohol in their geographical area to include; hours of sale, the location of licensed premises and conditions and restrictions on licenses where necessary<sup>4</sup>. As evidenced within the Tasman District Local Alcohol Policy, a discretionary rule can be included that stipulates what is deemed acceptable and unacceptable use of alcohol in school settings<sup>5</sup>.

Councils may also choose to have an 'alcohol strategy' that provides direction for the work required to reduce alcohol-related harm. Napier City and Hastings District Councils are in the process of revising their 2011 Joint Alcohol Strategy. Listed as an objective within both versions of the strategy is to '*foster safe and responsible events and environments*'. Additionally, '*young people (including under-age drinkers)*' are listed as an 'at risk group'.

A positive example of this is the local iwi, Ngāti Kahungunu, who choose to keep all events alcohol-free as a way of enhancing the environment for whānau growth and wellbeing (as per strategic outcome 1.3 of Te Ara Toiora O Ngāti Kahungunu 2007-2026 (2006): 'Wellbeing of whānau flourishes as Kahungunu'). Such a move has not diminished the popularity or attendance and role models

---

<sup>4</sup> At the time of writing this report, Central Hawke's Bay are implementing their Local Alcohol Policy, while Napier City and Hastings District Councils have developed a joint provisional policy. Wairoa District Council are in the early stages of developing a Local Alcohol Policy for their area.

to the community that fun can be had without alcohol.

A further objective within Councils' Joint Strategy is to '*change attitudes towards alcohol to reduce tolerance for alcohol harms*', a goal that is highly relevant to this report. Although changing attitudes about what is socially acceptable is challenging, encouragement and lessons can be learnt from the smokefree movement where, over the past five decades, smoking has moved from a normalised and accommodated activity, to one that is highly regulated and widely unacceptable in most settings. Strong political will and policy were critical to this attitude shift.

It is hoped that local Councils will show leadership and support the District Health Board's stance on the sale and supply of alcohol by schools and educational settings in Hawke's Bay.

### Community views on alcohol

A number of data sources provide a helpful insight into the attitudes and beliefs of members in the Hawke's Bay community around alcohol access and the impact of alcohol in their community.

The recently released 'Attitudes and Behaviours Towards Alcohol – Hawke's Bay Regional Analysis' from the Health Promotion Agency reported that 35 percent of respondents agreed that 'some licensed premises are too close to public facilities like schools', demonstrating an awareness of safety issues surrounding alcohol outlets. Half of

<sup>5</sup> It is writ within Tasman District Council's Local Alcohol Policy as a discretionary condition that, "*No school fete, gala or similar event held on school grounds at which the participation of children can be reasonably expected shall allow for the consumption of alcohol on the premises*" (2.3.3)

respondents agreed or strongly agreed with the statement: 'there are places I no longer go to because of others' behaviour when drinking'.

Perhaps as a response to the high level of hazardous drinking in the region, data from a Hawke's Bay regional community survey (conducted in 2015) show that almost two-thirds (62 percent) of those interviewed felt that alcohol had a negative impact on their community. Results from the same survey indicated that 56 percent want fewer bottle stores and almost 80 percent wanted more alcohol-free entertainment.

### The role of the District Health Board in alcohol regulation

Under the Act, if a school (or other event holder) wishes to hold an event that sells or supplies alcohol they are required to apply for a 'special licence'. The Medical Officer of Health<sup>6</sup> has a statutory reporting role for licensing decisions that occur at a legislative level. As a requirement of the Sale and Supply of Alcohol Act 2012, Medical Officers of Health are required to submit a report with their views on the application to the District Licensing Committee, who ultimately make the decision on whether a licence should be granted or not.

The District Health Board is also involved with providing health promotion advice and support to schools. On receipt of an alcohol licence application<sup>7</sup> involving a school or educational setting, a Health Protection Officer will contact the applicant to obtain further information on whether the event is on school grounds and whether children are present. If children are present, they will talk with the applicant,

---

<sup>6</sup> Medical Officers of Health are medical doctors who have specialised in public health medicine. They are designated under the 1956 Health Act by the Director General of Health to improve, protect and promote the health of the population in their district.

questioning whether alcohol is needed at the event.

The following documents are supplied to all applicants of licenses that are connected to school grounds or an education setting:

- A letter from the District Health Board listing the resources available for schools and educational settings including contact details for further information (Appendix A)
- A guide to developing a school alcohol policy (Appendix B)
- A 'quick reference' host responsibility guide, should applicants decide to sell or supply alcohol at their event (Appendix C)
- A sample 'Host Responsibility Policy' (Appendix D)
- Ministry of Education guidelines on the sale, supply and consumption of alcohol (Appendix E).

### Licence oppositions

Medical Officers of Health throughout New Zealand are unanimous in their view that alcohol consumption by adults (particularly parents) on school grounds causes indirect harm to children. Australian health officials are also concerned with this phenomenon and struggle, as health in New Zealand does, with the inconsistent and ambiguous guidelines that currently exist around alcohol use on school property (Ward et al., 2014).

Some progress has been achieved in Australia with the New South Wales policy stating firmly that:

*"Alcohol must not be consumed or brought to school premises during school hours. This*

<sup>7</sup> Hawke's Bay District Health Board use a database called Healthscape to record all alcohol license applications.

*includes employees, students and visitors and other people who use school premises. The consumption of alcohol is not permitted at any school function (including those conducted outside school premises) at any time when school students, from any school are present” (Ward et al., 2014).*

Unfortunately, oppositions by Medical Officers of Health throughout New Zealand have had mixed results, largely due to the expectation for health professionals and communities to prove that indirect harm will occur (as opposed to the licence applicant proving that it won't).

Section 4(2) of the Sale and Supply of Alcohol Act defines harm as “...any harm to society generally or the community, directly or indirectly caused, or indirectly contributed to by any crime, damage, death, disease, disorderly behaviour, illness or injury”. Although the Act emphasises both direct and indirect harm caused by alcohol in its definition of alcohol-related harm, it appears that indirect harms are poorly understood by District Licensing Committees due to the limited success of Medical Officers of Health who have objected on the grounds of the potential for the licence to cause indirect harm.

Providing evidence of direct harm, for example where there is a correlation between a licensed event and the number of associated admissions to an emergency department

following an event is relatively simple. Indirect harm, such as the role modelling of adults at a school event, requires robust and peer reviewed literature to prove an association with, for example, subsequent behaviours of young people.

In 2013, Elm Grove School in Mosgiel applied for a special licence to sell alcohol gifted by a parent for the purpose of raising funds for the school. The Elm Grove School decision<sup>8</sup> however, demonstrates recognition by a District Licensing Committee of the indirect harm caused by the sale and supply of alcohol on school grounds. The Committee remarked that:

*“It must be noted first that New Zealand is moving into a more restrictive era with regards to alcohol licensing. The object of the Act now considers not only the sale and supply of alcohol but also the consumption of alcohol. The Committee was mindful that the Act imposes tighter controls and greater responsibility on the decision makers”.*

The Committee noted that the views of the Medical Officer of Health concerning the adverse effects of parental modelling were supported by research. On the basis of the ‘overpowering evidence’ of the Medical Officer of Health, the Committee declined the application.

---

<sup>8</sup> Application no. SP-300-2013

## PREVALENCE DATA

### Total number of special licenses in Hawke’s Bay

Table 1: Total special license applications received relating to schools or educational settings (March 2014-October 2017)

Table 1 illustrates 139 applications have been included in this analysis and the total number of special licenses granted each year. These licenses are included as they have an association with an educational setting: either the event was on school grounds or the application was submitted by a Board of Trustees, Primary Teachers Association (PTA) or staff member.

Applications for special licenses were received from only 50 of the 351 educational settings in Hawke’s Bay, demonstrating that the majority of schools are choosing not to utilise alcohol for revenue gathering, celebration or leisure purposes (Hammond, 2014). This is a positive finding and challenges the argument that alcohol is needed for schools to host successful fundraising events.

Year	Number
2014	25
2015	37
2016	45
2017	32
<b>Total:</b>	<b>139</b>

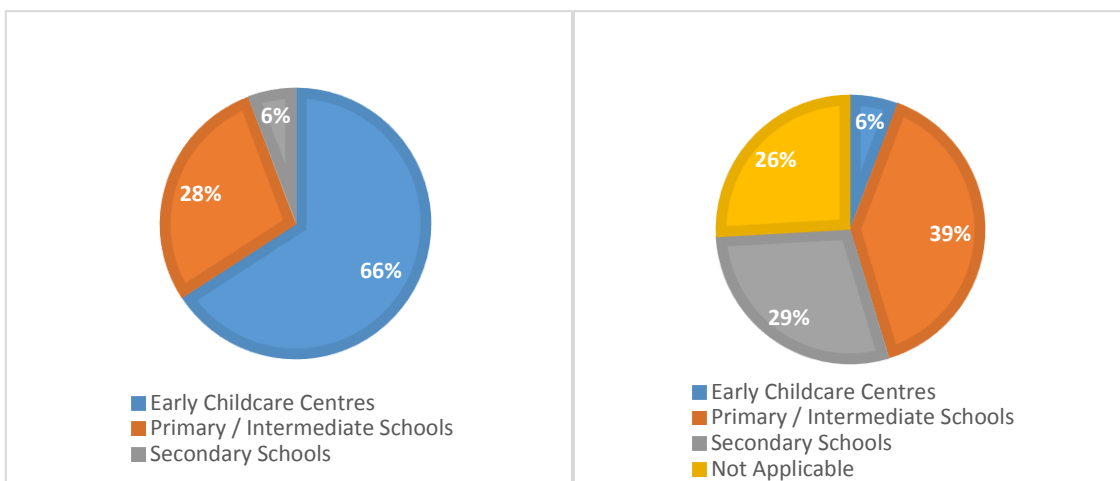
### Type of school submitting applications for a special licence

Figures 1 and 2 illustrate when a number of educational settings are taken into account, secondary schools had the highest number of applications per education setting despite making up only 6 percent of educational

settings in Hawke’s Bay. Fewer applications were received from early childhood education centres, despite having the largest proportion of educational settings in Hawke’s Bay (66 percent).

Figure 1: Proportion of educational settings in Hawke’s Bay by type

Figure 2: Proportion of applications from schools by type of educational setting



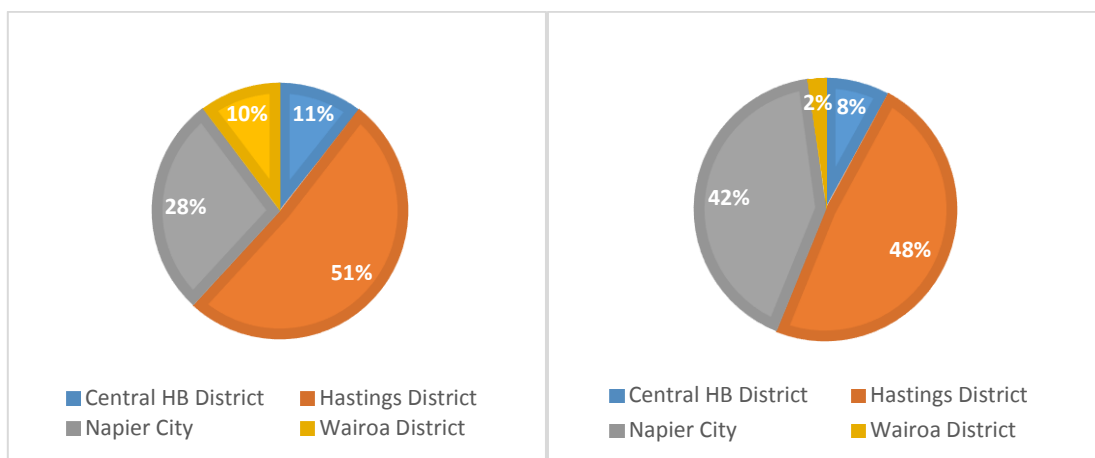
### Location of schools submitting applications for a special licence

Figures 3 and 4 compare the proportion of educational settings by Territorial Local Authority (TLA) with the proportion of applications from educational settings by TLA over the four year period. As shown, although the Hastings District has the highest proportion of educational settings (51 percent), only 48

percent of applications came from the Hastings District TLA. Napier City in comparison accounts for 42 percent of applications yet only 28 percent of educational settings in Hawke’s Bay in are located in this TLA. Source data is provided in Appendix A.

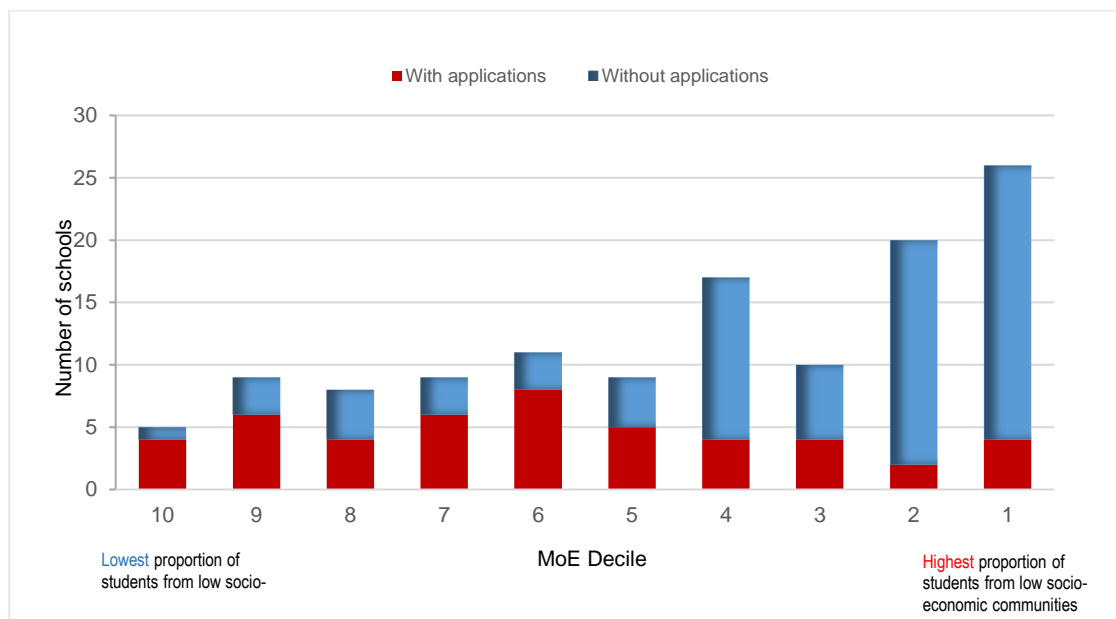
Figure 3: Proportion of Hawke’s Bay educational settings by Territorial Local Authority

Figure 4: Proportion of applications submitted by schools by Territorial Local Authority



### School decile rating and special licence applications

Figure 5: Number of schools with and without a history of special license applications by school decile rating



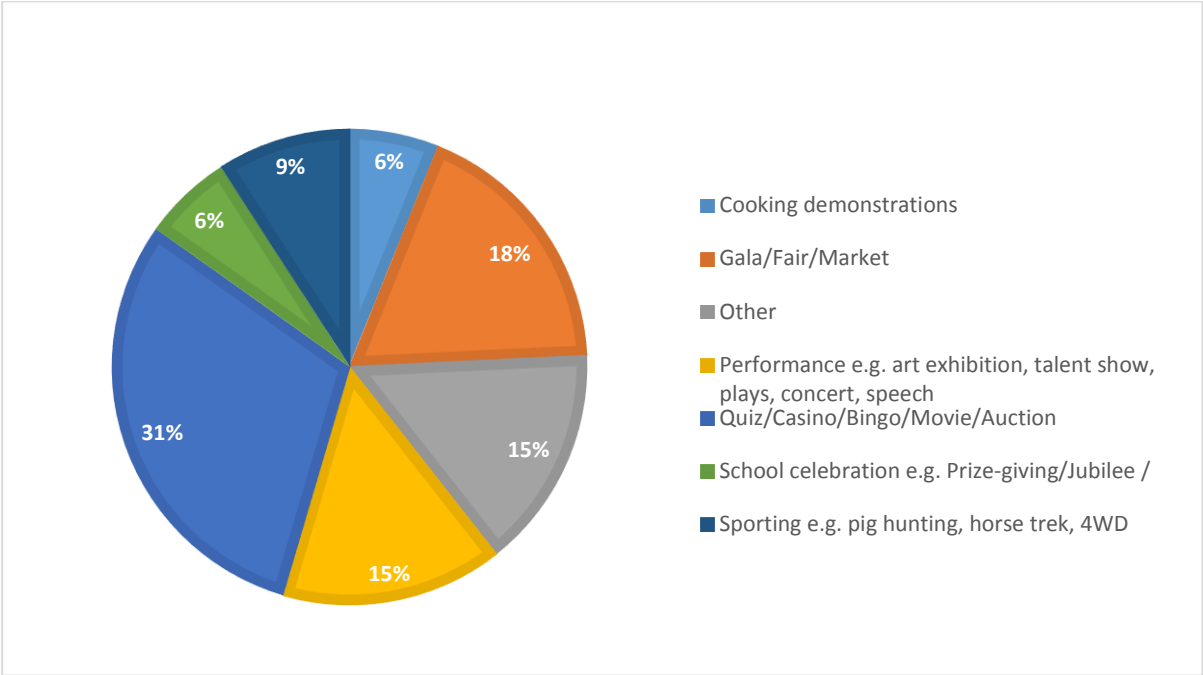


The Ministry of Education ‘deciles’ are a measure of the socio-economic position of a school’s student community relative to other schools throughout New Zealand (Ministry of Education, 2017b). Figure 5 demonstrates the number of applications received and the corresponding decile rating of the applicant/schools (source data is provided in Appendix A). Figure 5 also shows the number of schools without any history of applying for a special licence. From this data, a trend showing higher numbers of higher decile schools applying for special licenses is apparent. It also

shows the inverse of this trend for the decile rating of all primary and secondary schools with a history of no applications for special licenses (source data is provided in Appendix A). It is important to note that decile measure are used to calculate the levels of funding each school receives. Broadly put, the lower the decile, the more funding a school will receive. Whether funding pressures in higher decile schools plays a role in the pattern evident in Figure 5 is unclear and further consultation is required.

**Type of event and notification of attendance by minors**

*Figure 6: Attendance by children for event type where alcohol licence was granted*



Special licence applications were submitted for a diverse range of events. The numbers listed in Figure 6 represent events where alcohol was sold or supplied to adults. From the category of events listed in Figure 6, the most likely to expect the attendance of minors were; quiz, casino, bingo or movie nights or auctions. Although applications that explicitly state that

minors (those under 18) will be attending are small, anecdotal evidence suggests that children are attending events that may not have indicated so on the special licence application form. Additionally, initial data collection did not capture this information and therefore underestimates are expected.

## HAWKE'S BAY DISTRICT HEALTH BOARD OPPOSITION ACTIVITY

---

At the time of writing this report, a total of four applications had been opposed by a Medical Officer of Health. All events were family-focused, held on school grounds and children were in attendance. Of these oppositions, three related to the same school hosting the same event over three consecutive years. Oppositions were made on the grounds that the events were contrary to the object of the Sale and Supply of Alcohol Act 2012, relating to inappropriate consumption, nature of the event and the risk of indirect harm to young people.

Despite Medical Officer of Health's oppositions, the District Licensing Committee involved granted special licenses for all four events with similar conditions on the licenses. Examples of conditions placed on these licenses include:

- i) *Persons under the age of 18 shall not be served at the beer and wine outlet (including non-alcoholic beverages)*
- j) *Alcohol may be sold in the following types of containers only: - plastic vessels.*

Although only a small percentage of the total licence applications received were opposed by the Medical Officer of Health, the Medical Officer of Health and delegates have regularly proposed changes to the licence application (ergo the event) following discussions with the applicant. In most cases, further conditions were advised in order to reduce the risk of alcohol-related harm. Unfortunately, in many

cases, the applicant had already promoted the event after submitting their application, creating a challenge situation to make any changes to the event.

The following is an example of advice provided by the Medical Officer of Health in response to an application for a children's art exhibition:

*We requested further information from the applicant and note the following key points:*

- *Whilst children are present to welcome guests and discuss their art work, we understand that they will not be directly involved in serving alcohol.*
- *Alcohol will only be sold and served from the bar area children will not be in the bar area.*
- *The ticket price includes one standard drink of any type and food/nibbles provided throughout the night.*
- *That the main focus of the event is art and not alcohol.*

*Whilst we don't oppose this application for the above reasons, we do encourage the School to consider making this event alcohol free in the future. We have provided the applicant with some of our resources relating to schools and alcohol including a sample 'Host Responsibility Policy' for schools. Please find a copy of these three resources attached for your information.*

The Medical Officer of Health has indicated that oppositions to applications for future events held on school grounds where children are present will increase substantially.

## SUMMARY

---

In view of the high prevalence of hazardous drinking in Hawke's Bay, it is apparent that rangatahi (young people) are living in what McCreanor et al. (2008) call an 'intoxigenic environment'. This means an environment that normalises and accommodates alcohol consumption in all settings, allows the sale of alcohol at almost all times of day and in most premises (irrespective of who may also frequent those premises) and enables the widespread marketing of alcohol. In such an environment, it is essential that schools and educational settings are maintained as a setting where children are protected from exposure to alcohol and where their rights are paramount.

Evidence suggests that children are not only influenced by their parents and caregivers drinking patterns, but also those of the community in which they live (Bendsten et al., 2013). Schools and educational settings are an inherent part of all communities in New Zealand, and therefore have a role to play in creating a safe space for children to experience life without alcohol. As cited above, much work also is occurring in other settings where alcohol-related harm is experienced, particularly in those that contribute most to health inequities.

It appears that many schools in Hawke's Bay are proving that school community events can be social, fun and financially benefit the school or educational setting without the need for alcohol to be supplied.

The Hawke's Bay District Health Board intends to increase its opposition to special licence applications for events that are held on schools grounds and at which children are expected to be present as a result of this report and its

findings. Positively, it appears only a small number of schools continue to hold these events, and the Hawke's Bay District Health Board are optimistic that a vision of no licenses coming from schools or educational settings can be achieved. Such events, as demonstrated by the evidence within this report, promote and normalise alcohol use and are likely causing indirect harm to children and young people. Recognising and ameliorating exposure of alcohol to children and young people in this setting will contribute to the reduction in hazardous youth drinking levels in Hawke's Bay – a key objective of the Hawke's Bay District Health Board Alcohol Harm Reduction Strategy.

Strong leadership has been demonstrated by Ngāti Kahungunu Iwi who, as mentioned earlier, maintain a strong position around alcohol and demonstrate that successful and popular events can be alcohol and tobacco free. This stance and these events provide great role-modelling for our communities and challenge other organisations to make the same commitment.

As emphasised by Hammond (2014), Boards of Trustees must recognise their role in normalising alcohol consumption through their willingness to use it to fundraise. The District Health Board acknowledge however, that schools and educational settings must be supported to be alcohol-free and understand the impact on children and young people of exposure to alcohol. Working in collaboration with the Ministry of Education, Councils and educational settings to reduce exposure to young people is essential if we are to deliver consistent messages around alcohol harms and 'turn the curve' on our poor alcohol-related health statistics in Hawke's Bay.

## RECOMMENDATIONS

---

The District Health Board has a vision that schools in Hawke's Bay are recognised as significant spaces where the best interests of children are a primary consideration and that

they embrace their responsibility to create healthy and safe environments for children and communities by choosing to be alcohol-free.

### How can Hawke's Bay achieve this?

#### Health

- Share health information with the Hawke's Bay population on the harms caused by alcohol, with particular attention to Boards of Trustees, school staff and parents
- Continue to oppose to special license applications for events held on school grounds that children are expected to attend

#### Councils

- Host and advocate for more alcohol-free and family friendly events in Hawke's Bay
- Provide discounted alternative venues for schools that choose to sell and supply alcohol at their fundraising events – a great way to keep school grounds alcohol-free 24/7

#### Education sector

- Develop an Alcohol Policy that represents your school's community (for a template and guide visit: <http://ourhealthhb.nz/healthy-communities/alcohol/alcohol-and-schools/>)
- Get creative with other ways to fundraise – the DHB is producing a resource to help

#### Everybody

- Support by attending alcohol-free events in the region
- Talk to your child's school or ECE about alcohol – does their approach fit with the values of the community?
- Share your concerns about alcohol in your region with the District Health Board. Email us at [healthpromotion@hbdhb.govt.nz](mailto:healthpromotion@hbdhb.govt.nz)

## REFERENCES

---

- Anderson, P., de Bruijn, A., Angus, K., Gordon, R., & Hastings, G. (2009). Impact of alcohol advertising and media exposure on adolescent alcohol use: A systematic review of longitudinal studies. *Alcohol and Alcoholism*, 44(3).
- Bays, J. (1990). Substance abuse and child abuse: Impact of addiction on the child. *Pediatric Clinics of North America*, 37(4), 881-904.
- Bryden, A., Roberts, B., McKee, M., & Pettigrew, M. (2012). A systematic review of the influence on alcohol use of community level availability and marketing of alcohol. *Health Place*, 18(2), 349-357.
- Chambers, T., Pearson, A.L., Stanley, J., Smith, M., Barr, M., Ni Mhurchu, C., & Signal, L. (2017). Children's exposure to alcohol marketing within supermarkets: An objective analysis using GPS technology and wearable cameras. *Health & Place*, 46.
- Crews, F., He, J., & Hodge, C. (2007). Adolescent cortical development: A critical period of vulnerability for addiction. *Pharmacology Biochemistry and Behavior*, 86(2).
- De Bruijn, A. (2012). Exposure to online alcohol marketing and adolescents' binge drinking: A cross-sectional study in four European countries. In P. Adderson, F. Braddick, J. Reynolds, & A Gual (Eds.), *Alcohol policy in Europe: Evidence from AMPHORA*
- De Bruijn, A., Tanghe, J., Beccaria, F., Bujalski, M., Celata, C., Gosslet, J., Schreckedberg, D. & Slowdonik, L. (2012). Report on the impact of European alcohol marketing exposure on youth alcohol expectancies and youth drinking. *Alcohol Measures for Public Health Research Alliance (AMPHORA)*.
- Fergusson, D., & Boden, J. (2011). *Improving the transition: Reducing social and psychological morbidity during adolescence. A report from the Prime Minister's Chief Science Advisor*. Auckland: Office of the Prime Minister's Science Advisory Committee.
- Freisler, B., Midanik, L., & Gruenewald, P.J. (2004). Alcohol outlets and child physical abuse and neglect: Applying routine activities theory to the study of child maltreatment. *Journal of Studies on Alcohol*, 65, 586-592.
- Grenard, J.L., Dent, C.W., & Stacy, A.W. (2013). Exposure to alcohol advertisements and teenage alcohol-related problems. *Pediatrics*, 131(2), 369-379.
- Hay, G.C., Whigham, P.A., Kypri, K., & Langley, J.D. (2009). Neighbourhood deprivation and access to alcohol outlets: A national study. *Health Place*, 15(4).

- Health Promotion Agency, 2017. *Attitudes and behaviours towards alcohol survey 2013/14 to 2015/16: Hawke's Bay regional analysis*. Wellington: Health Promotion Agency. Available at <https://www.hpa.org.nz/research-library/research-publications/2013-14-to-2015-16-attitudes-and-behaviour-towards-alcohol-survey-hawkes-bay-regional-analysis>
- Institute of Alcohol Studies, (2017). *Like sugar for adults: The effect of non-dependent parental drinking on children and families*. Available at <http://www.ias.org.uk/uploads/pdf/IAS%20reports/rp28102017.pdf>
- Kaynak, Ö., Winters, C., Cacciola, J., Kirby, C., & Arria, M. (2014). Providing alcohol for underage youth: what messages should we be sending parents? *Journal of Studies on Alcohol and Drugs*, 75(4), 590-605
- Kerr, W.C, & Stockwel, T. (2012). Understanding standard drinks and drinking guidelines. *Drug and Alcohol Review*, 31(2), 200-205.
- Lewis, A. (2013). Alcohol-related injury attendances to Hastings Regional Hospital Emergency Department. *Hawke's Bay District Health Board* (unpublished).
- Lin, E., Casswell, S., You, R., & Huckle, T. (2012). Engagement with alcohol marketing and early brand allegiance in relation to early years of drinking. *Alcohol Research & Theory*, 20(4), 329-338.
- Maher, A., Wilson, N., Signal, L., & Thomson, G. (2006). Patterns of sports sponsorship by gambling, alcohol and food companies: An internet survey. *BMC Public Health*, 6(95). <https://doi.org/10.1186/1471-2458-6-95>
- McCreanor, T., Barnes, H.M., Kaiwai, H., Borrell, S., Gregory, A. (2008). Creating intoxicogenic environments: Marketing alcohol to young people in Aotearoa New Zealand. *Social Science Medicine*, 67(6). doi: 10.1016/j.socscimed.2008.05.027
- Ministry of Education – Te Tāhuhu o te Mātauranga. (2016). *Guidelines for schools: Developing a policy on the sale, supply and consumption of alcohol*. Retrieved from <https://www.education.govt.nz/assets/Uploads/Alcohol-Guidance-for-Schools.pdf>
- Ministry of Education – Te Tāhuhu o te Mātauranga. (2017a). *The national administration guidelines (NAGs)*. Retrieved via <http://www.education.govt.nz/ministry-of-education/legislation/nags/#NAG5>
- Ministry of Education – Te Tāhuhu o te Mātauranga. (2017b). *School deciles*. Retrieved from <https://www.education.govt.nz/school/running-a-school/resourcing/operational-funding/school-decile-ratings/>

Ministry of Health - Manatū Hauora. (2015). *Hazardous drinking in 2011/12: Findings from the New Zealand Health Survey*. Retrieved from <https://www.health.govt.nz/publication/hazardous-drinking-2011-12-findings-new-zealand-health-survey>

New Zealand Law Commission, 2010. *Alcohol in our lives: curbing the harm. A report of the review of the regulatory framework for the sale and supply of liquor*. Report 114. Wellington: New Zealand Law Commission. Available at <http://www.lawcom.govt.nz/sites/default/files/projectAvailableFormats/NZLC%20R114.pdf>

Ngāti Kahungunu Iwi Incorporated (2006). *Te Ara Toiora o Ngāti Kahungunu 2007-2026*.

Richards, R., Darling, H., & Reeder, A.I. (2005). Sponsorship and fund-raising in New Zealand schools: Implications for health. *Australian New Zealand Journal of Public Health*, 29(4).

Ryan S.M., Jorm, A.F., & Lubman, D.I. (2010). Parenting factors associated with reduced adolescent alcohol use: A systematic review of longitudinal studies. *Australian New Zealand Journal of Psychiatry*, 44(9), 774-83.

Sale and Supply of Alcohol Act 2012. Retrieved 22 November 2017, from <http://www.legislation.govt.nz/act/public/2012/0120/84.0/DLM3339333.html>

Smith, L.A., & Foxcroft, D.R. (2009). The effect of alcohol advertising, marketing and portrayal on drinking behaviour in young people: systematic review of prospective cohort studies. *BMC Public Health*, 9(51).

Ward, B.M., Buykx, P., Munro, G., Hausdorf, K., & Wiggers, J. (2014). Review of policies and guidelines concerning adults' alcohol consumption and promotion in Australian government schools. *Health Promotion Journal of Australia*, 25, 125-128.

## APPENDIX A: DATA TABLES

### ***Educational setting by type***

(A graph and narrative of this data is available on page 14)

<b>Educational Setting Type</b>	<b>Total number of applications</b>	<b>Number of educational settings</b>	<b>Rate per 100 educational settings</b>
Early Childcare Centres	8	231	3.5
Primary / Intermediate Schools	55	100	55.0
Secondary Schools	40	20	200.0
Not Applicable	36		
<b>Total:</b>	<b>139</b>	<b>351</b>	

### ***Applications by Territorial Local Authority***

(A graph and narrative of this data is available on page 15)

<b>Territorial Local Authority</b>	<b>Total number of applications</b>	<b>Number of educational settings</b>	<b>Rate per 100 educational settings</b>
Central HB District	11	37	29.7
Hastings District	67	180	37.2
Napier City	58	98	59.2
Wairoa District	3	36	8.3
<b>Total:</b>	<b>139</b>	<b>351</b>	

### ***Decile rating for schools that have applied for a special license***

(A graph and narrative of this data is displayed on page 15)

	<b>Ministry of Education School Decile</b>	<b>Total number of applications</b>
Lowest proportion of students from low socio-economic communities	<b>10</b>	16
	<b>9</b>	26
	<b>8</b>	12
	<b>7</b>	14
	<b>6</b>	19
	<b>5</b>	12
	<b>4</b>	12
	<b>3</b>	12
	<b>2</b>	2
Highest proportion of students from low socio-economic communities	<b>1</b>	7
	Not known	7
	<b>Total</b>	<b>139</b>



**Decile rating for schools with a history of no applications for special licenses**

(A graph and narrative of this data is displayed on page 16)

	Ministry of Education School Decile	Number of schools with NO Applications
Lowest proportion of students from low socio-economic communities	10	1
	9	3
	8	4
	7	3
	6	3
	5	4
	4	13
	3	6
	2	18
Highest proportion of students from low socio-economic communities	1	22
	<b>Total</b>	<b>77</b>

**Type of event by attendance of minors (under 18 years of age)**

(A graph and narrative of this data is available on page 17)

Event Type	Minors Attending			
	Y	N	U	Total
Cooking demonstrations	2	0	0	2
Gala/Fair/Market	6	0	1	7
Other	5	10	9	24
Performance e.g. art exhibition, talent show, plays, concert, speech	5	5	3	13
Quiz/Casino/Bingo/Movie/Auction	10	58	6	74
School celebration e.g. Prize-giving/Jubilee /	2	8	1	11
Sporting e.g. pig hunting, horse trek, 4WD	3	2	0	5
Not Known	1	0	2	3
<b>Total:</b>	<b>34</b>	<b>83</b>	<b>22</b>	<b>139</b>

## APPENDIX B: HBDHB LETTER TO SCHOOLS AND EDUCATIONAL FACILITIES ON APPLICATION OF AN ALCOHOL LICENCE



16 January 2015

All Principals and Board of Trustees  
Hawke's Bay Schools

Dear Principals and Board of Trustees

### Alcohol and Educational Facilities

The recently introduced Sale and Supply of Alcohol Act (2012) has a strong emphasis on improving New Zealand's drinking culture and reducing alcohol-related harm. The District Health Board has a key role in promoting host responsibility at functions and events where alcohol is supplied or sold.

Increasing access to and availability of alcohol are key drivers for increasing alcohol harm in our community. There is no evidence that 'normalising' drinking – even with the best intentions of promoting more 'sensible' drinking – reduces alcohol harm. From conception through to adolescence, exposure to alcohol has the potential both to cause and be associated with a range of negative outcomes for children.<sup>1</sup>

We have prepared a set of resources for schools and educational facilities. These aim to generate discussion within your school, including with your Board of Trustees, to develop an alcohol policy for the school and to decide if, or when, alcohol will play a part in school events.

We attach the following three documents for you:

- *School Alcohol Policy – Supporting Schools*: a guide to developing a school alcohol policy
- *Supporting Schools – Host Responsibility and Alcohol*: a quick reference host responsibility guide, should you decide to have alcohol available at events
- *Sample Host Responsibility Policy*: a template to use for events where alcohol is available.

If you would like more copies of these resources or would like to talk with us about host responsibility and alcohol use, please contact Michele Grigg, Population Health Advisor, on 06 834 1815 extension 4297. We are also more than happy to attend one of your Board of Trustees meetings.

You can find more information at [www.alcohol.org.nz](http://www.alcohol.org.nz).

Yours sincerely

Dr Caroline McElroy  
Director of Population Health/Health Equity Champion  
Medical Officer of Health

<sup>1</sup> Law Commission. 2010. *Alcohol in Our Lives: Curbing the harm*. Wellington: Law Commission.

### Population Health

Phone 06 87 8 8109. Fax 06 834 1816. Email: [caroline.mcelroy@hbdhb.govt.nz](mailto:caroline.mcelroy@hbdhb.govt.nz)  
Private Bag 9014, Hastings, New Zealand. Website: [www.hawkesbaydhb.govt.nz](http://www.hawkesbaydhb.govt.nz)

# DEVELOPING A SCHOOL ALCOHOL POLICY



## Introduction

This guide provides information for developing an alcohol policy for your school or educational facility. Having a school alcohol policy means everyone is clear about if and when alcohol will be made available on your premises or at school events.

Schools have an obligation to provide a safe environment for their students. Increasing access to and availability of alcohol is a key driver in increasing alcohol harm in our community. This guide gives you tips and pointers for developing your alcohol policy.

The Hawke's Bay DHB feels very strongly that alcohol should not be on school grounds when children are present. It is widely understood that schools act as role-models for children, families and communities. Allowing alcohol to be sold or promoted in a setting where minors are present further normalises alcohol use in every day settings.

*Please note that the District Health Board's Medical Officer of Health is likely to oppose a school alcohol licence application if children are likely to be present at the event for which the licence is being applied for.*

**We recommend your Board of Trustees works with staff, relevant school committees and the parent teacher association (PTA) to develop an alcohol policy for your school or facility. The policy should reflect the intentions of the Sale and Supply of Alcohol Act 2012.**

---

## Why have a school alcohol policy?

Educational facilities have an important role in our society. They are a core part of our community and social structure. Schools are required to provide a safe physical and emotional environment for students. They are also required to fully comply with any legislation to ensure the safety of students and employees.

While alcohol may be seen as a normal part of socialised behaviour, normalisation has led to the acceptance of excessive consumption. Alcohol consumption in the presence of minors further reinforces this. There is no evidence that 'normalising' drinking – even with the best intentions of promoting more sensible drinking – reduces alcohol harm. Instead it offers greater access to alcohol by those most likely to be affected by alcohol harm.

**Your school might like to consider being both alcohol-free and smoke-free – to create a special place in your community where children will feel safe, knowing that parents and caregivers will not be drinking or smoking on school premises.  
If you apply for a liquor licence we will ask to see your alcohol policy.**

---

## Points to consider

The Ministry of Education suggests that schools have an alcohol policy.<sup>[1]</sup>

You might like to discuss these questions when considering your policy:

- a) Does having alcohol available on school premises or at school events have any benefit to our school community?
- b) Does it have any benefit to the children in our community?
- c) How does our school/educational setting contribute to reducing alcohol harm in our community?
- d) What example do we want to set for our children and community?
- e) How can we support the intention of the Sale and Supply of Alcohol Act 2012?

Having a policy means everyone in the school community is clear about the place of alcohol in their school/educational facility.

---

## PROMPTS

### For developing your school alcohol policy

- How does your school or educational facility promote a healthy and safe environment in relation to alcohol?
  - If alcohol is provided and/or consumed, are the six key principles of Host Responsibility followed?<sup>[2]</sup>
  - Is alcohol consumed when adults or staff have responsibility for student welfare?
  - Will alcohol be permitted at times of the day/week when students are not on school grounds? Will it be provided if children are present?
  - Is alcohol permitted at staff social functions at school? If alcohol is available, are non-alcoholic drinks, water, and food also available? Are adults asked to drink sensibly and moderately? Is alcohol served to or by students?
  - Is alcohol sold on the school property for the purposes of raising money where minors have access to alcohol?
  - Is alcohol offered as prizes at functions or in raffles? Note this is prohibited under the Gambling Act 2003.<sup>[3]</sup>
  - Is it clear that no staff member, while acting in the capacity of a staff member, shall give alcohol to a student or enable a student to obtain alcohol?
  - Do staff make sure that they do not provide students with alcohol (unless the student is their child – in accordance with the Act) or consume alcohol with students in a situation that may bring the school into disrepute?
  - How frequently will the policy be reviewed?
  - Who is responsible for the policy?
- 

<sup>9</sup> Electronic version available online at <http://ourhealthhb.nz/healthy-communities/alcohol/alcohol-and-schools/>

## Contacts

We are here to help. Feel free to contact us with any questions about your school alcohol policy.

### **Hawke's Bay District Health Board**

Population Health: ph 06 834 1815, [liquorlicensing@hbdhb.govt.nz](mailto:liquorlicensing@hbdhb.govt.nz)

### **District Licensing Inspectors**

Napier City Council: ph 06 834 4154, [info@napier.govt.nz](mailto:info@napier.govt.nz)

Hastings District Council: ph 06 871 5000, [council@hdc.govt.nz](mailto:council@hdc.govt.nz)

Wairoa District Council: ph 06 838 7309, [administrator@wairoadc.govt.nz](mailto:administrator@wairoadc.govt.nz)

Central Hawke's Bay District Council: ph 06 857 8060, [info@chbdc.govt.nz](mailto:info@chbdc.govt.nz)

### **Police**

Eastern District Headquarters: ph 06 831 0700, [HB.liquorlicensing@police.govt.nz](mailto:HB.liquorlicensing@police.govt.nz)

## See our other guides

*Supporting Schools – Host Responsibility and Alcohol: Host responsibility – a quick reference guide.* December 2014. Population Health, Hawke's Bay District Health Board.

*Sample Host Responsibility Policy – Schools.* December 2014. Population Health, Hawke's Bay District Health Board.

*Preparing a Host Responsibility Implementation Plan: A quick reference guide.* April 2014. Population Health, Hawke's Bay District Health Board.

*Host Responsibility and Alcohol: A guide to being a responsible host.* April 2014. Population Health, Hawke's Bay District Health Board.

*Host Responsibility Resources: Order form.* April 2014. Population Health, Hawke's Bay District Health Board.

*Supporting Safe Alcohol Use at Small Events: A quick reference guide.* April 2014. Population Health, Hawke's Bay District Health Board.

*Supporting Safe Alcohol Use at Large Events: A quick reference guide.* Population Health, Hawke's Bay District Health Board.

**These and more information can be found at:**

[http://www.hawkesbay.health.nz/page/pageid/2145883919/Licensing\\_and\\_Host\\_Responsibility](http://www.hawkesbay.health.nz/page/pageid/2145883919/Licensing_and_Host_Responsibility)

### NOTES:

[1]

<http://www.minedu.govt.nz/NZEducation/EducationPolicies/Schools/PropertyToolBox/StateSchools/DayToDayManagement/Alcohol.aspx> Accessed November 2014

[2] See *Supporting Schools – Host Responsibility and Alcohol: Host responsibility – a quick reference guide.* December 2014. Population Health, Hawke's Bay District Health Board and *Sample Host Responsibility Policy – Schools.* December 2014. Population Health, Hawke's Bay District Health Board.

[3] The Gambling Act (2003) prohibits certain prizes from being offered. This includes alcohol, or vouchers or entitlements to alcohol, among other products including tobacco.



# HOST RESPONSIBILITY FOR SCHOOLS – A QUICK REFERENCE GUIDE



## Introduction

The Hawke's Bay DHB feels very strongly that alcohol should not be on school grounds when children are present. It is widely understood that schools act as role-models for children, families and communities. Allowing alcohol to be sold or promoted in a setting where minors are present further normalises alcohol use in every day settings.

Please note that the District Health Board's Medical Officer of Health is likely to oppose a school alcohol licence application if children are likely to be present at the event for which the licence is being applied for.

The Sale and Supply of Alcohol Act (2012) aims to improve New Zealand's drinking culture and reduce the harm caused by excessive drinking. Specifically, the object of the Act is:

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

This guide aims to help educational facilities, including schools and early childhood centres, plan events where it is agreed that alcohol will be made available. It includes tips, a checklist, and contact details for the safe use of alcohol at your school event.[\[1\]](#)

If you decide to provide alcohol at your event(s), we can work with you to identify what's needed to make your event safe and enjoyable. We can put you on track with your planning and help you access resources.

---

## School alcohol policy

We recommend that all schools have an alcohol policy. Having a school alcohol policy means everyone is clear about if and when alcohol will be made available on your premises or at school events.

For further information on developing a school alcohol policy, check out our guide: *Developing a School Alcohol Policy*.

---

## Host responsibility

Host responsibility is based on six concepts. A responsible host:

- 1) Prevents intoxication
- 2) Does not serve alcohol to minors
- 3) Provides and actively promotes free drinking water, low alcohol and non-alcoholic drinks
- 4) Provides and actively promotes substantial food
- 5) Serves alcohol responsibly
- 6) Arranges safe transport options.

For further information visit: [www.alcohol.org.nz/legislation-policy/host-responsibility](http://www.alcohol.org.nz/legislation-policy/host-responsibility)

---

## Alcohol and host responsibility

The management of alcohol consumption is an important component of event management that must be planned well in advance.

Key issues to consider include:

- \* The way alcohol is served or made available at your event
- \* The physical environment in which alcohol is consumed
- \* The ways in which the relevant regulatory frameworks are monitored and enforced.

## Intoxication and transport

Host responsibility means managing and monitoring patron consumption of alcohol – not waiting until intoxication becomes evident before doing anything.

Your alcohol management procedures should aim to both manage intoxication and assist any intoxicated patrons to slow their consumption and/or consider food and non alcoholic options.

It is wise to provide a safe place for intoxicated people to sober up and consider ways to get them home. It is your responsibility to set this space up so it is adequately monitored.

## Food and water

Patrons should have easy access to quality food and water before and during your event. Ensuring there is enough food conveniently available, and promoting it, are standard licence conditions.

Food outlets should be either close to alcohol outlets or integrated with them – and free water should be provided (and well publicised) at convenient, queue-free places within the venue.

If food is to be provided, check with your local council about applying for a food permit. Ensure all food is prepared and handled in accordance with Council requirements.

---

<sup>10</sup> Electronic version available online at <http://ourhealthhb.nz/healthy-communities/alcohol/alcohol-and-schools/>

---

## Your responsibilities

Your responsibilities in providing alcohol are clearly outlined in the Sale and Supply of Alcohol Act (2012)

Listed in the Act are the responsibilities of licence holders around preventing intoxication and disorderly conduct on the premises for which their licence applies (refer Part 2, Sections 248-253, pp146–148). To allow either is an offence under the Act.

The Act also requires licence holders, among other things, to provide free water for people to drink, which is easily accessible. The requirements around this are clearly spelt out in the Act (refer Part 1, Section 5 Interpretation: 'freely available to customers', p23).

---

### ✓ CHECKLIST

If you decide to provide alcohol at your event, these are the things you will need to consider in your planning:

- Find out from your local Council (see Contacts) if you need a liquor licence
- Providing free and easily accessible water – if your event is in a rural area you will need to work with us to check that your water supply is safe
- Providing and promoting low alcohol and non-alcoholic beverages
- Providing and promoting substantial food options and having these readily available<sup>12</sup>
- How alcohol will be served, and by whom
- Controlling the number of alcohol serves per person
- Security may be needed for the event, especially for preventing the entry of intoxicated people
- Strategies for dealing with intoxicated people, including a safe place to sober up while transport home is arranged
- Ensuring you don't provide alcohol to anyone under 18 without the express consent of their parent or legal guardian<sup>13</sup> (unless their parent or legal guardian is also present)
- The availability of safe transport options to and from the event
- If there will be over 400 people at the event you will be required to provide an Alcohol Management Plan when you apply for your licence.<sup>14</sup>



## Contacts

We are here to help. Feel free to contact us with any questions about your event.

### **Hawke's Bay District Health Board**

Population Health: ph 06 834 1815, [liquorlicensing@hbdhb.govt.nz](mailto:liquorlicensing@hbdhb.govt.nz)

### **District Licensing Inspectors**

Napier City Council: ph 06 834 4154, [info@napier.govt.nz](mailto:info@napier.govt.nz)

Hastings District Council: ph 06 871 5000, [council@hdc.govt.nz](mailto:council@hdc.govt.nz)

Wairoa District Council: ph 06 838 7309, [administrator@wairoadc.govt.nz](mailto:administrator@wairoadc.govt.nz)

Central Hawke's Bay District Council: ph 06 857 8060, [info@chbdc.govt.nz](mailto:info@chbdc.govt.nz)

### **Police**

Eastern District Headquarters: ph 06 831 0700, [HB.liquorlicensing@police.govt.nz](mailto:HB.liquorlicensing@police.govt.nz)

## See our other guides

*School Alcohol Policy – Supporting Schools.* December 2014. Population Health, Hawke's Bay District Health Board.

*Sample Host Responsibility Policy – Schools.* December 2014. Population Health, Hawke's Bay District Health Board.

*Preparing a Host Responsibility Implementation Plan: A quick reference guide.* April 2014. Population Health, Hawke's Bay District Health Board.

*Host Responsibility and Alcohol: A guide to being a responsible host.* April 2014. Population Health, Hawke's Bay District Health Board.

*Host Responsibility Resources: Order form.* April 2014. Population Health, Hawke's Bay District Health Board.

*Supporting Safe Alcohol Use at Small Events: A quick reference guide.* April 2014. Population Health, Hawke's Bay District Health Board.

*Supporting Safe Alcohol Use at Large Events: A quick reference guide.* Population Health, Hawke's Bay District Health Board.

**These and more information can be found at:**

[http://www.hawkesbay.health.nz/page/pageid/2145883919/Licensing\\_and\\_Host\\_Responsibility](http://www.hawkesbay.health.nz/page/pageid/2145883919/Licensing_and_Host_Responsibility)

### NOTES:

[1] If your event is for 400 people or more, go to the HBDHB website to download a 'Supporting Safe Alcohol Use at Large Events' guide.

[2] Make sure any food is prepared and handled safely.

[3] A person supplying alcohol to anyone under 18 must do so in a 'responsible' manner (ie, under supervision, with food, with a choice of low alcohol and non-alcoholic drinks, with safe transport options in place). A person is only considered a minor's legal guardian if he/she is recognised as a guardian under the Care of Children Act 2004. 'Express consent' means a personal conversation, an email, or a text message that you have good reason to believe is genuine.

## SAMPLE HOST RESPONSIBILITY POLICY - SCHOOLS



**HAWKE'S BAY**  
District Health Board  
Whakawāteatia

### *Host Responsibility Policy*

Our Commitment to You, Our School Community

**As a responsible educational facility, we model positive and responsible behaviour around alcohol.**

**We have an obligation to provide a safe physical and emotional environment for our students, and to comply fully with the Sale and Supply of Alcohol Act 2012.**

**We want our school community to remain safe.**

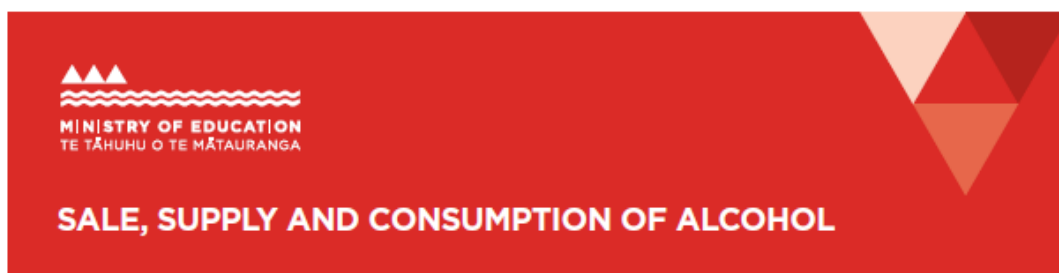
The Management and Staff of *[insert name of school/facility]* have a responsibility to provide an environment where alcohol and other products are served responsibly in a smokefree environment. We have therefore implemented the following Host Responsibility Policy for this event.

- We won't serve alcohol at school fundraising events where minors are present on school grounds
- It is against the law to sell or supply alcohol and tobacco products to minors (under the age of 18 years). If we believe you are under the age of 25, we will ask for identification. Acceptable forms of proof of age are a NZ photo driver's licence, the Hospitality NZ 18+ card, and an original, valid passport.
- It is against the law to smoke on school grounds and in school buildings. We are Smokefree at all times.
- Our aim is to provide a safe and enjoyable environment. Anyone who is intoxicated will not be served alcohol, will be asked to leave and encouraged to take advantage of safe transport options.
- We promote transport options to get you safely home. Please ask us for further information.
- We encourage you to have a lifesaver (designated driver). We will make the lifesaver's job more attractive by providing non-alcoholic drinks.
- We make sure all of our food, water and transport options are well promoted – you won't have to go looking for them.
- We will provide, and actively promote, a range of non-alcoholic drinks *[specify here the types of non-alcoholic drinks eg, fruit juices, soft drinks, tea and coffee]*.
- Water is available free of charge at all times and is clearly sign-posted.
- Low alcohol drink options are available and include *[enter names here]*.
- We encourage you to choose from our selection of food.

Host responsibility makes sure that everyone has a good time, and leaves in safe shape for the trip home.

Thank you for attending our event and supporting our host responsibility policy.  
We hope you have an enjoyable time.

Reviewed March 2018



## GUIDELINES FOR SCHOOLS

# Developing a policy on the sale, supply and consumption of alcohol

Schools are a core part of our community and social structure and are important settings for promoting health and wellbeing through education, policies and modelling behaviour. This guidance provides information for schools to consider, when reviewing or developing a school policy on the sale, supply and consumption of alcohol.

### Why have a policy on the sale, supply and consumption of alcohol?

Under the **National Administration Guideline (NAG) 5** (<http://www.education.govt.nz/ministry-of-education/legislation/nags/#NAG5>), boards of trustees are required to “provide a safe physical and emotional environment for students” (NAG 5a) and to “comply in full with any legislation currently in force or that may be developed to ensure the safety of students and employees” (NAG 5c).

A policy on the sale, supply and consumption of alcohol will help boards of trustees, staff, parents and students to have a clear understanding of what is acceptable in terms of the sale, supply and consumption of alcohol on school grounds, at school events and in (or not in) the presence of students.

- » If, as a board of trustees, you decide you do not want alcohol sold or supplied at your school, it is important to document that in a policy
- » If you do want alcohol sold or supplied on school premises or during school activities, your policy should explain when alcohol will be available and at what kinds of events. You must also apply for a **special license** (<http://www.legislation.govt.nz/act/public/2012/0120/latest/DLM3339490.html>) when selling or supplying alcohol or charging an entrance fee to an event where alcohol is available.

A policy will:

- » outline the school’s approach to the sale, supply and consumption of alcohol
- » highlight the school’s alcohol prevention and intervention strategies
- » be developed in partnership with the school’s wider community to ensure that it reflects the community values, philosophies, ethos, goals and lived experiences.

Your policy will cover:

- » Education Outside the Classroom (EOTC)<sup>1</sup> events such as school picnics, camps and offsite activities
- » school events, such as galas, fundraisers and staff social events
- » school balls and leavers dinners held at licensed premises or on school grounds
- » sponsorship or discounted/free alcohol provided for school events
- » where alcohol is available
- » **servicing alcohol safely** ([http://alcohol.org.nz/sites/default/files/field/file\\_attachment/AL576\\_Servicing\\_Alcohol\\_SAFELY\\_at\\_Workplace\\_Events\\_April\\_2014.pdf](http://alcohol.org.nz/sites/default/files/field/file_attachment/AL576_Servicing_Alcohol_SAFELY_at_Workplace_Events_April_2014.pdf)) at school events
- » gifts, prizes and raffles
- » external public bookings, such as weddings or parties, where non-school groups use the school under a **lease agreement** (<http://www.education.govt.nz/school/property/state-schools/day-to-day-management/leasing-or-hiring-to-third-parties/>)

<sup>1</sup> The *EOTC guidelines* recommend non-consumption of alcohol by parents and teachers at a school EOTC event as it impairs a person’s ability to provide a high level of supervision and to respond to an emergency

[www.education.govt.nz](http://www.education.govt.nz)

<sup>11</sup> Electronic version available online at <http://ourhealthhb.nz/healthy-communities/alcohol/alcohol-and-schools/>

<sup>12</sup> Electronic version available online at <https://www.education.govt.nz/assets/Uploads/Alcohol-Guidance-for-Schools.pdf>

## Legal Requirements

Your policy must comply with the **Sale and Supply of Alcohol Act 2012** (<http://www.legislation.govt.nz/act/public/2012/0120/latest/DLM3339333.html>).

All schools need to obtain a special licence if alcohol will be sold or supplied on a school site, at a school event and/or where an entrance fee or koha/donation for a school event is charged that covers alcohol available at the event.

A special licence must be filed at least 20 working days before an event and can take up 3-4 weeks before a decision is made by your local council's licensing committee. A special licence can be challenged by the public, police and the Medical Officer of Health and may be declined. An application **fee** (<http://www.justice.govt.nz/justice-sector-policy/key-initiatives/sale-and-supply-of-alcohol/licensing/fee-system-for-alcohol-licensing/>) will also apply.

The licence identifies:

- » whom alcohol can be sold or supplied to
- » the hours and days alcohol can be sold or supplied
- » who is allowed on the premises
- » conditions related to promotion and prizes, and
- » the range of food and non-alcoholic drinks that will be available.

It is illegal for students under 18 years to be sold alcohol.

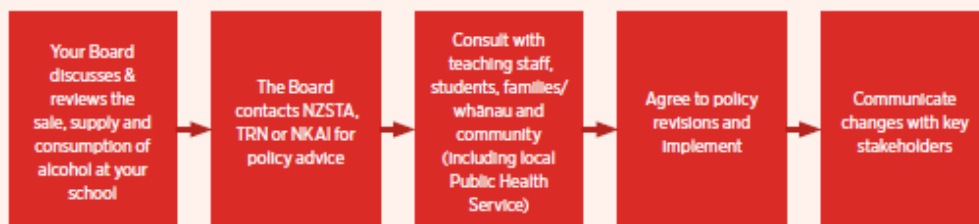
Under the **Gambling Act 2003** ([http://www.legislation.govt.nz/regulation/public/2005/0299/latest/DLM359440.html?search=sw\\_096be8ed8134046a\\_alcohol\\_25\\_se&p=1%20-%20DLM359440](http://www.legislation.govt.nz/regulation/public/2005/0299/latest/DLM359440.html?search=sw_096be8ed8134046a_alcohol_25_se&p=1%20-%20DLM359440)), alcohol is prohibited from being offered as a prize for gambling activities (e.g. raffle prizes).

## You may want to consider the following when developing your Policy

- » How can we comply with the Sale and Supply of Alcohol Act 2012?
- » The Sale and Supply of Alcohol Act 2012 requires a special licence to be obtained if alcohol will be sold on a school site.
- » The non-consumption of alcohol by staff, parents and caregivers while students are in their care during school events.
- » What steps will be taken if students, staff and parents are intoxicated at school events?
- » How can we ensure that students, families and staff are safe at school and at school events?
- » When does the school allow alcohol at school events? Does the school accept sponsorship from alcohol producers or providers?
- » What is the school's position on the sale, supply and consumption of alcohol by the public/community groups who are using the school site?



## Steps in developing your Policy



The New Zealand School Trustees Association (NZSTA), Te Rūnanga Nui (TRN) and Ngā Kura ā Iwi (NKAI) provide services to affiliated schools, to enhance their governance capability.

The following resources may also help to develop your Policy.

Click on the links highlighted in red:



## Resources to help to develop your Policy

- » **The Southern District Health Board: Setting the Standard** ([http://www.southerndhb.govt.nz/files/17281\\_20160616120652-1466035612.pdf](http://www.southerndhb.govt.nz/files/17281_20160616120652-1466035612.pdf)) identifies social modelling of alcohol consumption in the presence of minors, normalises alcohol use and leads to earlier initiation of alcohol consumption and heavier consumption. The **website** (<http://www.southerndhb.govt.nz/index.php?page=2827>) also has useful fact sheets for schools on alcohol.
- » **The Ministry of Health: National Drug policy 2015-2020** (<http://www.health.govt.nz/system/files/documents/publications/national-drug-policy-2015-2020-aug15.pdf>) promotes a collaborative approach to reducing alcohol and other drug related harm and the role of community organisations such as schools.
- » **CAYAD (Community Action Youth and Drugs): More Than Just a Policy toolkit** (<http://www.healthaction.org.nz/index.php/what-we-do/cayad>) is for people wishing to develop or review existing alcohol and other drug policies. The toolkit consists of a guide and a practical workbook.
- » **The New Zealand Police** provide information on **Alcohol and Other Drug Guidelines** (<http://www.police.govt.nz/advice/personal-and-community-advice/school-portal/information-and-guidelines/alcohol-and-other-drug>) and the development of prevention policies/activities in schools.
- » **The Health Promotion Agency's alcohol website** (<http://alcohol.org.nz/>) has useful information including advice, research and resources to help prevent and reduce alcohol-related harm
- » **The University of Auckland: The health and wellbeing of secondary school students in 2012** (<https://www.fmhs.auckland.ac.nz/assets/fmhs/faculty/ahrg/docs/Final%20Substance%20Abuse%20Report%2016.9.14.pdf>) presents findings from 91 composite and secondary schools in New Zealand who took part in the national health and wellbeing survey.

The Ministry of Education wishes to acknowledge and thank the following people and organisations for their contribution in the development of this guideline:

- » Public Health Clinical Network, Alcohol Regulatory Advisory Group
- » Ministry of Health
- » Health Promotion Agency
- » Ngā Kura ā-Iwi o Aotearoa
- » Te Rūnanga Nui o Ngā Kura Kaupapa Māori o Aotearoa
- » New Zealand School Trustees Association