

Calls to Police related to alcohol

Auckland

Released 19 September 2013



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CAVEAT

Police data examined in this report is drawn from a dynamic operational database and is subject to change as new information is continually recorded. It is only as accurate as the information contained in the databases at the time that it is sourced. Statistics from provisional data are counted differently than official statistics and should not be compared.



Key Findings

Analysis of calls to Police was conducted in relation to events occurring within Auckland from January 2008 to December 2012. During that time, within this area, Police received 360,166 calls for types of events that are typically related to alcohol (approximately 72,000 per year).

The following has been identified:

- Calls to Police for alcohol-related events are typically higher between approximately 1900-0500hrs, Thursday night to Sunday morning. Calls peak on Saturday night/Sunday morning.
- A number of the hotspots identified were centrally located in the community, either visited or resided in by large numbers of people, and characterised by high alcohol availability at on-licence and/or off-licence premises.
- Residential areas with shared public spaces (e.g. reserves or parks) and easy access to off-licence alcohol are often associated with high levels of public disorder and violence, as these locations may be utilised by youths or other individuals for alcohol consumption.
- Alcohol consumption at residential addresses and public spaces correlates strongly with availability of alcohol from off-licensed premises, although demographics likely play a part in this as well.
- Pre-loading and side-loading contribute to levels of intoxication at on-licensed premises, particularly in the Auckland CBD. Hours of operation of off-licensed premises, and availability of public spaces for drinking or concealing alcohol (e.g. car parks), are a factor in this.
- The lack of alignment between closing times of on-licensed premises was found to be an issue as this may encourage patrons to travel to other areas in order to continue drinking.
- Migration between areas and licensed premises creates risks in terms of drink-driving and congregation of intoxicated individuals in often uncontrolled public spaces.
- Residential areas with high alcohol availability also tend to have higher numbers of alcohol-related family violence incidents to which Police are called. Some of these locations were anecdotally known for a problematic drinking culture.

Police would like to strengthen partnerships with the Auckland Territorial Authority to develop solutions that will reduce the demand currently placed on police resources. This can be achieved by:

- A greater liability placed on licensees to reduce the impact of excessive alcohol consumption and subsequent alcohol-related harm would likely result in fewer calls to Police, e.g. management, security and queue management requirements; restrictions on types and amounts of alcohol served at certain times; staff training; responsibility for public areas.
- Alignment of closing times and one way door policies would likely reduce migration and opportunities for pre-loading and side-loading.
- Density of both on-licensed and off-licensed premises should be a consideration for licensing applications, especially in areas already experiencing high levels of alcohol-related harm.
- Areas found to be at higher risk of alcohol-related harm for socio-economic reasons could be categorised as high risk or 'stressed' locations and considered as sensitive sites for future licensing applications.
- Alignment of public transport with licensed hours would likely have a positive impact on drink-driving as well as other offending, as it may reduce congregation in entertainment areas once premises close.



Introduction

1. The operating strategy for New Zealand Police to 2015 is *Prevention First*. The strategy is aimed at preventing crime before it happens using targeted policing, partnerships, and focusing on the drivers of crime.
2. The new Sale and Supply of Alcohol Act 2012 states that when developing a draft or provisional Local Alcohol Policy, a Territorial Authority must consider a range of factors set out in the Act, including the nature and severity of the alcohol-related problems arising in the district¹. To that end, Police (along with Licensing Inspectors and Medical Officers of Health) must make reasonable efforts to give the Territorial Authority any relevant information they may hold².
3. This report analyses calls made by the public to police. In each case the Police employee who takes the call, categorises the incident based on what the caller tells them into basic event types such as violence, disorder, etc. These calls are then recorded in the Police Communications and Resource Deployment database (CARD). An event can be re-categorised into different types throughout the life of a call, so for the purposes of this analysis, event types are considered at the time of call closure.
4. Although CARD does not hold information on whether alcohol was consumed by the offender or by the victim, certain types of events are typically considered to be related to alcohol. These are:

Grievous Assaults	Sexual Affronts	Disorder
Serious Assaults	Abduction For Sex	Breach Of The Peace
Minor Assaults	Sexual Attacks	Obstructing/Hindering/Resisting
Intimidation/Threats	Rape	Unlawful Assembly
Crimes Against Personal Privacy	Domestic Dispute	Breach Of Local Council Liquor Ban
Drunk Custody/Detox Centre	Domestic Violence	Sale of Liquor offences (old Act)
Drunk Home	(Sale and Supply of Alcohol offences – new Act)	

5. The calls analysed in this report were made between 1 January 2008 and 31 December 2012 and fall into the categories listed above. They are presented visually in the attached maps by individual years. In the future, yearly updates will be provided. The calls do not include those initiated by Police (ie, officer-discovered contact with the Communications Centre) and exclude duplicate calls.
6. In this analysis, the calls to Police were spatially analysed using a hotspotting technique called Gi*. The Gi* technique aggregates events to a grid, the size of which depends on the area of analysis. The totals within each grid square are then compared with each other across the entire study area.
7. Gi* compares local averages with global averages, identifying those areas where the local averages (eg, concentrations of crime) are significantly different from the global averages (ie, in comparison to what is generally observed across the whole study area).
8. Gi* identifies if the local pattern of crime is different from what is generally observed across the whole study area, and produces a level of significance. The areas identified as not significant are those where clustering would likely have occurred due to chance and not due to the location itself.
9. As Gi* adds statistical significance to hotspot analysis, it shows which hotspots are significant, and alerts to something unusual occurring at specific locations.

¹ Sections 78 and 79(2) of the Act

² Section 78(4) of the Act



10. Hotspots identified as 99.9% significant using the Gi* technique are most likely to be locations that are generators, attractors, or enablers of crime. Focusing on these locations and determining the underlying causes of crime happening there is likely to reduce the level of crime across the overall study area.
11. The Appendix includes:
- Map one – first level hotspots; Gi* analysis of alcohol-related events in the given year for the entire Territorial Authority.
 - Map two – second level hotspots; Gi* analysis of alcohol-related events that occurred only in those locations that were identified as 90% significant hotspots from map one. If multiple second level hotspots are present, multiple maps are provided.
 - Data clocks – time distribution of events that occurred within the second-level hotspots, showing when those events took place.
 - Map of licensed premises – the data (current as at 2011) was sourced from the Local Licensing Authority and provided to Police by Massey University in May 2013. The displayed licensed premises are only of those types that Massey University consider to contribute to alcohol-related harm; these are supermarkets, bottle stores, grocery stores, night clubs, and taverns. The map shows the distribution and number of on-licensed and off-licensed premises. As the data relates to 2011, there may have been some changes to the licensed premises since that time.

Analysis

Year	Alcohol-related events
2008	72,183
2009	71,170
2010	71,887
2011	74,333
2012	70,593
Total	360,166

12. In the data clocks created for all second level hotspots it can be seen that significant Police resources are used in responding to calls for service in these areas, particularly during “entertainment hours”.³
13. The following areas have been identified as key areas for alcohol-related calls for service, as indicated by the third level hotspot analyses:

Auckland (West North)

Auckland Central:

14. The Auckland Central Business District (CBD) is a key area for alcohol-related offending within the Auckland City District.
15. This area is characterised by a high density of licensed premises with a concentrated population, and is subject to a 24 hour liquor ban. There are several entertainment precincts in the immediately surrounding area including Ponsonby, Kingsland and Newmarket.
16. Alcohol issues in the CBD are exacerbated by long licensing hours; bars in other areas tend to close earlier, resulting in already intoxicated individuals migrating to the CBD to gain entry to premises there. This also adds to the likelihood of drink-driving as patrons travel between areas.
17. On arrival these individuals may be refused entry into bars, which often results in violence or disorder offences (with either security staff or other patrons); conversely they may be

³For this report, approximately 1900-0500hrs, Thursday night to Sunday morning



admitted to the premises where they are then served more alcohol, potentially resulting in further issues at the end of the night.

18. The areas immediately outside of licensed premises regularly feature in reporting of alcohol-related offending, and it is likely that evicted or rejected patrons and unruly queues contribute strongly to this.
19. There are numerous fast food and takeaway outlets in the central area which often serve as points of congregation for intoxicated individuals; these environments are generally uncontrolled and reporting of alcohol-fuelled violence and disorder offences at these locations are common.
20. Pre-loading (drinking heavily before entry into bars) and side-loading (hopping in and out of bars to consume alcohol concealed outside) add to alcohol issues in the CBD. Reporting of alcohol consumption in the car parks on the fringe of entertainment areas is common; and at present there are no strategies in place to deter patrons from coming in and out of bars, such as a one way door, which may reduce the opportunity for side-loading.
21. Furthermore, there are a number of parks and reserves⁴ within this area which are frequently used for alcohol consumption, particularly by homeless people and youths, who congregate in these locations as an alternative to on-licensed premises which they may not be able to enter. Thus the availability of alcohol from off-licensed premises in the area must be considered as a factor as well.

Waitemata Police District:

22. Although there were no significant third level hotspots identified in this part of Auckland, it is considered that there is value in providing a brief overview of alcohol issues in the Waitemata Police District.
23. Small second level hotspots were identified at Takapuna, Northcote, Glen Eden, Henderson, Massey West and New Lynn.
24. Overall alcohol-related crime has decreased in this District since 2010. The implementation of liquor bans has had a positive effect, although displacement and an increase in disorder and assault offences has been seen in some areas.
25. High densities of alcohol-related offending correlate positively with high densities of licensed premises.
26. Alcohol consumption at residential addresses, rather than licensed premises, has increased, resulting in a high number of callouts to private residences for disorder, family violence and out of control parties.
27. Furthermore, patrons of premises located on the North Shore present a drink-driving risk as once these locations close many drive to the Auckland CBD via the motorway in order to continue drinking.

Auckland (East South)

Point England:

28. Point England has a very small, localised third level hotspot in the vicinity of Maybury Reserve. There is also a concentration of licensed premises just West of this location on Apirana Avenue. This hotspot has been notably less pronounced since 2011.
29. This area contains a number of Housing New Zealand properties and reserves, one of which, Maybury Reserve, the hotspot is located directly on top of. There are also several liquor bans in force, including a 24 hour ban in the shopping area between Apirana Avenue and Line Road, and night time bans for Maybury Reserve, Point England Reserve, Apirana Reserve, and Taurima Reserve.

⁴ E.g. Albert Park, Victoria Park, Myers Park



30. Anecdotally, the area within and around this hotspot is known for street disorder and fighting (often spilling over from parties at nearby properties). Domestic disputes involving alcohol are also a common cause of calls to Police in the surrounding streets.
31. Alcohol issues here occur more often in a residential or public setting, rather than at licensed premises. To some extent this probably reflects the larger proportion of off-licensed, rather than on-licensed, premises in the area; there are five off-licensed premises in the immediate vicinity of this hotspot, and only one on-licence, equating to a greater availability of "take-away" alcohol.

Auckland (Manurewa)

Manurewa Town Centre:

32. There are a number of off-licensed premises currently trading in Manurewa town centre and the surrounding area, enabling easy access to alcohol.
33. In addition, there are a number of known problematic on-licensed premises trading in the Manurewa town centre; these are currently being engaged with by the DLU in relation to intoxication and disorder issues.
34. Further to this, Manurewa town centre and its immediate environs have a high number of special licenses issued throughout the year, catering for birthday celebrations and other social functions. As special licenses can be issued to any adult member of the public with no experience or training in the management of such events, the policing of them can be problematic as no sanctions exist for those event organisers exhibiting bad practice.
35. This combination of easy availability of alcohol, problematic licensed premises, and frequent events with special licenses contributes significantly to alcohol issues in this area.

Papakura Town Centre:

36. There are a number of off-licensed premises currently trading in Papakura town centre and the surrounding area, enabling easy access to alcohol. In addition, there is also a Countdown supermarket that is open until 11pm selling beer and wine.
37. Further to this, there are two well known problematic on-licensed premises in the Papakura town centre; these are currently being engaged with by the DLU in relation to intoxication and disorder issues.
38. This area also has a number of parks where young people are known to congregate and consume alcohol, leading to alcohol-related crime and disorder. This is further aggravated by the proximity of these parks and the town centre to the train station; this is used by many young people to migrate to the area, often for free as fare evasion is common.

Papakura East:

39. There are very few off-licensed premises and no on-licensed premises in this area. However, this area is known for problems of youth congregation and migration to and from house parties, leading to associated alcohol-related disorder. This area also has high rates of domestic violence.

Clendon:

40. This area has very few on-licensed premises, and the ones that do exist are well managed. A number of off-licensed premises are currently trading in the area, enabling easy access to alcohol.
41. Of particular note, the Clendon area has a high number of special licenses issued throughout the year, catering for birthday celebrations and other social functions. As special licenses can be issued to any adult member of the public with no experience or training in the management of such events, the policing of them can be problematic as no sanctions exist for those event organisers exhibiting bad practice.



42. These types of events in the area are known to contribute significantly to alcohol-related crime and disorder, and the area is also known to have high rates of domestic violence.

Auckland (Papatoetoe)

Pukekohe Town Centre:

43. This is a small rural community with a known problematic drinking culture, with police regularly dealing with issues related to over-intoxication; this is aggravated by a familiarity between licensees and patrons.
44. There are four on-licensed premises in the town centre, three of which are problematic and are currently being engaged with by the DLU in relation to intoxication and disorder issues; issues are aggravated by the close proximity of these on-licensed premises to each other and the migration of patrons between them - this often leads to confrontation between intoxicated groups.
45. In addition, there are a number of off-licensed premises currently trading in the town centre and in close proximity to each other, enabling easy access to alcohol.

Otahuhu Town Centre:

46. There are a number of off-licensed premises currently trading in Otahuhu town centre and the surrounding area, enabling easy access to alcohol.
47. While there are several on-licensed premises trading in the Otahuhu town centre, their influence on alcohol-related issues in the area is unclear as none are currently assessed as problematic.
48. However, the area is known for cheap accommodation, housing a lower socio-economic population including beneficiaries and halfway house patrons; the area also has well established street workers, attracting outside patrons to the area. It is believed that these factors, coupled with the easy availability of alcohol, contribute significantly to alcohol issues in this area.

Hunters Corner:

49. This area is a well established night-time economy centre that attracts street workers and their patrons. There are also a number of problematic on-licensed premises trading in the area; these are currently being engaged with by the DLU in relation to intoxication and disorder issues.
50. There is a known correlation between these problematic on-licensed premises and alcohol-related issues in the area.
51. Hunters Corner is also the location of a large shopping mall attracting high numbers of visitors every day.



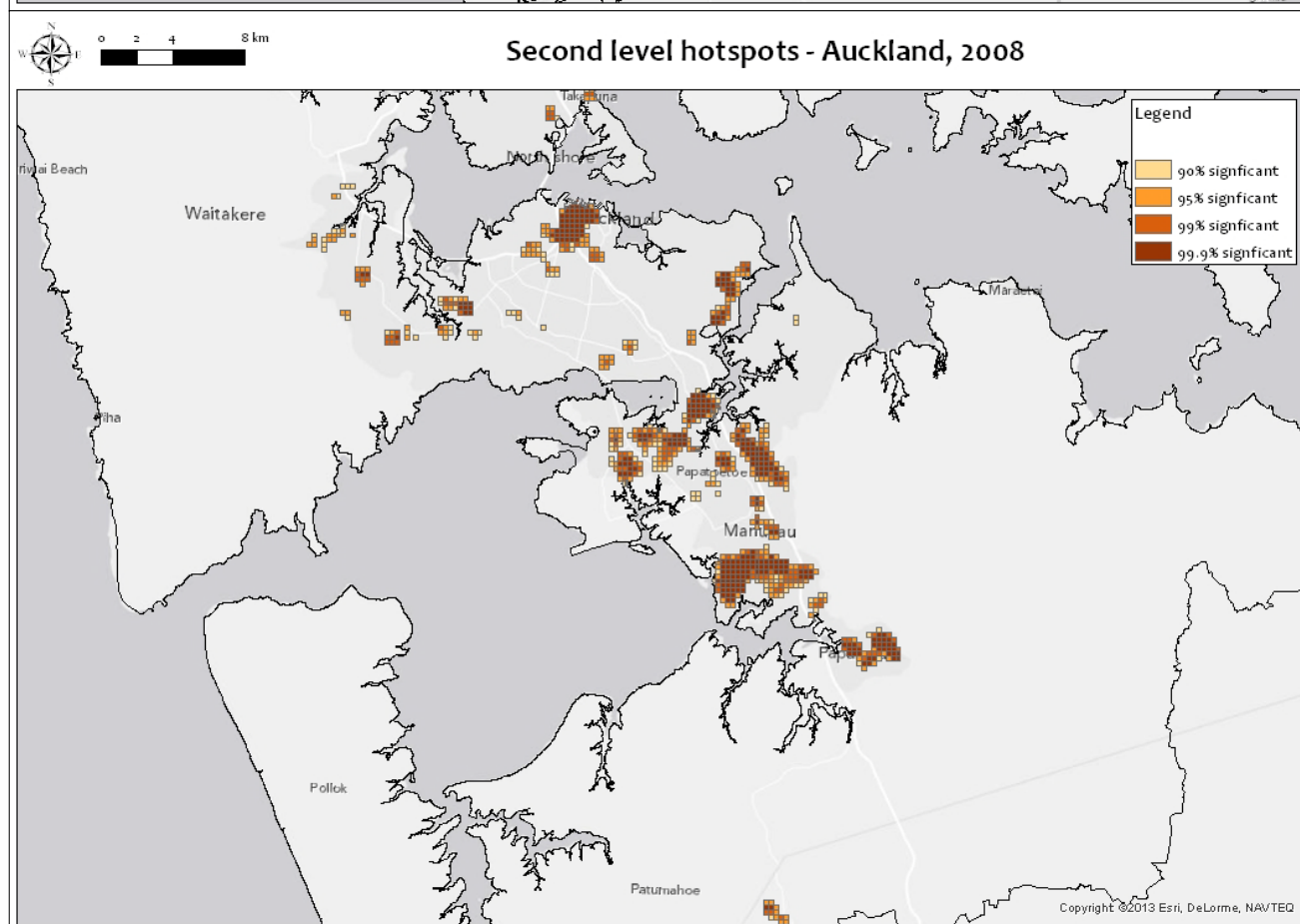
Possible Prevention Measures

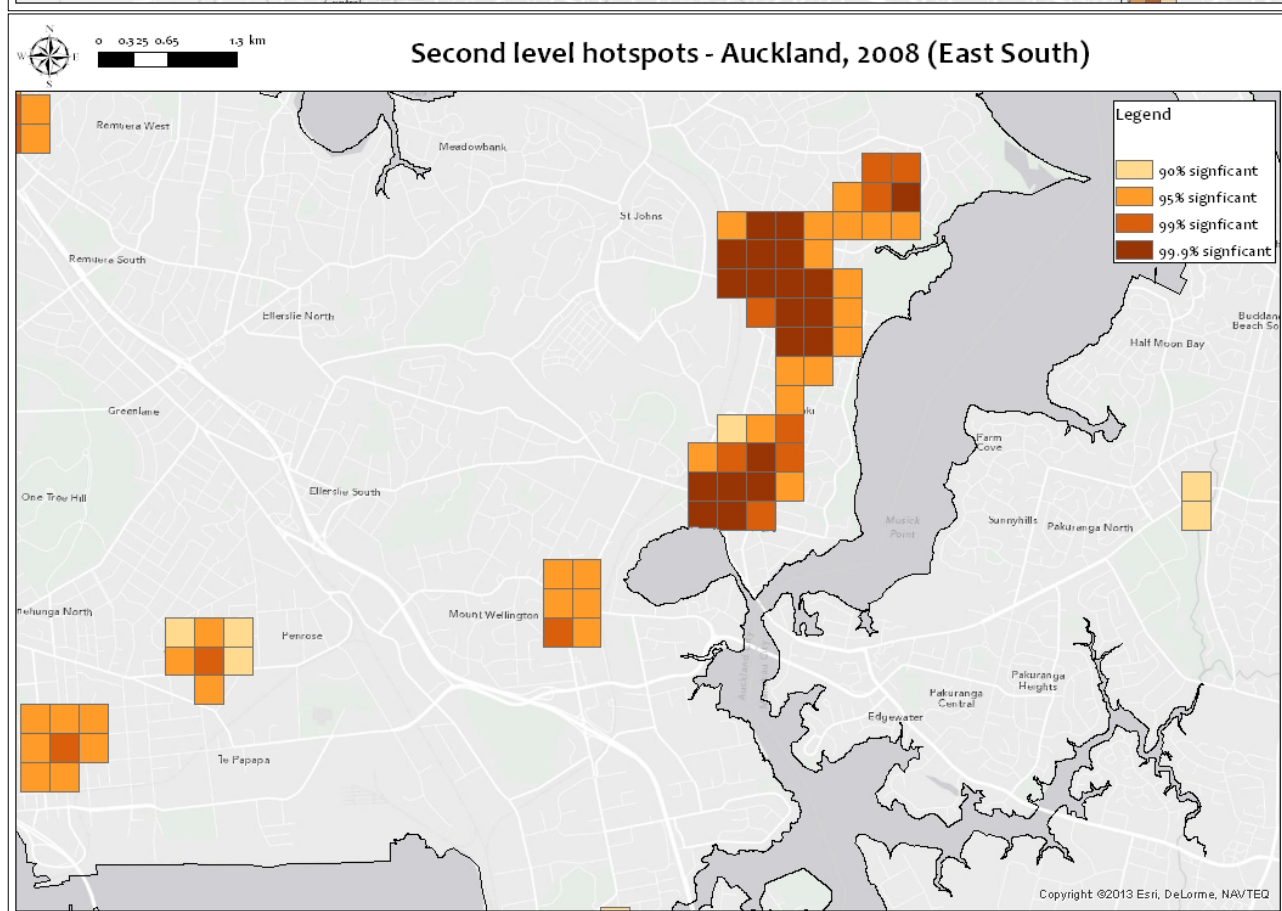
52. The following measures are considered likely to have a positive impact on reducing alcohol-related calls for service to Police across the Auckland region:

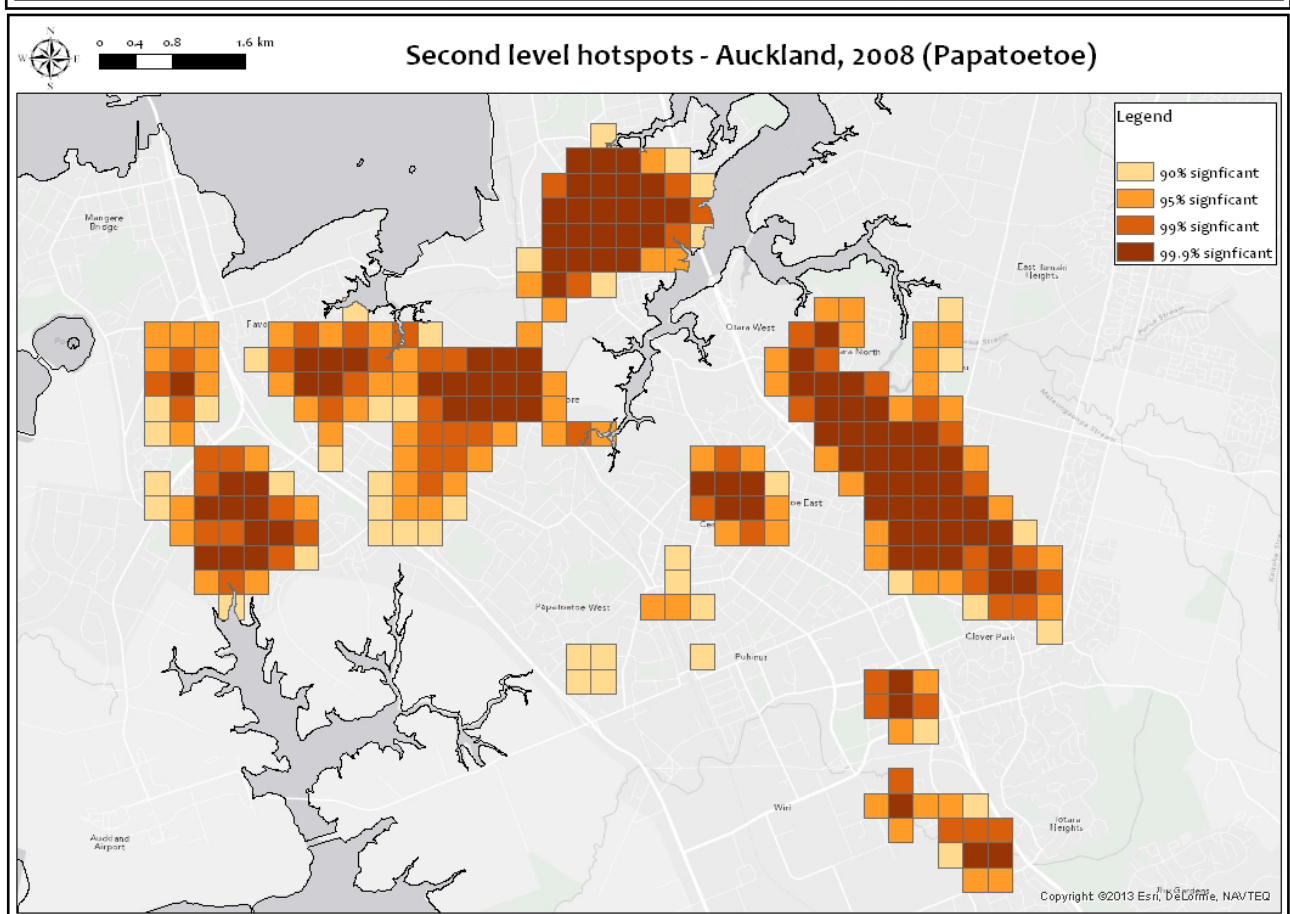
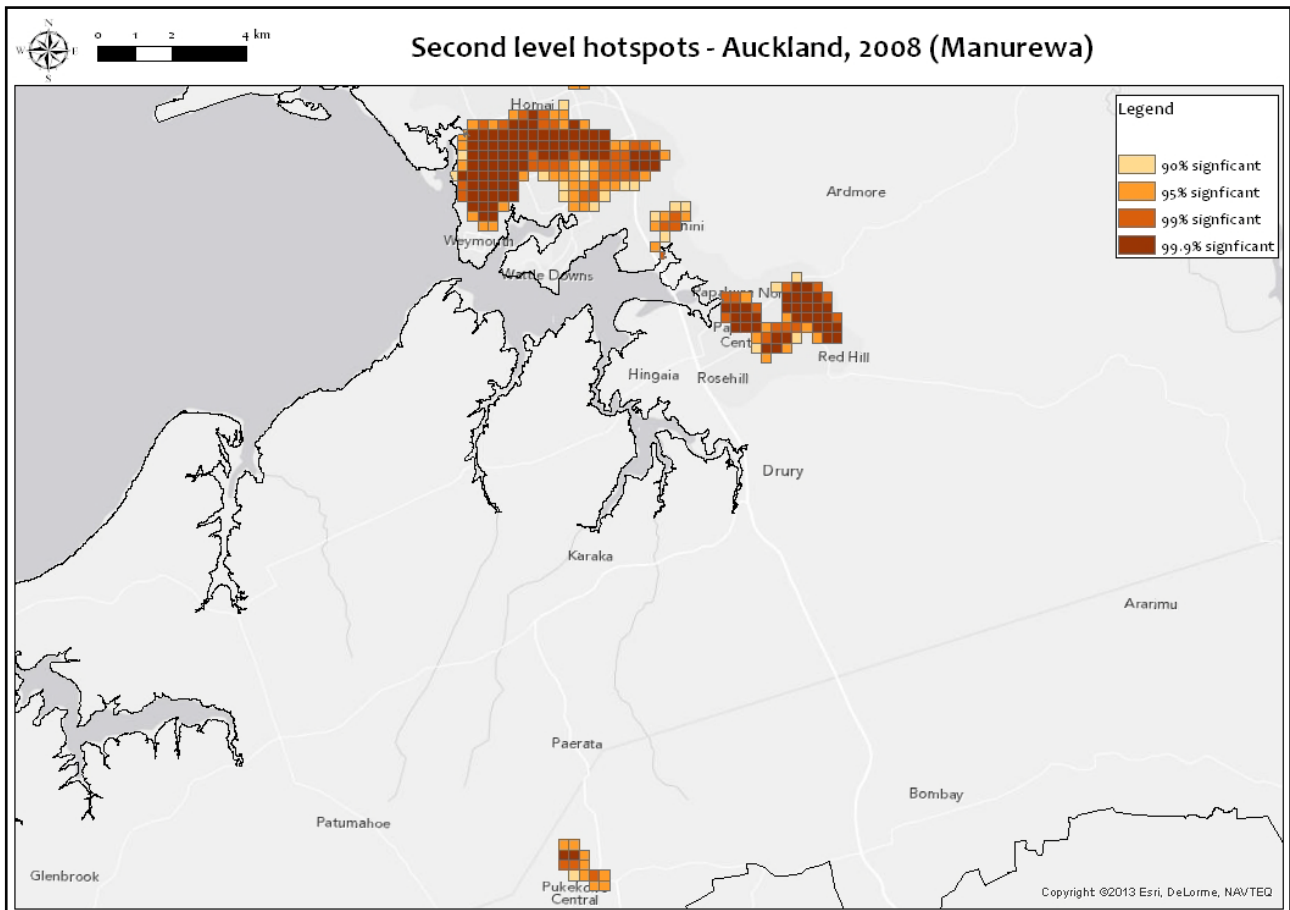
- Alignment of closing times and one way door policies to reduce migration and stagger crowd dispersal, also taking into consideration the peak hours for alcohol-related calls for service indicated by the data clocks.
- One way door policies and a reduction in the availability of alcohol from off-licensed premises (through density restrictions and/or reduced opening hours) would also minimise opportunities for pre-loading and side-loading.
- Alignment of public transport with licensed hours.
- Licensee responsibility for queue management and the public areas immediately outside their premises.
- Restrictions on density of licensed premises in areas assessed as high risk.
- Proximity of proposed licensed premises to “sensitive sites” (including reserves, schools etc.) should be a consideration for new licence applications.
- Prescribed ratio of security staff to patrons.
- Training requirements for staff.
- Management requirements (eg. number of staff, duty managers).
- Free non-alcoholic drinks to designated drivers (particularly in rural areas).
- Transport for patrons (particularly in rural areas).
- Use of CCTV.
- Ten minutes of no alcohol service every hour.
- No shots served after midnight.
- Limits on number of drinks sold in one transaction.
- Restrictions on discounting.
- Restrictions on activities (e.g. happy hours, drinking games, shots, cage fights).
- Minimum wind-down periods, or closing for short durations to encourage a break in drinking.

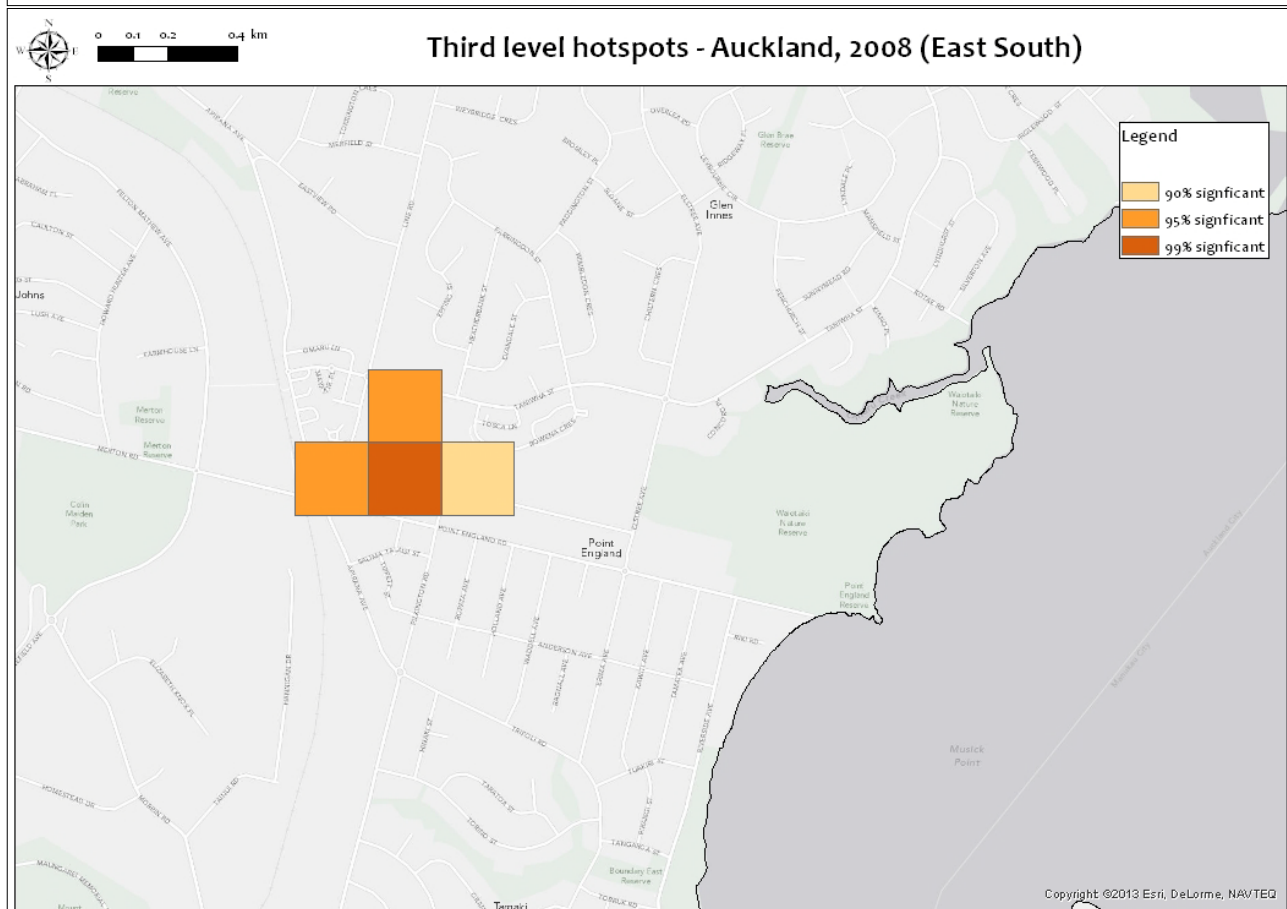
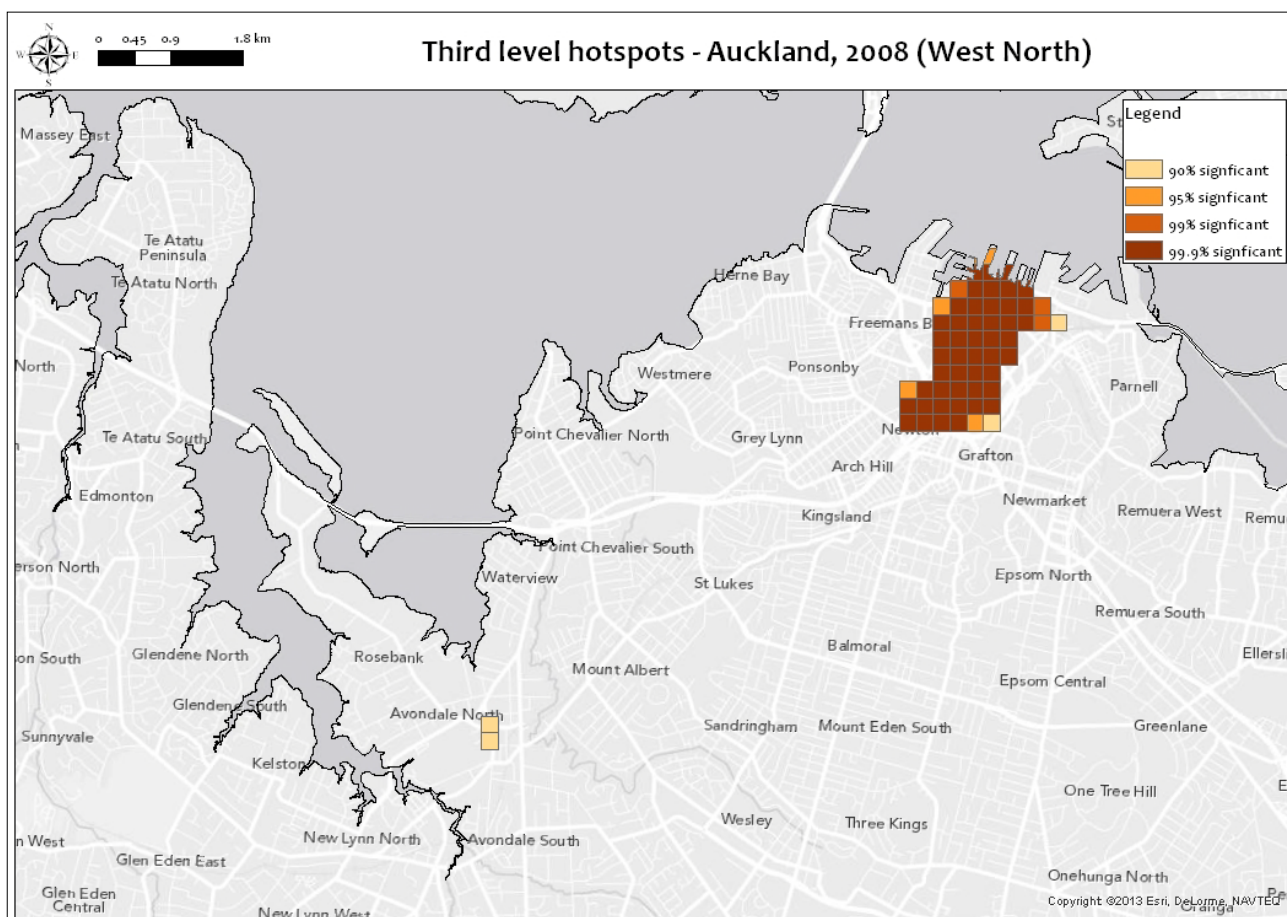


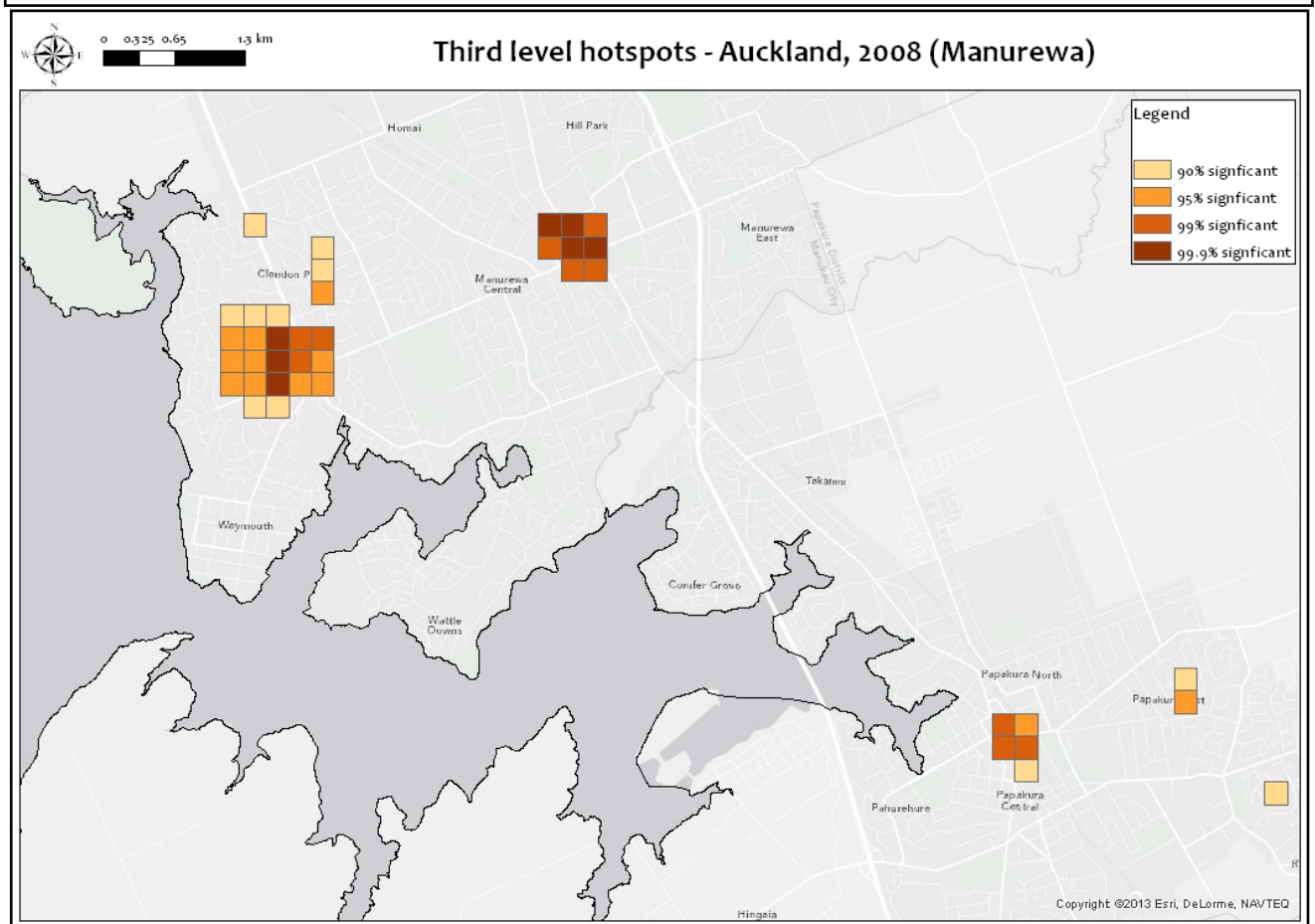
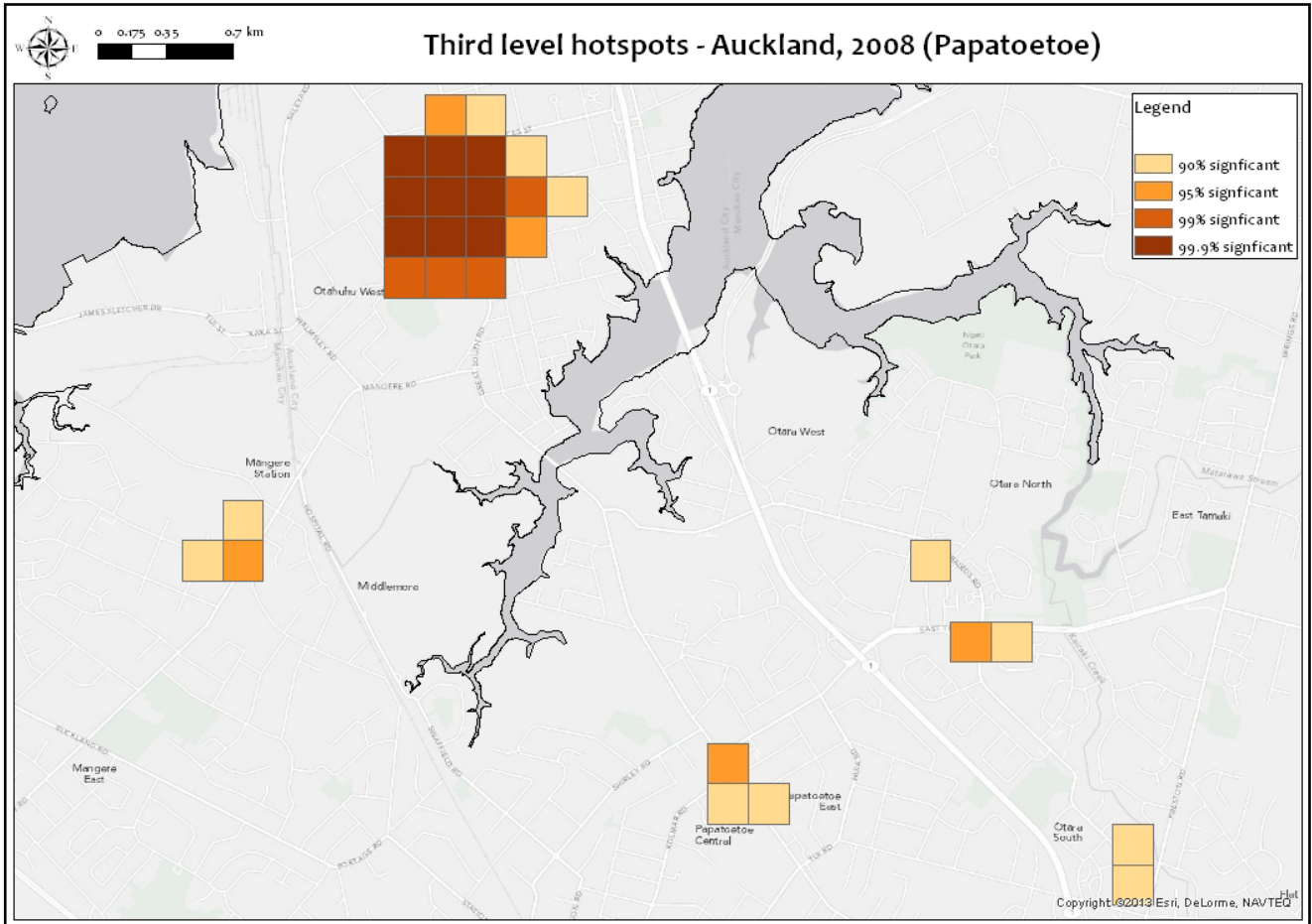
Appendix – Hotspot Maps and Data clocks



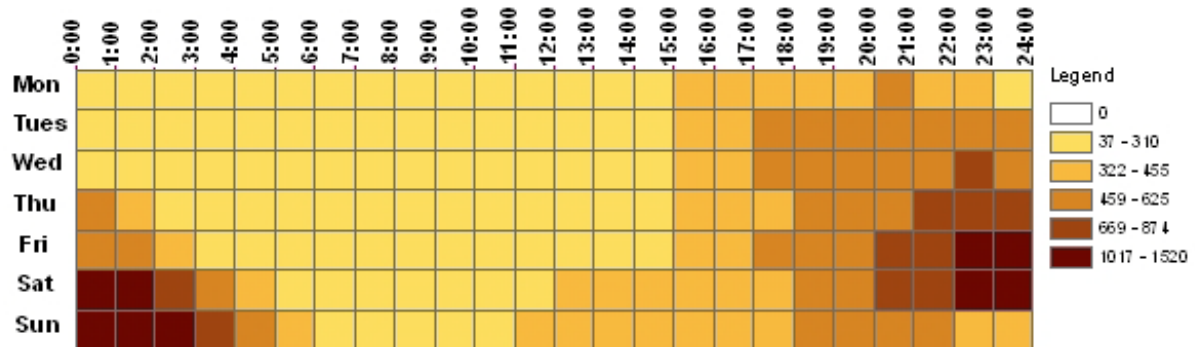




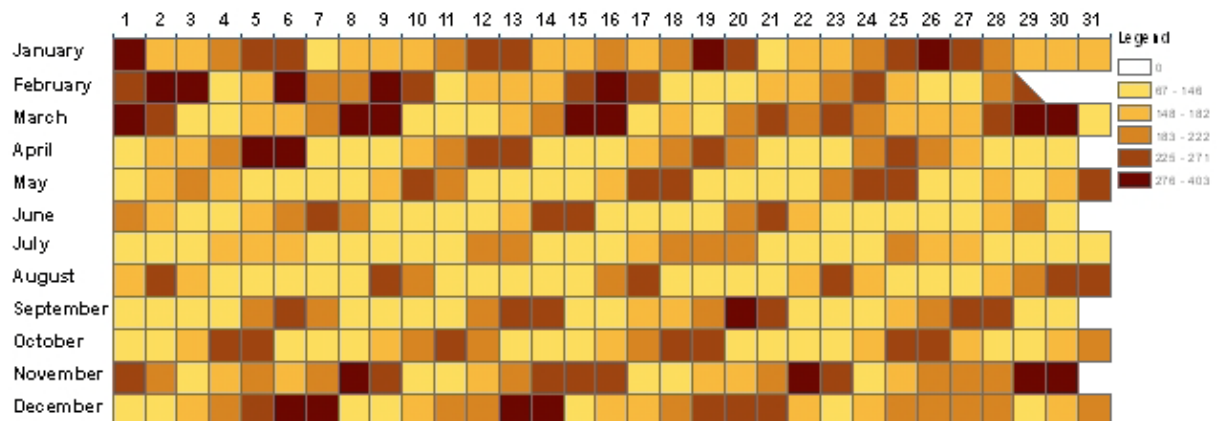


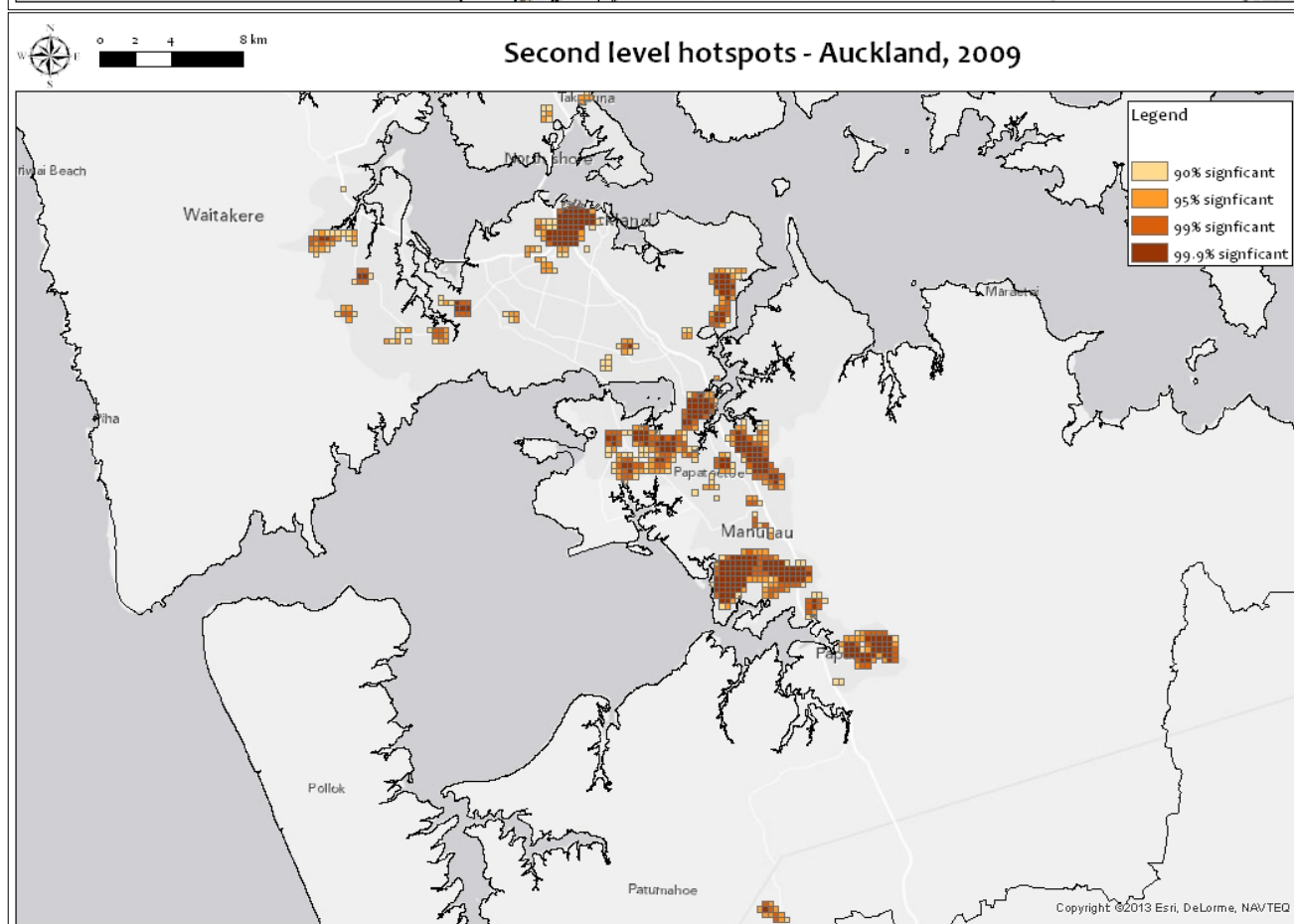


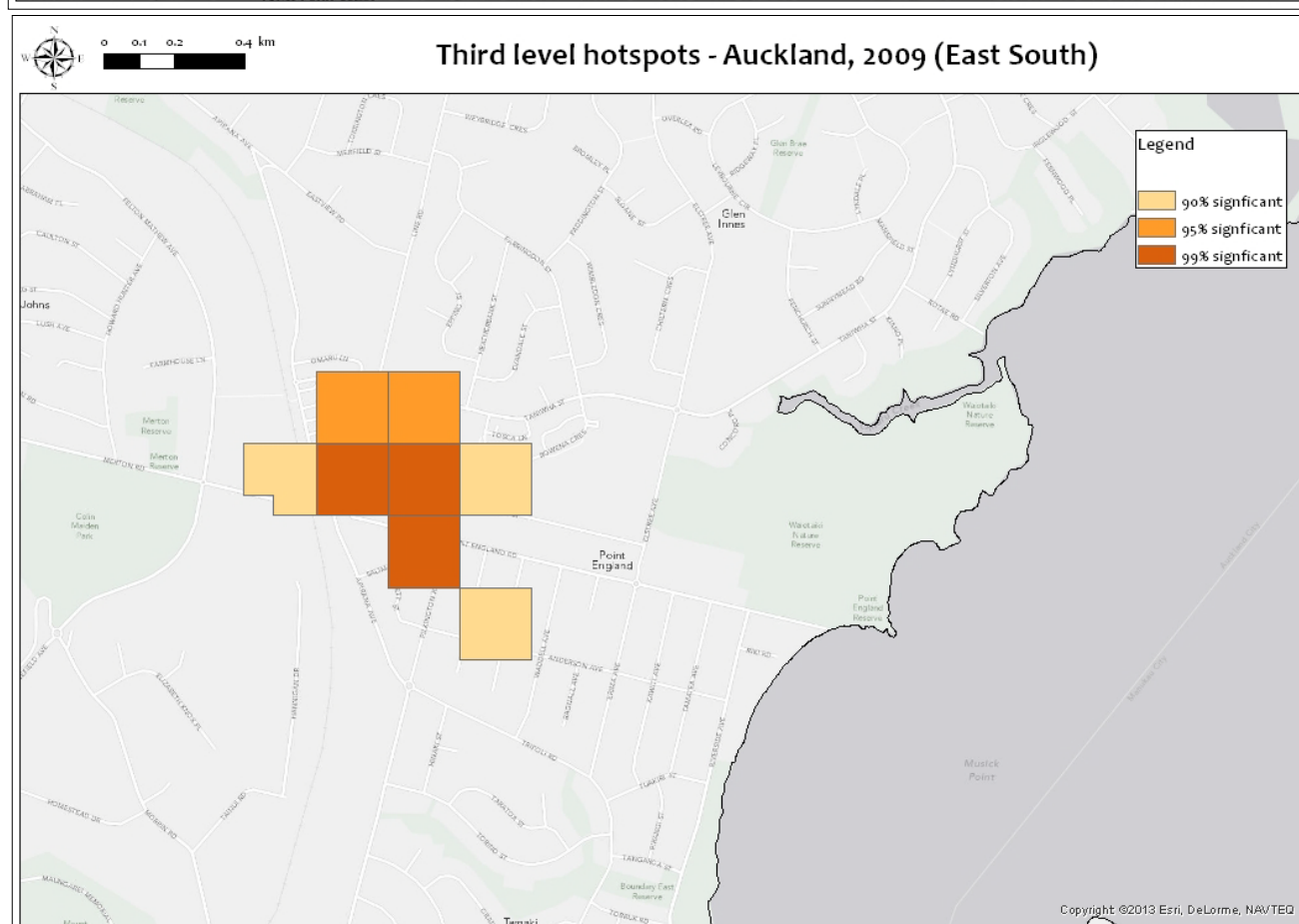
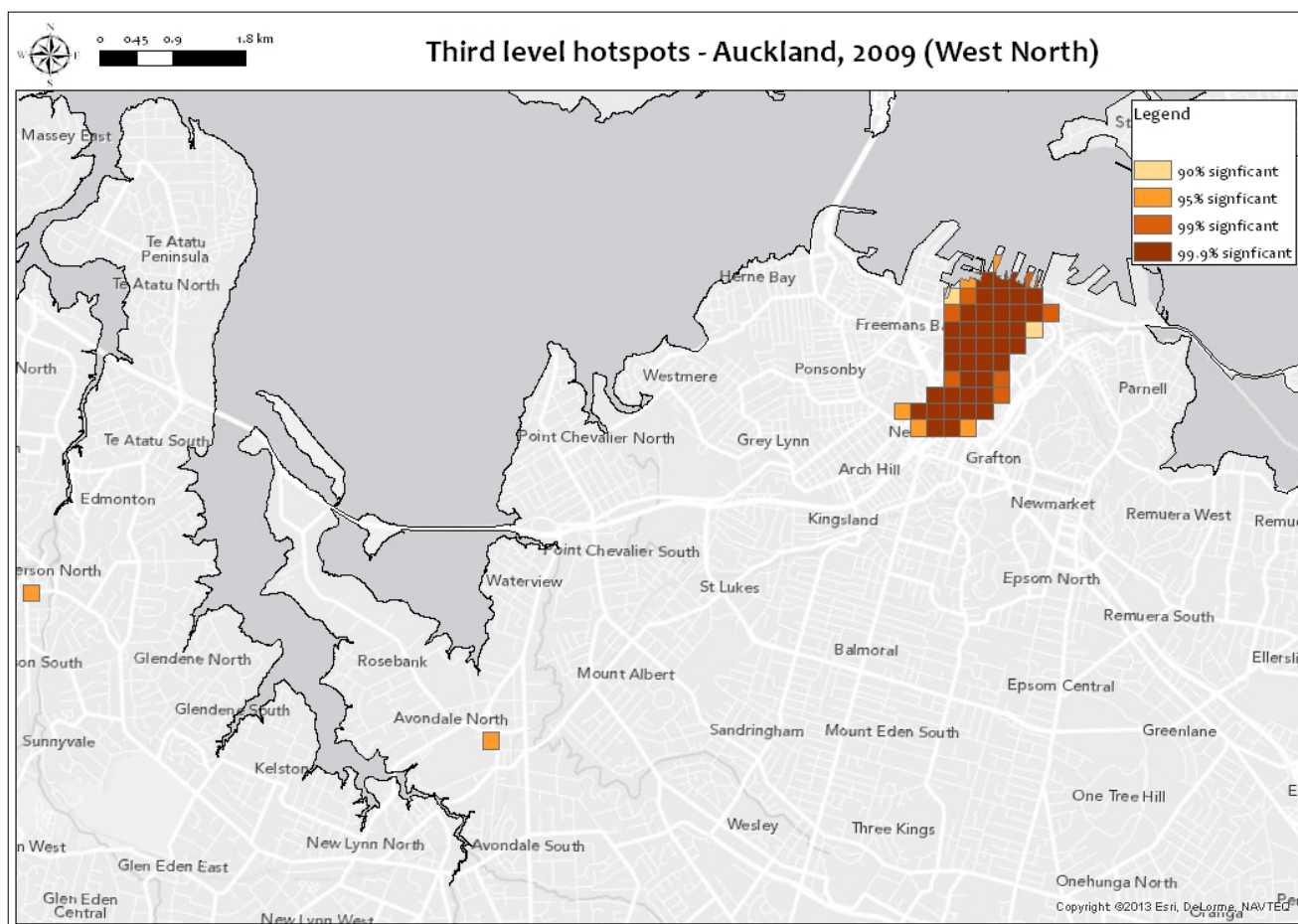
Alcohol-related calls that occurred in second level hotspots - Auckland, 2008

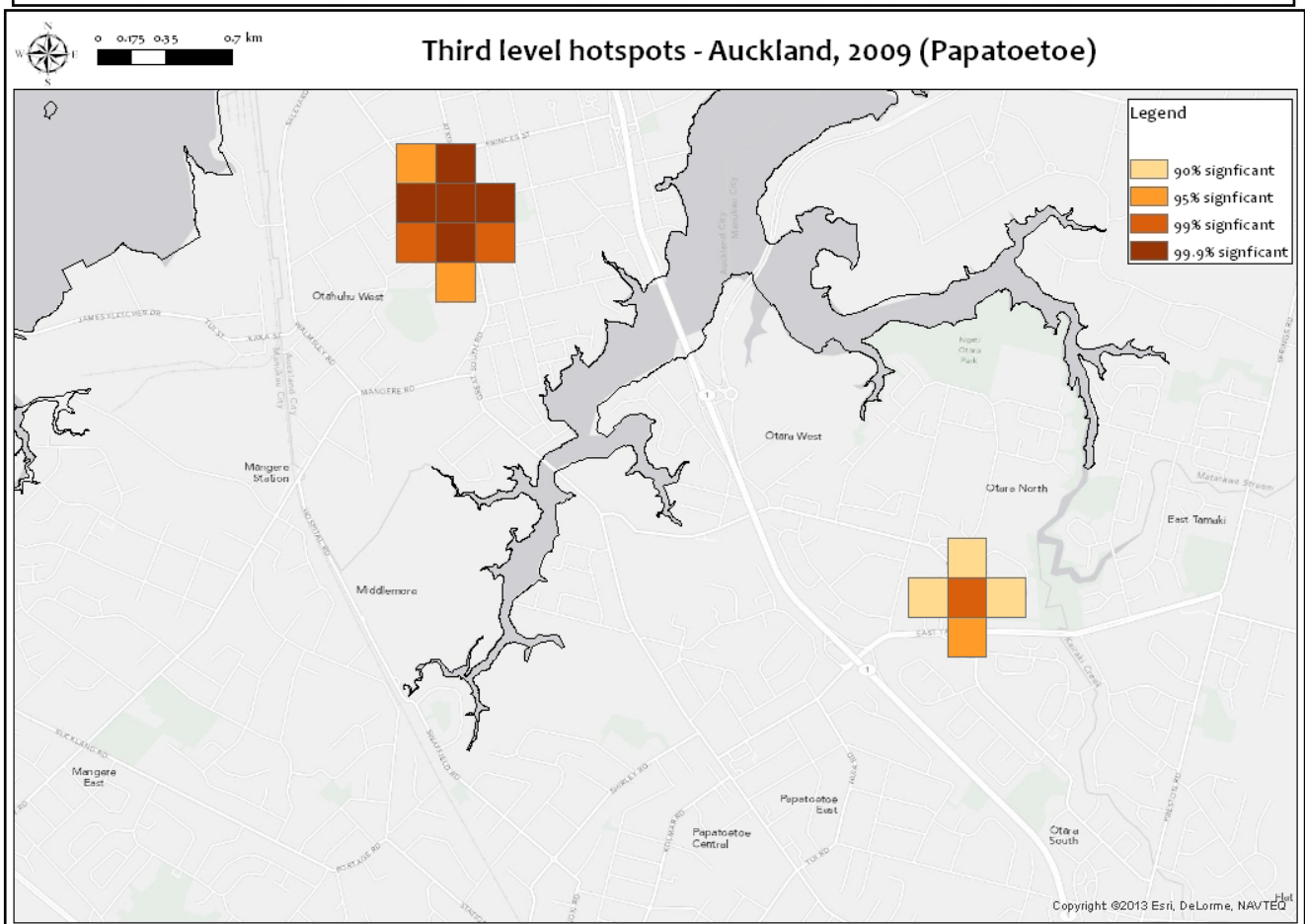
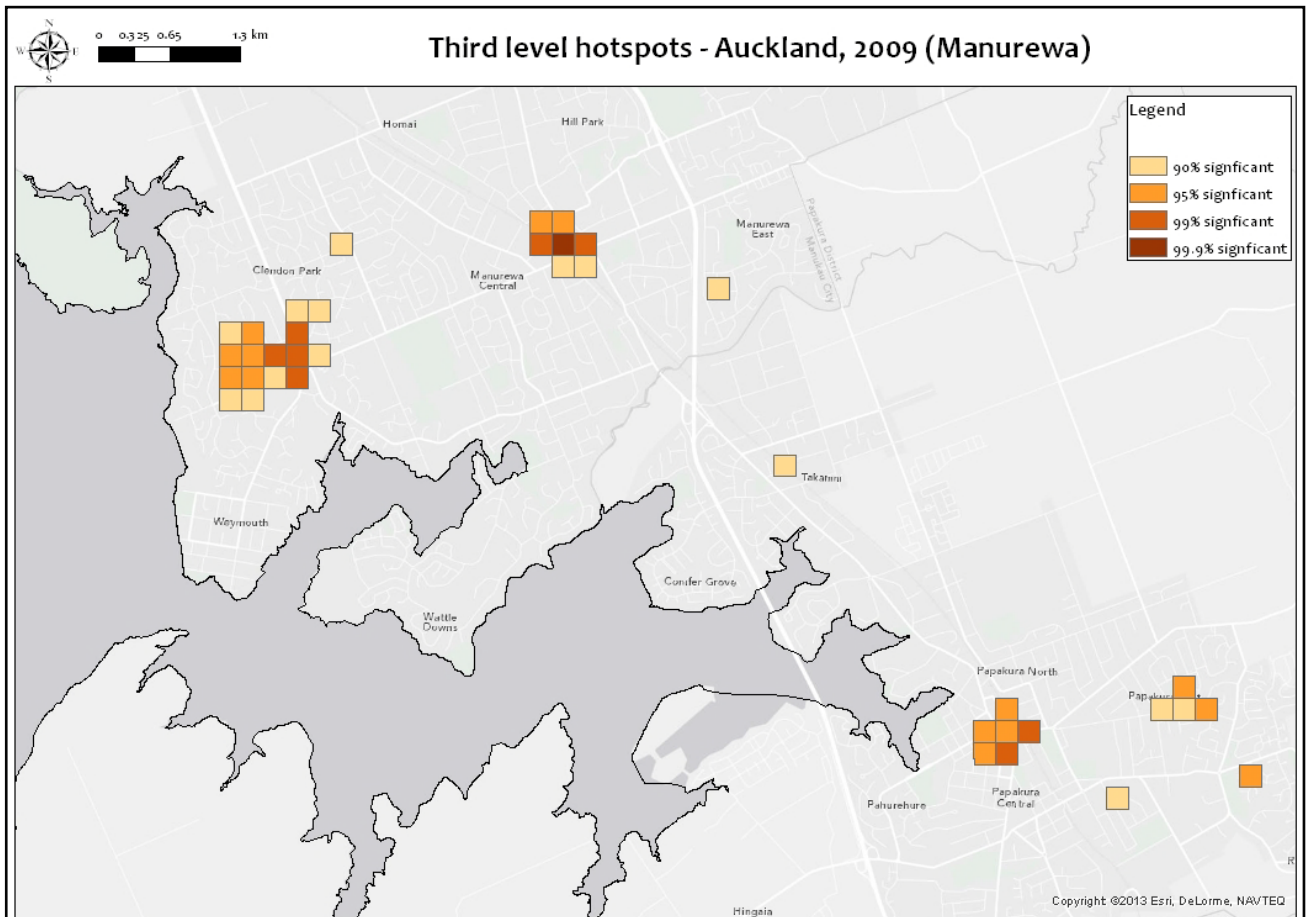


Alcohol-related calls that occurred in second level hotspots - Auckland, 2008

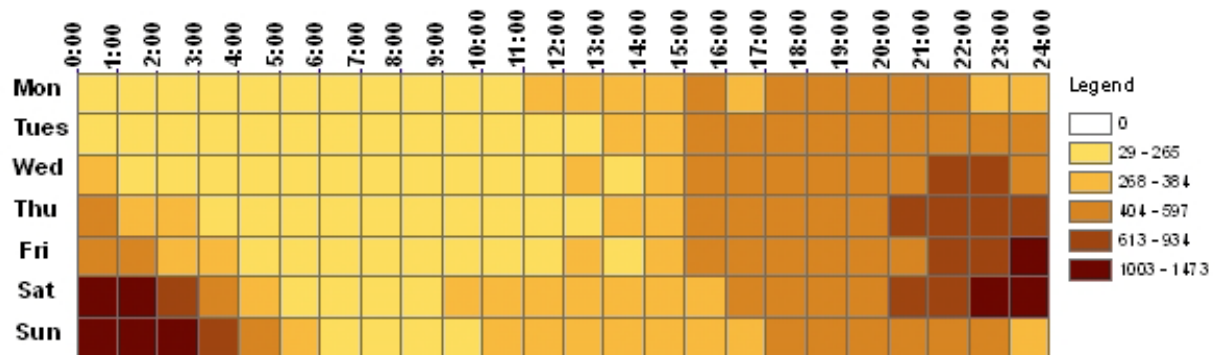




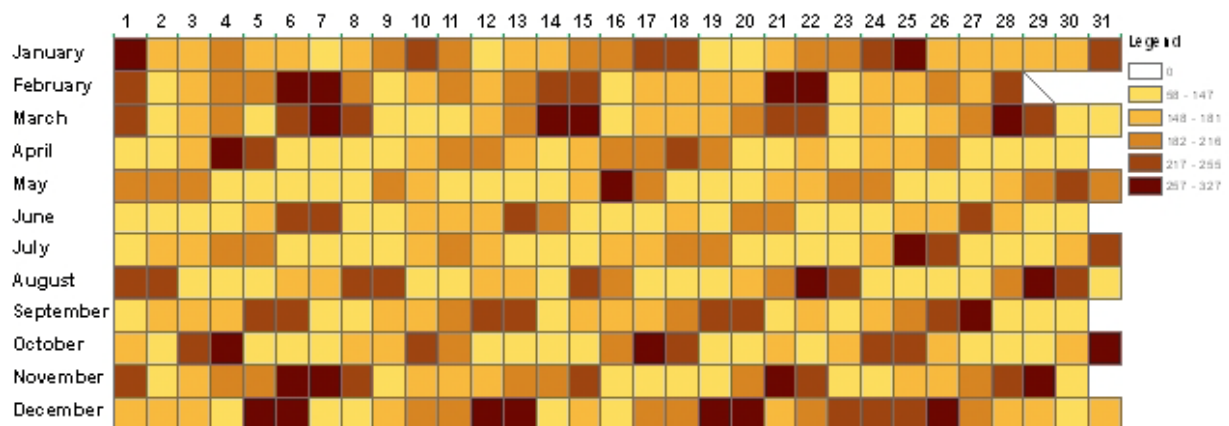




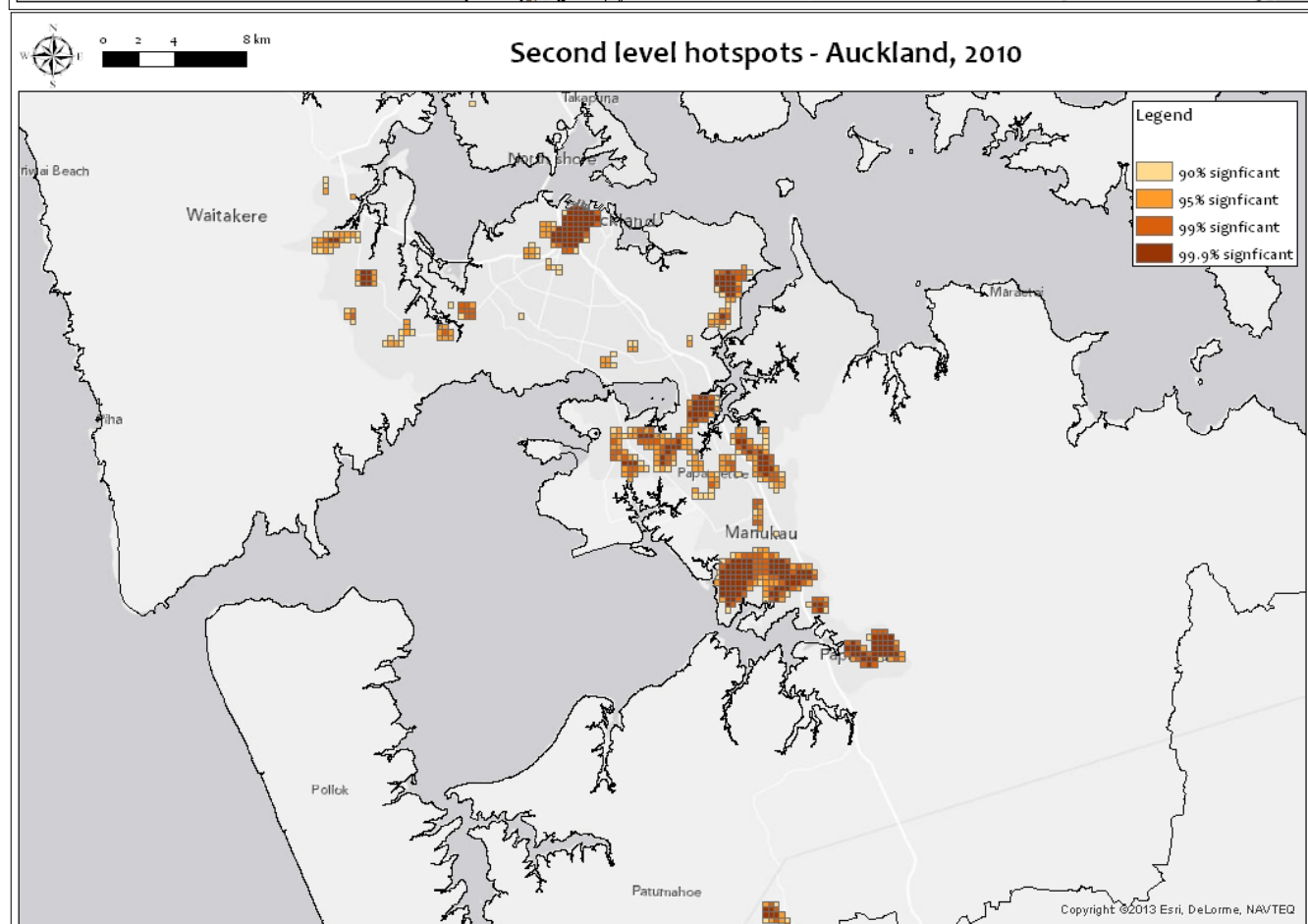
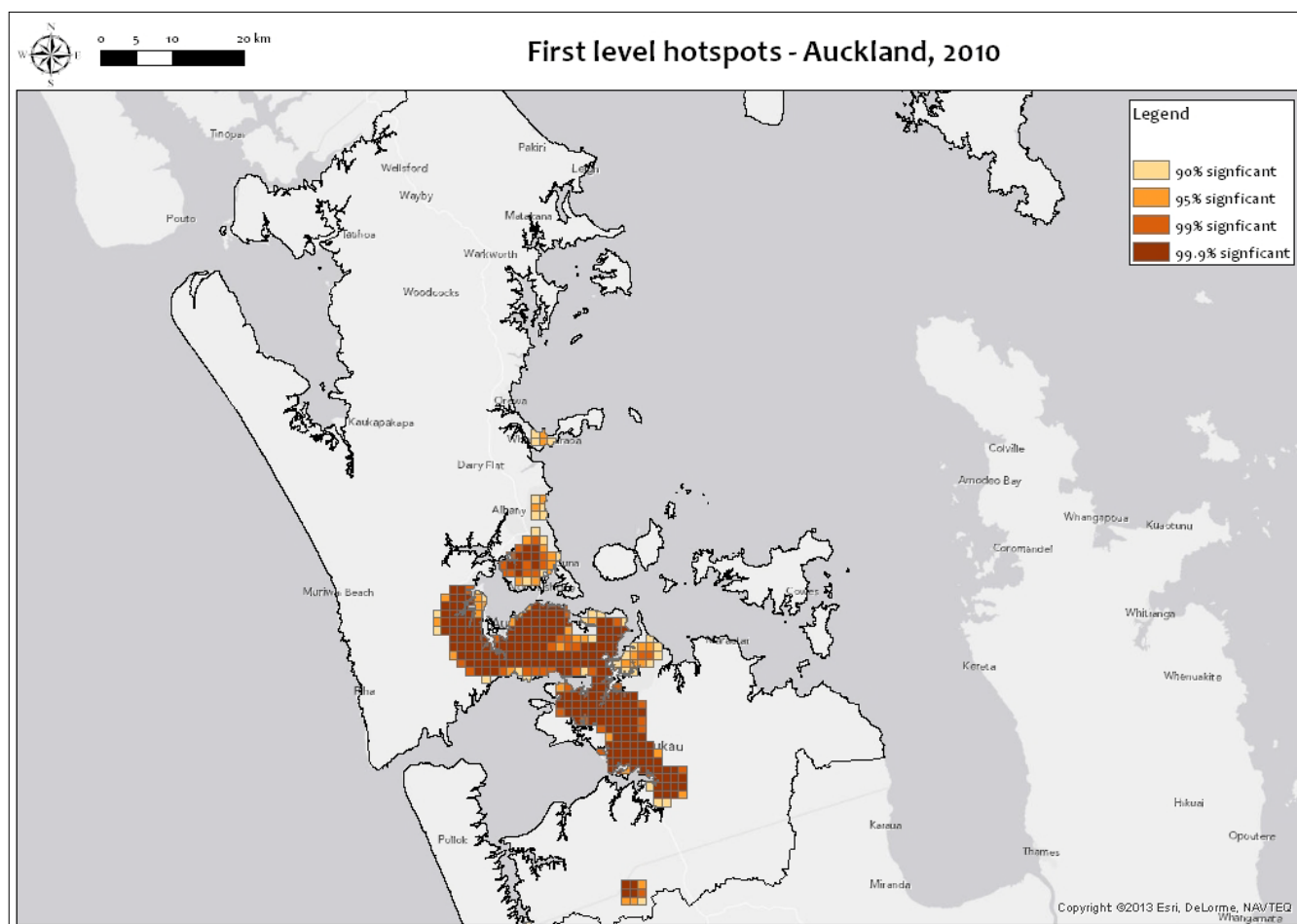
Alcohol-related calls that occurred in second level hotspots - Auckland, 2009

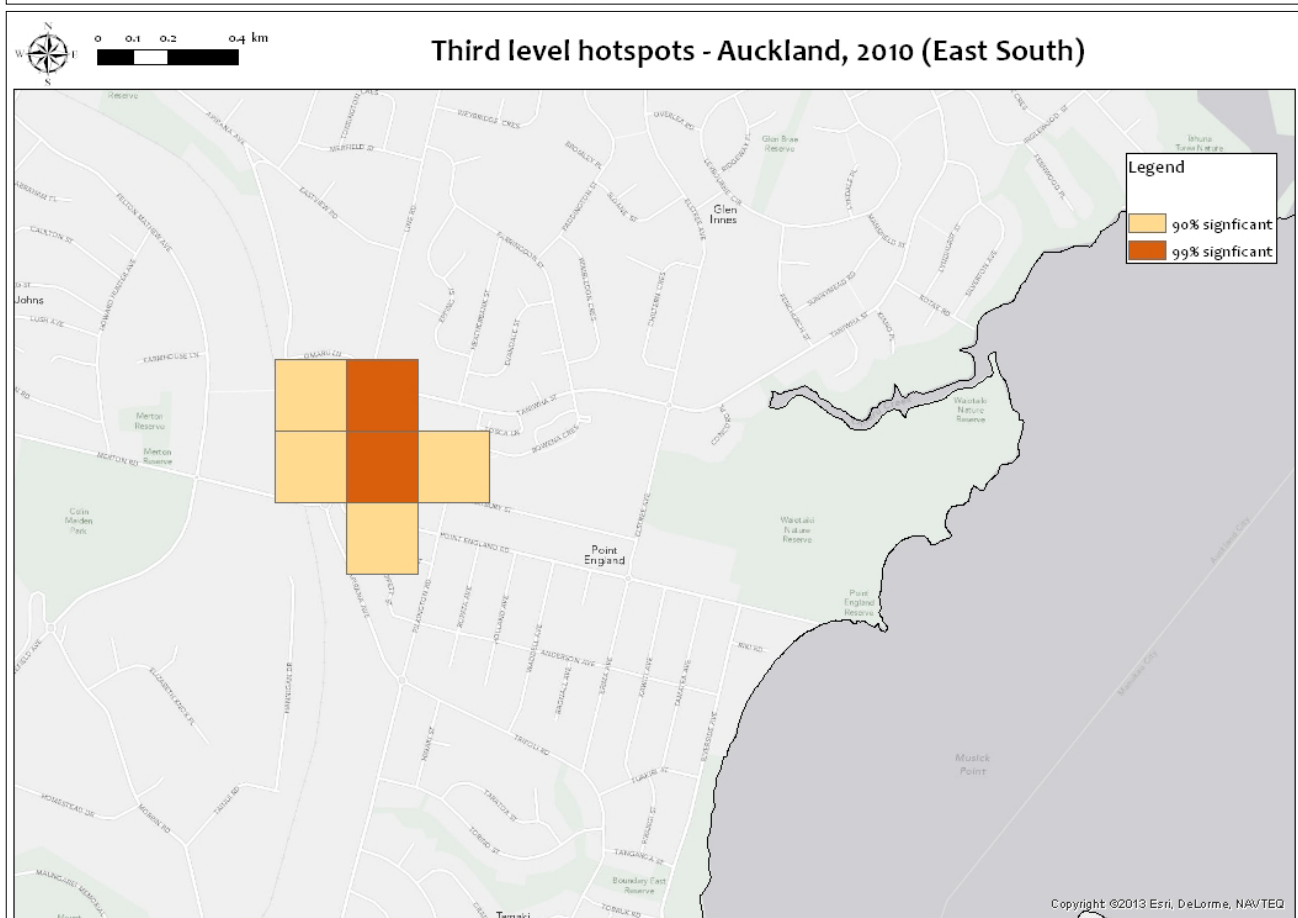
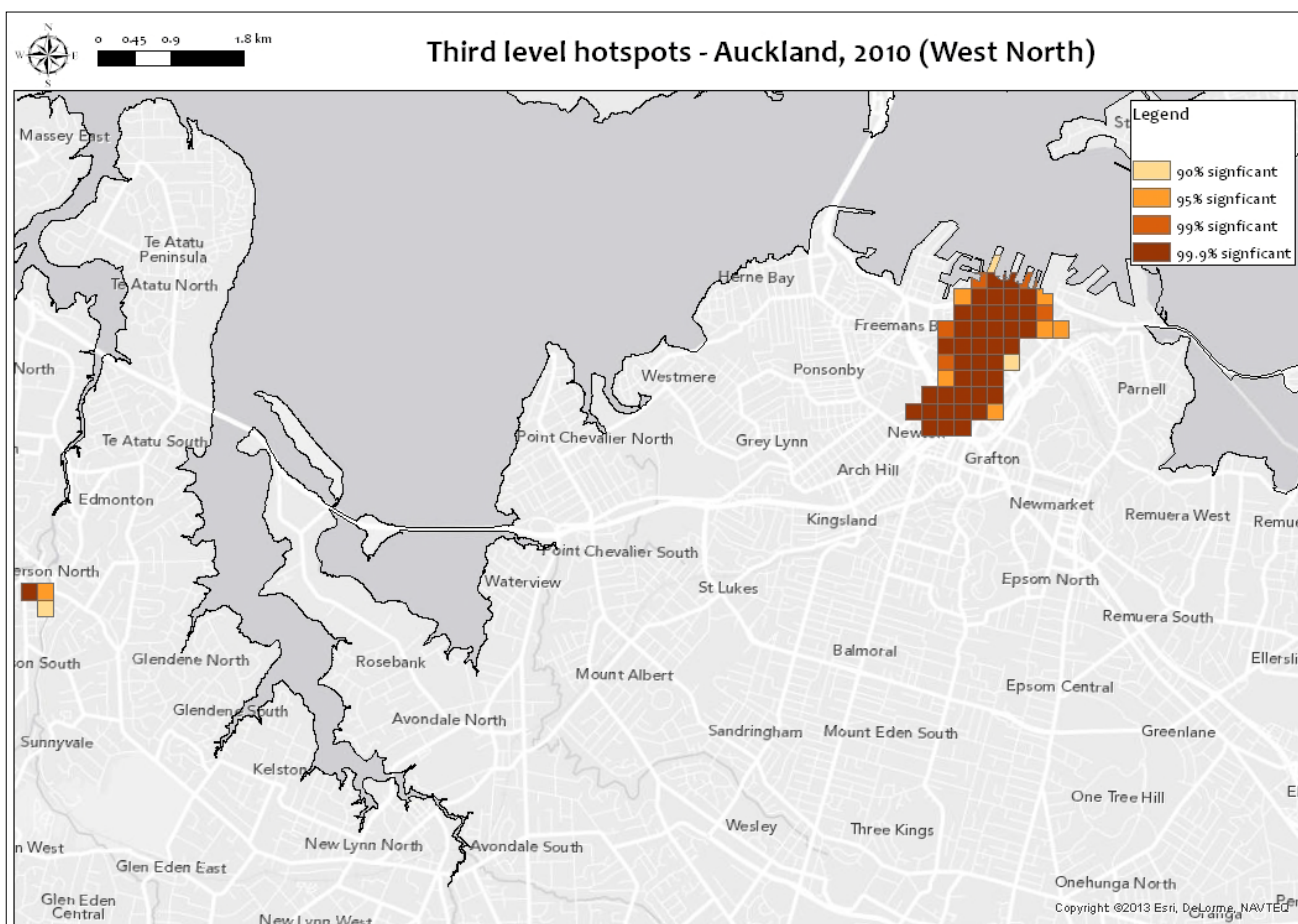


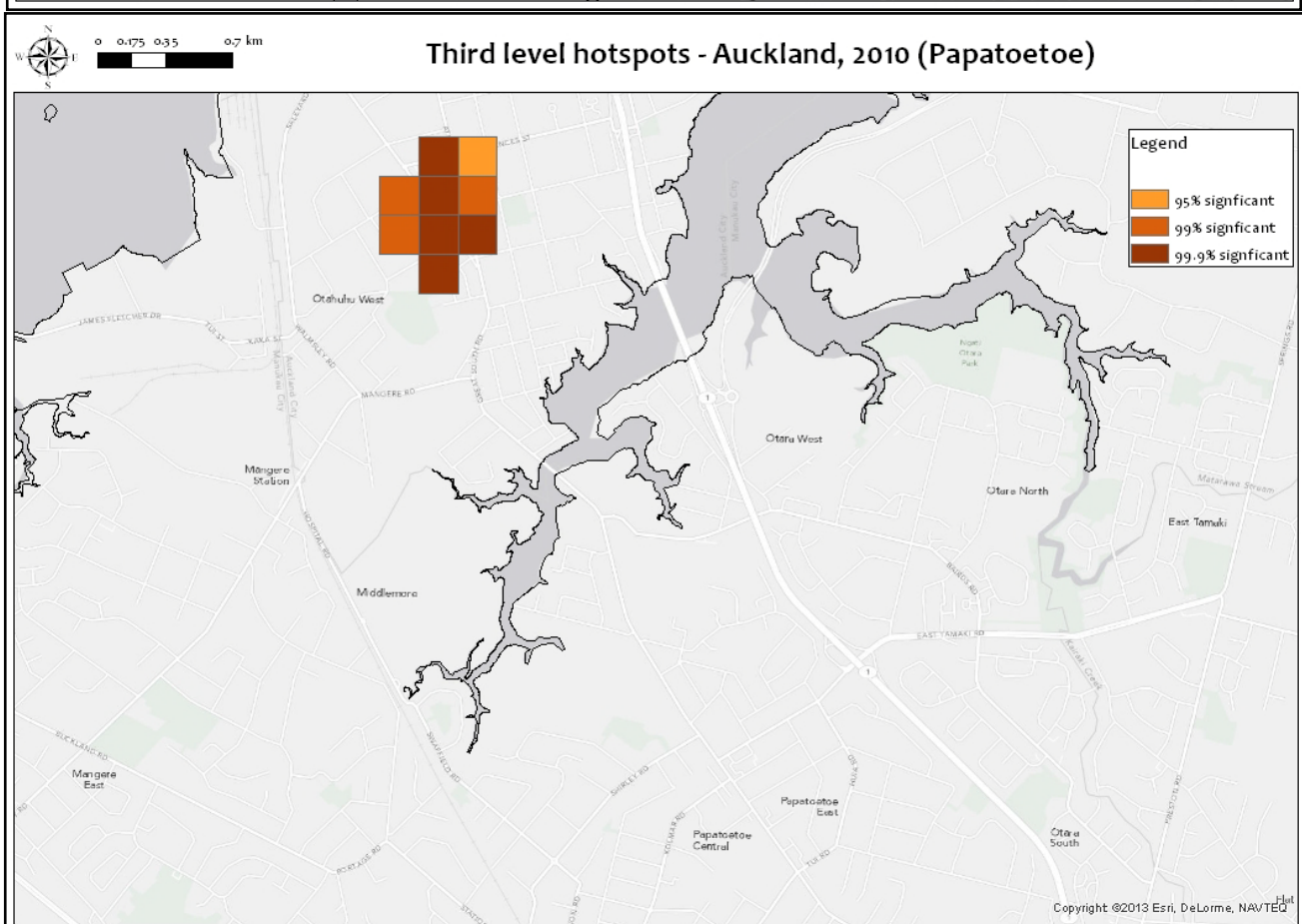
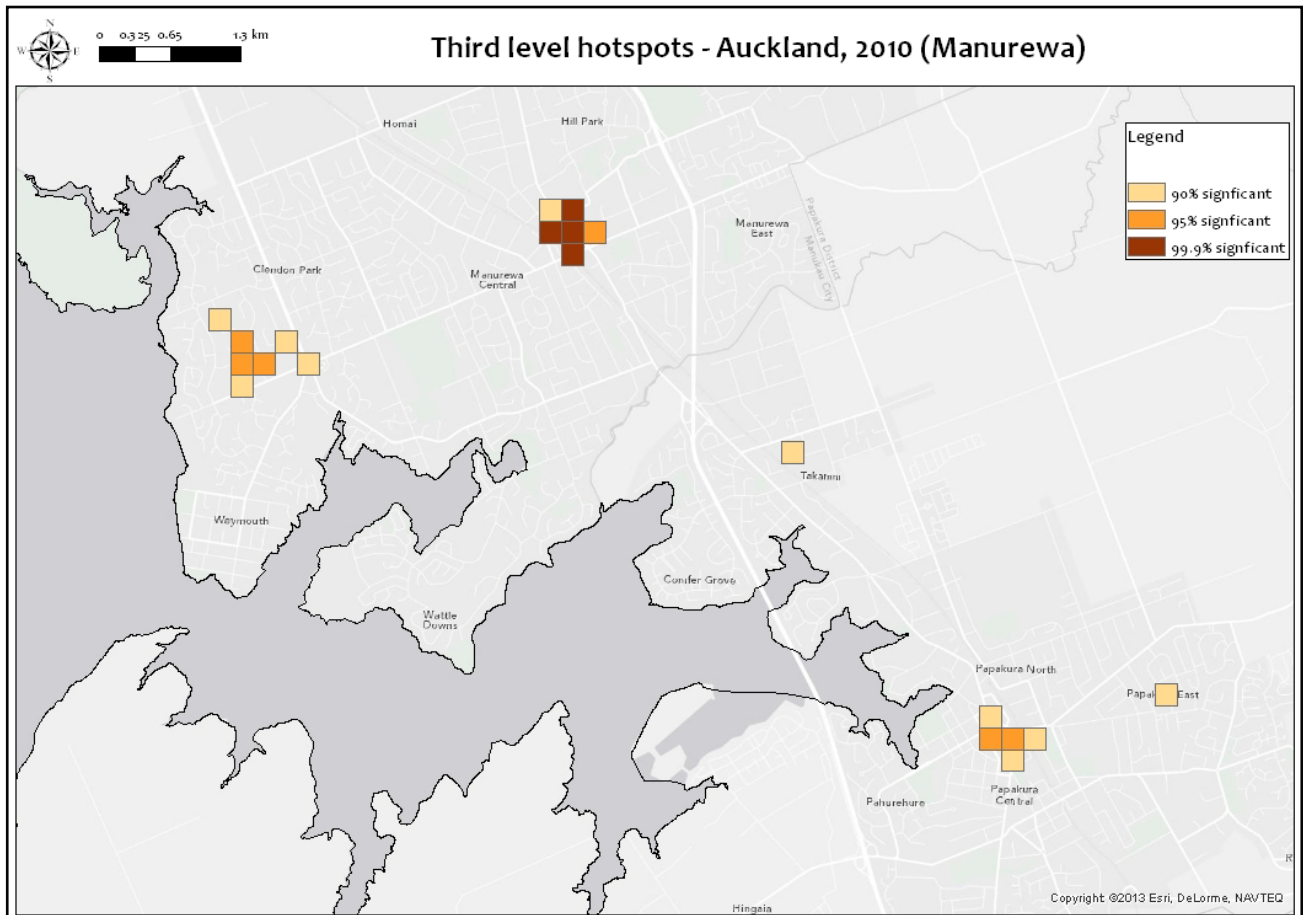
Alcohol-related calls that occurred in second level hotspots - Auckland, 2009



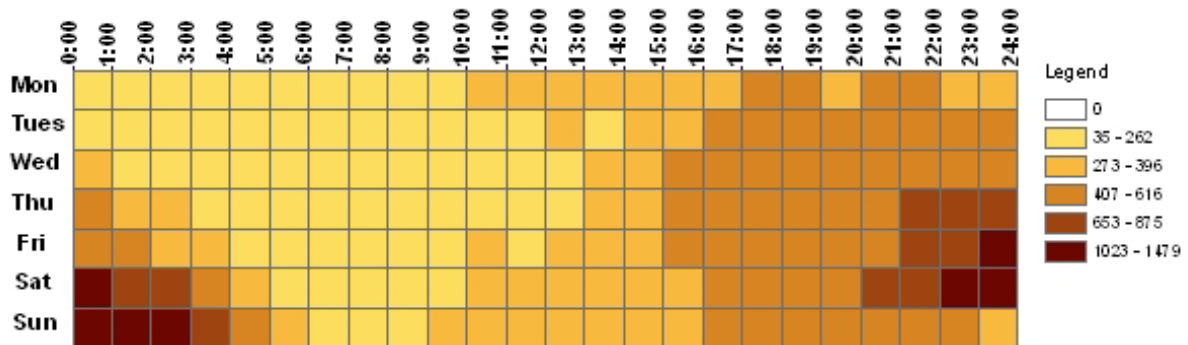
2010



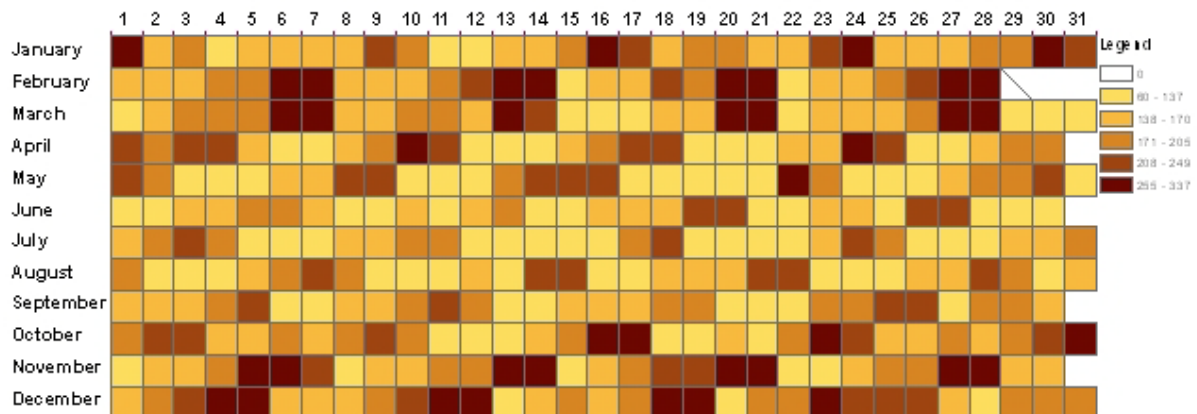




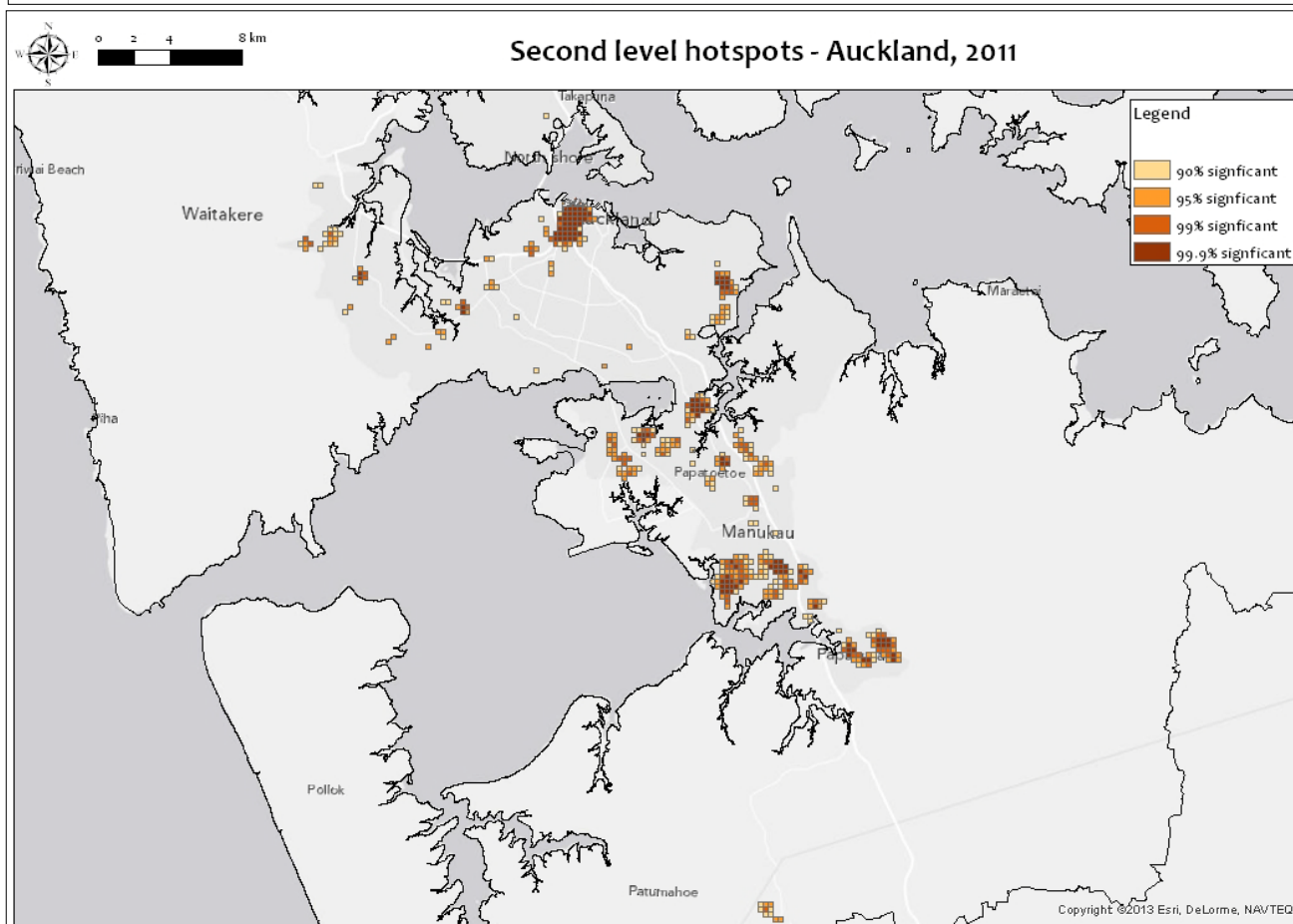
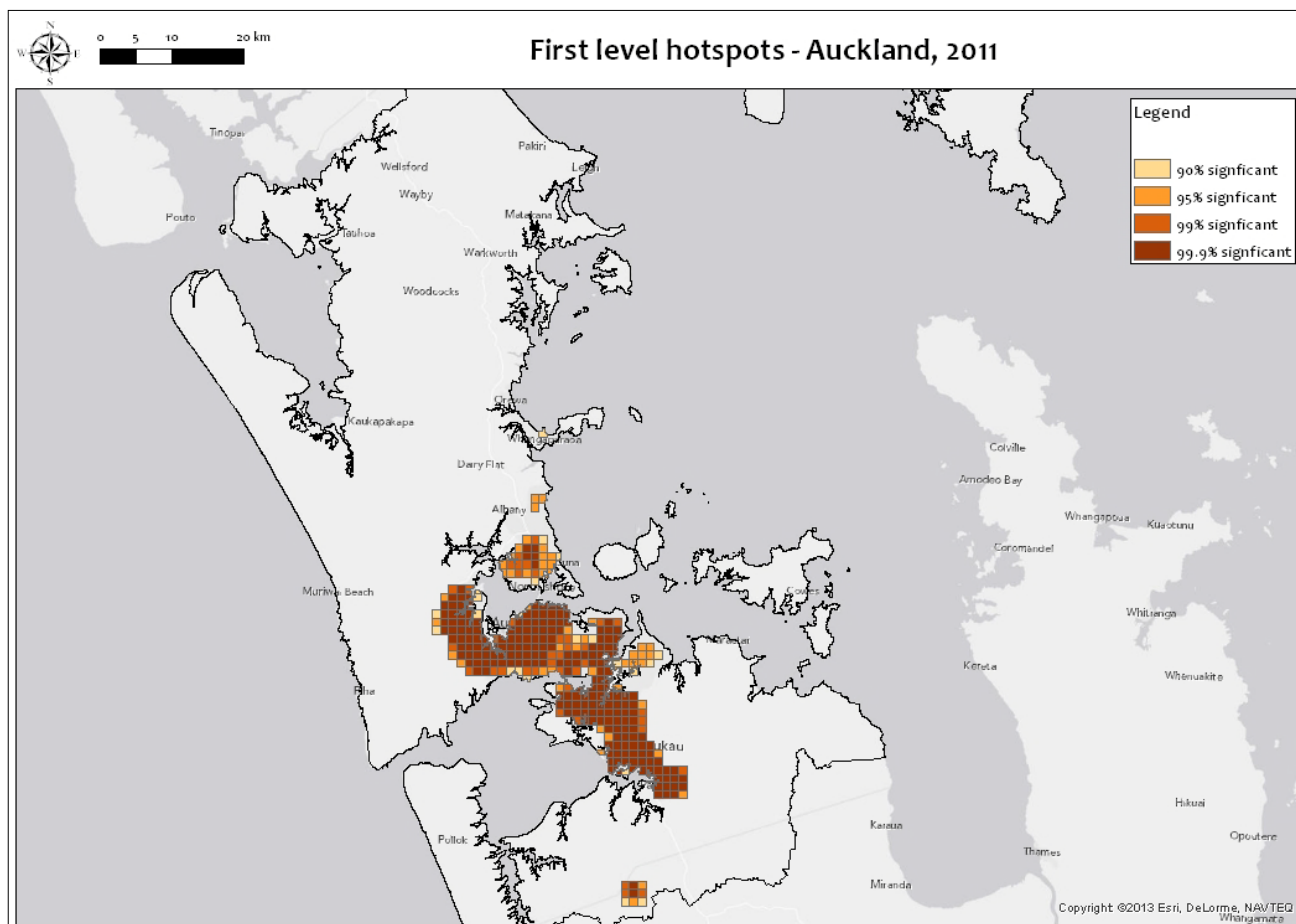
Alcohol-related calls that occurred in second level hotspots - Auckland, 2010

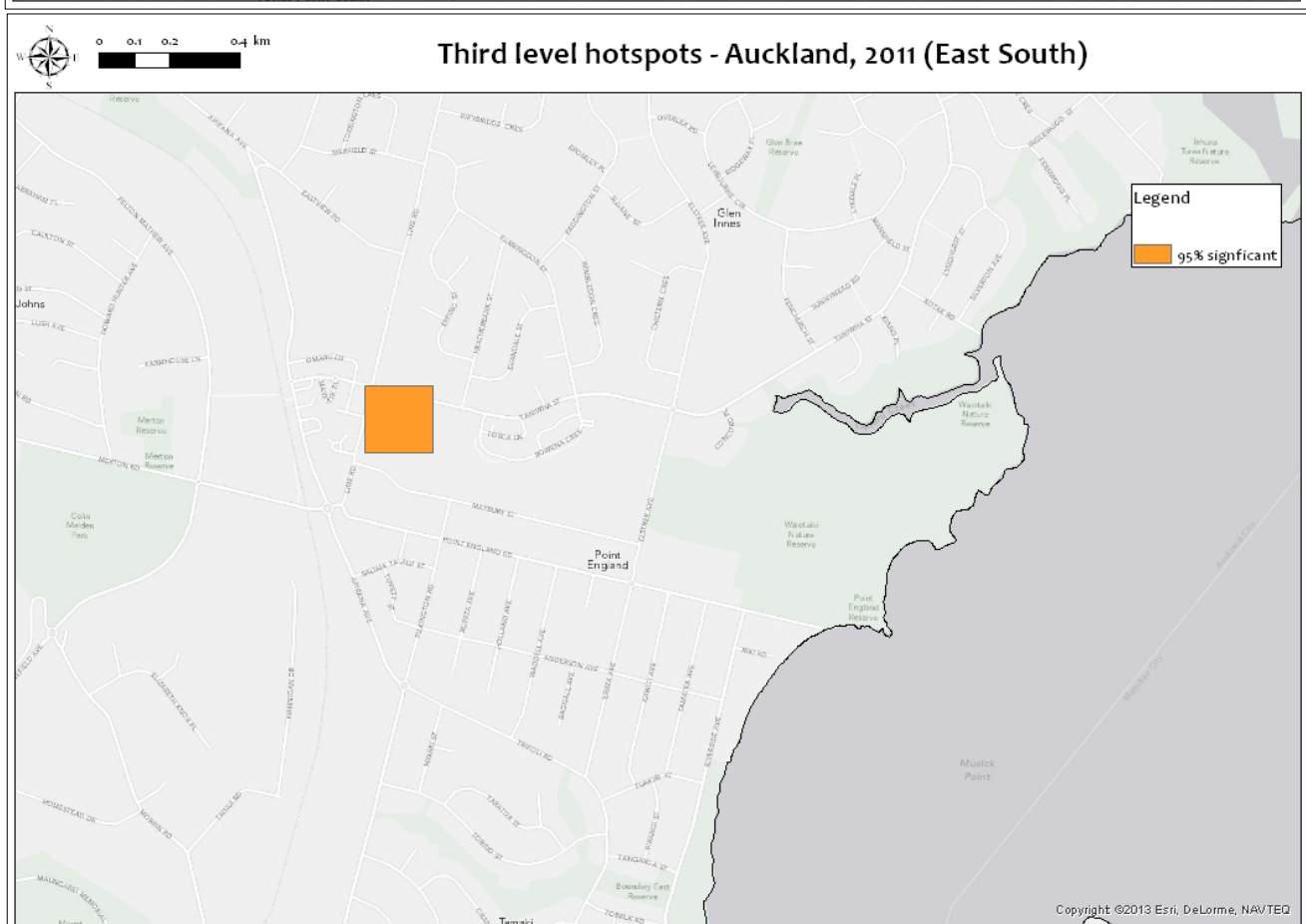
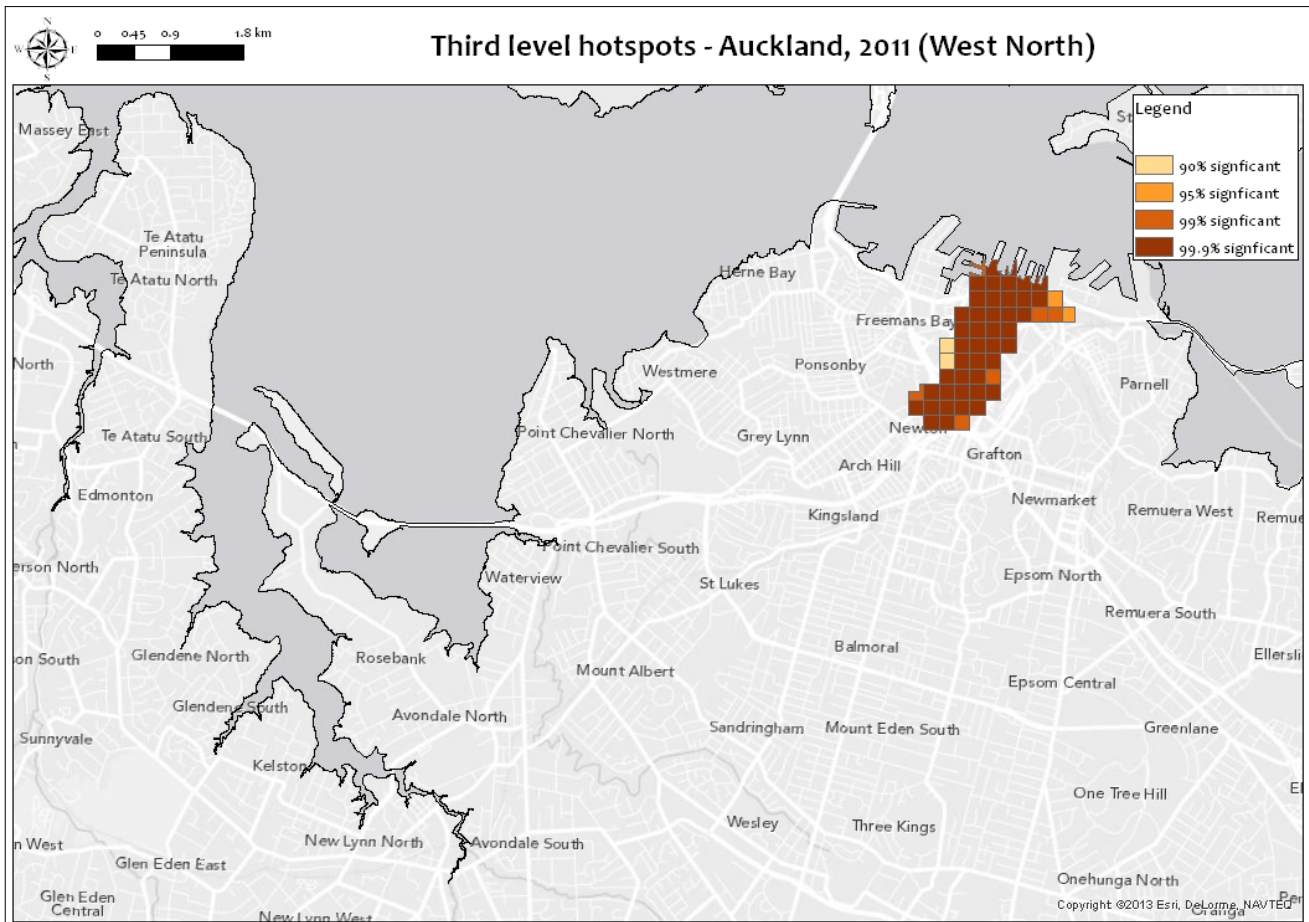


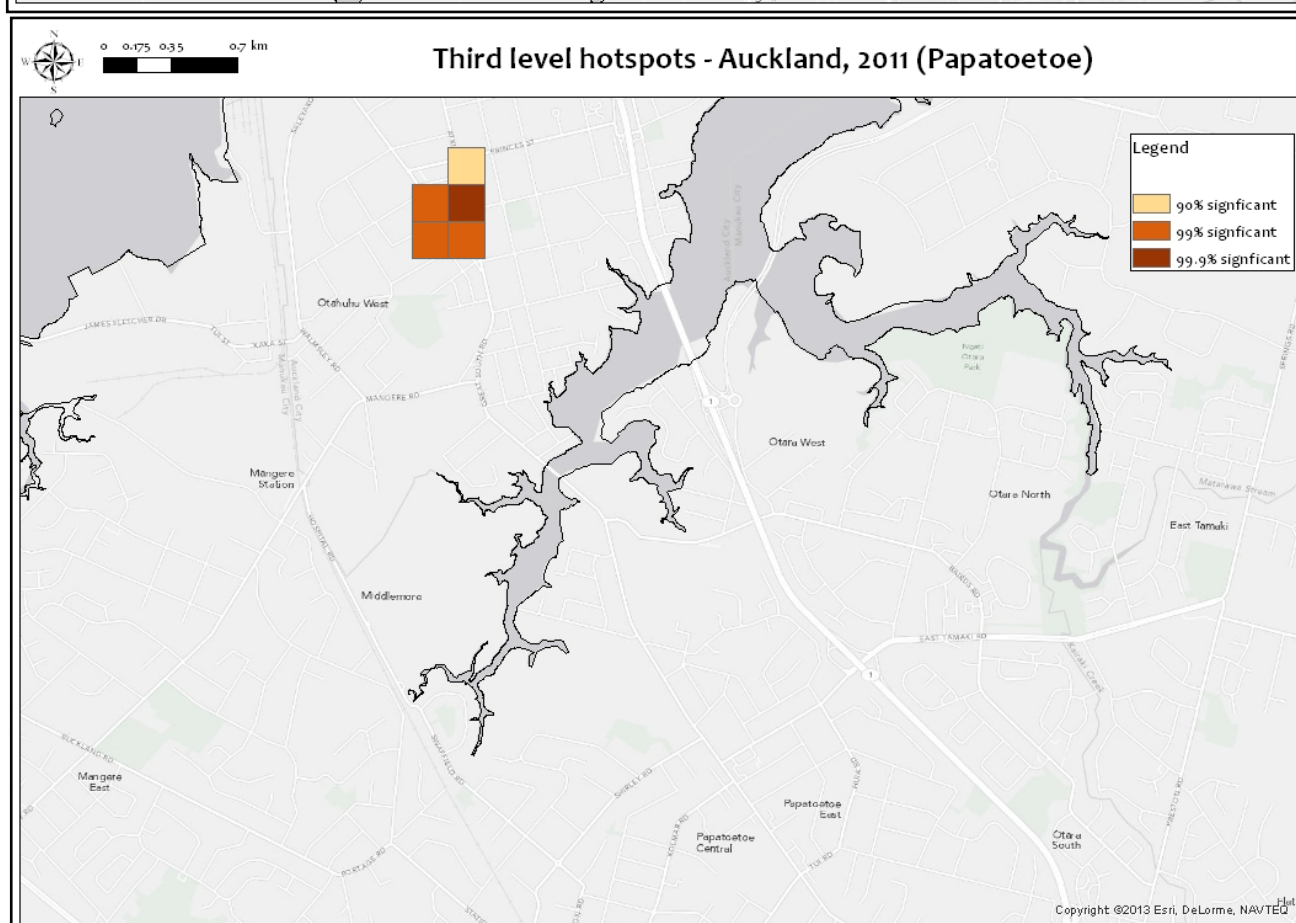
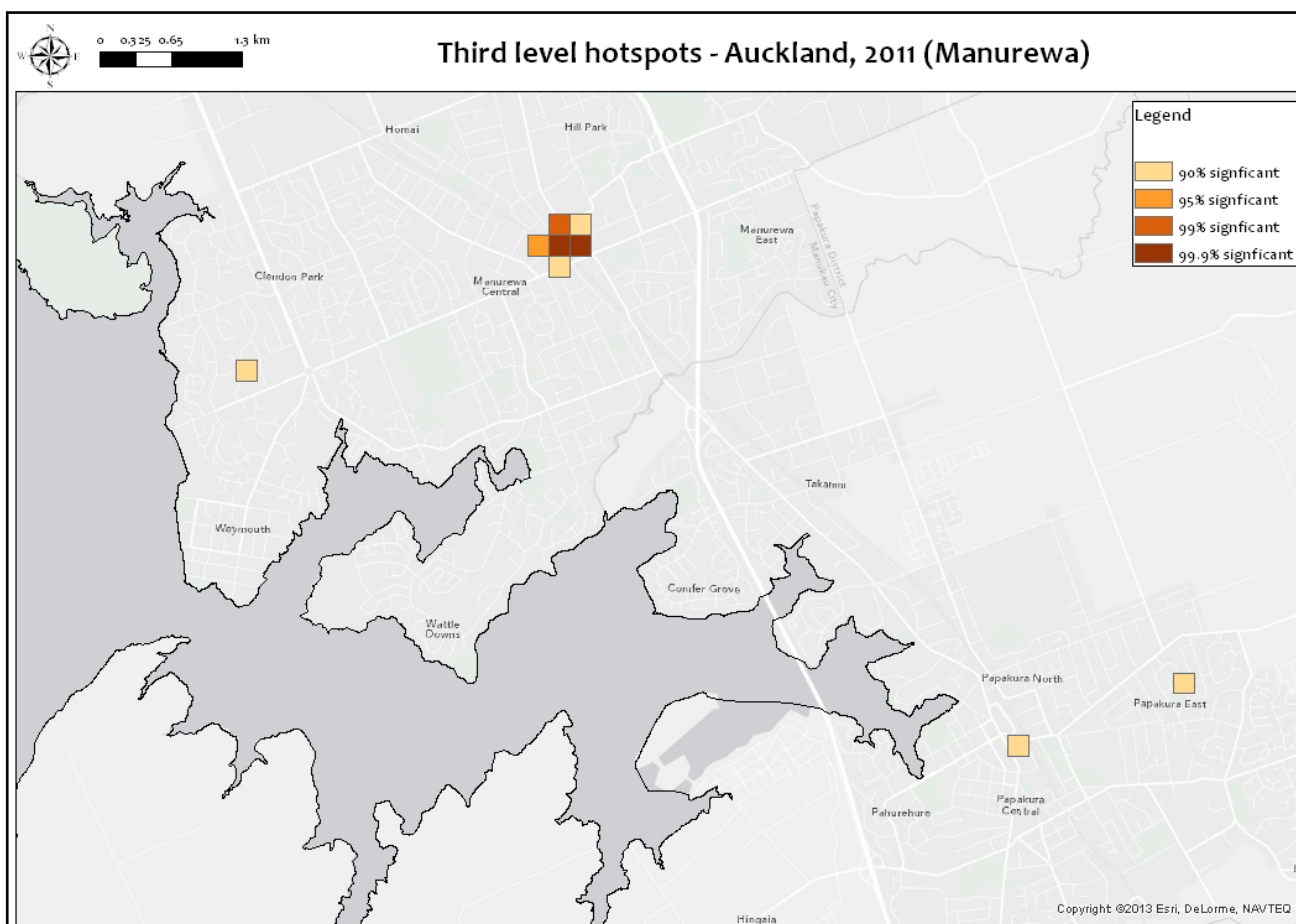
Alcohol-related calls that occurred in second level hotspots - Auckland, 2010



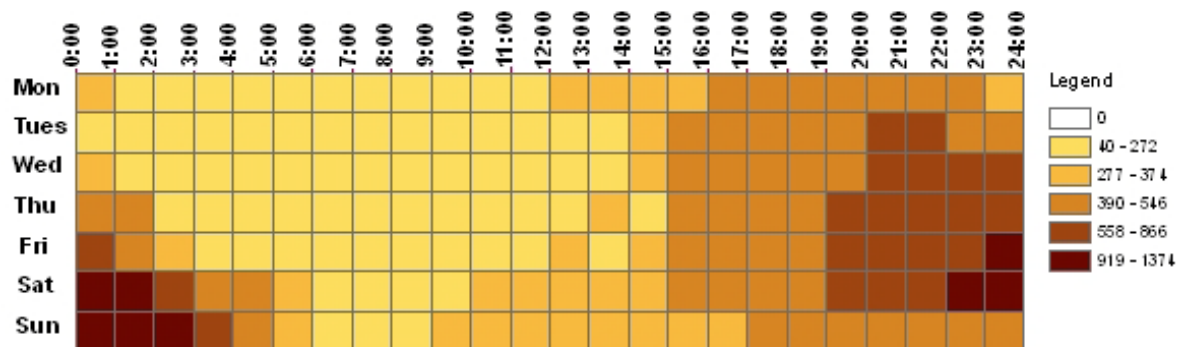
2011



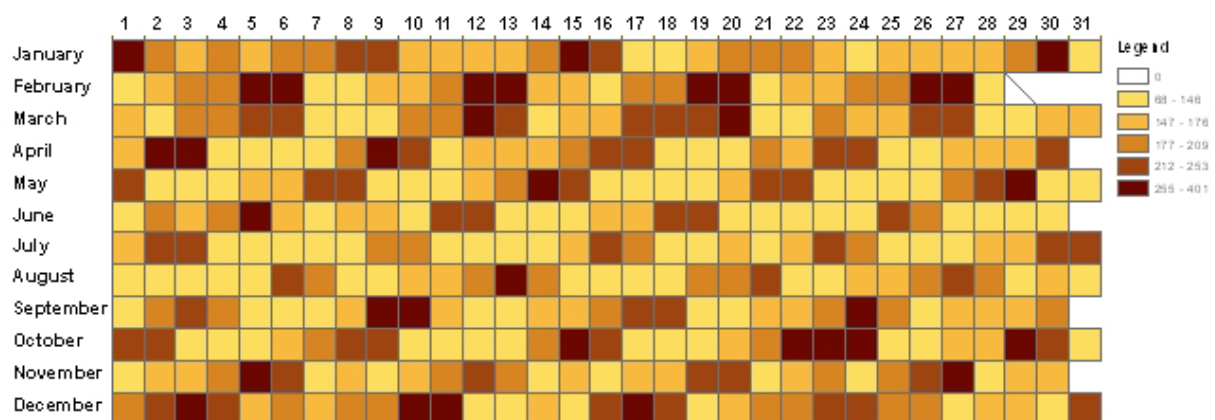


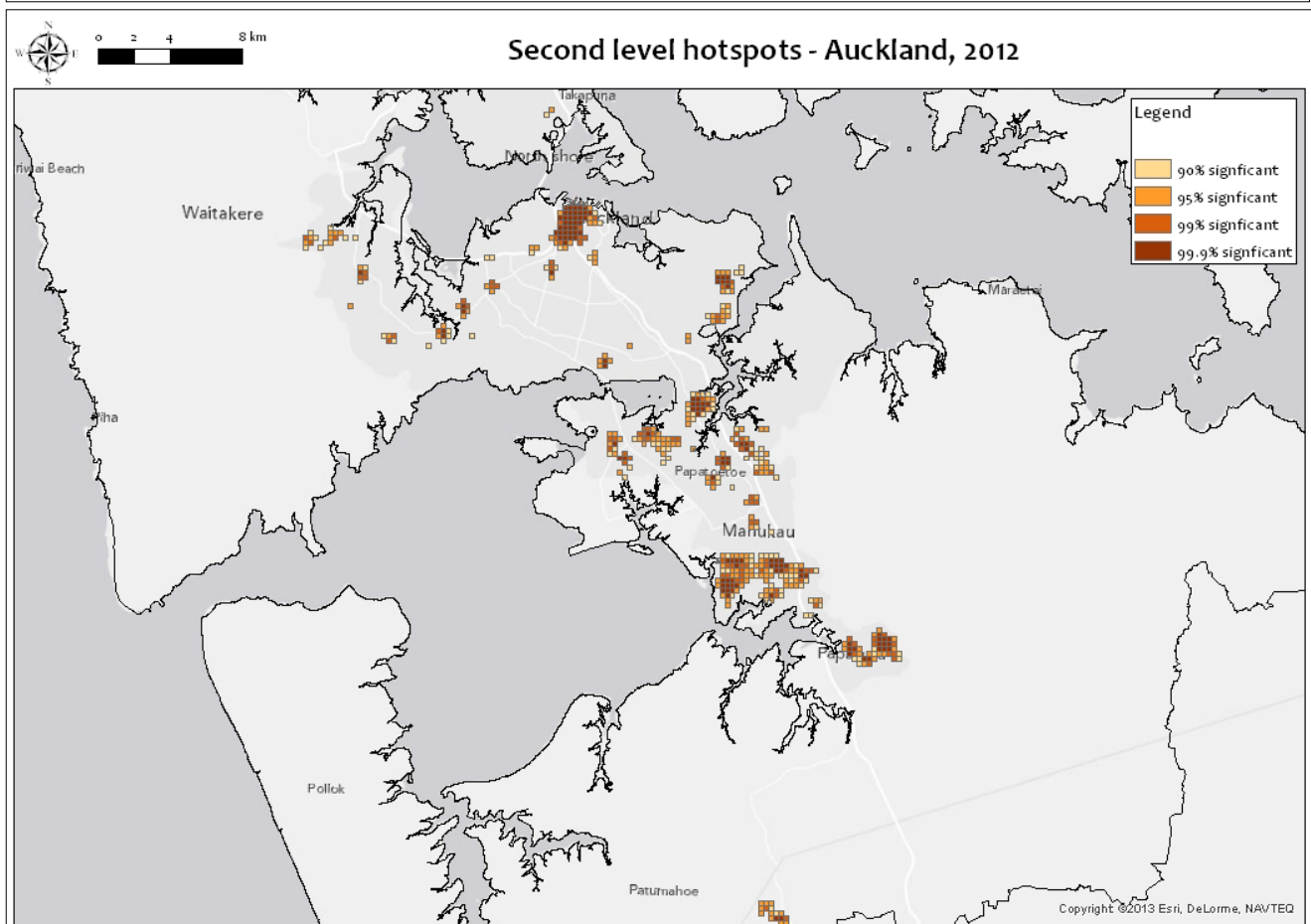
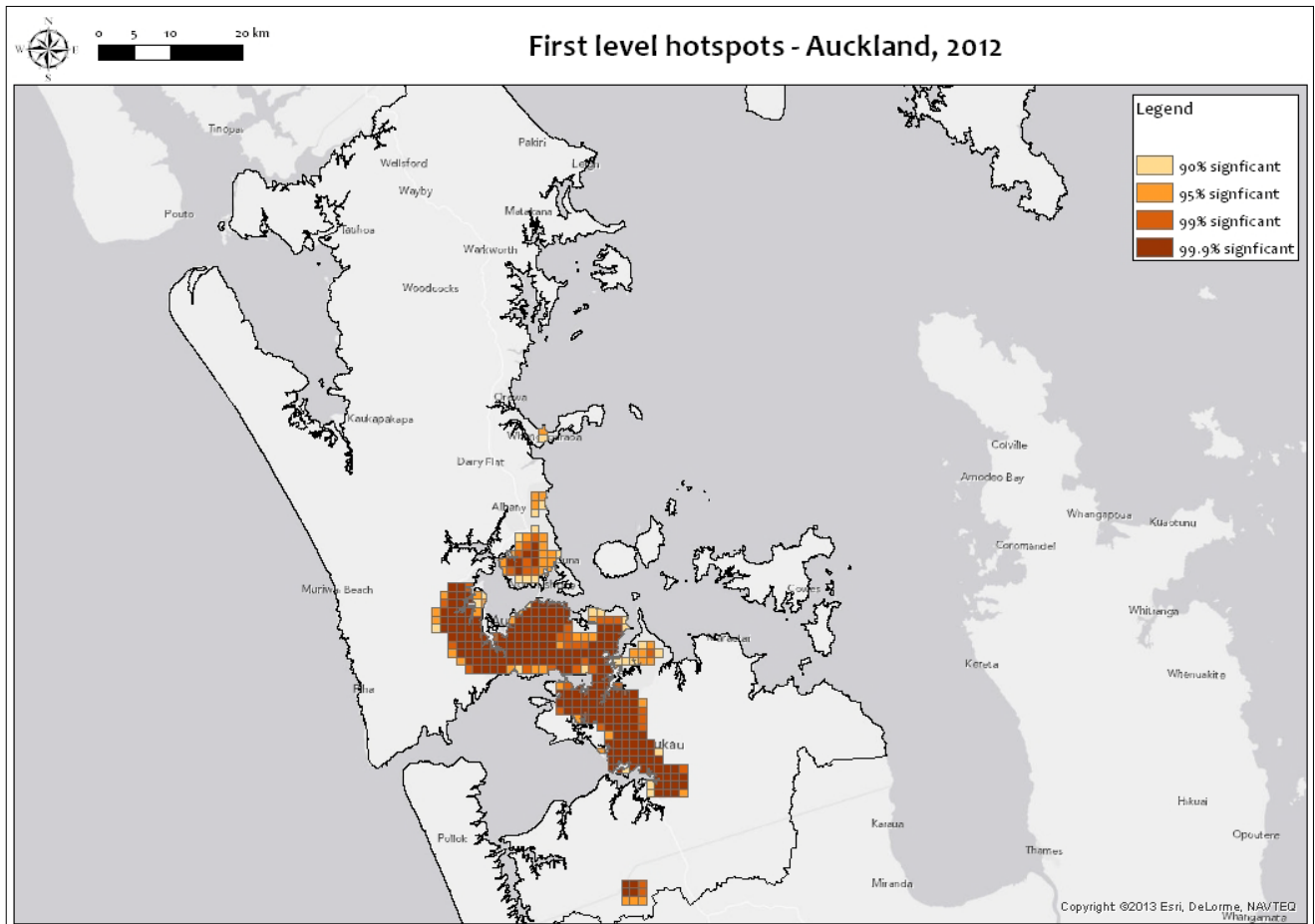


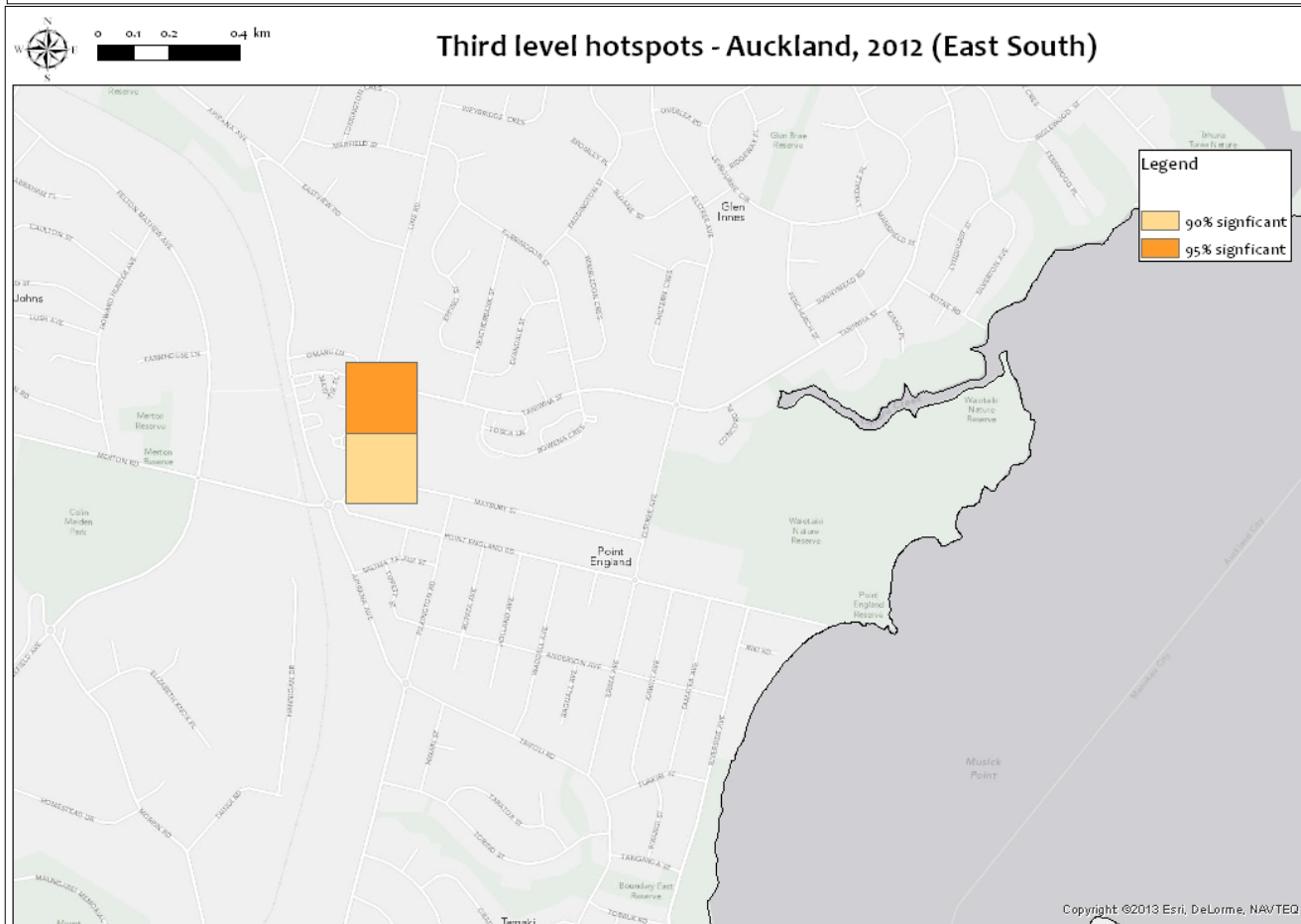
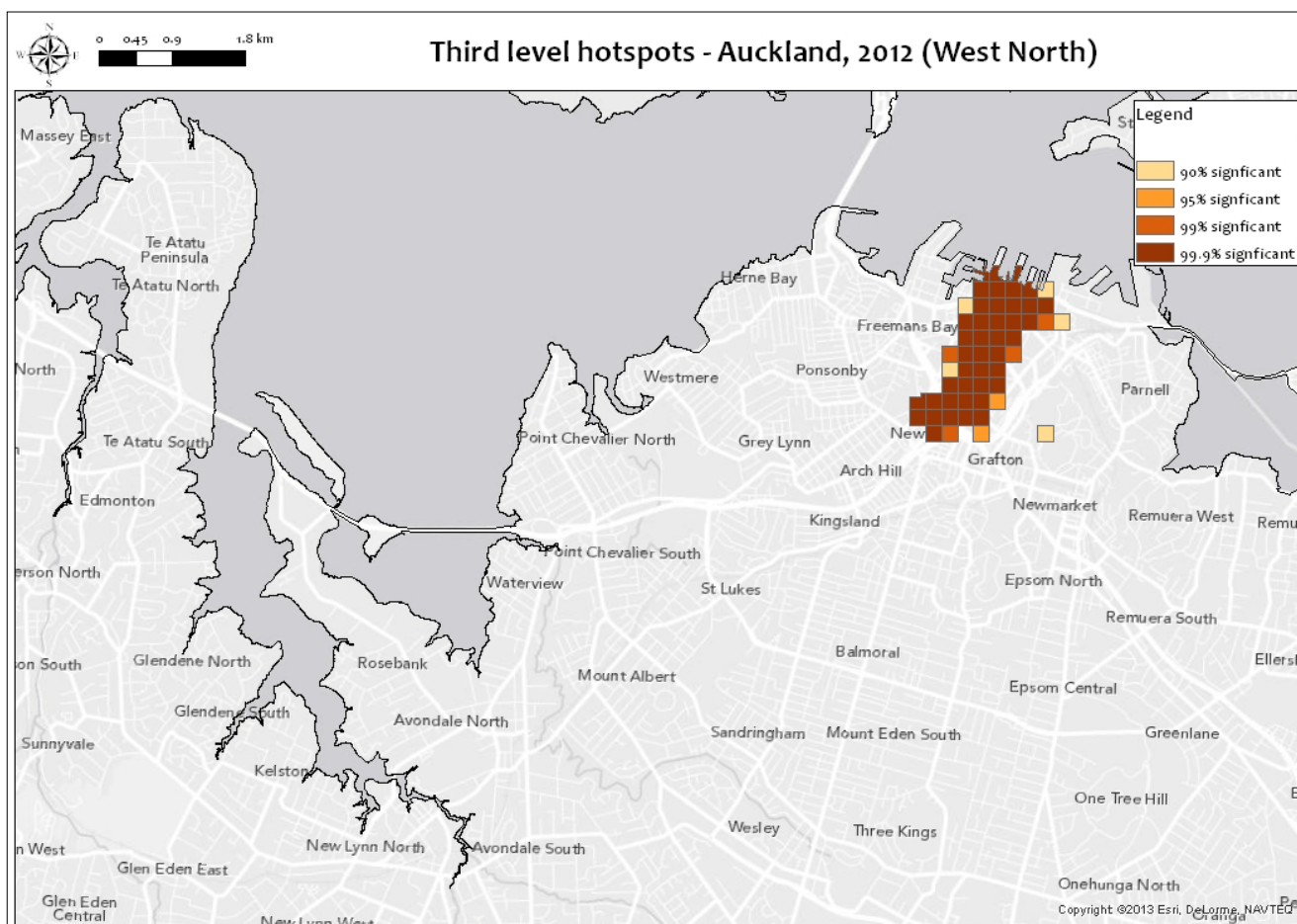
Alcohol-related calls that occurred in second level hotspots - Auckland, 2011

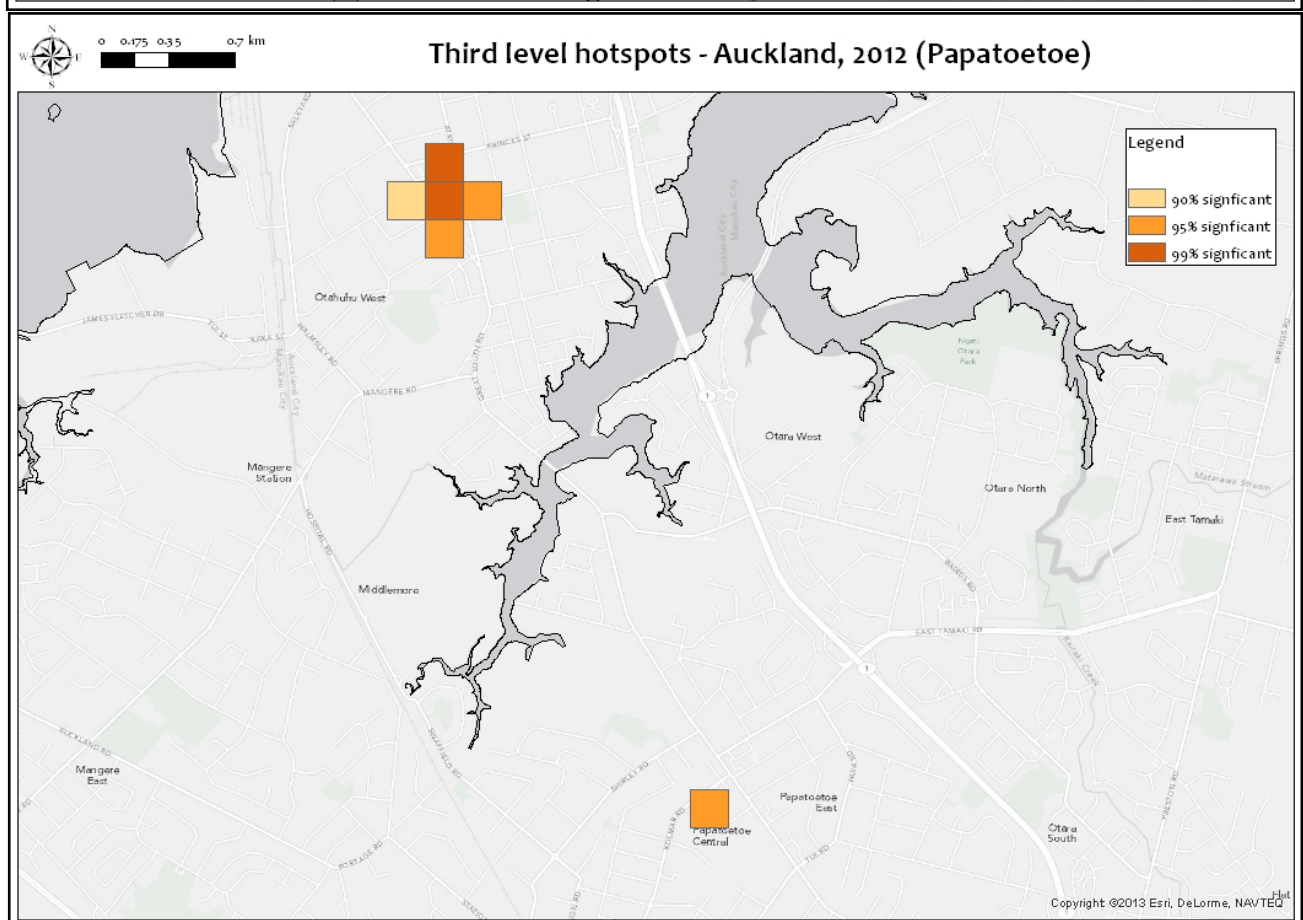
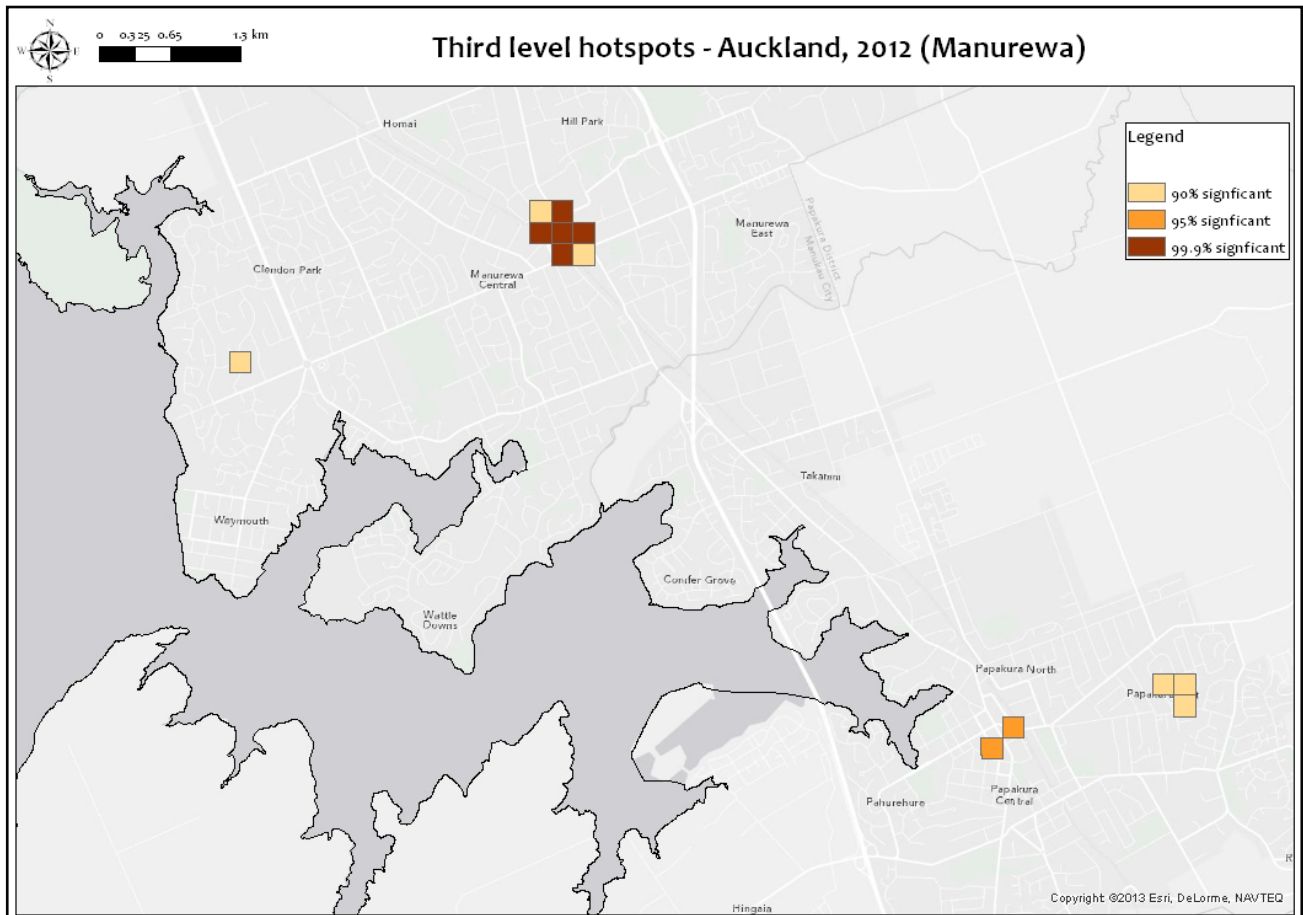


Alcohol-related calls that occurred in second level hotspots - Auckland, 2011

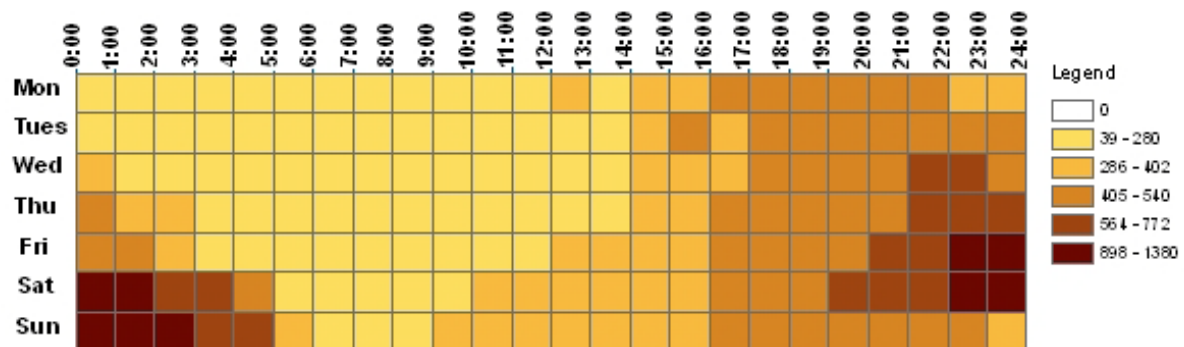




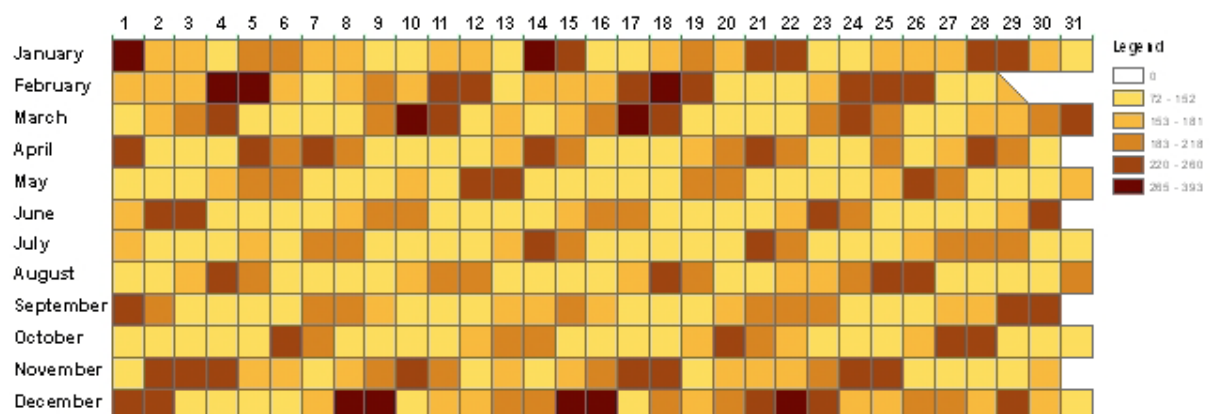




Alcohol-related calls that occurred in second level hotspots - Auckland, 2012



Alcohol-related calls that occurred in second level hotspots - Auckland, 2012



Appendix – Licensed Premises

