

# ***Calls to Police related to alcohol***

***Central Otago District***

***Released 20 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

Alcohol-related calls to Police in the Central Otago District (COD) from January 2008 to December 2012 have been analysed. The analysis found that Central Otago Police received 2,265 alcohol-related calls to Police (approximately 453 per year, or 1.2 per day) during that four year period. It should be noted that these figures do not include self-initiated arrests by Police members, or data from Alcolink.

The following has been identified:

- Alcohol-related event hotspots in the COD are concentrated primarily in Alexandra, Clyde, Cromwell and Ranfurly, and to a lesser degree in Roxburgh and Miller's Flat. This is to be expected, given that these are the COD's population centres.
- Peak periods of increased alcohol-related calls to Police consistently occur during the annual Alexandra Blossom Festival (late September), the first ten days (approximate) of December, and the Christmas/New Year period.
- The busiest times of the week for alcohol-related calls to Police are: Friday 10:00pm to Saturday 3:00am (approximately), and Saturday 10:00pm to Sunday 4:00am (approximately).

Police would like to strengthen partnerships with the Central Otago District Council (CODC) to develop solutions that will reduce the demand currently placed on police resources. Police believe this can be achieved by:

- A Local Alcohol Policy (LAP) which includes:
  - New maximum operating hours (maximum closing time of 2:00am for on-licence premises, 1:00am for club licence premises, 10:00pm for off-licence premises, and midnight for licensed restaurants/cafes).
  - Restrictions on liquor outlet location.
  - Restrictions relating to Special Licences as a distinct subset of liquor licences.
  - Minimum requirements for on-licence and club licence premises training programmes.
  - Public notification of all license applications (including renewals).
  - A one-way door policy to apply to all Alexandra and Cromwell on-licence and club licence premises from midnight.
- Mandatory conditions imposed upon on-licence and club licence licensees relating to:
  - Maximum occupancy.
  - CCTV camera placement and recording of footage.
  - Implementation of Crime Prevention through Environmental Design (CPTED) principles.
  - Establishing, promoting and enforcing clear rules of conduct for patrons.
- Discretionary conditions which may be adopted by on-licence and club licence licensees relating to:
  - 'Out of one, out of all' policy.
  - Provision of effective exterior lighting.
  - Practices which actively support and encourage sober drivers.



## 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 district<sup>1</sup>. 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 hold<sup>2</sup>.
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.

<sup>1</sup> Sections 78 and 79(2) of the Act

<sup>2</sup> 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.

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## Analysis

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### OVERVIEW

12. Recorded alcohol-related events in the Central Otago District (COD) have decreased during the reporting period as a whole (2008-2012 calendar years). During this period the number of alcohol-related calls decreased from approximately 1.4 per day in 2008, to 1.1 per day in 2012. It should be noted that these figures do not include self-initiated arrests by Police members, or data from Alcolink.

Year	Alcohol-related events
2008	509
2009	509
2010	479
2011	382
2012	386
Total	2,265

13. Preventative policing initiatives, and strict enforcement of bail conditions, have been drivers in reducing alcohol-related events. It is possible public inclination to call Police has reduced over time as people have become desensitised to some behaviours, or believe that some jobs are too petty to call in. Reductions in the number of calls for Police are therefore possible to be a result of changes in the public perception.
14. Analysis of first level hotspot maps in the appendices show that the alcohol-related hotspots in the COD are centred primarily in Cromwell, Clyde, Alexandra and Ranfurly, and to a lesser extent, Roxburgh and Miller's Flat. This is to be expected, as this is where most of Central Otago's population is located.



15. The National Intelligence Centre identified Alexandra and Cromwell as 'second level' hotspots in COD. Analysis of these second level hotspots (using the 'third level' hotspot maps) revealed the following:

### **Alexandra**

- Most of the hotspots consistently occur on and close to Centennial Avenue. This is the town's main thoroughfare, and on it are located several licensed premises, two off-licensed premises (as at the time of writing, i.e. Henry's and New World), various shops, petrol stations and motels.
- One of the hotspot areas on Centennial Ave encompasses part of Shannon Street, which has an off-licensed premise (Liquor King), and also borders Pioneer Park. Police occasionally receive calls for service to Pioneer Park, which, according to the criteria in the text box on page 4, could be considered 'alcohol-related'. Note: Alexandra's public toilets are also located in Pioneer Park.
- Another consistent hotspot is lower Tarbert Street, where two popular pubs are located.<sup>3</sup> This area also includes The Warehouse, which occasionally generates calls for service which, according to the criteria in the text box on page 4, could be considered 'alcohol-related'. A recent example was an allegation of assault taking place between a couple while at The Warehouse.
- A further consistent hotspot is close to Molyneux Park. This is the location of the Stadium Tavern. Both Molyneux Park and Molyneux Stadium regularly hosts sporting events (such as rugby in the winter, and the annual Merino Shears competition).
- There were also two inconsistent hotspots during the reporting period.
  - The first is: a section of Enterprise Street (between Marslin and Russell Streets). There are two schools (The Terrace School and Dunstan High School) near Enterprise Street. The majority of calls for Police to this area relates to Checkpoints and Vehicle Turnovers. There were a number of callouts to deal with disorder in this area, which are likely to have been alcohol-related. The majority of these were coded K1 by the attending Officer. This coding means that Police attendance was sufficient and no further action was required.
  - The second is: the area on/between Royal Terrace and Killarney Street (bordered by Centennial Avenue to the west and Simmonds Street to the east). This area has had numerous calls for Police relating to Traffic (checkpoints, complaints turnovers). This area is a main through-fare for the town, and the volume of traffic flow would correlate to the high call numbers.
- Other calls for Police in this area relate to assaults and disorder as well as dealing with detoxification. During the reporting period, a number of people with criminal histories have lived in these areas, and it is almost certain that some of the alcohol-related calls for Police were a direct result of this. Police have had repeat calls to a number of addresses known to have regular parties. There are also several motels in this area.

### **Cromwell**

- The area surrounding the Old Cromwell Town Historic Reserve has regularly featured as a hotspot. This hotspot is broadly bordered by Down Street to the west, Donegal Street to the north, and Erris Street to the east. Several of the residents in this area have been the subject of repeat calls for Police.
- An inconsistent, but growing, hotspot has occurred in a large area bordered by Murray Terrace/Sargood Road to the west, State Highway 8B to the north, the western edge of Cromwell Golf Course to the east, and Neplusultra Street and (the northern part of) Anderson Park to the south. This area is Cromwell's CBD, and includes: Cromwell Mall,

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<sup>3</sup> One of these has recently closed and it is not known if it will re-open.



several licensed premises (including the Golden Gate Lodge), Cromwell's public toilets, and several motels and petrol stations.

- The Waenga Drive area, from its intersection with Antimony Crescent through to the northernmost intersection with Wishart Crescent, also regularly featured as a hotspot to varying degrees. At various times during the reporting period, streets intersecting with Waenga Drive comprised parts of this hotspot. Waenga Drive is a long street with a number of Ministry Houses and lower decile rental properties. At various times, there have been known offenders and repeat victims living on the street, whose anti-social behaviour has led to Calls for Police.
- A consistent hotspot (for the last four years) has been around the intersection between Barry Avenue and Gair Avenue/Inniscourt Street. This is a high pedestrian and vehicular traffic corridor, with Cromwell College, Cromwell Motels and The Chalets nearby. It is a target point for the Rural Drink Driving (RDD) team. Cheap accommodation in this area is populated by seasonal workers over the summer for fruit picking contractors. The increase in the number of people living in the area over the summer correlates to an increase in offending.
- A further hotspot, which emerged in the last three years, is located between Barry Avenue to the west, Quarry Court to the north, the western-most end of Kawarau Court to the east, and McKellar Court to the south. There are a large number of high density residential units in the area, predominantly inhabited by shearers and students, whose social activities sometimes result in calls for Police.

#### TEMPORAL ANALYSIS

16. Temporal analysis was performed for those events that occurred in Alexandra and Cromwell (i.e. second-level hotspots). Findings of this analysis are described below:

##### Annual Trends

- The annual Blossom Festival (last full week of September) consistently generates a relatively large number of alcohol-related calls for Police. This is anticipated by local Police, and an Operations Order is produced each year for this event.
- Various parts of the first week/ten days of December appear to consistently generate an increase in alcohol-related calls for Police. This may be related to business related functions and staff parties, as well as the arrival of seasonal fruit picking workers for the summer season.
- The Christmas/New Year period also consistently generates an increase in alcohol-related calls for Police. This is not unexpected, given the festive season and the increased alcohol consumption that generally accompanies it. Central Otago also usually experiences an influx of visitors from outside the region during this period. Local motor camps are usually booked out during this time.

##### Weekly Trends

- The busiest periods for alcohol-related calls are from Friday 10:00pm (approximately) through to Saturday 3:00am (approximately), and from Saturday 10:00pm (approximately) through to Sunday 4:00am (approximately). This correlates with typical weekend drinking times at on-licensed premises (and the current on-licence premises closing time of 2:30am).

#### LOCAL DRIVERS OF ALCOHOL-RELATED OFFENDING

##### Alexandra Pie Cart

17. The Alexandra Pie Cart was known by local Police as a crime generator, until its destruction by fire in May 2012, which resulted in its closure. It had operated for 64 years. Although the pie cart did not serve alcohol, it was a generator for alcohol-fuelled offending because people drifting home from local licensed premises would frequently congregate there.



18. An article in the New Zealand Herald on 12 May 2013 noted that reports of wilful damage in Alexandra's CBD had declined by 62 percent, and disorder by 66 percent, in the year since the pie cart ceased trading. The article also noted that in the seven years' experience of one local criminal lawyer, there was "infrequently a court day where the Pie Cart did not get mentioned in dispatches". A local security officer, also cited in the article, said that there had been a "huge decrease" in vandalism, graffiti and rubbish in the town centre since the pie cart stopped trading.<sup>4</sup>
19. Even though alcohol-related calls for Police had started to decline in the COD before the pie cart closed, it is important to remember that the alcohol-related call data in this report does not include wilful damage-related calls for service (see the table on page 4) or Alcolink information. Had this information been included, it is possible that a more significant decline in alcohol-related offending may have been evident in Alexandra after May 2012 in particular.
20. Of note, the current owners of the (rebuilt, but not operating) Pie Cart intend to relaunch the Pie Cart if they can obtain approval. Their attempt to relaunch the Pie Cart in Alexandra was turned down by the Alexandra Community Board in May 2013. After the Community Board meeting, the owners planned to look at other locations – such as Cromwell, Queenstown or Wanaka. It is assessed that any relaunch of the Pie Cart will almost certainly result in alcohol-related problems such as those previously experienced at high levels in Alexandra's CBD.
21. The Ranfurly Pie Cart is not known to be connected with liquor related offending.

### **Alexandra Blossom Festival**

22. The Alexandra Blossom Festival has been running since 1957, and numbers of people attending (weather dependent) range from 8,000 – 25,000 each year. Alcohol consumption is typically high, and liquor bans are put in place in Alexandra, Clyde and Cromwell during the festival's closing weekend. In recent years the weekend section of the festival has attracted 'undesirable elements' from outside the district, who have congregated in townships throughout the COD. This has been of concern to those communities, whose members tend to call Police when they observe anti-social behaviour.
23. Disorder, wilful damage (not included in the table on page 4), and assaults are the main alcohol-related problems dealt with by Police during the festival. An increased proactive focus is also given to alcohol-related traffic offending.

### **Shearers**

24. During August – October each year, several hundred shearers (many of whom are from outside the COD) are working on various stations and farms throughout the COD. The experience of COD Police is that a small number of out of town shearers generate a number of calls for Police. These calls are usually alcohol-related, and typically involve disorder and/or assault (including family violence events, when shearers' partners accompany them to the COD). However, most shearers do not cause any problems for Police, and Police appreciate the ongoing efforts of the local shearing contractors to moderate any anti social behaviour.

### **Seasonal Labour**

25. Seasonal labourers for orchards and vineyards, who have come from outside the district, are not known as being the subject of alcohol-related issues.

### **ADDITIONAL POINTS**

#### **Problems Arising from Special Licences**

26. The annual Gibbston Valley Concert at Queenstown, the Clyde Wine & Food Festival, the Cromwell Xmas at the Races and the Clyde Wine & Food Festival have resulted in intoxication and disorder issues for Police. Police staffing was adjusted to handle the extra

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<sup>4</sup> [http://www.nzherald.co.nz/nz/news/article.cfm?c\\_id=1&objectid=10870674](http://www.nzherald.co.nz/nz/news/article.cfm?c_id=1&objectid=10870674)





workload. Central Otago Police assess that collaboration between the Licensing Inspector, Police and Licensees was successful in addressing issues from previous years.

27. Police have occasionally had issues with events for which Special Licences have been granted. For example, the following Wānaka events in 2012:<sup>5</sup>
  - Event 1: after this event Police were called out twice to family violence incidents where the parties involved had been to this function and were grossly intoxicated. Police were told that young female bar staff at the event had supplied alcohol in an unsafe manner, in some cases four bottles per patron at a time.
  - Event 2: this event ran for three nights, and on the third night the licence allowed trading until 1:00am. Police visited at 1:20am and found the bar still trading without a duty manager on the premises.
28. There have been other large public events (where a special licence is in effect) which have caused alcohol-related issues. These are: the Brass Monkey Motorcycle Rally, Bikers Rights Motorcycle Rally, Southland Ford Club Meeting, and Omakau Races.
29. Motorsport meetings at the Highlands Motorsport Park are not anticipated to cause any alcohol related issues.
30. It is recognised that continued regulation of the granting of Special Licences will reduce the frequency of such incidents.

## RISK FACTORS FOR ALCOHOL-RELATED CRIME

### Liquor Outlet Density

31. In a 2012 Manukau City study, funded by the Alcohol Advisory Council of New Zealand, it was found that a range of alcohol-related harm is associated with increasing liquor outlet density for both on-licence and off-licence premises.<sup>6</sup> This finding echoes the conclusions of research conducted in Western Australia during 2007.<sup>7</sup> A 2013 US study also found a “positive and significant” association between alcohol outlet density and assaults.<sup>8</sup>
32. High liquor outlet density is not currently an issue in the COD (unlike other areas, e.g. Queenstown), but precautions should be taken to ensure it does not become an issue in the future.

### ‘Preloading’

33. Preloading is the buying and consuming of alcohol from off-licence premises before heading out to on-licence premises to continue drinking. People generally preload because alcohol prices are cheaper at off-licence premises than at on-licence premises, meaning that users can become intoxicated more cheaply than by only going to an on-licence premise. Preloading has caused problems at licensed premises in Central Otago, however strict enforcement by premise staff has minimised this.<sup>9</sup> Research funded by the Australian National Drug Law Enforcement Research Fund (NDLERF) found that preloading can make it difficult for on-licence managers to manage intoxication.<sup>10</sup> Preloading was also found by

<sup>5</sup> Event names are not included here to protect the privacy of the applicants. Wanaka is not part of the COD, but these examples provided are indicative of the types of issues COD Police may encounter.

<sup>6</sup> Cameron, M. et al. (January 2012). *The Impact of Liquor Outlets in Manukau City – Summary Report (Revised)*. Wellington: Alcohol Advisory Council of New Zealand. Available at:

<http://www.alcohol.org.nz/sites/default/files/research-publications/pdfs/ManukauReportSummaryREVISED.PDF> (accessed 24 July 2013).

<sup>7</sup> Chikritzhs, T., Catalano, P., Pascal, R., & Henrickson, N. (2007). *Predicting Alcohol-Related Harms from Licensed Outlet Density: A Feasibility Study*. National Drug Law Enforcement Research Fund (an Initiative of the National Drug Strategy). Monograph Series No. 28. Hobart, Tasmania: Commonwealth of Australia. Available at: [http://www.ndlerf.gov.au/pub/Monograph\\_28.pdf](http://www.ndlerf.gov.au/pub/Monograph_28.pdf)

<sup>8</sup> Pridemore, W. & Grubestic, T. (2013). “Alcohol Outlets and Community Levels of Interpersonal Violence: Spatial Density, Outlet Type, and Seriousness of Assault”. *Journal of Research in Crime and Delinquency* 50(1), 132-159.

<sup>9</sup> Email dated 12.9.13 Alexandra Police.

<sup>10</sup> Miller, P. et al. (April 2012). *Dealing with Alcohol-Related Harm and the Night-Time Economy (DANTE)*. National Drug Law Enforcement Research Fund (an Initiative of the National Drug Strategy). Monograph Series. No. 43. Canberra:



researchers to be related to intoxication outside licensed premises.<sup>11</sup> This potentially heightens the risk of alcohol-related crime occurring outside licensed premises.

### Design of Licensed Premises

34. Research has found “clear and consistent relationships” between violence and the physical (and social) on-licence environment, and that these relationships are “strong and predictable.”<sup>12</sup> In particular, the often-restricted movement within licensed premises has been found in various studies to result in irritants and provocation (bumping, spilled drinks) that can lead to aggression. The risk of aggression in these circumstances is heightened when patrons are intoxicated.
35. Research has found that licensed premises with multiple ‘collision points’ (i.e. the points where patron flows intersect and people bump into each other)<sup>13</sup> have a higher risk of aggression.<sup>14</sup> For example, a Surfers Paradise study of crowding in bars found that the ‘low risk’ bars (i.e. those which experienced less aggression than other bars) had fewer patron cross-flows, and hence fewer collision points.<sup>15</sup>
36. There are significant opportunities to apply Crime Prevention through Environmental Design (CPTED) principles during the fit out of licensed premises in the COD. Adoption of CPTED principles during licensed premises design, and monitoring (by licensed premises staff) of any collision points will likely help to reduce the likelihood of low-level discomfort escalating into aggressive incidents.

### Irresponsible Marketing and Serving Practices

37. Patrons who drink quickly become intoxicated more quickly. Consistent evidence has been found in various studies of the link between patron intoxication and both the frequency and severity of aggression.<sup>16</sup> The United States’ (US) Problem Oriented Policing (POP) Centre found that reducing drink prices (e.g. during happy hours, or providing 2 for 1 cocktail deals) significantly increases consumption by both light and heavy drinkers.<sup>17</sup> Graham and Homel cite a case study at a suburban hotel where the promotion of cheap drinks resulted in lines of people about six deep buying three cheap drinks at a time (the limit), ‘skulling’ these quickly, and then staying in the queue to buy more.<sup>18</sup>
38. Homel et al (1997) found that irresponsible serving practices (e.g. excessive discounting, drinking competitions, and serving intoxicated patrons) in a popular Australian tourist resort significantly contributed to patron aggression. The implementation of a Code of Practice by the licensed premises to encourage responsible serving, and the strengthening of external regulation to enforce liquor licensing laws, “resulted in a significant decrease in alcohol-related violence around the nightclubs” that took part in the study.<sup>19</sup>

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Commonwealth of Australia. p.131. Available at: [http://www.ndlerf.gov.au/pub/Monograph\\_43.pdf](http://www.ndlerf.gov.au/pub/Monograph_43.pdf) (accessed 1 August 2013).

<sup>11</sup> *Ibid.* p.170.

<sup>12</sup> Graham, K. & Homel, R. (2011). *Raising the Bar: Preventing Aggression in and around Bars, Pubs and Clubs*. New York: Taylor & Francis. pp. 12, 90.

<sup>13</sup> For example, people making their way from a seated area to the bathroom having to cross the flow of people making their way from the dance floor to the bar. Tables and chairs positioned near dance floors have also been positively linked with aggression. Graham, K. & Homel, R. (2011). *Raising the Bar: Preventing Aggression in and around Bars, Pubs and Clubs*. New York: Taylor & Francis. p.111.

<sup>14</sup> Graham, K. & Homel, R. (2011). *Raising the Bar: Preventing Aggression in and around Bars, Pubs and Clubs*. New York: Taylor & Francis. p.127.

<sup>15</sup> *Ibid.* p.107.

<sup>16</sup> Graham and Homel cite: Graham et al 1980; Graham, Osgood et al 2006; and Homel and Clark 1994. Graham, K. & Homel, R. (2011). *Raising the Bar: Preventing Aggression in and around Bars, Pubs and Clubs*. New York: Taylor & Francis. p.126

<sup>17</sup> Scott, M. & Dedel, K. (2006). *Assaults in and Around Bars* (2<sup>nd</sup> edition). p.23. Available at: [http://www.popcenter.org/problems/pdfs/Assaults\\_in\\_and\\_Around\\_Bars.pdf](http://www.popcenter.org/problems/pdfs/Assaults_in_and_Around_Bars.pdf) (accessed 25 July 2013).

<sup>18</sup> Graham, K. & Homel, R. (2011). *Raising the Bar: Preventing Aggression in and around Bars, Pubs and Clubs*. New York: Taylor & Francis. p.27.

<sup>19</sup> Wortley, R. & Mazerolle, L. (Ed.) (2011). *Environmental Criminology and Crime Analysis*. New York: Routledge. p.62.



39. Irresponsible practices such as "teapots" of spirits, "shots" and "Jaeger-bombs" have been known in licensed premises in the district. These have all been addressed by way of collaboration between the Licensees, Police and Licensing Inspector.

### **Permissiveness and 'Lack of Care' within Licensed Premises**

40. A more permissive atmosphere (e.g. tolerance of rowdiness and swearing) in licenced premises has been positively associated with higher levels of aggression.<sup>20</sup> Similarly, overall décor, maintenance and cleanliness within licensed premises contain messages about behavioural expectations.<sup>21</sup> Analysis of studies conducted in Sydney and Toronto suggest that unclean or messy environments are associated with "generally permissive and poorly controlled environments."<sup>22</sup> The research suggests that patrons of messy or unclean licensed premises may therefore be more likely to engage in inappropriate behaviour (including violence) because they believe it will be tolerated.
41. Occasionally matters such as those above have been noted in the district. Usually the Licensee involved is struggling to make the business viable or else is inexperienced in dealing with the type of patron the premises is catering to. The issues are usually sorted out by way of collaboration between the Licensees, Police and Licensing Inspector.

### **Problems Related to Closing Time**

42. At night in COD, there are very few businesses operating, other than licensed premises, and no witnesses or public deterring some crimes as in the daytime. This enables petty crime such as disorder, wilful damage and offensive behaviour to occur. At night almost all offenders are affected by alcohol.
43. Research has found that adequate public transport availability, particularly after closing time, reduces competition for transportation, and more quickly clears the streets of intoxicated people.<sup>23</sup> Therefore, there are fewer generators of, and opportunities for, alcohol-fuelled offending to take place. It should be noted, however, that in COD, most licensed premises are within easy walking distance of patrons' homes or holiday accommodation (except for pubs in rural townships).
44. The presence of people loitering around outside licensed premises after closing is strongly associated with aggression. During the time the Alexandra Pie Cart was operating on Centennial Avenue, it was common practice for courtesy coaches to take patrons to the pie cart as their destination. The patron would then walk home after purchasing their food. This led to damage and disorder along the main transit routes. The current trend is for patrons to be taken home in the courtesy coach - incidents of damage and disorder have decreased accordingly along these routes.

## **PREVENTING ALCOHOL-RELATED CRIME: RESEARCH FINDINGS**

### **Prevention Measures with Limited Effectiveness**

45. The POP Centre has noted that the following responses to assaults in and around bars have limited effectiveness.<sup>24</sup> Therefore, enacting these responses is likely to yield few if any benefits in QLD.
- *Extra police patrols in and around bars.* This appears simply to increase the number of reported offences that might otherwise go unreported. The POP Centre notes that heavy police enforcement is not essential if there is "sufficient community, peer, and regulatory pressure on licensees to manage bars responsibly". The POP Centre further

<sup>20</sup> Scott, M. & Dedel, K. (2006). *Assaults in and Around Bars* (2<sup>nd</sup> edition). p.28. Available at:

[http://www.popcenter.org/problems/pdfs/Assaults\\_in\\_and\\_Around\\_Bars.pdf](http://www.popcenter.org/problems/pdfs/Assaults_in_and_Around_Bars.pdf) (accessed 25 July 2013).

<sup>21</sup> Graham, K. & Homel, R. (2011). *Raising the Bar: Preventing Aggression in and around Bars, Pubs and Clubs*. New York: Taylor & Francis. p.105.

<sup>22</sup> *Ibid.* p.106.

<sup>23</sup> Scott, M. & Dedel, K. (2006). *Assaults in and Around Bars* (2<sup>nd</sup> edition). p.26. Available at:

[http://www.popcenter.org/problems/pdfs/Assaults\\_in\\_and\\_Around\\_Bars.pdf](http://www.popcenter.org/problems/pdfs/Assaults_in_and_Around_Bars.pdf) (accessed 25 July 2013).

<sup>24</sup> Scott, M. & Dedel, K. (2006). *Assaults in and Around Bars* (2<sup>nd</sup> edition). p.29-30.

Available at: [http://www.popcenter.org/problems/pdfs/Assaults\\_in\\_and\\_Around\\_Bars.pdf](http://www.popcenter.org/problems/pdfs/Assaults_in_and_Around_Bars.pdf) (accessed 25 July 2013).



notes that Police are not able (or authorised) to regulate every element of bar management, but “they can encourage, support, and insist on responsible management policies and practices”.

- *Marketing responsible consumption and service practices.* This does not appear to be effective probably because drinkers generally do not view messages about responsible drinking as relevant to their own circumstances, and because media messages about harmful consumption are counteracted by messages about the health benefits of drinking modest amounts of alcohol, and by alcohol industry promotions.

### **Prevention Measures with a Greater Chance of Success**

46. A literature review undertaken by Christchurch City Council (in preparation for the drafting of its LAP) found that two of the four<sup>25</sup> most effective ways to reduce alcohol-related harm are to:

- *Reduce the availability of alcohol* (e.g. minimum age of purchase, hours of availability, number and location of outlets). The literature review found that reducing the opening hours of alcohol outlets reduces alcohol-related crime,<sup>26</sup> and that adding or subtracting just one or two hours of trading after midnight can make a significant difference to alcohol-related violence.<sup>27</sup> A more recent Ministry of Justice (2013) study found a very strong correlation between latest closing time and the rate of alcohol-related offences associated with licenced premises.<sup>28</sup> In particular, the study found that the expected rate of offences associated with licensed premises closing between 2:01am and 3:00am was 4.2 times the expected rate of offences associated with licensed premises closing at midnight or earlier. The rate of expected offences increased with the lateness of closing time: for a closing time of between 3:01am and 5:00am, the rate rose to 8.9 times the expected rate associated with closing time of midnight or earlier.
- *Enforce legislation measures to reduce drink-driving and target already at-risk drivers.*<sup>29</sup> The Southern District Rural Drink Drive (RDD) team is based at Alexandra Police Station, although it services the entire Southern policing district.

47. The literature review conducted by Christchurch City Council found that a *one-way door policy* can help address alcohol-related violence and anti-social behaviour, as well as amenity issues.<sup>30</sup>

48. As discussed above in paragraphs 36, the *adoption of CPTED measures* will likely help to prevent crime linked to licensed premises.

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<sup>25</sup> The other two ways are to increase the price of alcohol, and ban alcohol advertising (which may more appropriately fall within the authority of central government, rather than local government).

<sup>26</sup> See:

<http://resources.ccc.govt.nz/files/TheCouncil/policiesreportsstrategies/policies/groups/alcohol/SummaryofMinistryofHealthandWellingtonCityCouncilstudies.pdf> (accessed 25 July 2013).

<sup>27</sup> See:

<http://resources.ccc.govt.nz/files/TheCouncil/policiesreportsstrategies/policies/groups/alcohol/SummaryofMinistryofHealthandWellingtonCityCouncilstudies.pdf> (accessed 25 July 2013).

<sup>28</sup> Ministry of Justice (June 2013). *Establishing a New Fee Regime for the Alcohol Licensing System: A Public Consultation Paper*. Wellington: Ministry of Justice. Available at: <http://www.justice.govt.nz/publications/global-publications/a/alcohol-licensing-system-new-fee-regime-public-consultation-paper> (accessed 31 July 2013).

<sup>29</sup> See:

<http://resources.ccc.govt.nz/files/TheCouncil/policiesreportsstrategies/policies/groups/alcohol/SummaryofMinistryofHealthandWellingtonCityCouncilstudies.pdf> (accessed 25 July 2012).

<sup>30</sup> See:

<http://resources.ccc.govt.nz/files/TheCouncil/policiesreportsstrategies/policies/groups/alcohol/SummaryofMinistryofHealthandWellingtonCityCouncilstudies.pdf> (accessed 25 July 2013).



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## Possible Prevention Measures

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49. The following measures are proposed by Otago Rural Area Police for consideration by CODC:

### **Mandatory Conditions**

50. The measures that Police believe should be included in the LAP as mandatory conditions are noted below.

#### *Operating Hours*

- The following maximum operating hours in the COD:
  - On-licences: between 8:00am and 2:00am the following day (outside areas between 8:00am and 10:00pm the same day). It should be noted here that when Queenstown's on-licence closing time was reduced in 1996, Police found that disorder and other alcohol-related problems were not displaced to suburbs.
  - Club licences: between 8:00am and 1:00 am the following day.
  - Restaurants/cafes: between 8:00am and midnight the same day.
  - Hotel in bedroom (mini bars): 24 hours.
  - Off-licences: between 8:00am and 10:00pm the same day.
- A one-way door policy from midnight for all Alexandra and Cromwell on-licence and club licence premises.<sup>31</sup>

#### *Liquor Outlet Density and Locations*

- Any new licences (all types) to be in CODC-designated business zones only.
- Public notification of all new liquor licence applications (all types), followed by a robust and transparent consultation and decision process.
- No new licences (or renewals of existing ones) to be approved if they are located within a prescribed distance from schools, and bus stops servicing schools.

#### *CCTV*

- The following CCTV requirements should be made formal conditions of all on-licences and club licences (for new licences, and at the time of renewal of existing licences):
  - Licensee/entity is responsible for funding a CCTV camera external to each premise. The camera should be positioned facing the principal entrance.
  - The type of camera purchased by the licensee is to be approved by CODC in consultation with local Police prior to the licence being granted.
  - The camera must be able to adequately capture detail in relative darkness.
  - The licensee is responsible for ensuring that the camera and associated equipment remains in good working condition, and that any camera or equipment failures are fixed (or the items replaced) within a maximum of seven working days.
  - Camera footage must be stored in such a way as to make retrieval/viewing easy for local Police.

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<sup>31</sup> This has been proposed in the Christchurch draft LAP. See: <http://resources.ccc.govt.nz/files/TheCouncil/policiesreportsstrategies/policies/groups/alcohol/LAPConsultationFlier.pdf> (accessed 25 July 2013).



### *General Requirements*

- Maximum occupancies (i.e. relating to fire safety) of on-licences and club licences to be set and enforced as part of licence conditions.
- All new licensees required to consult with Police in the early stages of premises design, to enable appropriate CTPED principles to be considered and adopted.
- All on-licences and club licences are required to establish clear rules of conduct for patrons, and enforce these. A strict 'no drugs' policy should be included in these rules of conduct. These rules of conduct must be prominently displayed.
- Training of on-licence and club licence staff to include the following elements:
  - Identifying indicators of patron drunkenness. The POP Centre notes that servers are generally not good at identifying whether or not a patron is intoxicated because the indicators are largely subjective.<sup>32</sup>
  - Communication skills focusing on communication between servers to identify and share information about patrons at risk of becoming intoxicated, so that patrons attempting to become intoxicated do not succeed at obtaining more drinks from multiple servers.
  - Conflict resolution skills to enable servers and other licenced premises staff to diffuse minor situations in a constructive and non-forceful way. Such training could include the use of both calming and control strategies.<sup>33</sup>

### *Requirements Related to Special Licences in Particular*

- No more than 12 special licences per premises to be issued per year.
- For premises not already operating under an on-licence, a Special Licence to allow a maximum of 1:00am closing time.
- All first-time Special Licence applicants to be required to attend a risk management meeting with a Licensing Inspector and a Police member, before a Special Licence is granted.
- For Special Licence applicants already holding an on-licence, the on-licence closing time applies. In other words, a Special Licence cannot be used to extend operating hours beyond 2:00am, even if the on-licence begins operation later than 8:00am on the previous or same day.
- No special licence for licensed premises to be issued for statutory holidays, St Patrick's Day or the Blossom Festival beyond the trading hours of the usual operating licence.
- Qualified duty manager to be on site when more than 100 persons are going to be present.
- For Special Licences relating to outdoor events, the following is also to apply:
  - Alcohol to be sold only by wet pour or in plastic cups/bottles
  - A limit on the number of drinks per patron for the duration of the event (and an appropriate method to be used by the licensee to monitor this)
  - Bar close down periods (within the maximum time set by the Special Licence) to be at the discretion of the senior member of Police present (if applicable).

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<sup>32</sup> Scott, M. & Dedel, K. (2006). *Assaults in and Around Bars* (2<sup>nd</sup> edition). p.22. Available at: [http://www.popcenter.org/problems/pdfs/Assaults\\_in\\_and\\_Around\\_Bars.pdf](http://www.popcenter.org/problems/pdfs/Assaults_in_and_Around_Bars.pdf) (accessed 25 July 2013).

<sup>33</sup> Scott, M. & Dedel, K. (2006). *Assaults in and Around Bars* (2<sup>nd</sup> edition). p.25. Available at: [http://www.popcenter.org/problems/pdfs/Assaults\\_in\\_and\\_Around\\_Bars.pdf](http://www.popcenter.org/problems/pdfs/Assaults_in_and_Around_Bars.pdf) (accessed 25 July 2013).





### *Marketing Practices*

- Practices which encourage patrons to drink quickly to be banned, including (but not limited to) announcing “last call”, having happy hours, serving multiple drinks at one time, and the promoting or tolerating by licensees of drinking contests and games.<sup>34</sup>
- Restricting alcohol price discounts. The POP Centre notes that competitive pressure to reduce drink prices can threaten bars’ profitability, and as such, some licensees may actually appreciate restrictions on price discounting.<sup>35</sup>
- No shots served after midnight.
- Water to be made freely available (and promoted as such) to patrons of on-licences, club licences and special licences.

### **Discretionary Conditions**

51. Police believe a suite of discretionary conditions, together with guidelines for their use, should be available to licensing authorities as part of the LAP. Conditions that Police believe are appropriate for on-licence premises such as nightclubs and late night bars are noted below:

#### *‘Out of one, out of all’*

- This refers to a policy whereby a patron removed from a licenced premise because of intoxication or behavioural issues is not permitted to enter other premises that night. Security staff in a licenced premises precinct could be equipped with hand held radios or mobile phones, to enable them to notify security staff at other licenced premises of any patrons who have been removed.

#### *Supporting Sober Drivers*

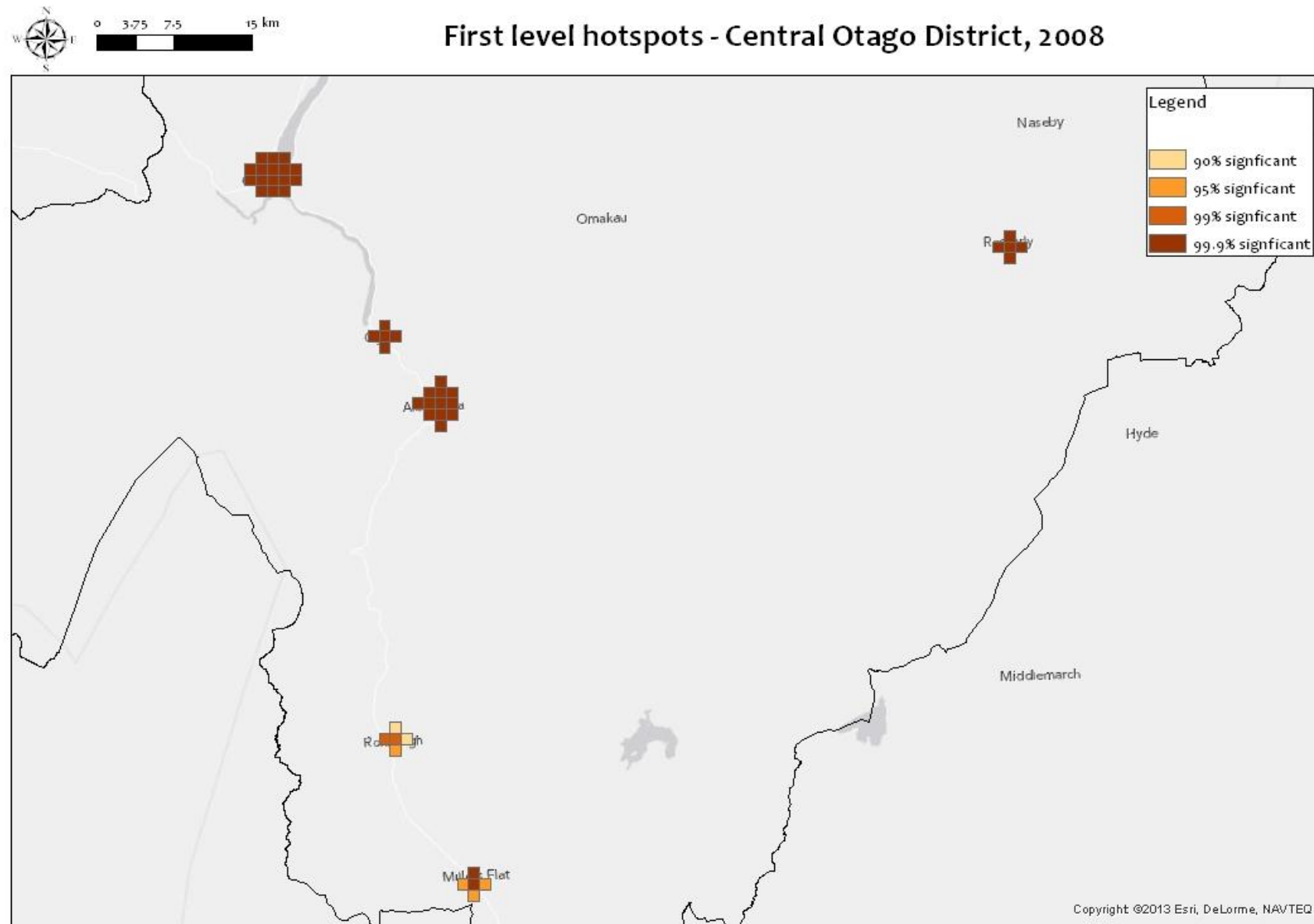
- Licensees could consider supporting sober drivers, by providing free or reduced-price non-alcoholic drinks (i.e. soft drinks), meals and/or nibbles.

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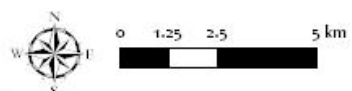
<sup>34</sup> Scott, M. & Dedel, K. (2006). *Assaults in and Around Bars* (2<sup>nd</sup> edition). p.22. Available at: [http://www.popcenter.org/problems/pdfs/Assaults\\_in\\_and\\_Around\\_Bars.pdf](http://www.popcenter.org/problems/pdfs/Assaults_in_and_Around_Bars.pdf) (accessed 25 July 2013).

<sup>35</sup> *Ibid.* p.23.

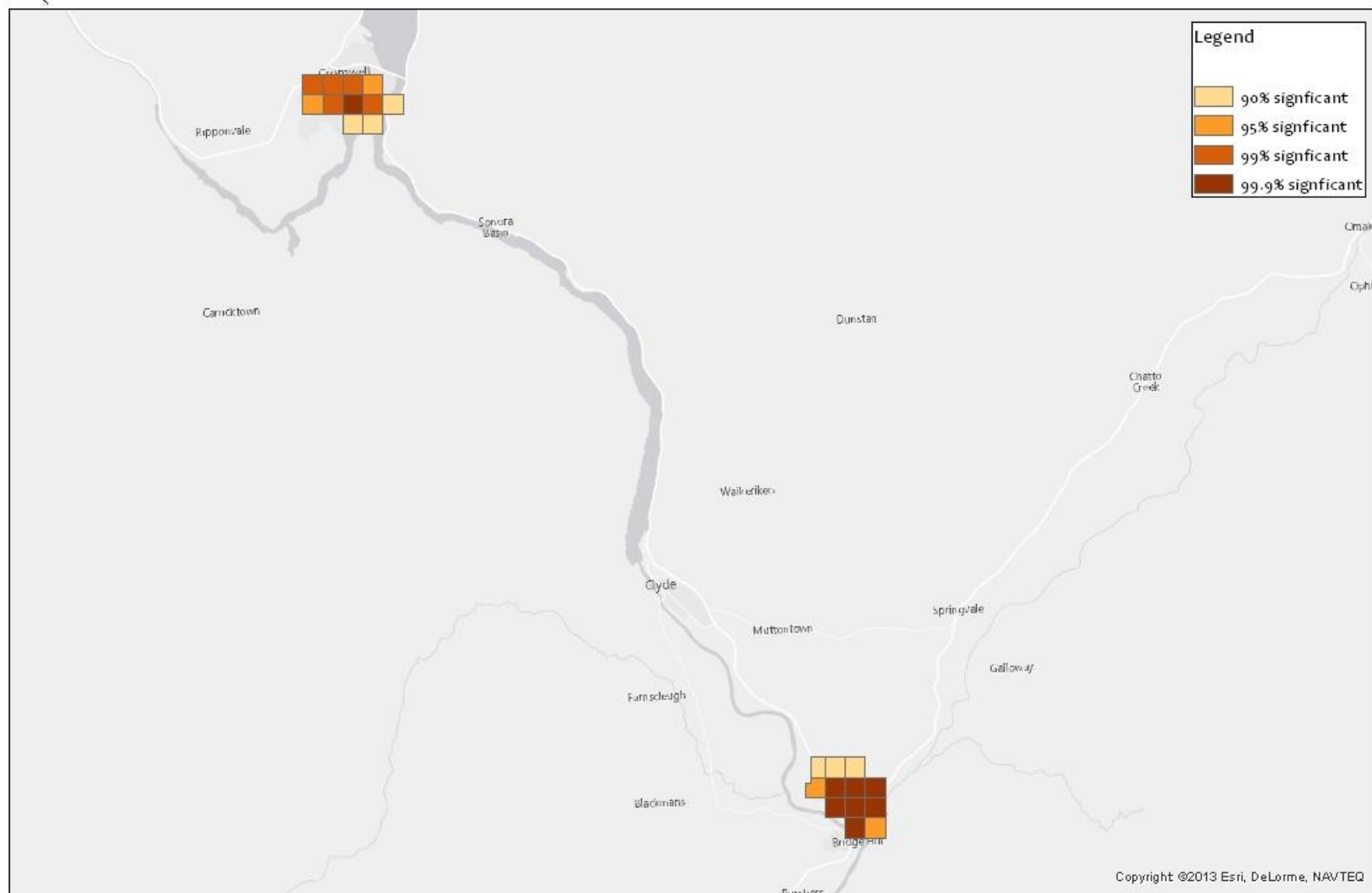
## Appendix 1: Hotspot Maps and Data clocks (2008)



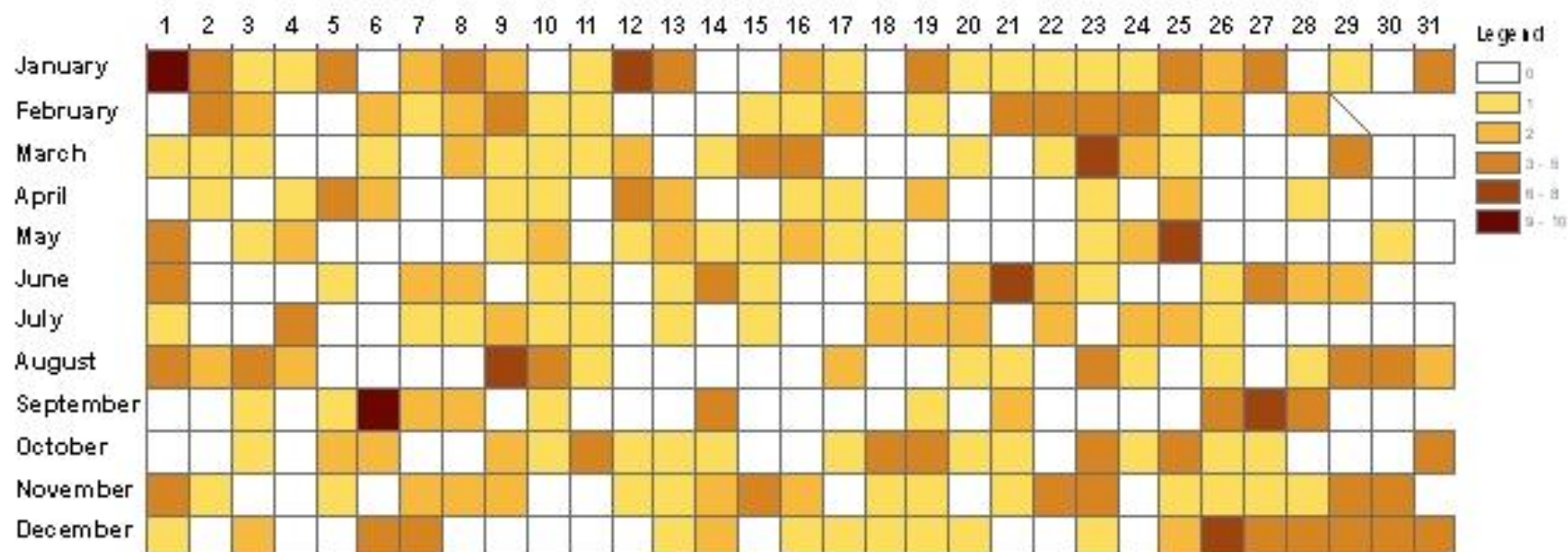




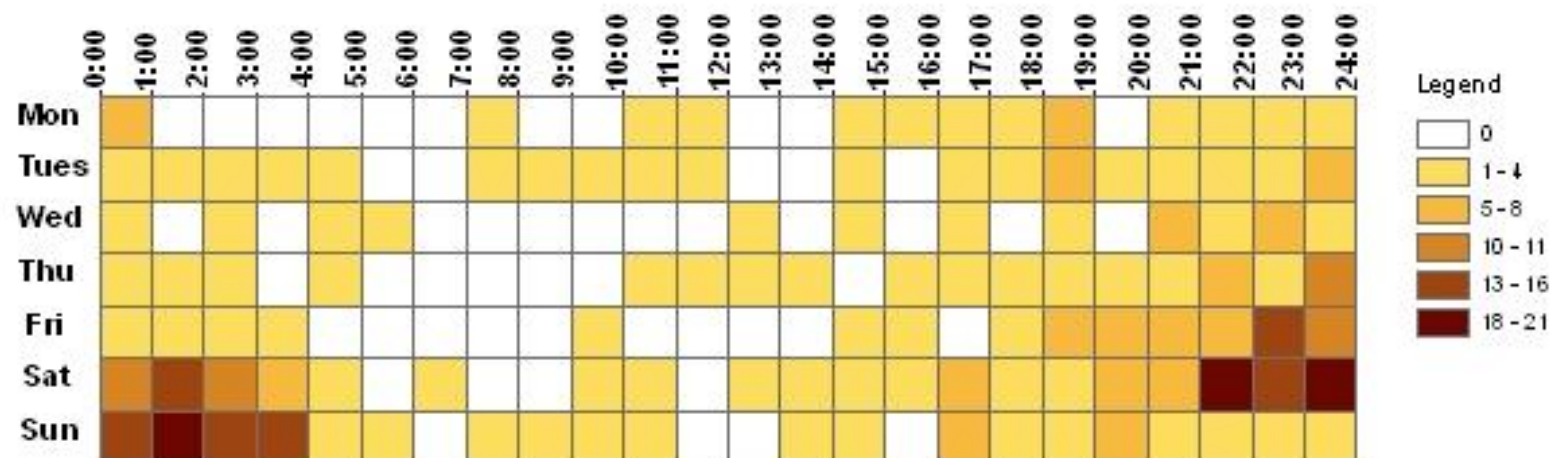
## Second level hotspots - Central Otago District, 2008



# Alcohol-related calls that occurred in second level hotspots - Central Otago District, 2008

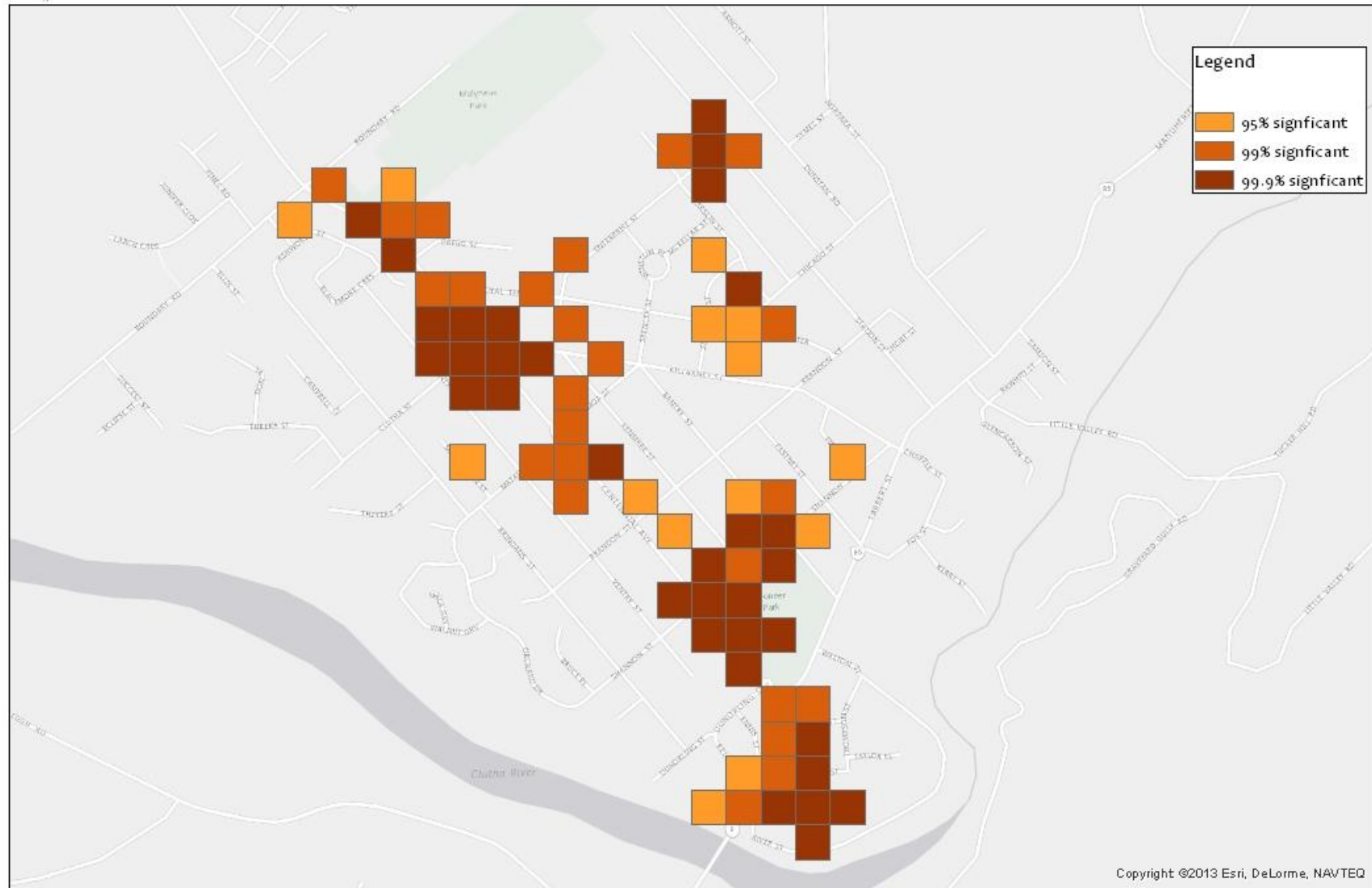


## Alcohol-related calls that occurred in second level hotspots - Central Otago District, 2008



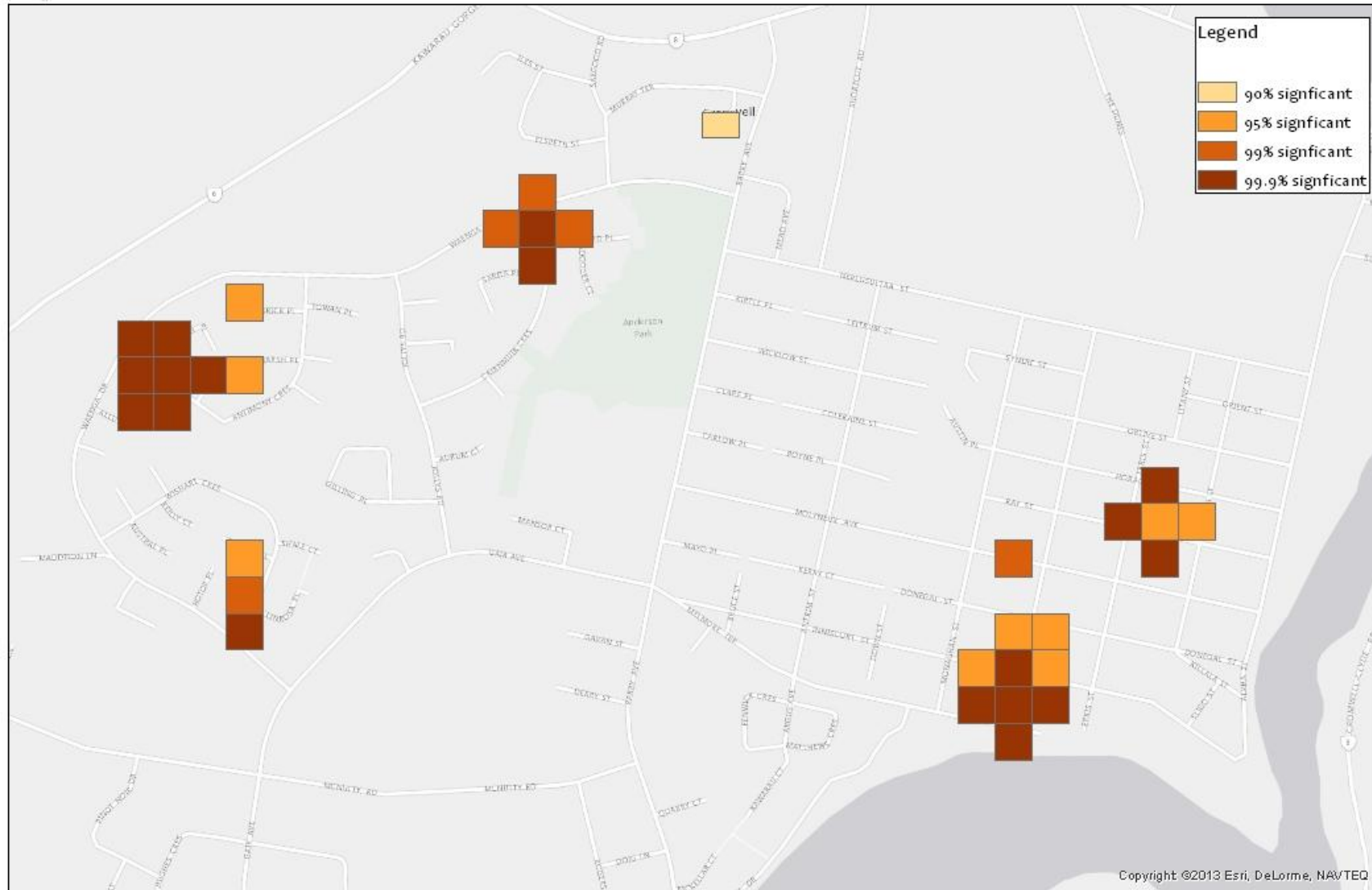


### Third level hotspots - Central Otago District, 2008 (Alexandra)

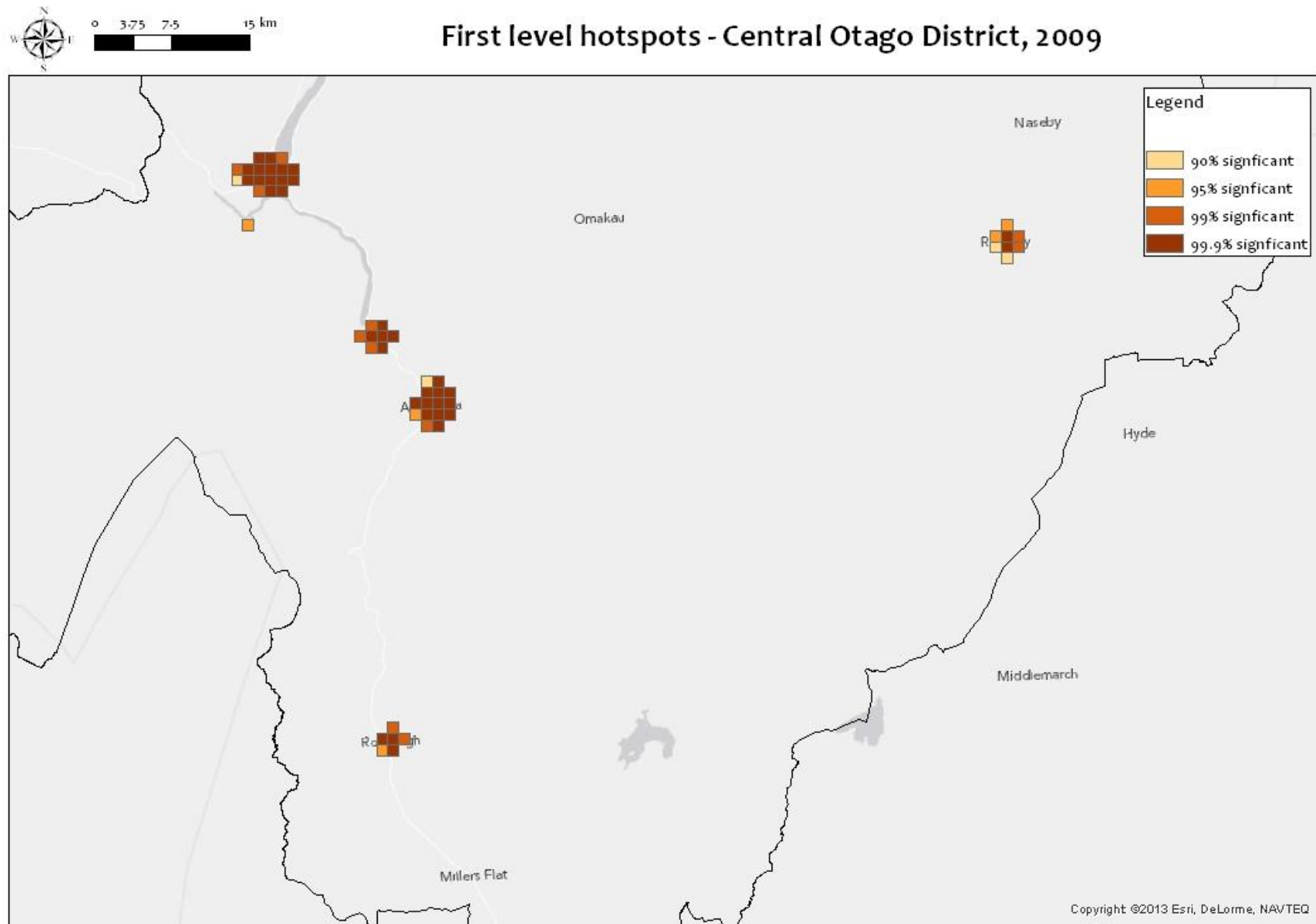


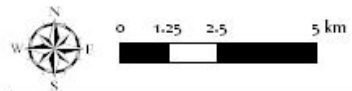


# Third level hotspots - Central Otago District, 2008 (Cromwell)

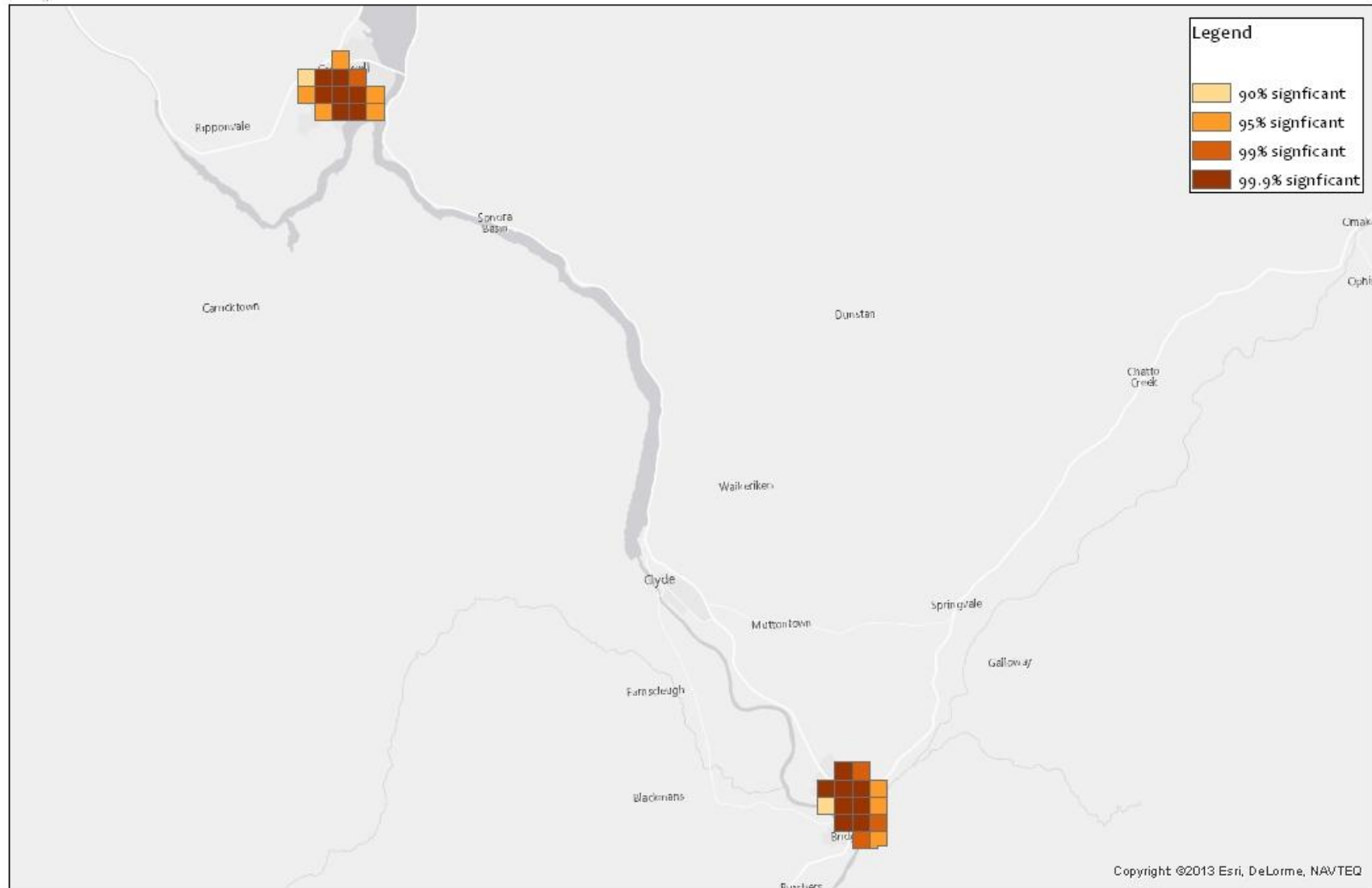


## Appendix 2: Hotspot Maps and Data Clocks (2009)



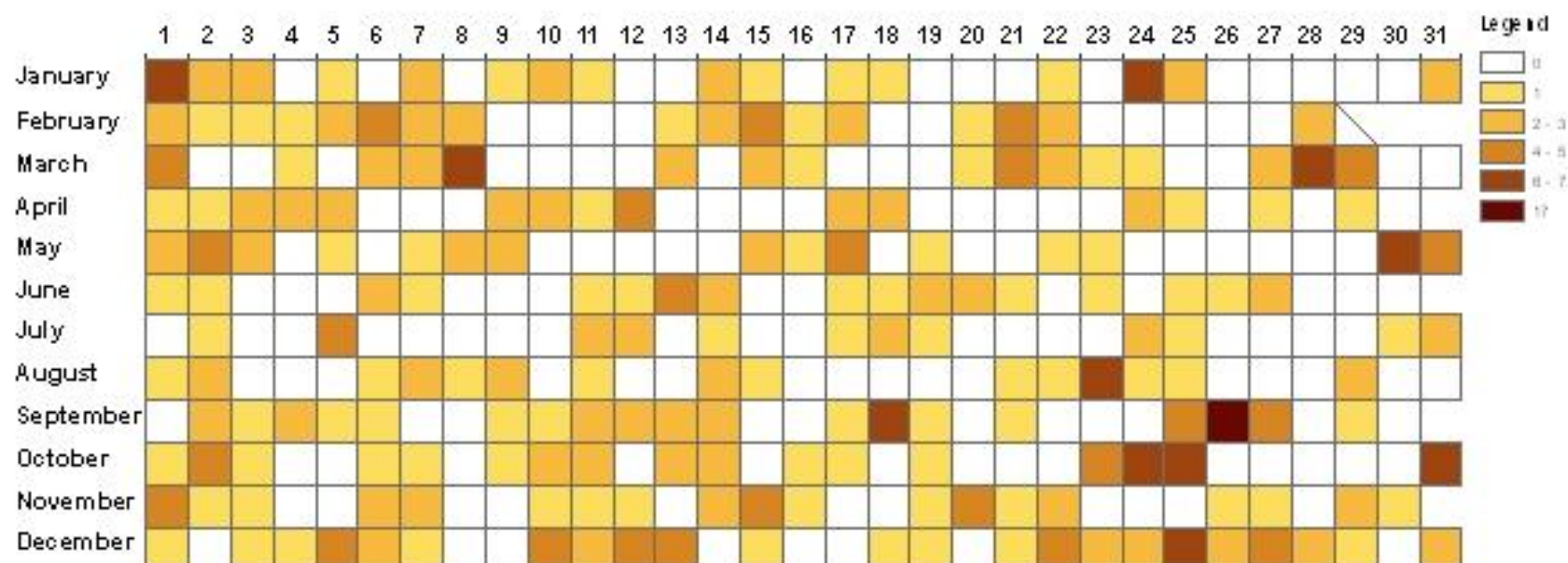


## Second level hotspots - Central Otago District, 2009



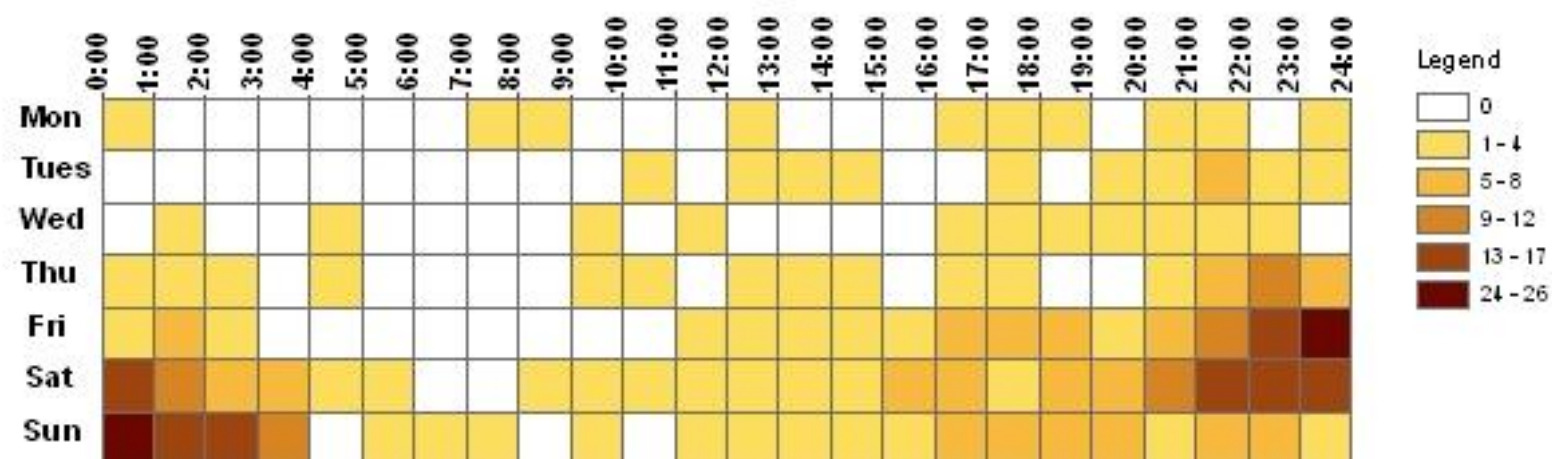


# Alcohol-related calls that occurred in second level hotspots - Central Otago District, 2009



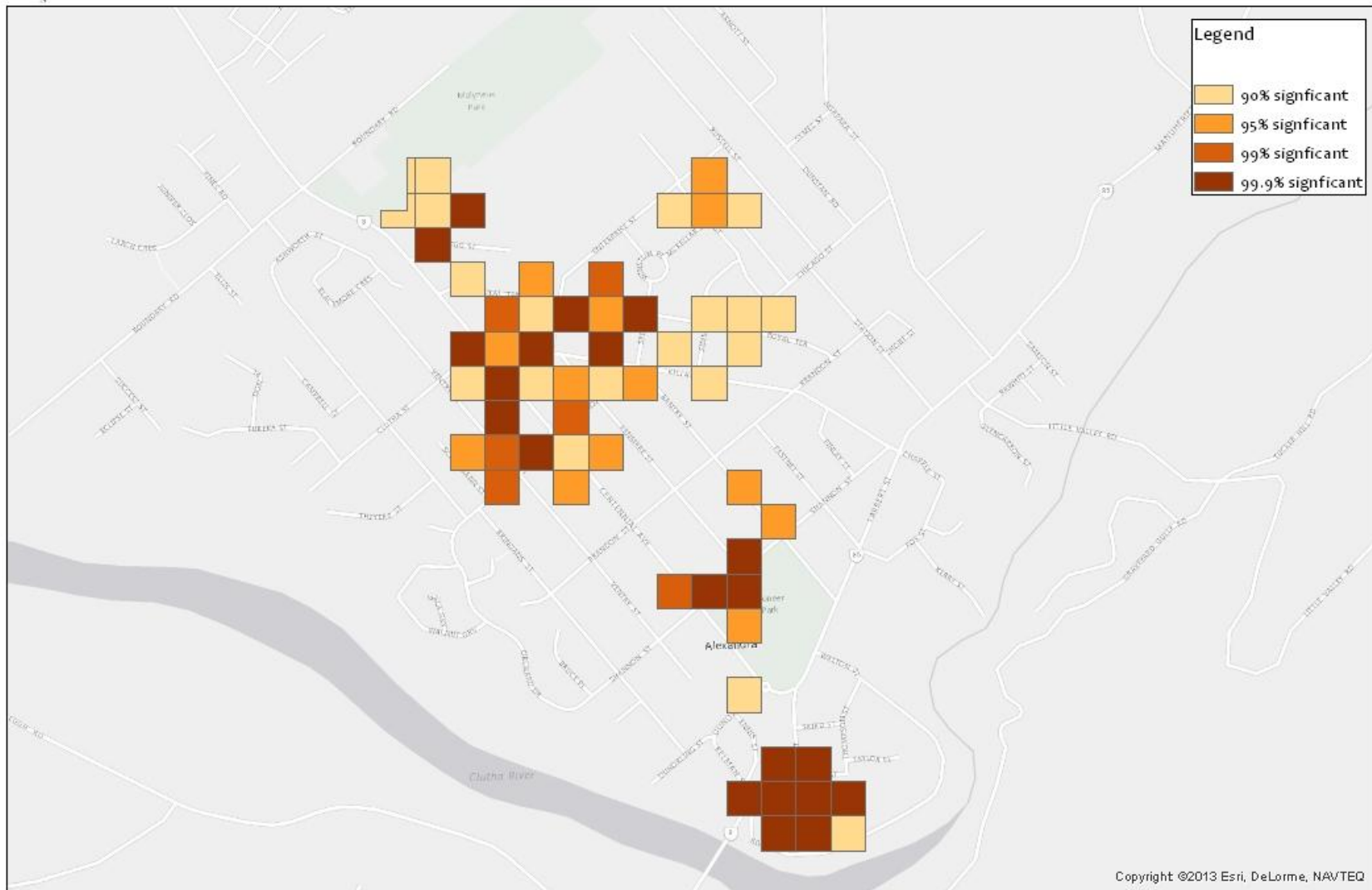


## Alcohol-related calls that occurred in second level hotspots - Central Otago District, 2009



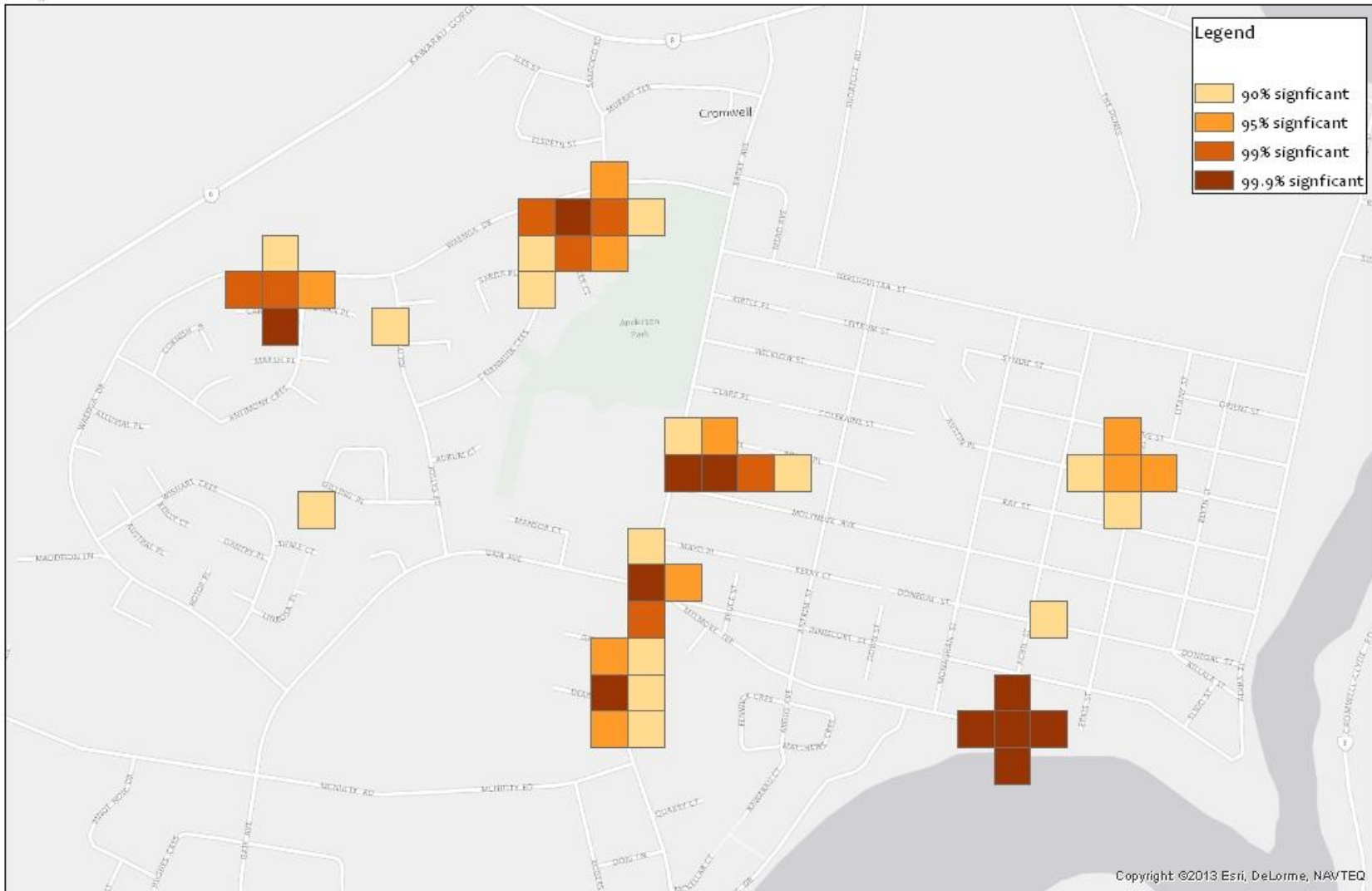


### Third level hotspots - Central Otago District, 2009 (Alexandra)

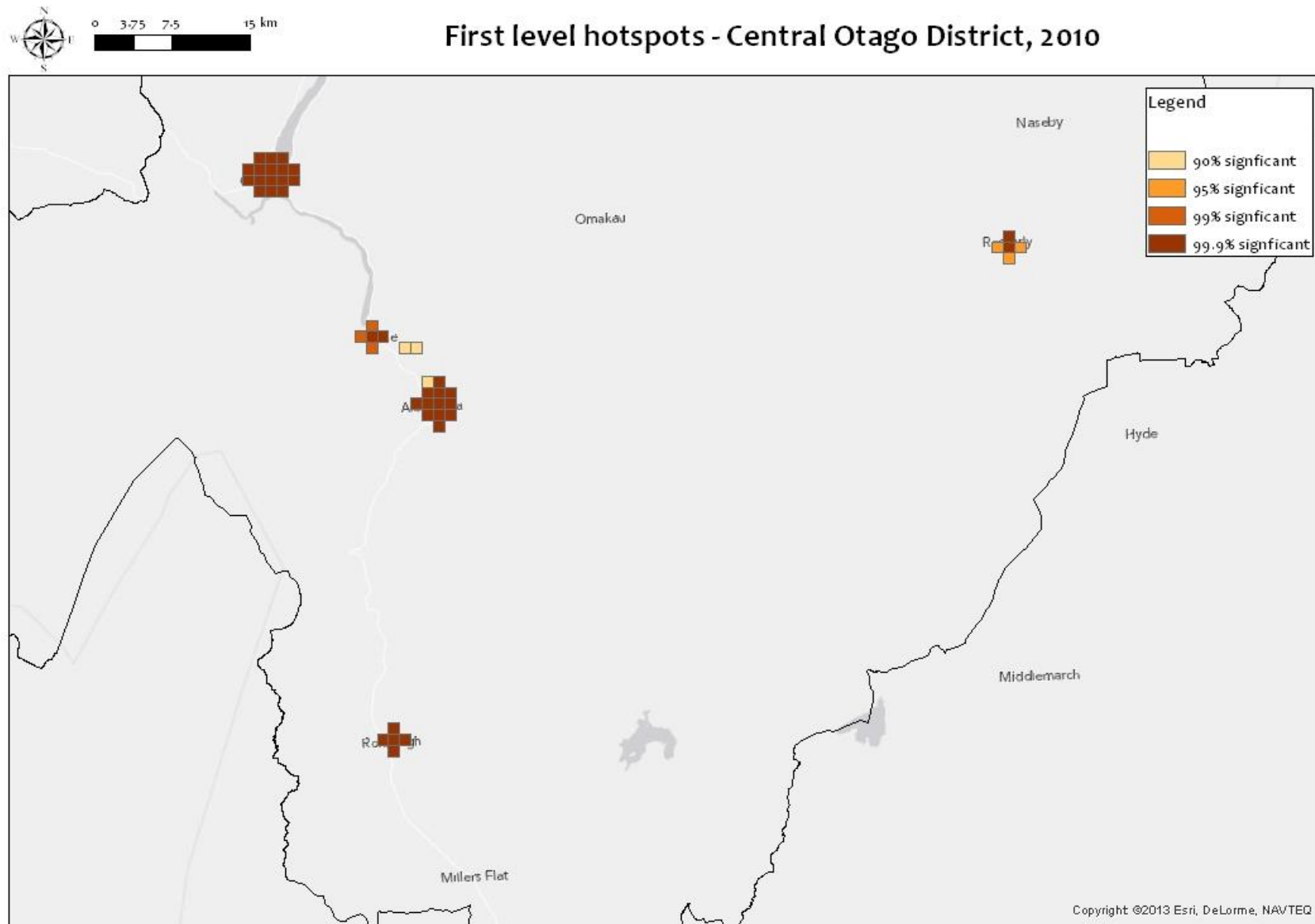


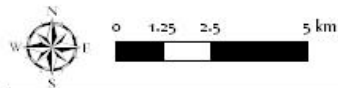


### Third level hotspots - Central Otago District, 2009 (Cromwell)

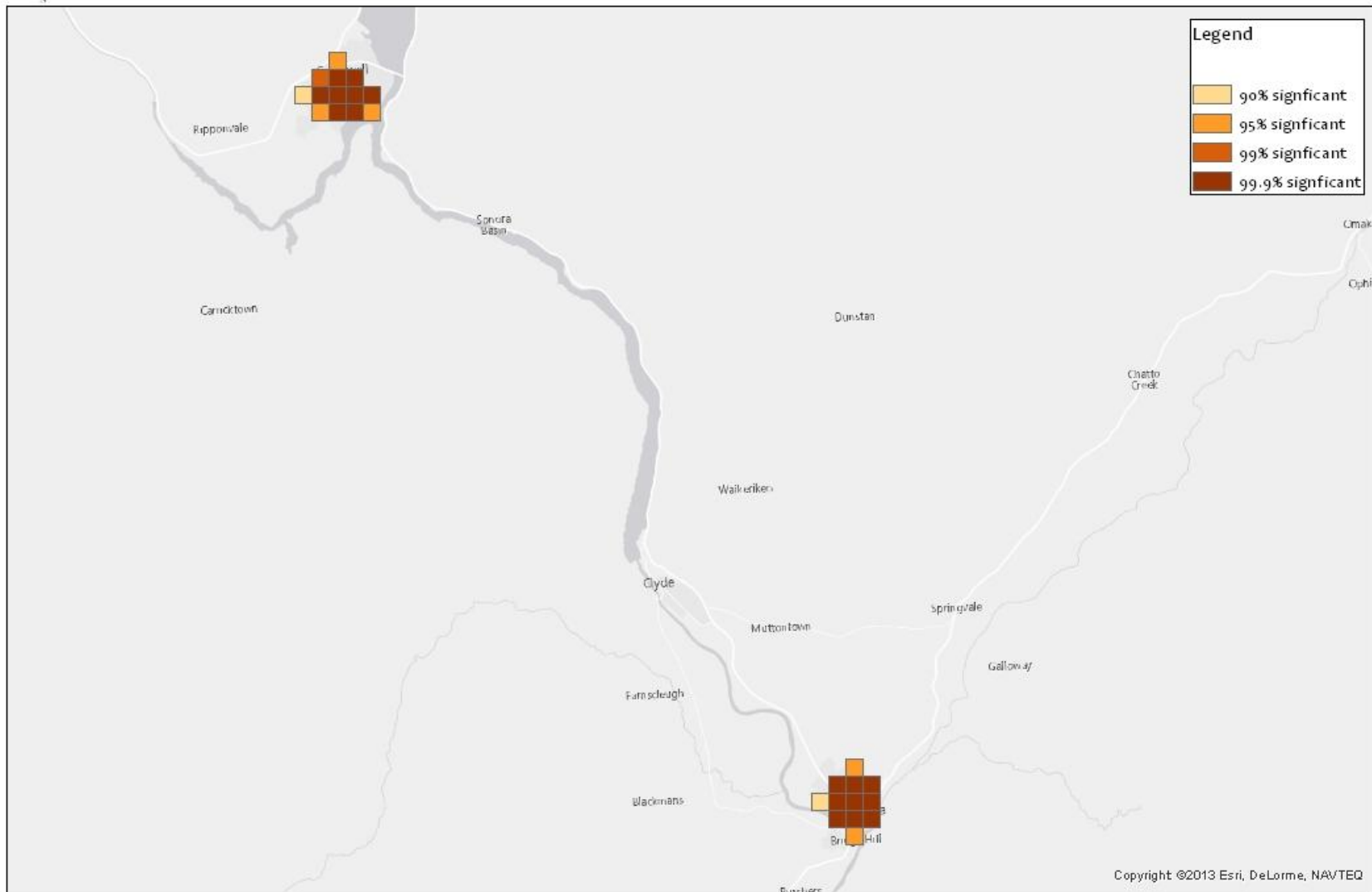


## Appendix 3: Hotspot Maps and Data Clocks (2010)

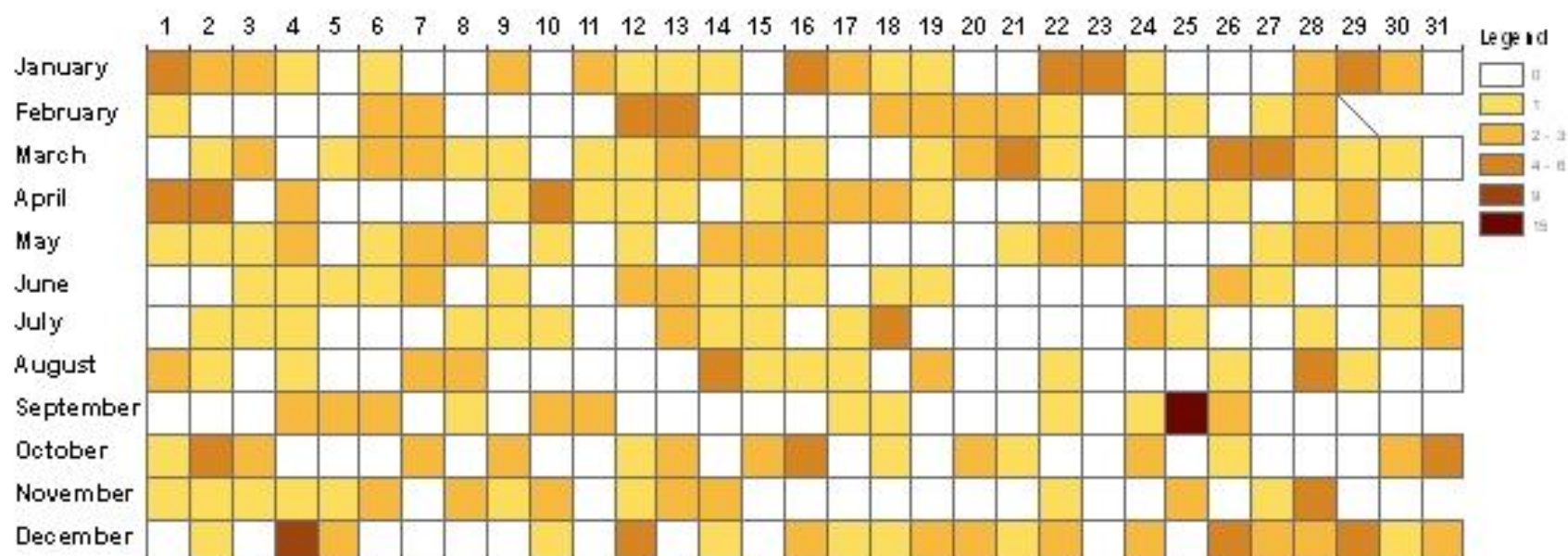




## Second level hotspots - Central Otago District, 2010

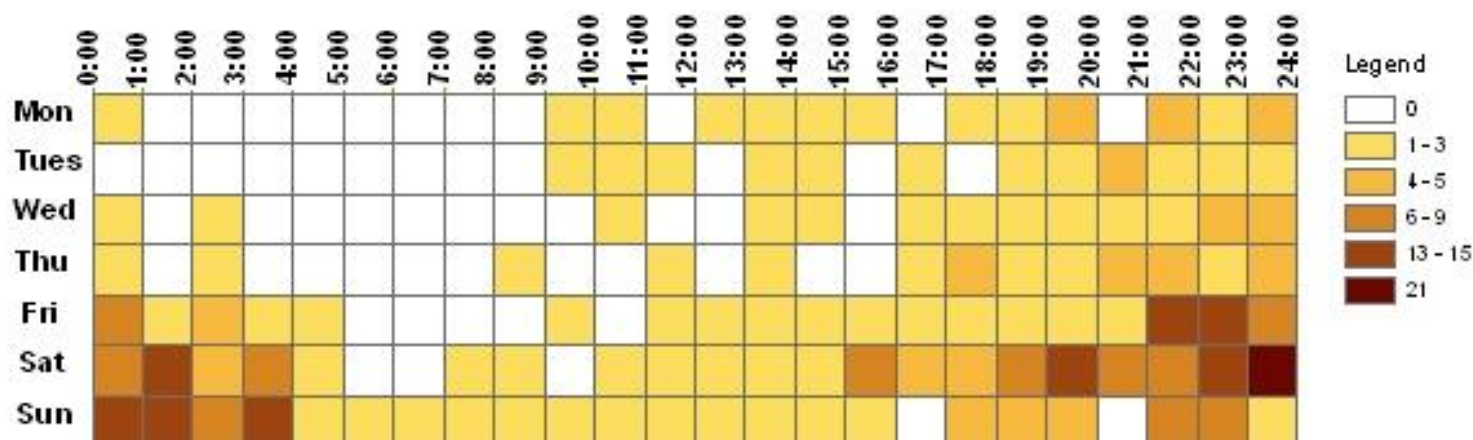


# Alcohol-related calls that occurred in second level hotspots - Central Otago District, 2010



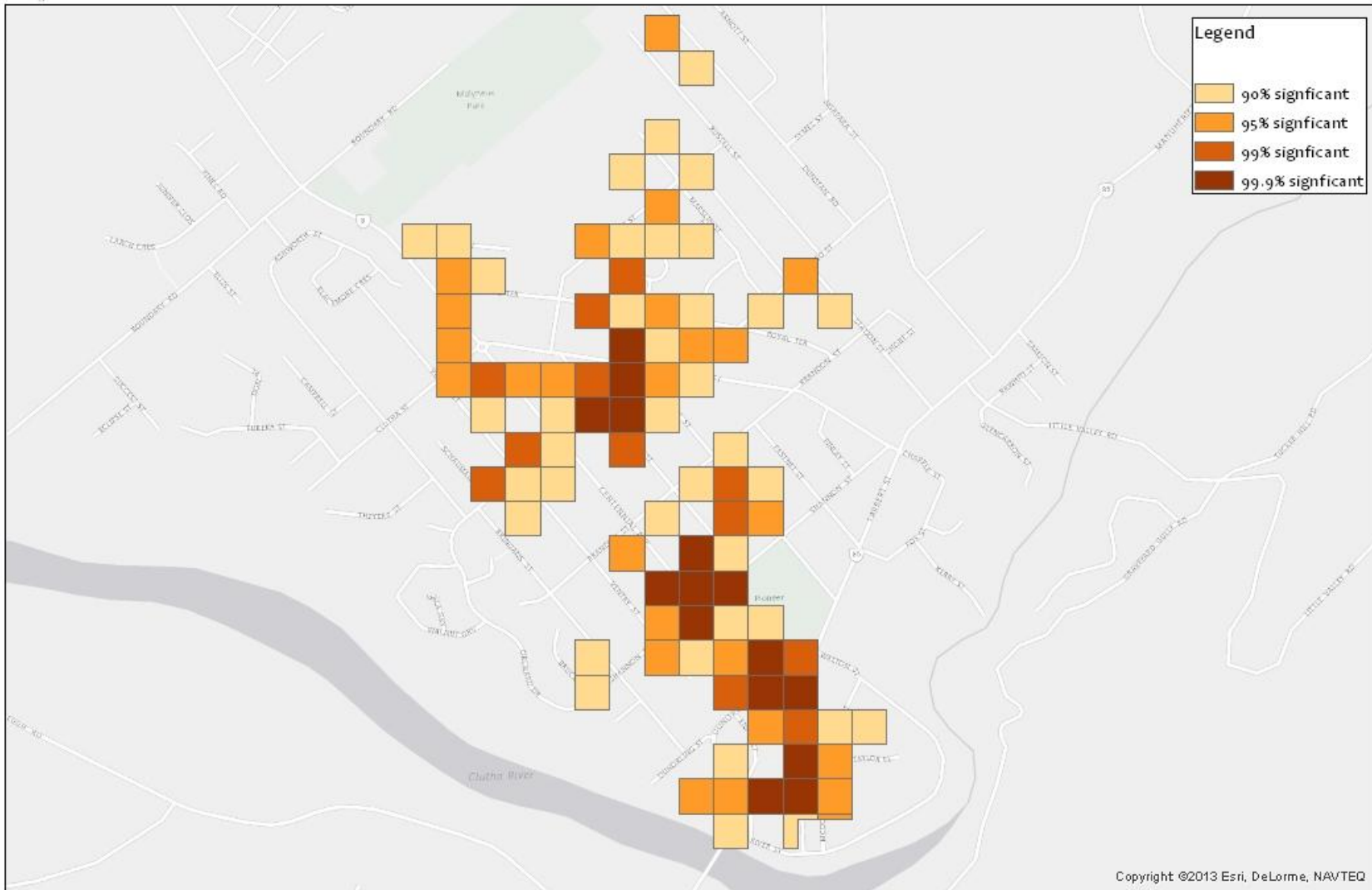


# Alcohol-related calls that occurred in second level hotspots - Central Otago District, 2010





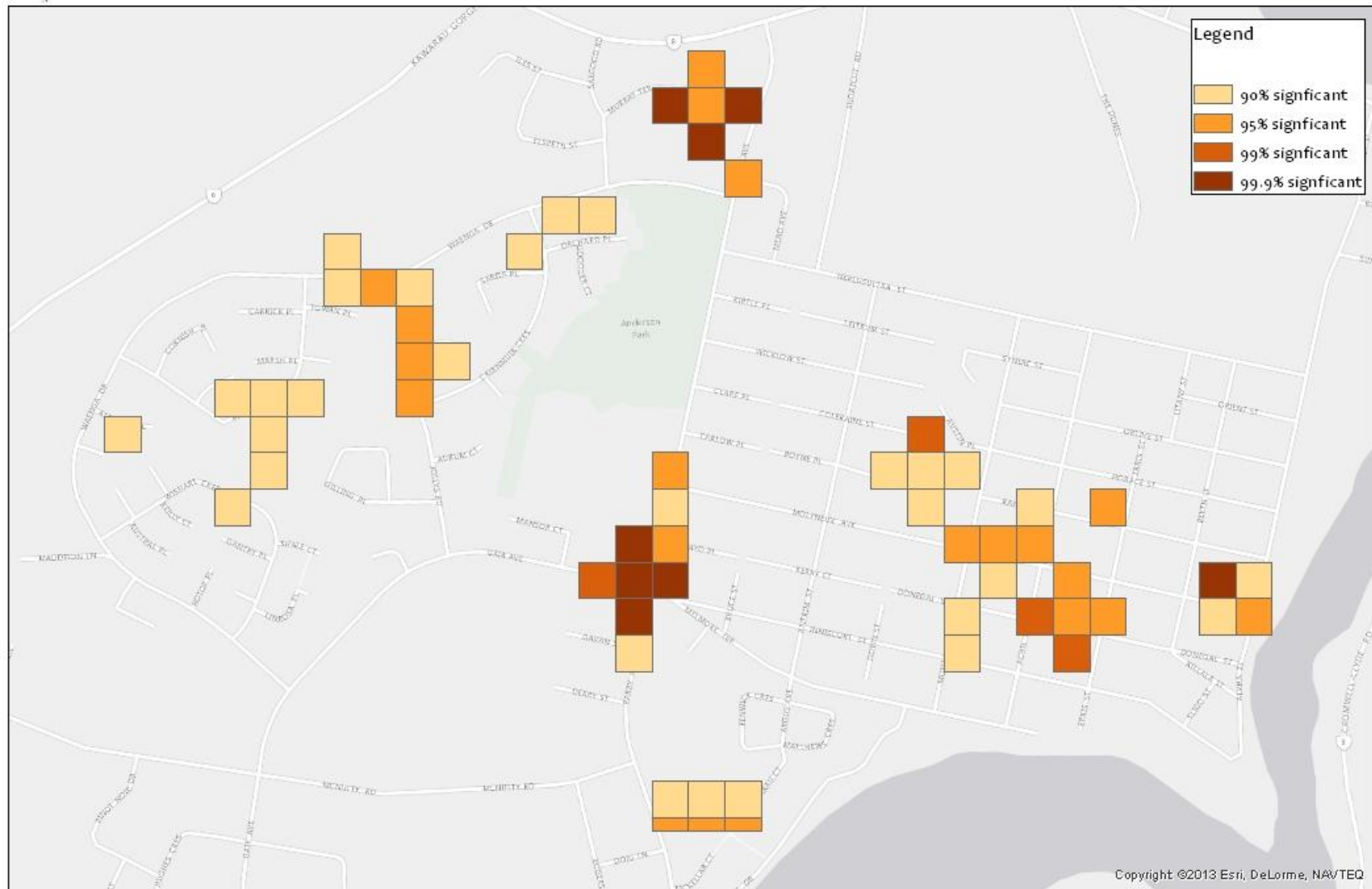
### Third level hotspots - Central Otago District, 2010 (Alexandra)



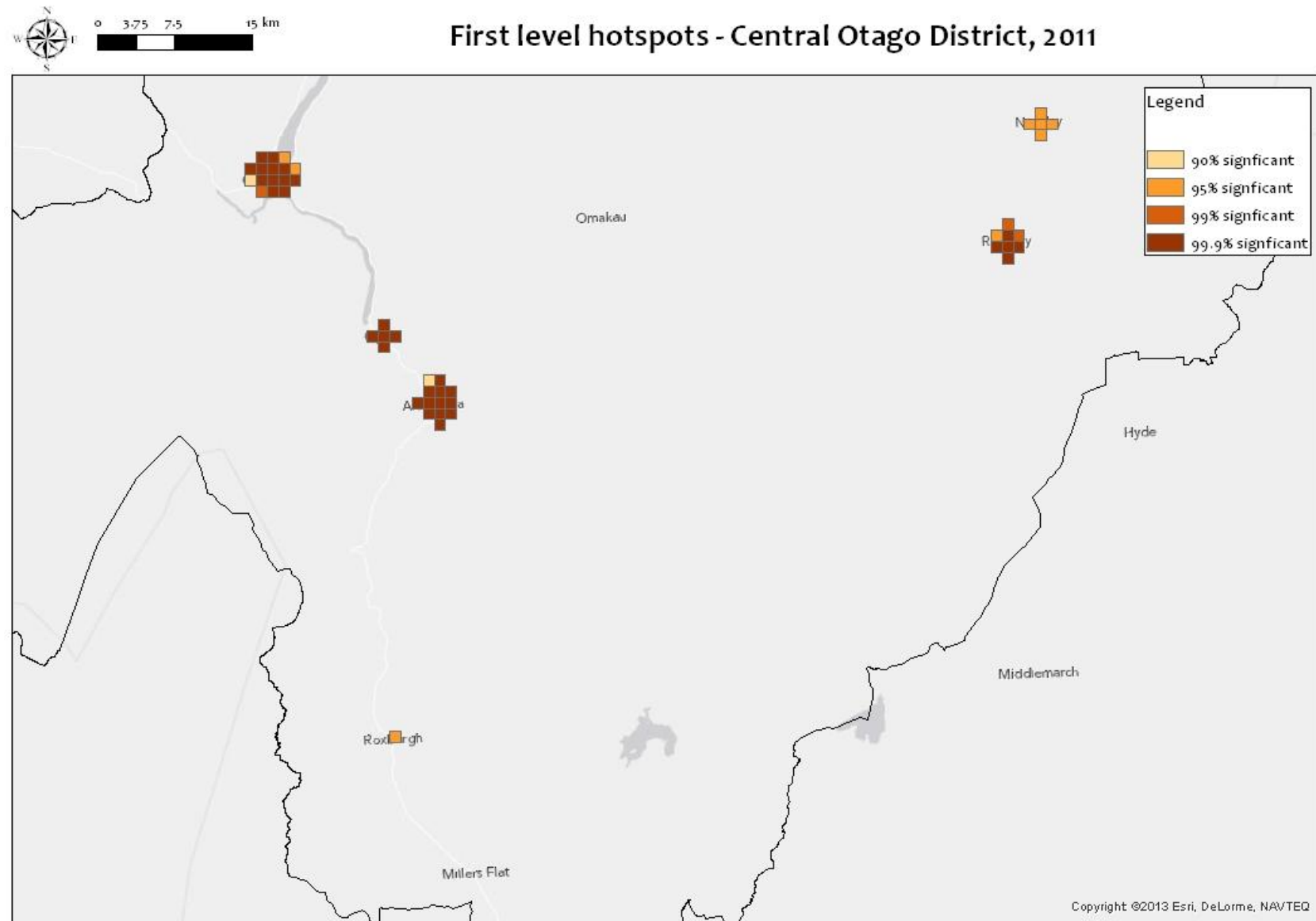




## Third level hotspots - Central Otago District, 2010 (Cromwell)

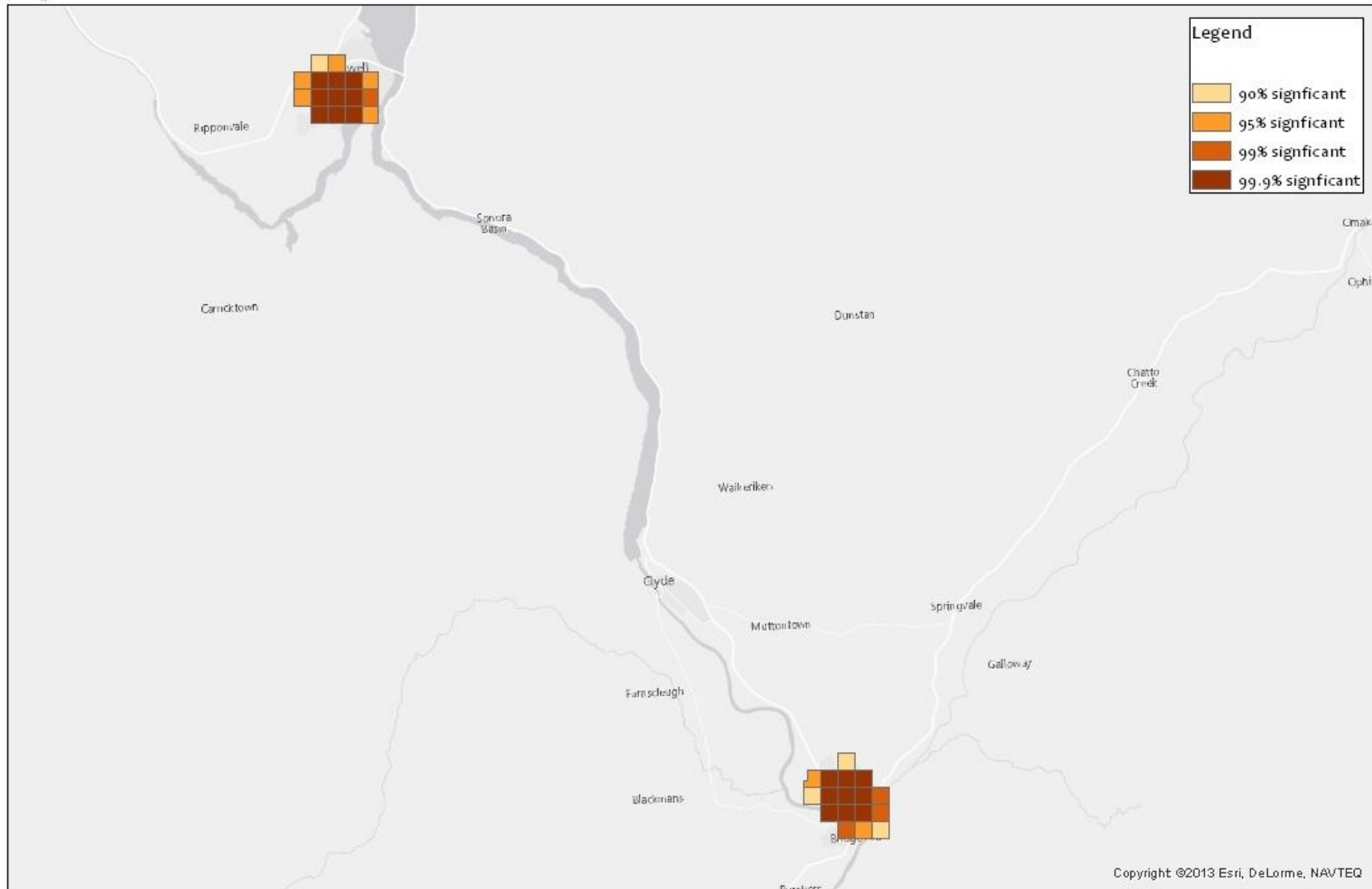


## Appendix 4: Hotspot Maps and Data Clocks (2011)

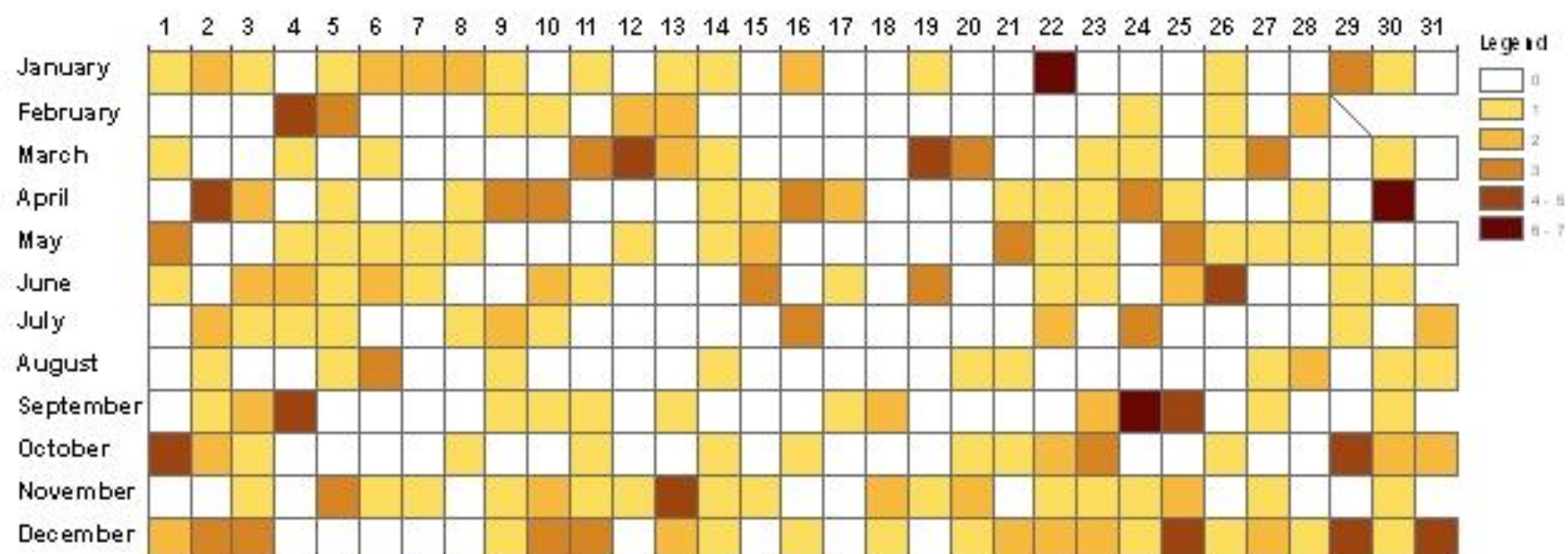




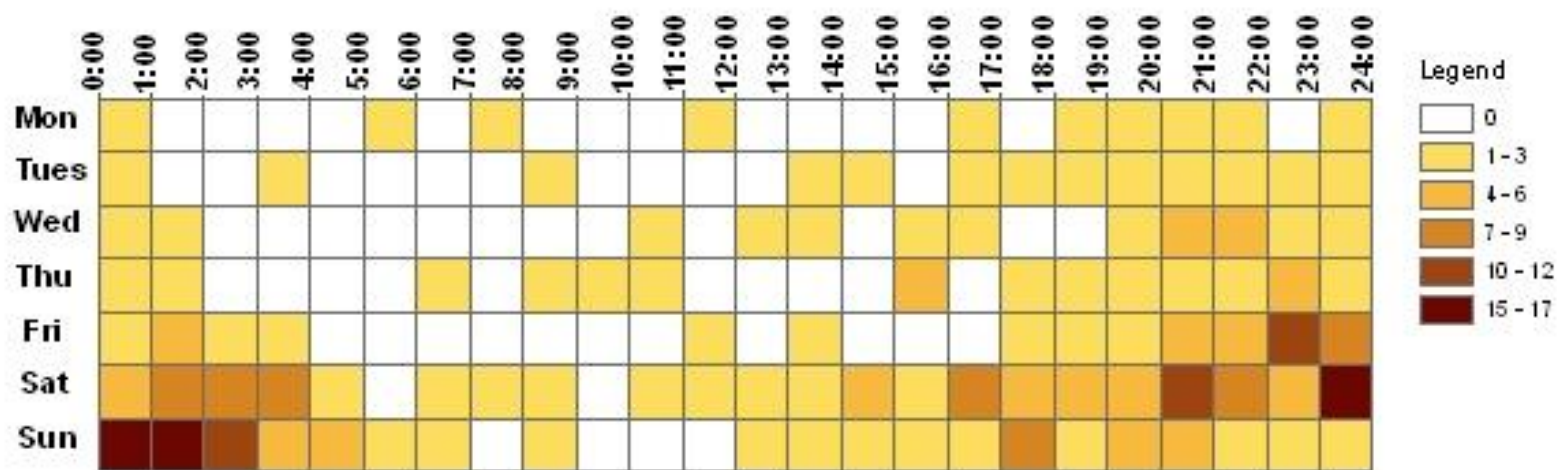
## Second level hotspots - Central Otago District, 2011



# Alcohol-related calls that occurred in second level hotspots - Central Otago District, 2011



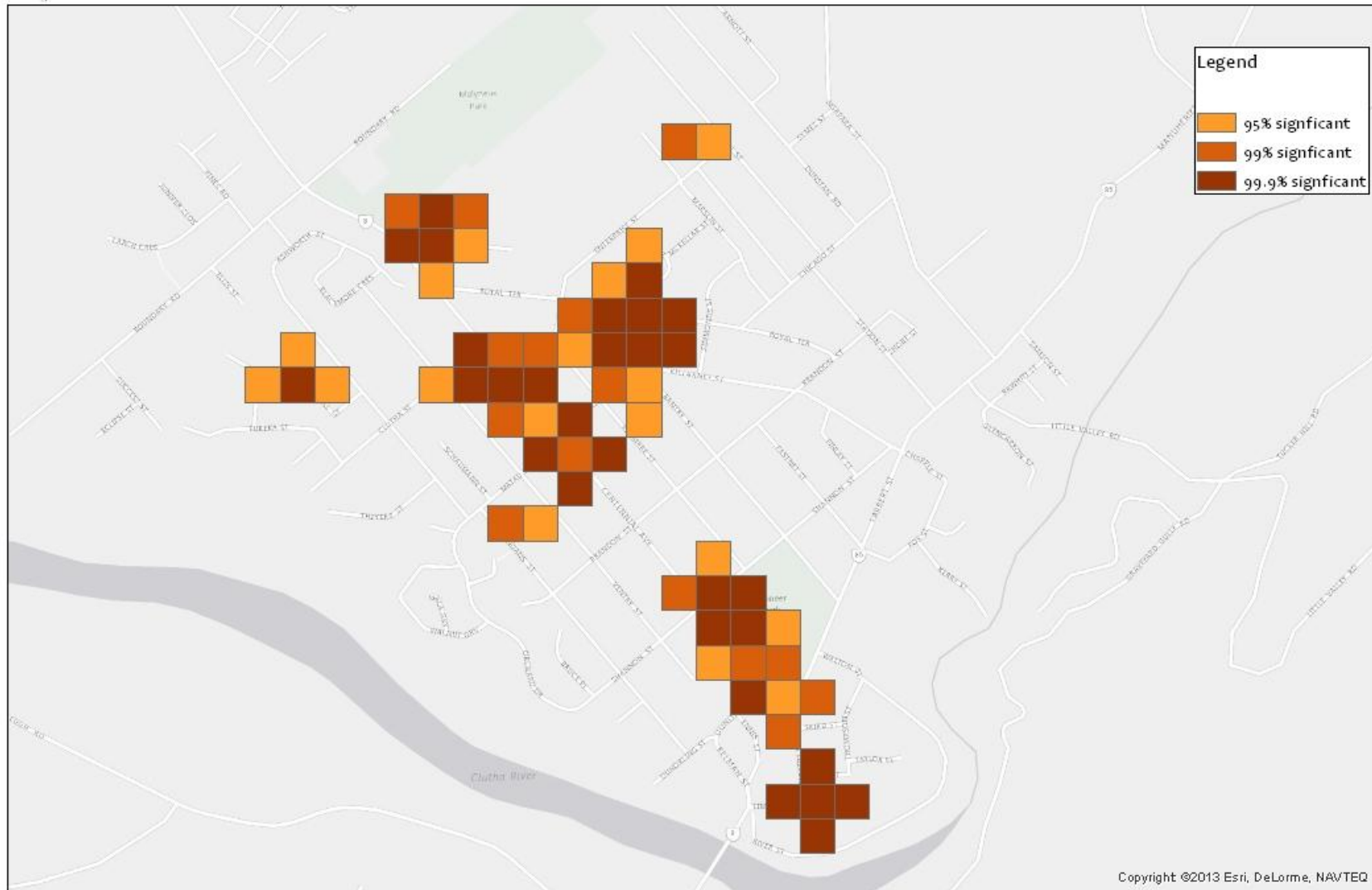
## Alcohol-related calls that occurred in second level hotspots - Central Otago District, 2011





0 0.075 0.15 0.3 km

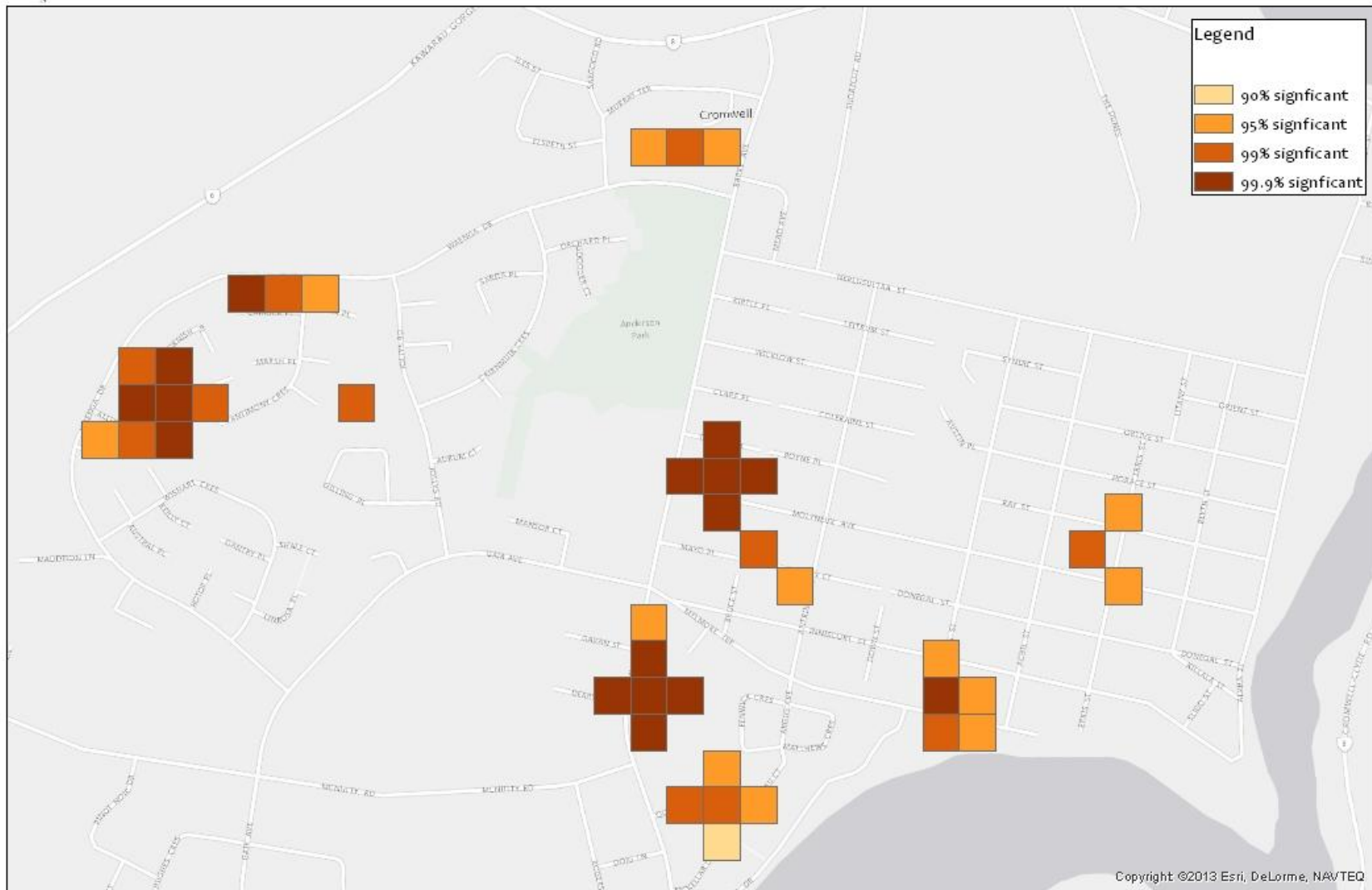
### Third level hotspots - Central Otago District, 2011 (Alexandra)



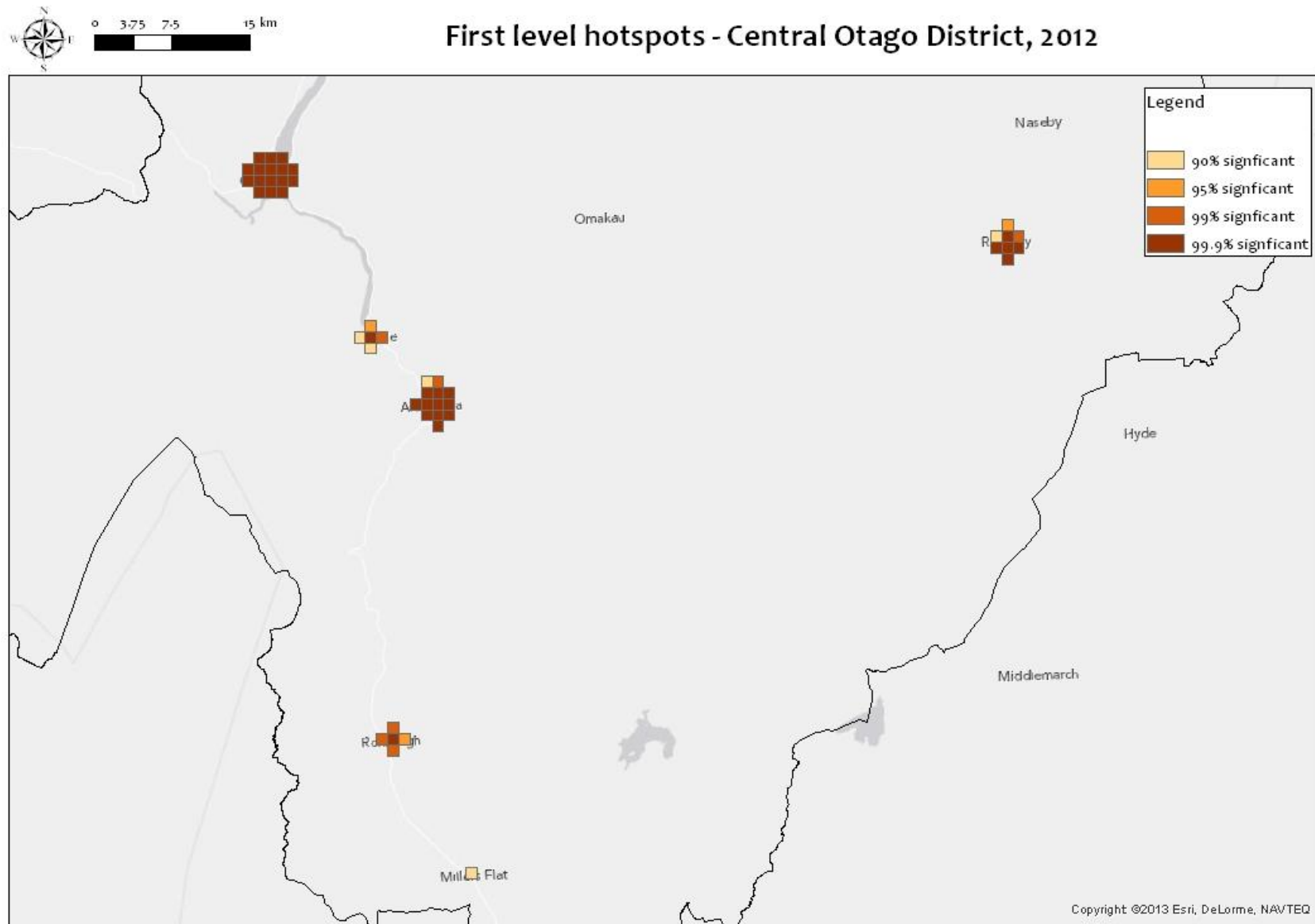




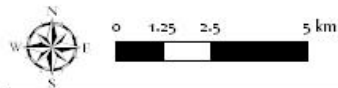
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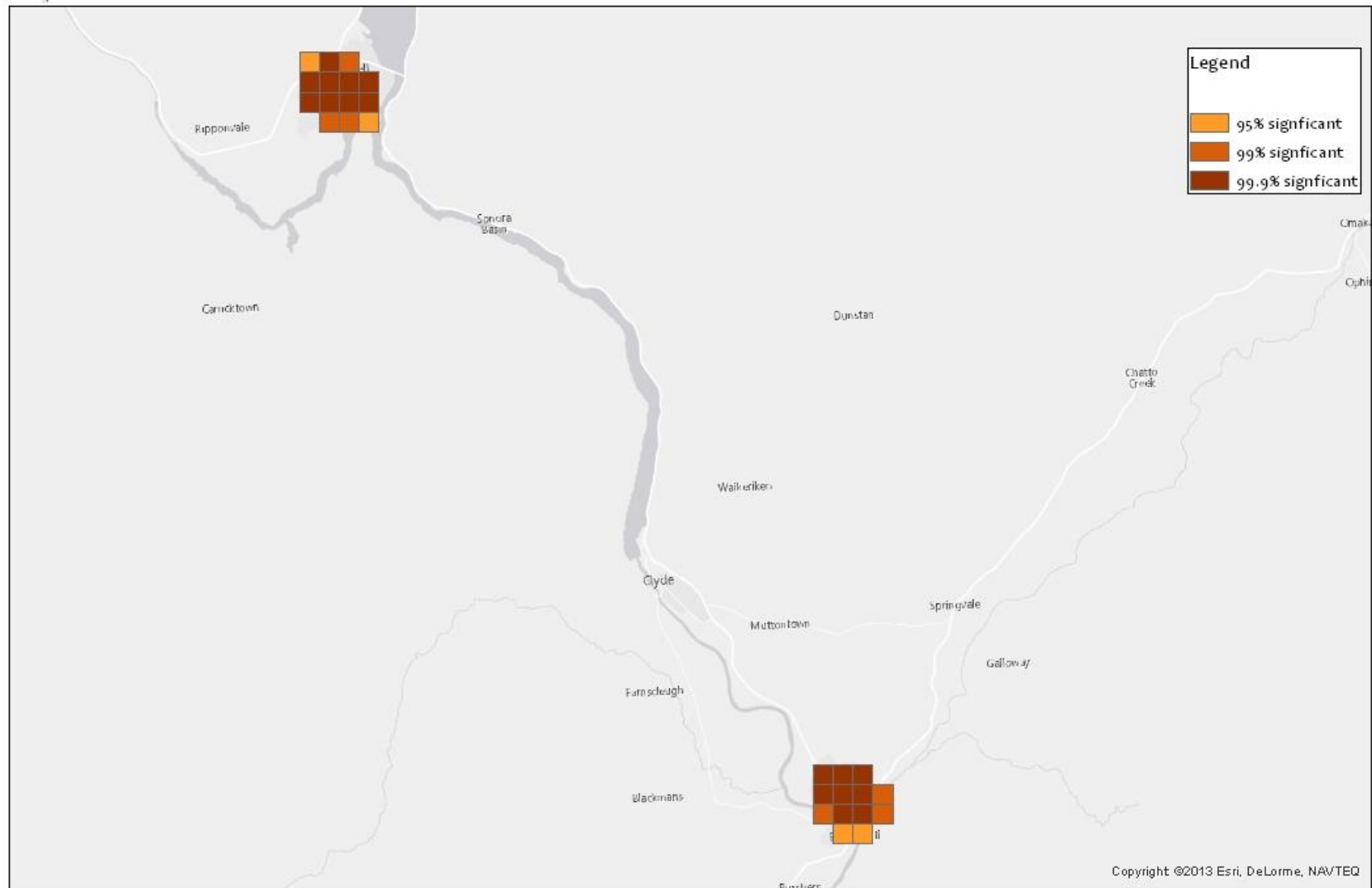
## Appendix 5: Hotspot Maps and Data Clocks (2012)



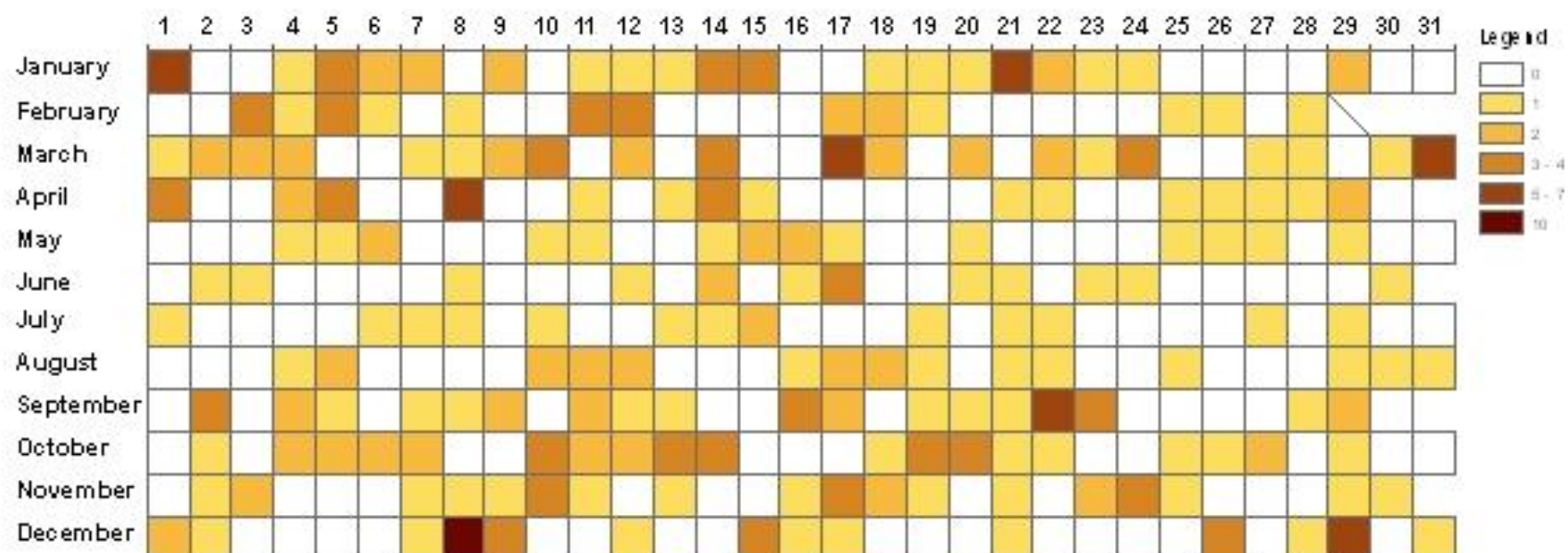




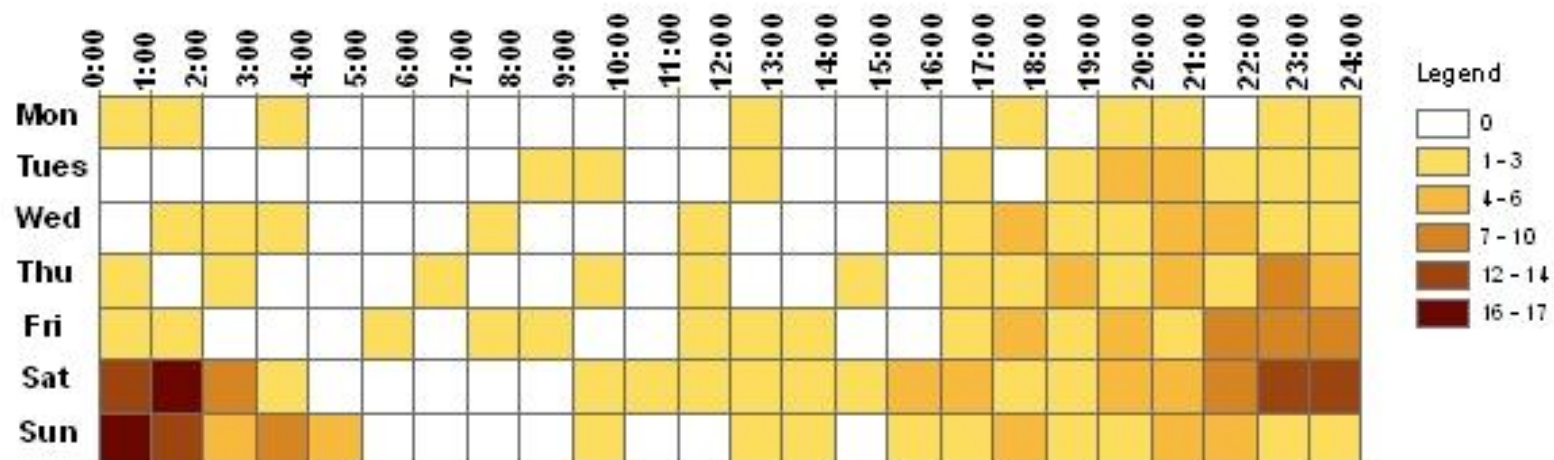
## Second level hotspots - Central Otago District, 2012



# Alcohol-related calls that occurred in second level hotspots - Central Otago District, 2012

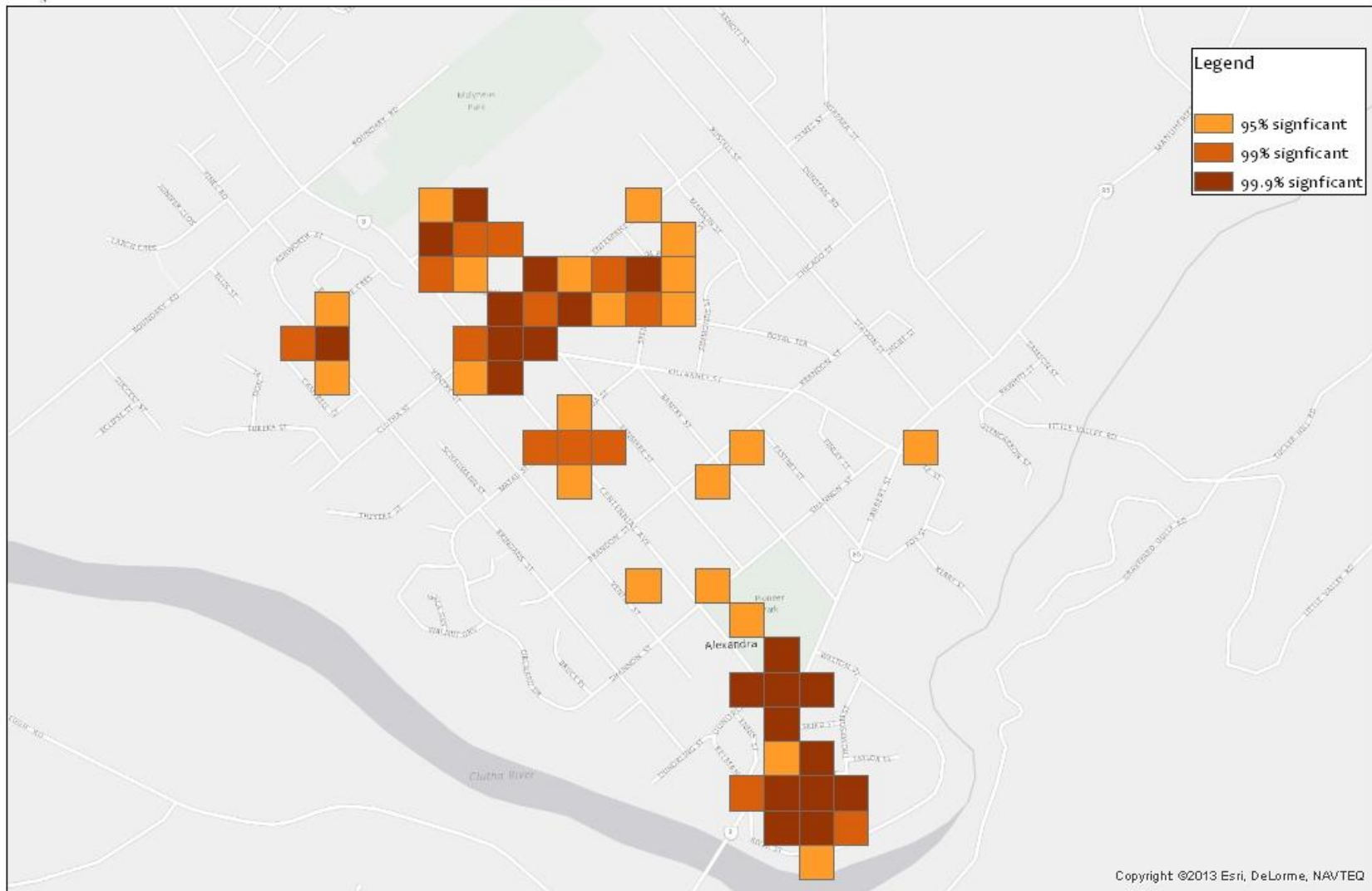


## Alcohol-related calls that occurred in second level hotspots - Central Otago District, 2012



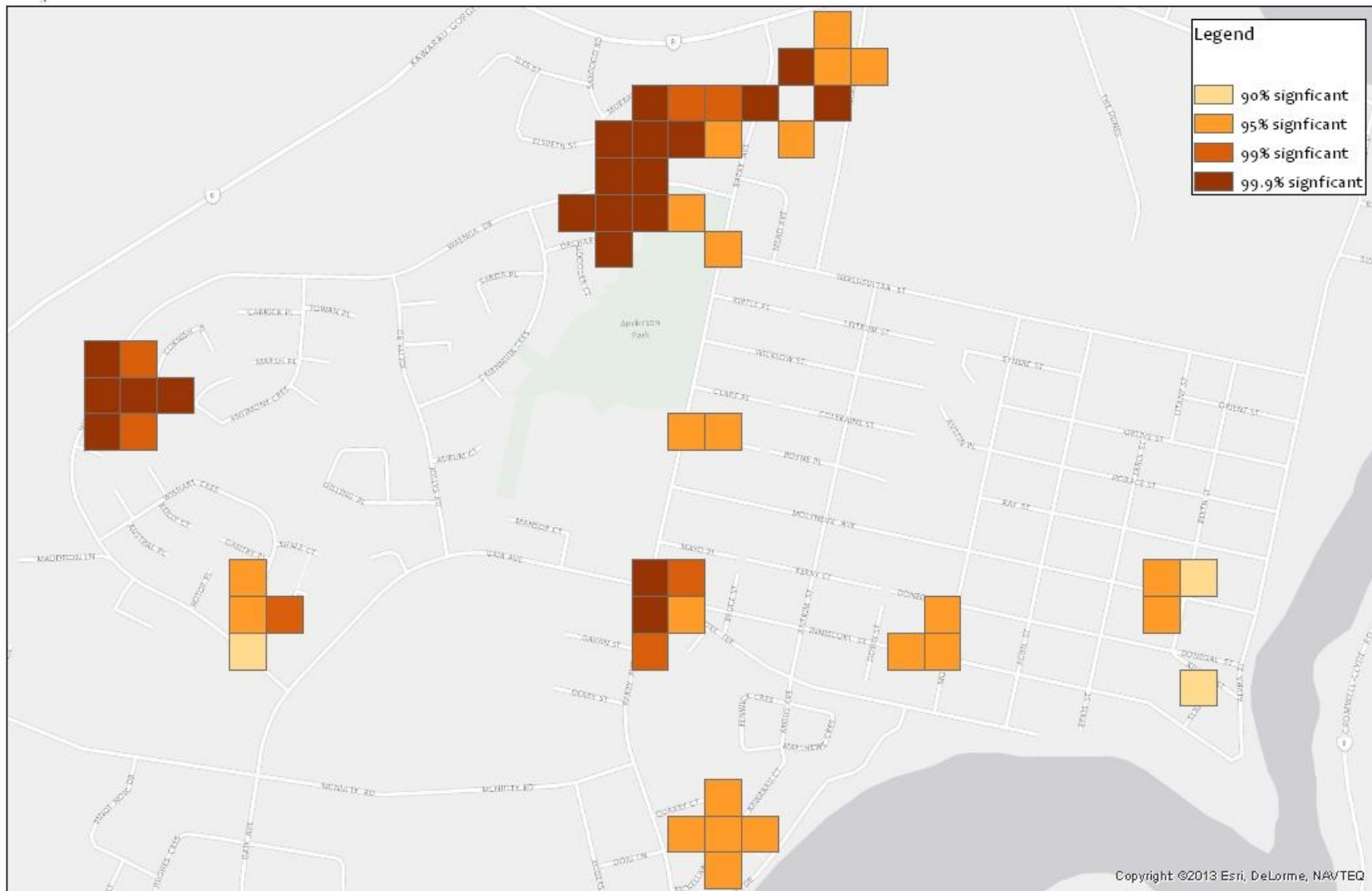


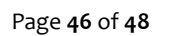
### Third level hotspots - Central Otago District, 2012 (Alexandra)





### Third level hotspots - Central Otago District, 2012 (Cromwell)

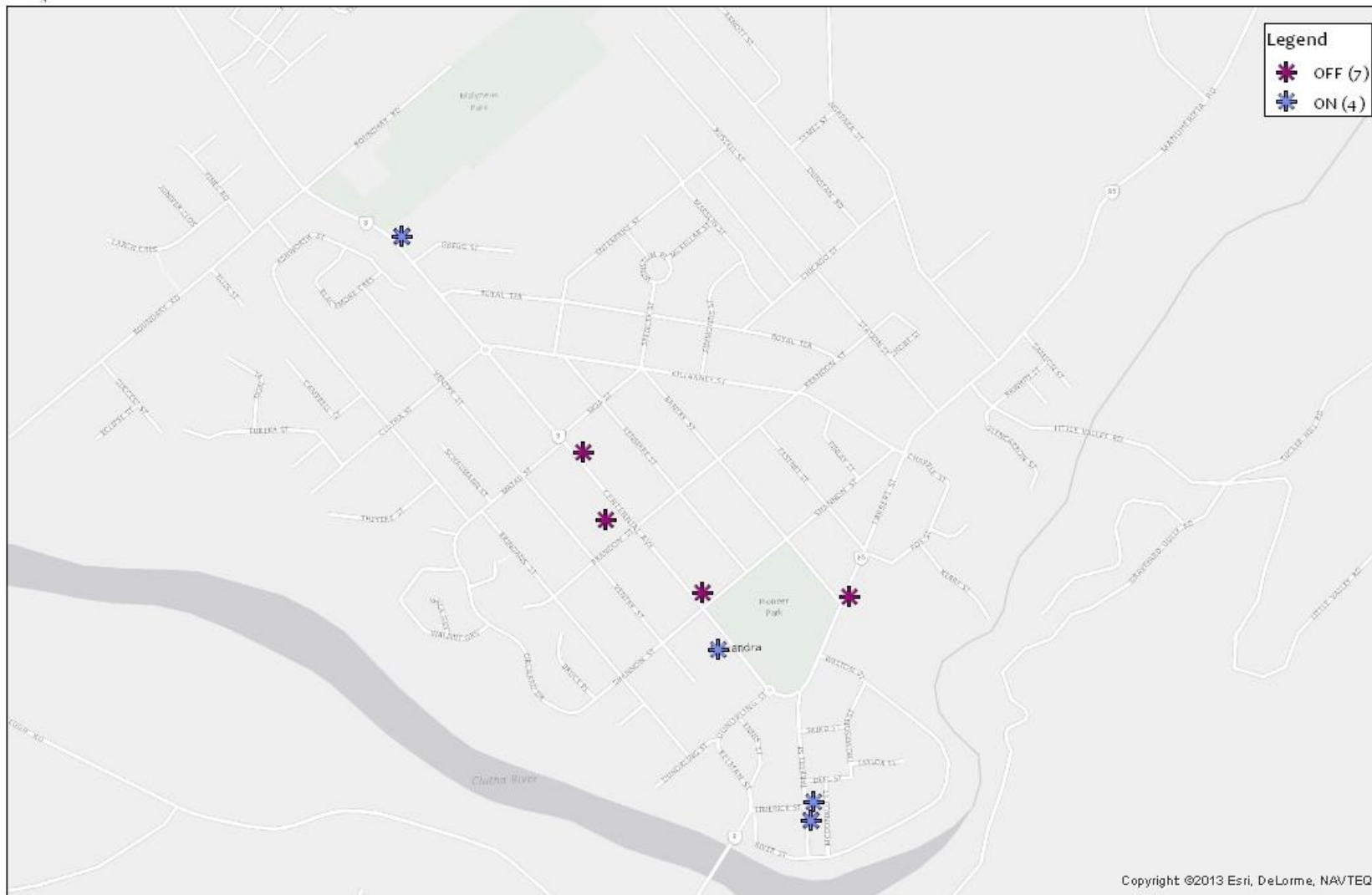




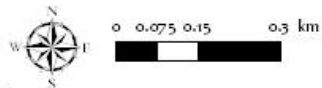




## Central Otago District - licensed premises (Alexandra)







## Central Otago District - licensed premises (Cromwell)

