

Calls to Police related to alcohol

Dunedin City

Released 20 December 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 Dunedin City from January 2008 to December 2012. During that time, within this area, Police received 25,940 calls for types of events that are typically related to alcohol (approximately 5,200 per year).

The following has been identified:

- The total number of alcohol-related calls to Police has remained relatively steady over the past five years.
- Dunedin City has three key areas for alcohol related calls to Police; Dunedin CBD, North Dunedin and South Dunedin.
- Calls to Police for alcohol-related events are highest between approximately 9pm on Saturday night through to 6am on Sunday morning.
- Reducing hours is the easiest to enforce and most effective intervention to reducing alcohol related harm in Dunedin City.
- The most significant hotspots identified were located around licensed/off licensed premises and to a lesser extent, high density low socio economic areas.

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

- A Local Alcohol Policy (LAP) which includes:
 - New maximum operating hours (maximum closing time of 3am for non residential, on-licence premises, maximum closing time of 10pm for residential (or adjacent to) on-licence premises, maximum closing time of 10pm for off-licence premises).
 - Restrictions on liquor outlet location.
 - Restrictions relating to Special Licenses as a distinct subset of liquor licences.
 - Public notification of all license applications (including renewals).
 - A one way door policy should be applied from 1 am until 3 am closing time for on licensed premises.
 - A menu of discretionary conditions together with guidelines for their use, covering things such as Security, Queue management, Outside Areas, CCTV and drink limits should be available to licensing authorities as part of the LAP.



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.

¹ Sections 78 and 79(2) of the Act

² Section 78(4) of the Act



9. As Gi* adds statistical significance to hotspot analysis, it shows which hotspots are significant, and alerts to something unusual occurring at specific locations.
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

12. The total number of alcohol-related calls to Police has remained relatively steady over the past five years particularly between 2008-2011 with an average over this period of 5298. The figure recorded in 2012 represents a 10 percent reduction compared to the 2008-2011 average.

Year	Alcohol-related events
2008	5,216
2009	5,537
2010	5,391
2011	5,048
2012	4,748
Total	25,940

13. The following areas have been identified as key areas for alcohol-related calls to Police, as indicated by the second level hotspot analysis:

Dunedin Central Business District

14. Dunedin Central Business District (CBD) is the key area for alcohol-related calls to Police within Dunedin City. The majority of the cities licensed premises are situated in this area and in particular The Octagon. The Dunedin CBD is subject to a 24 hour liquor ban.
15. It is likely that alcohol-related calls to Police in this area are for incidents such as fighting, disorder, assaults, breaches of the peace and liquor ban breaches.
16. It is also likely that calls for service at these locations are related to periods when licensed premises are their busiest such as Friday night-Saturday morning and Saturday night-Sunday morning.
17. 9pm on Saturday night - 6am Sunday morning is generally considered to be the high peak times for alcohol-related calls to Police.



18. The areas immediately outside of licensed premises regularly feature in reporting of alcohol-related calls to Police, and it is likely that evicted or rejected patrons and unruly queues contribute strongly to this.
19. There are some 24 hour fast food and takeaway outlets in this area which often serve as points of congregation for intoxicated individuals. The reporting of alcohol-fuelled violence and disorder calls to Police at these locations is common.
20. Preloading (drinking heavily before entry into the CBD) adds to the alcohol issues in the CBD.

Student flatting area - North Dunedin

21. The student flatting area north east of the CBD is a key area for alcohol-related calls to Police in Dunedin City. Residential addresses on Castle, Leith, Howe and Dundas Streets as well as Harbour Terrace feature on the second level hotspot map.
22. This area is characterised by a large density of student residential flats in these streets. The predominant calls to Police being to disorderly parties reported by other residents in the streets.
23. This area was the scene of the infamous "Undie 500" riots of from 2006-2009.
24. Alcohol-related calls tend to be highest between Friday night-Saturday morning Saturday night-Sunday morning periods.

South Dunedin

25. South Dunedin is located 2.5 kilometres to the south of the Dunedin CBD.
26. Alcohol-related calls to Police appear to be on the increase as shown in the second level hotspots 2008-2012. Part of this increase is possibly due to the increased levels of reporting of domestic disputes and domestic violence which is a general trend throughout New Zealand.
27. Between 2008-2012 alcohol-related calls to Police in South Dunedin have consistently been the highest in an area defined by Andersons Bay, Hillside, Forbury and Bay View Roads. Part of the suburb of Caversham centered around the shopping area on South Road and streets in the immediate vicinity also shows a consistently high number of calls. There are two licensed premises (Mitchell's Tavern and Waterloo Hotel) in this area as well as an off licence at Caversham Liquor. These areas are a mix of industrial, retail, and high density residential properties.
28. A Neighbourhood Policing Team (NPT) comprising a sergeant, four constables and a detective has been operating in part of this area since November 2011.



Possible Prevention Measures

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

Maximum Trading Hours

Police submit the maximum trading hours should be as follows:

- Non-residential, on licence
 - Between 8 am and 3 am the following morning.
 - one-way door operates from 1 am.
- Residential (or adjacent to), on-licence
 - 8 am to 10 pm on the same day.
- Off-licence
 - 8 am to 10 pm
- Special licences
 - premises holding a on-licence, a condition of the special licence will be a closing time no later than two hours after the hours permitted on the premises on-licence
 - other premises a maximum of 1 am closing time

Limiting Density of Licensed Premises

- Police believe that there is a relationship between the density of licensed premises and alcohol related harm, and that Local Alcohol Policies should reflect this relationship and have mechanisms which can be invoked if required to control the density of licensed premises.

Limiting Location of Licensed Premises

- Police believe that locating licensed premises near vulnerable populations may contribute towards alcohol related harm and that Local Alcohol Policies should reflect this risk and have mechanisms which can be invoked if required to prevent the location of licensed premises near vulnerable communities.

One Way Door Policy

- Police believe a one way door policy should be applied from 1 am until 3 am closing time for on licensed premises.

30. Police believe a menu of discretionary conditions together with guidelines for their use, should be available to licensing authorities as part of the Local Alcohol Plan. Conditions that Police believe are appropriate for on-license premises such as night clubs and late night bars are:

Security

- Any person performing security work must be a certified security guard and display the certificate of approval at all times they are on duty.
- Any person performing security work must wear a high visibility vest or jacket clearly identifying themselves as security, commonly known as "mellow yellow".
- Other bar workers should be easily identifiable. These staff must not be used for security work.



- A ratio of 50-1 patron to security should be minimum number of security at a premises

Queue Management

- A queue management plan must be submitted with the licence application.
- The plan must be displayed beside the licence at the principal entrance.
- People observed consuming liquor in the queue will not be admitted to the premises.

Outside Areas

- Copies of outside area plans that were submitted as part of the commercial use of footpaths are to be displayed or immediately available.
- No outside areas, that extend onto footpaths or other public areas, are permitted after 11 pm.

CCTV

- CCTV should be installed inside and outside premises.
- Cameras should cover all internal areas accessible to the public.
- Cameras should cover areas immediately outside the premises.
- Recording should be in real time and on a hard disk with the availability to copy coverage to other media for agencies such as Police.

Out of one, out of all.

- A patron removed from a premise because of intoxication or behavioural issues should not be permitted to enter other premises that night. Commonly known as "out of one, out of all".
- Security staff should communicate the removal of a patron to other security staff at other Dunedin licensed premises.

Fire Safety

- A fire egress plan must be submitted as part of the licensing application.
- A drill testing the plan and staff must be completed at least twice a year.
- Documentation as to the time and date of a drill must be kept and presented on request.

After Midnight:

- No shots
- No doubles
- Only four drinks per customer
- No alcohol service 30 minutes before close
- Free non-alcoholic drinks to designated sober drivers.

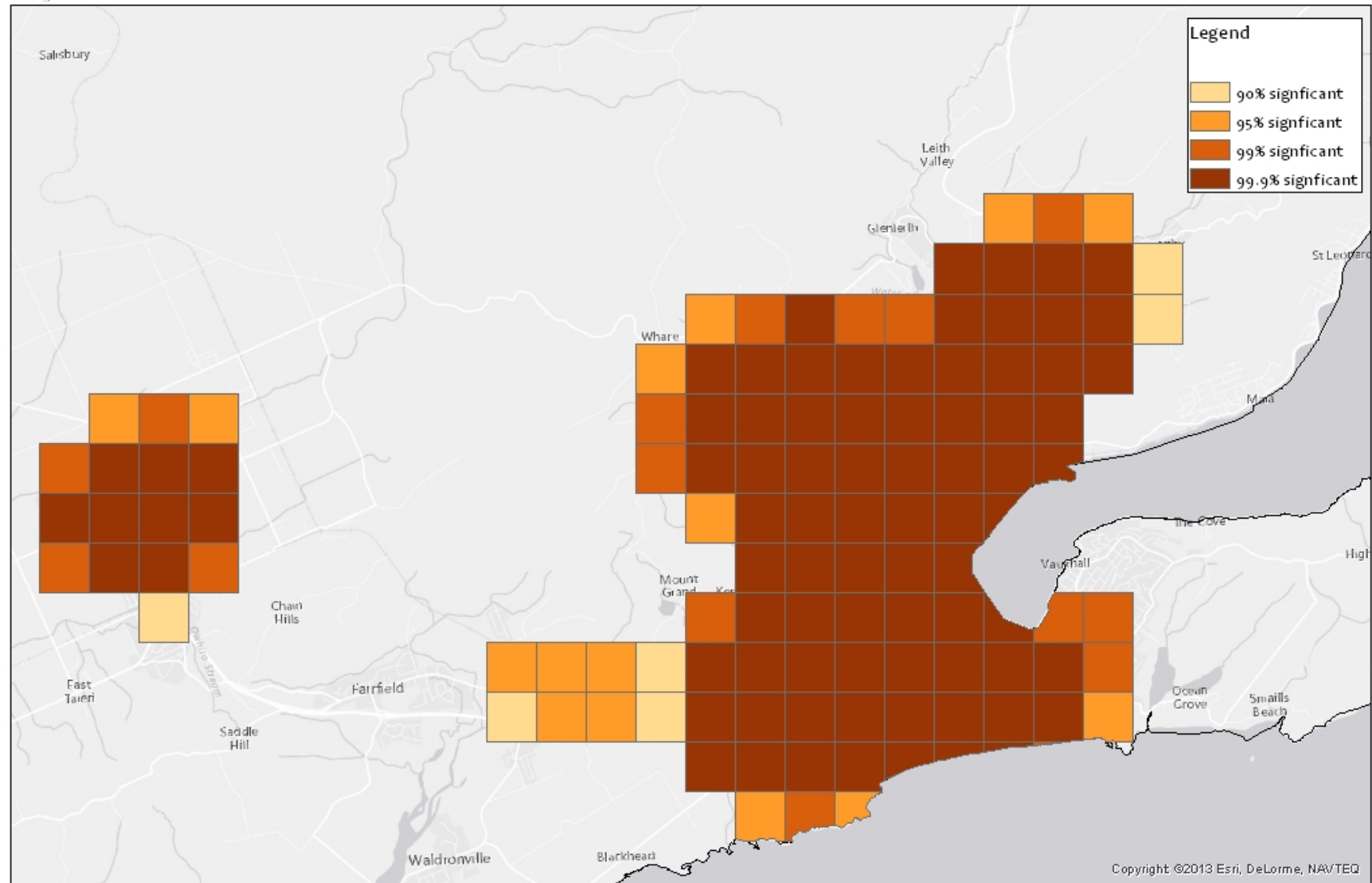


Appendix – Hotspot Maps and Data clocks

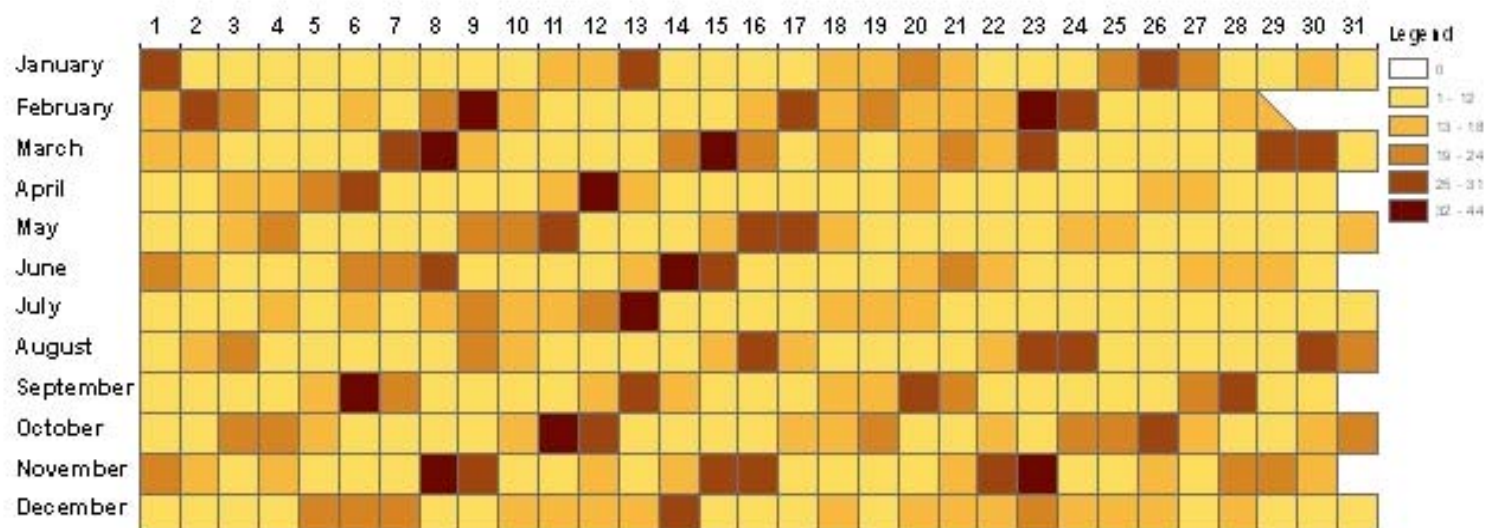
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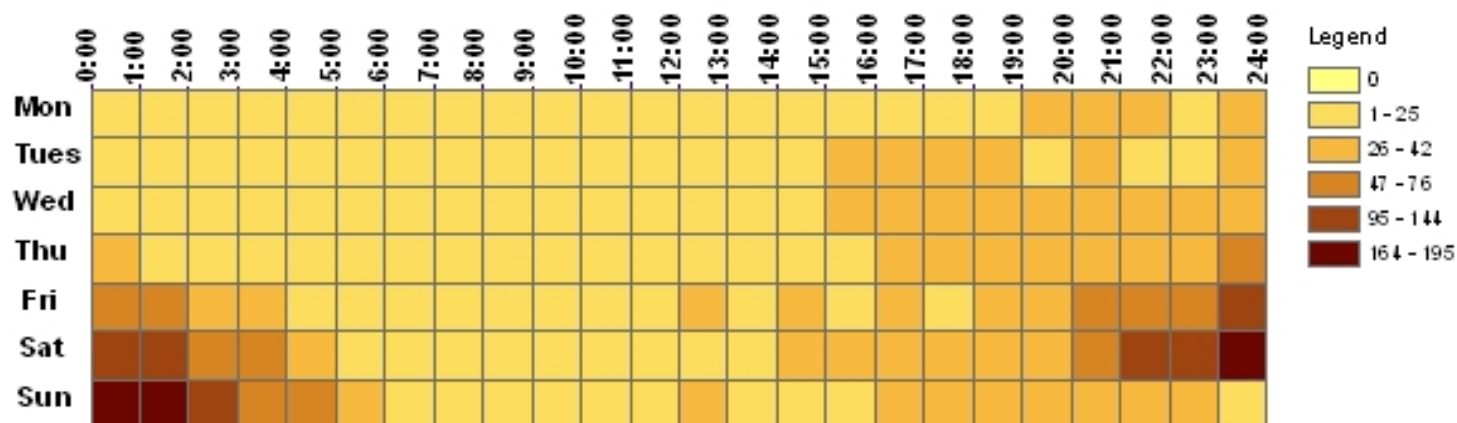
First level hotspots - Dunedin City, 2008



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

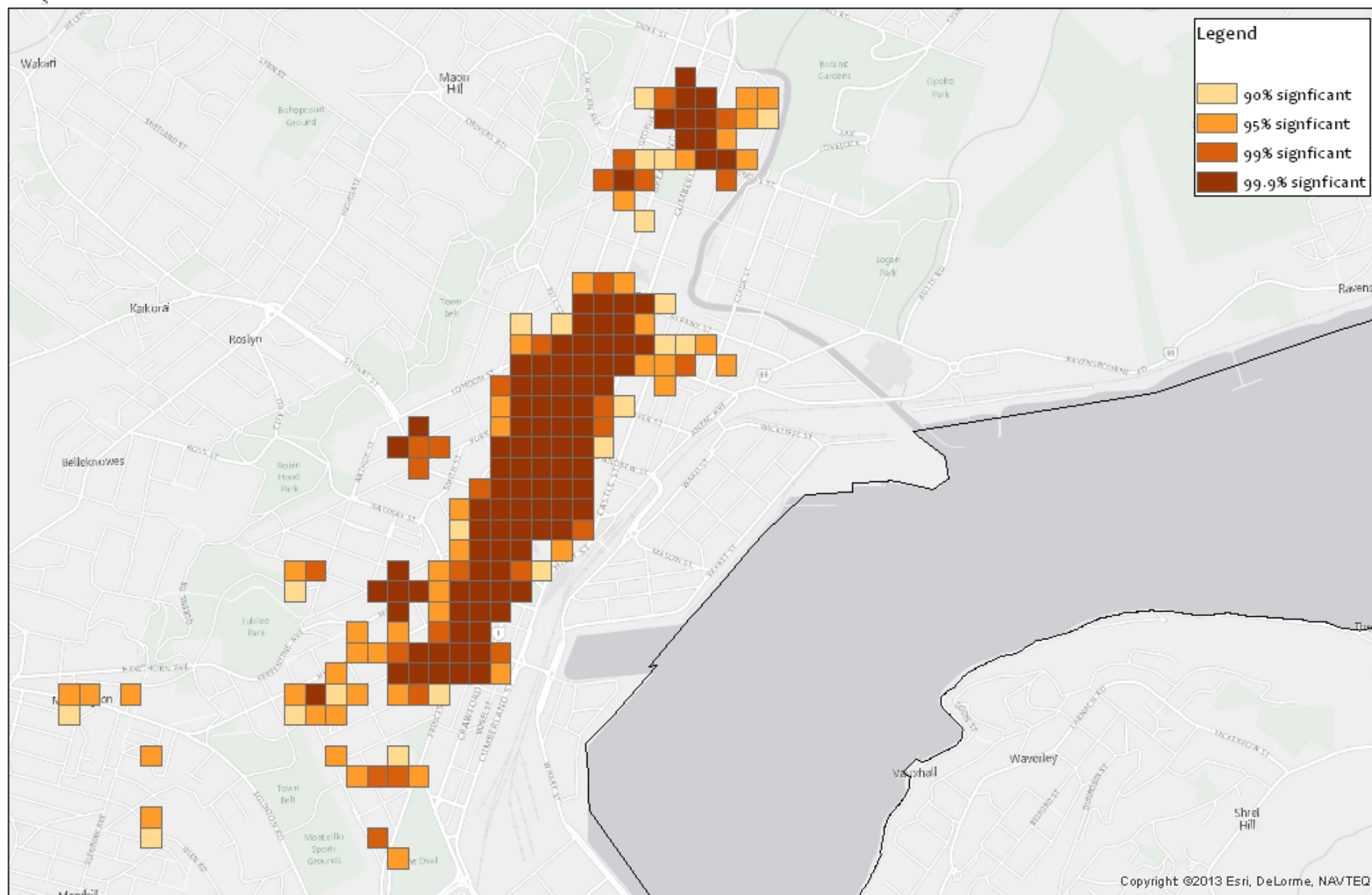


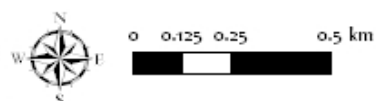
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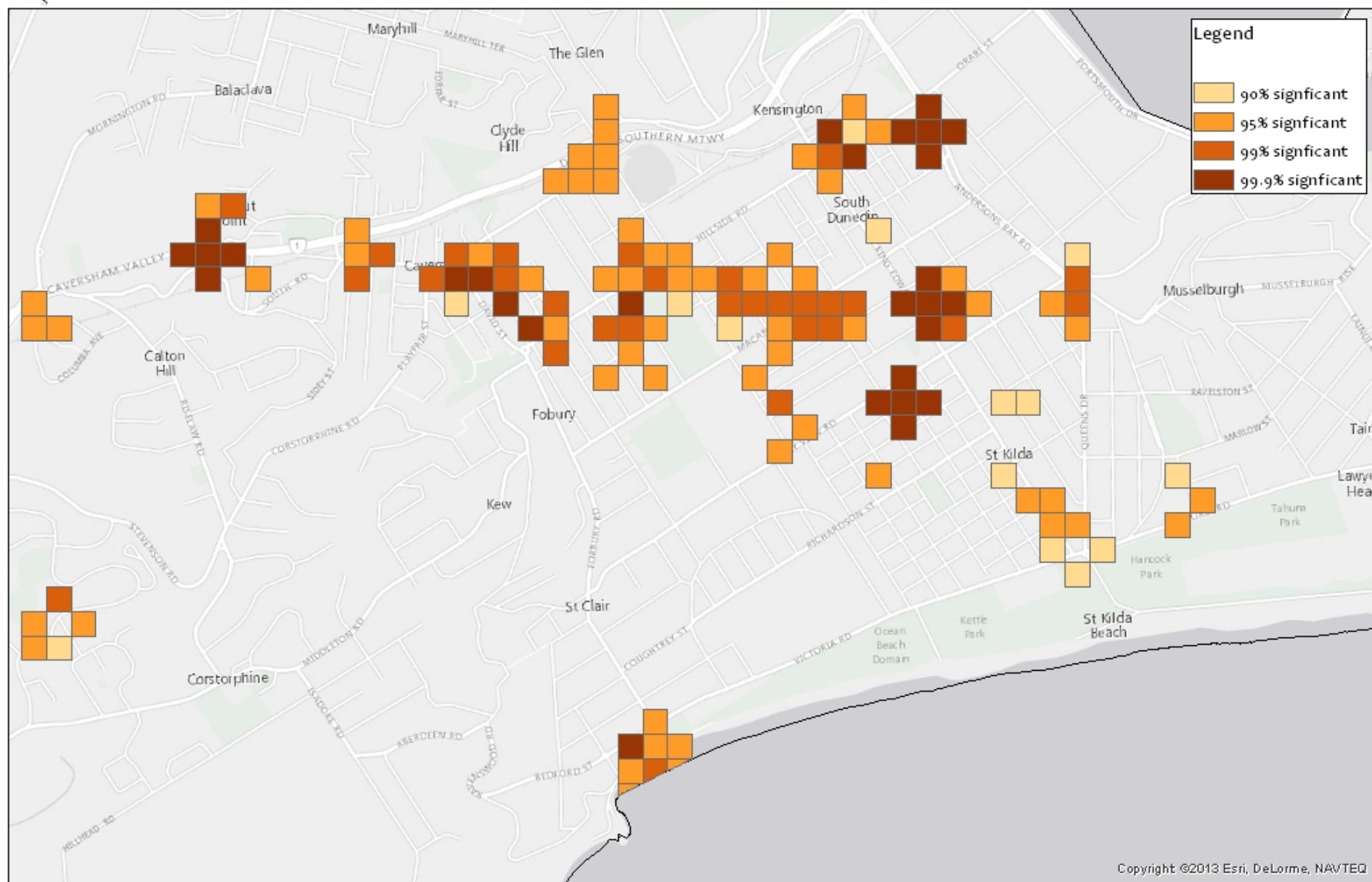


Second level hotspots - Dunedin City, 2008 (North Dunedin)



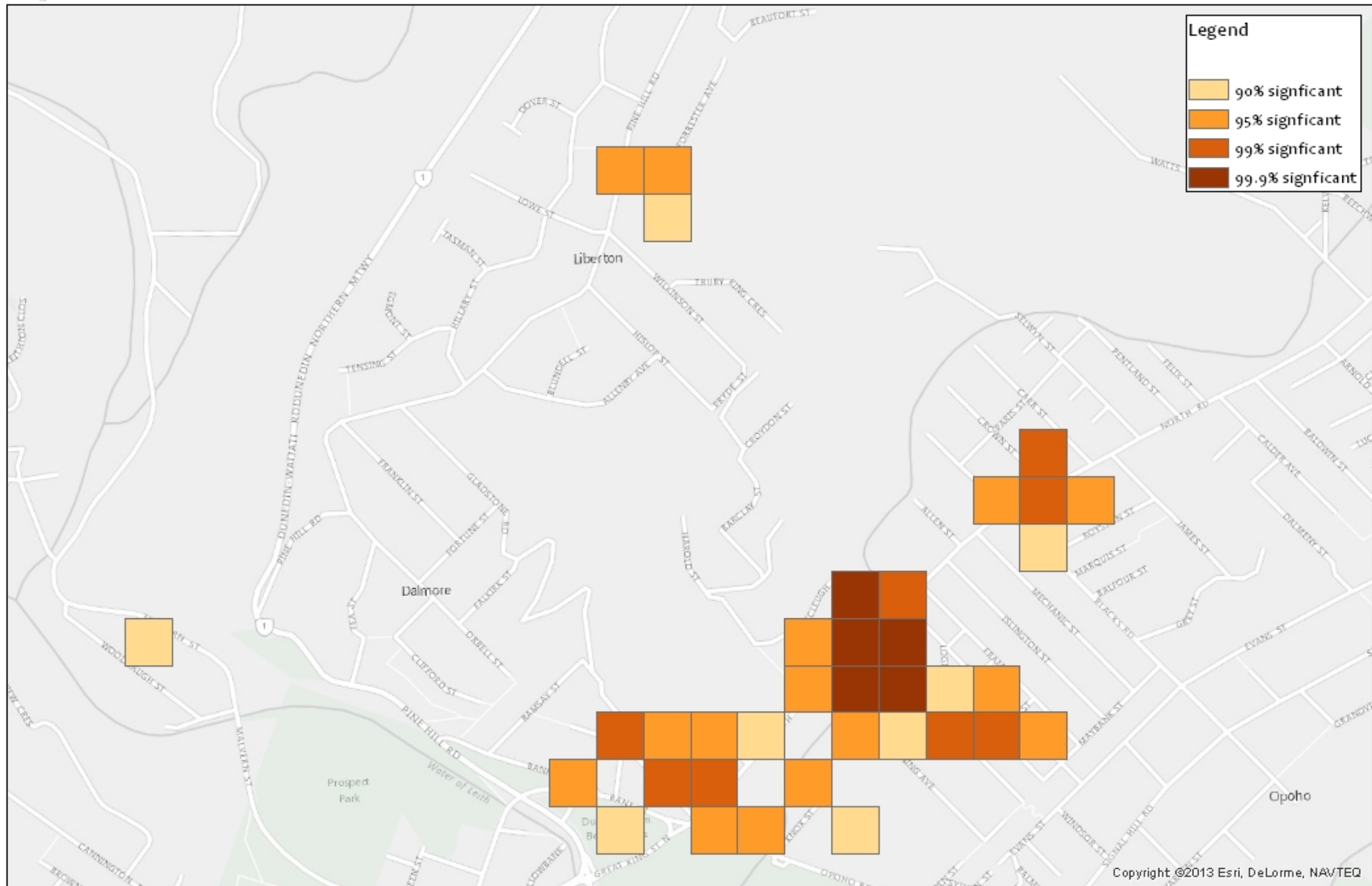


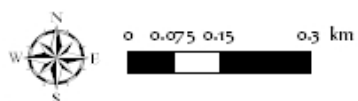
Second level hotspots - Dunedin City, 2008 (South Dunedin)



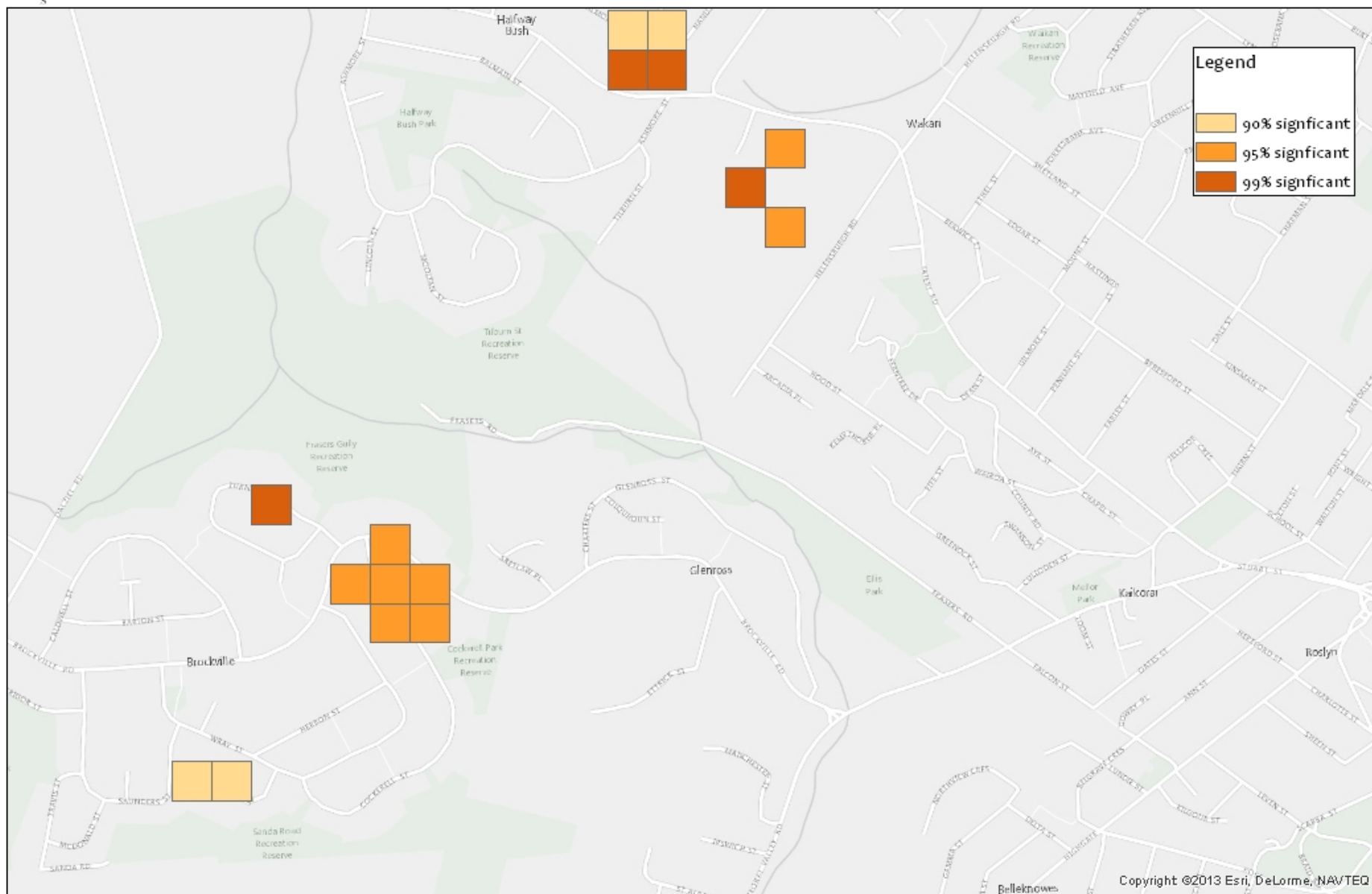


Second level hotspots - Dunedin City, 2008 (North East Valley)



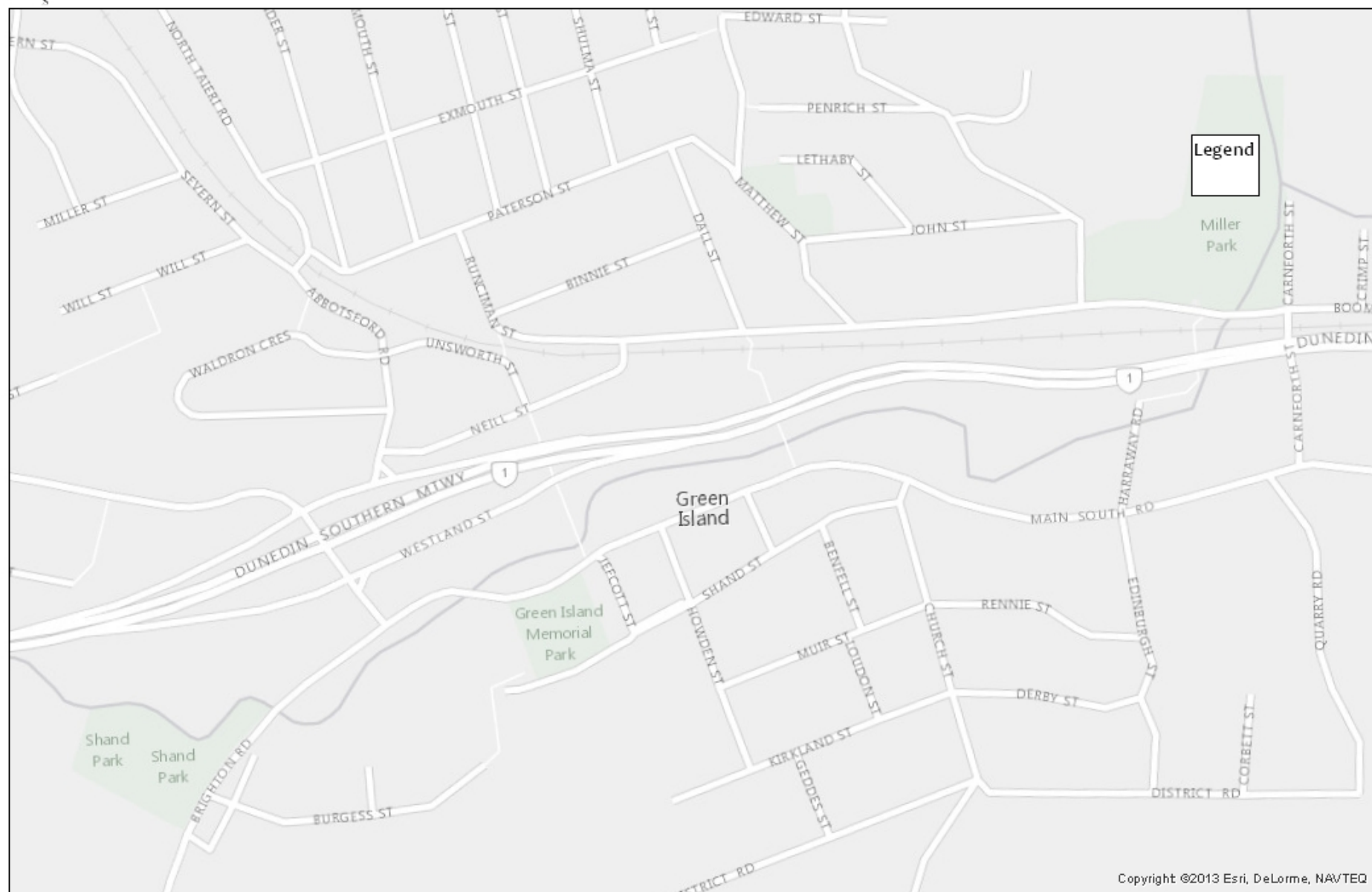


Second level hotspots - Dunedin City, 2008 (Brockville)





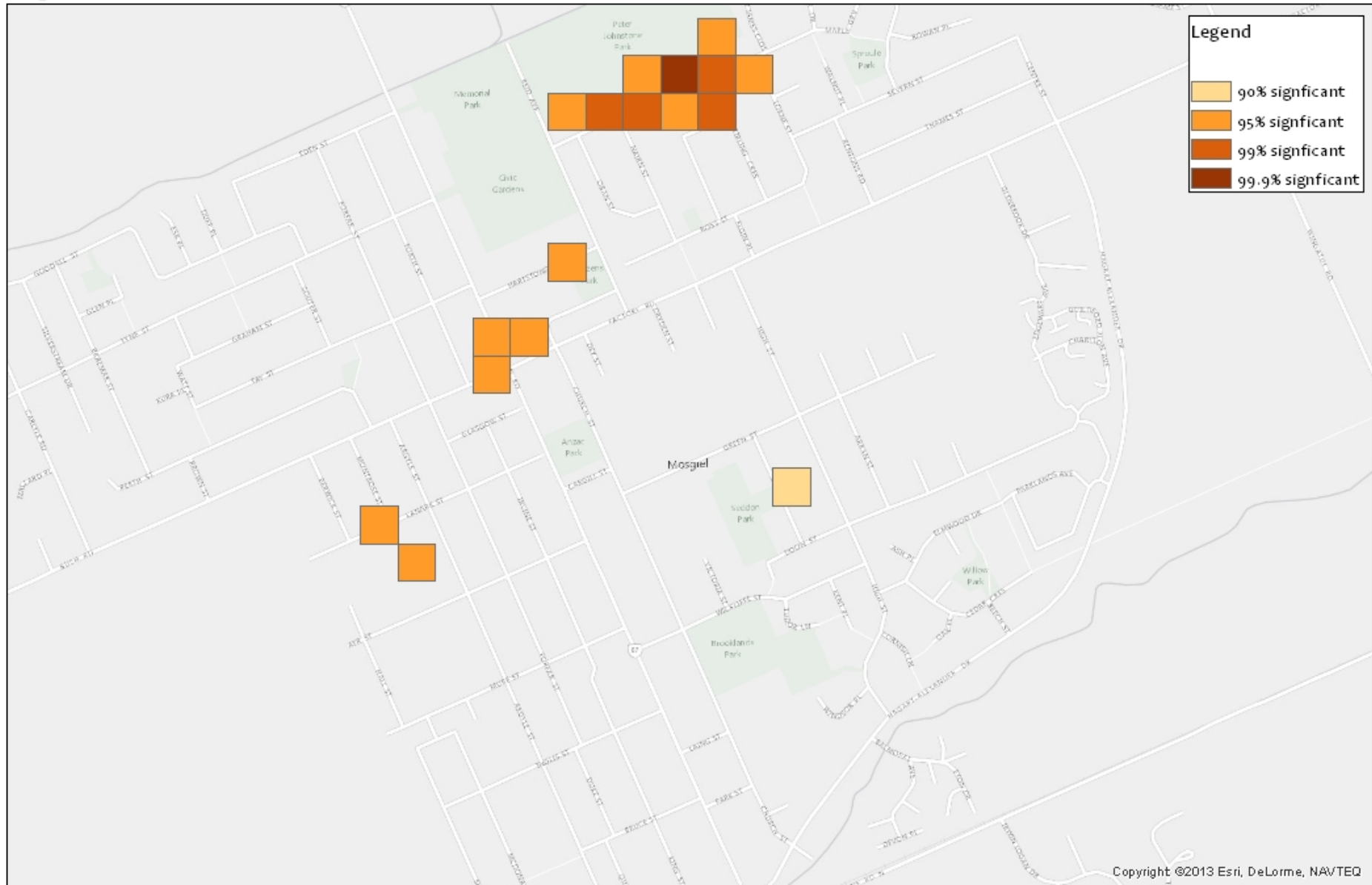
Second level hotspots - Dunedin City, 2008 (Green Island)





0 0.075 0.15 0.3 km

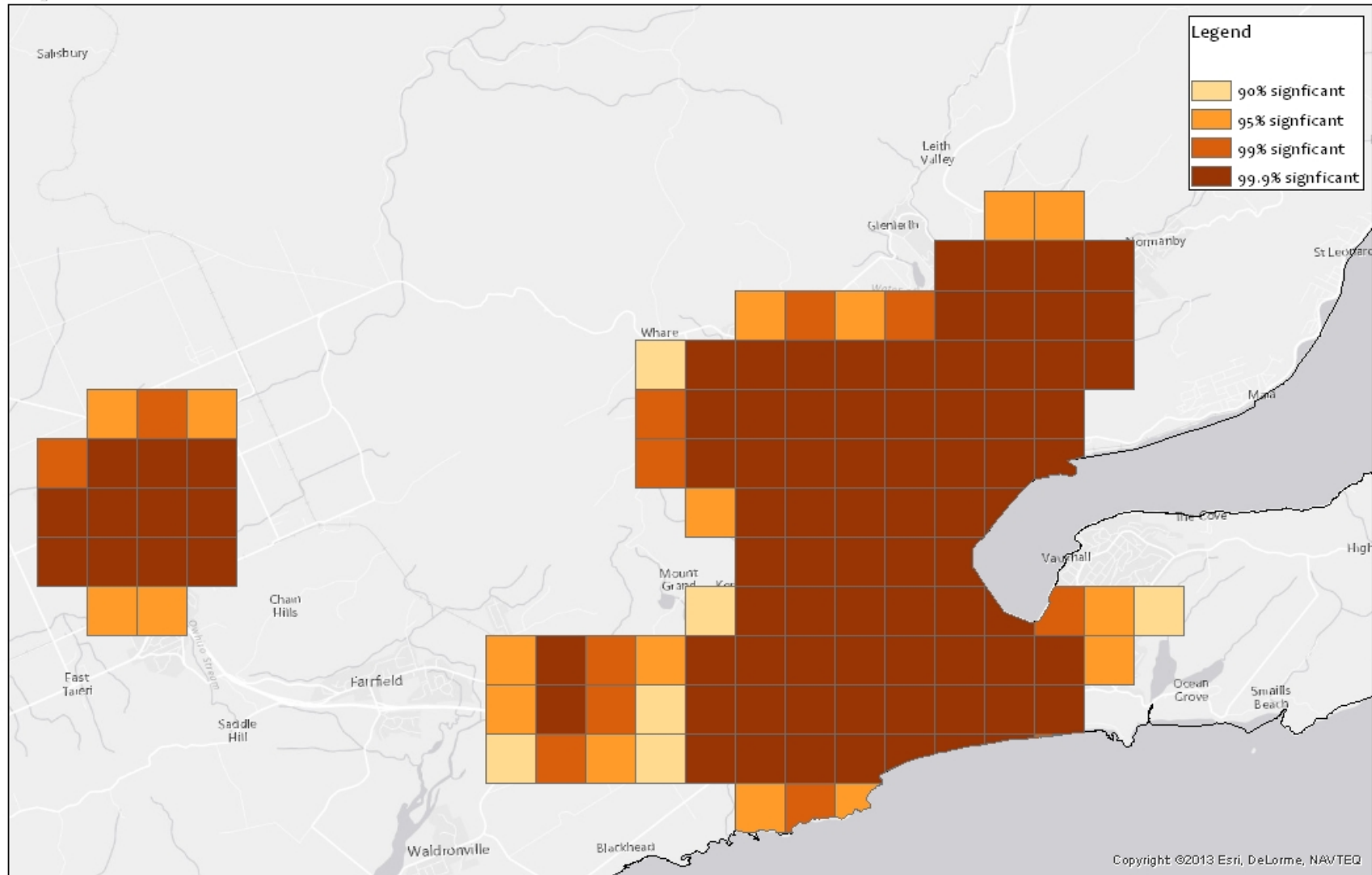
Second level hotspots - Dunedin City, 2008 (Mosgiel)



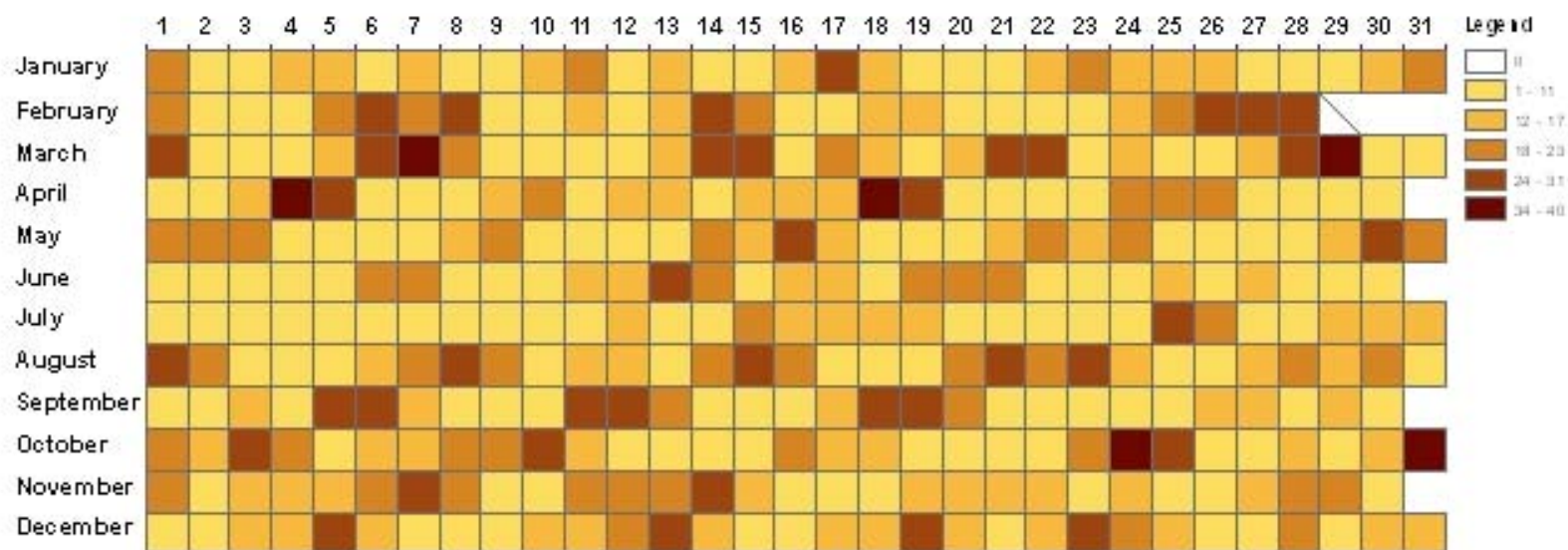
2009



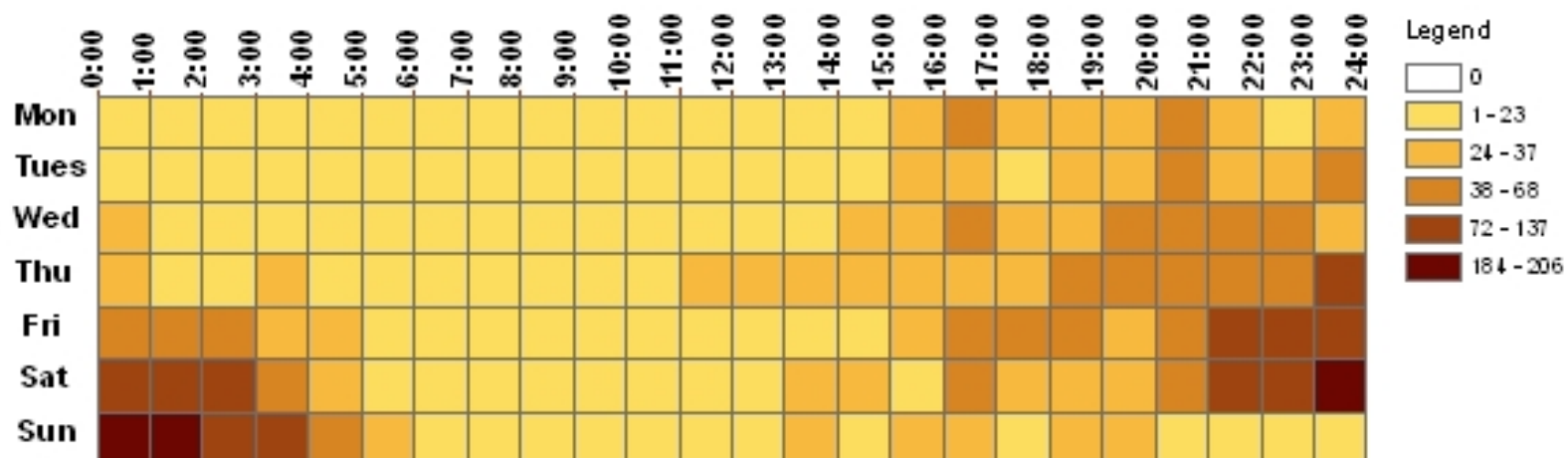
First level hotspots - Dunedin City, 2009



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

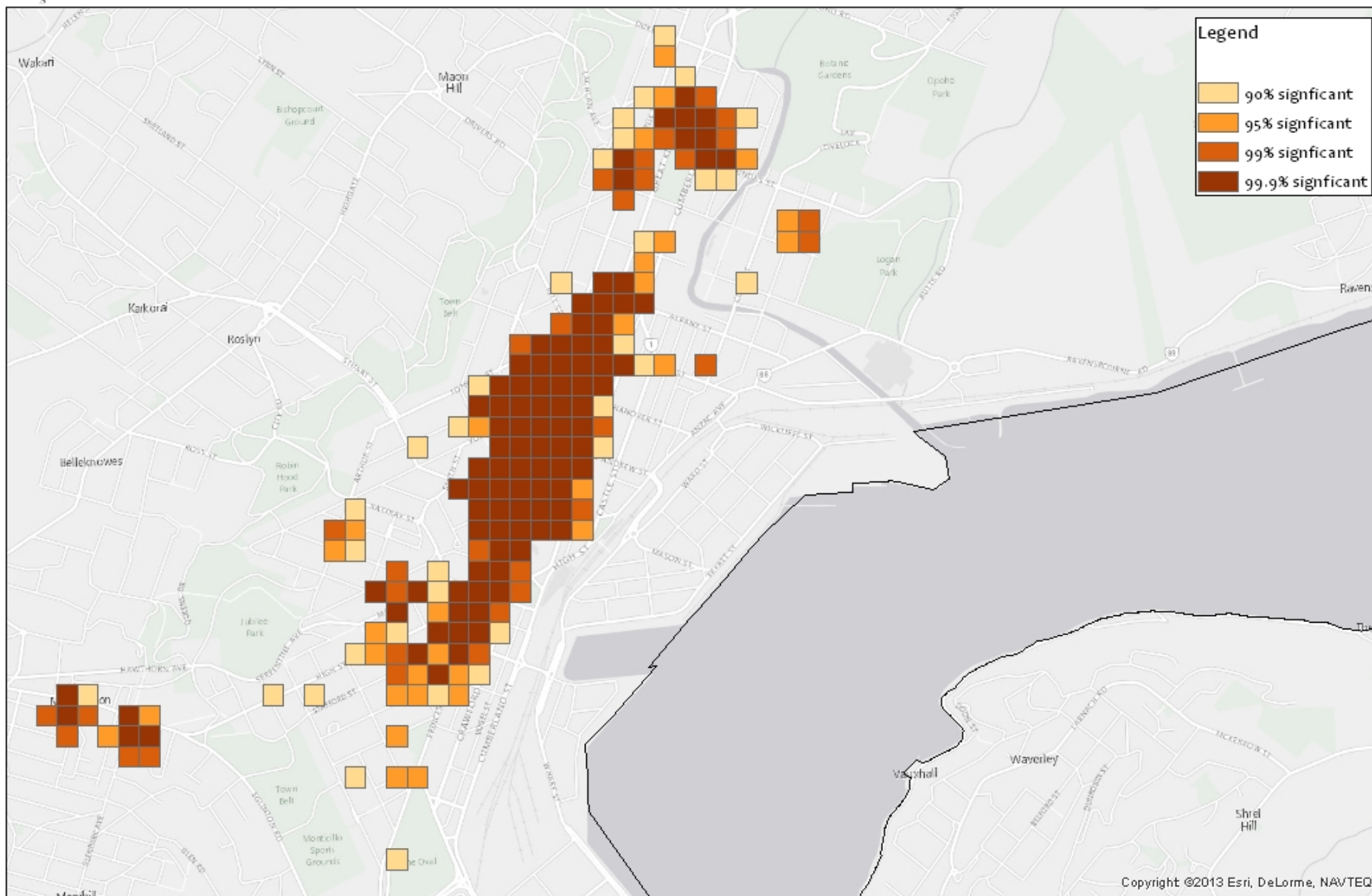


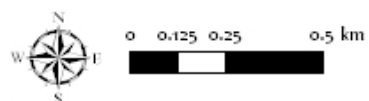
Alcohol-related calls that occurred in second level hotspots - Dunedin City, 2009



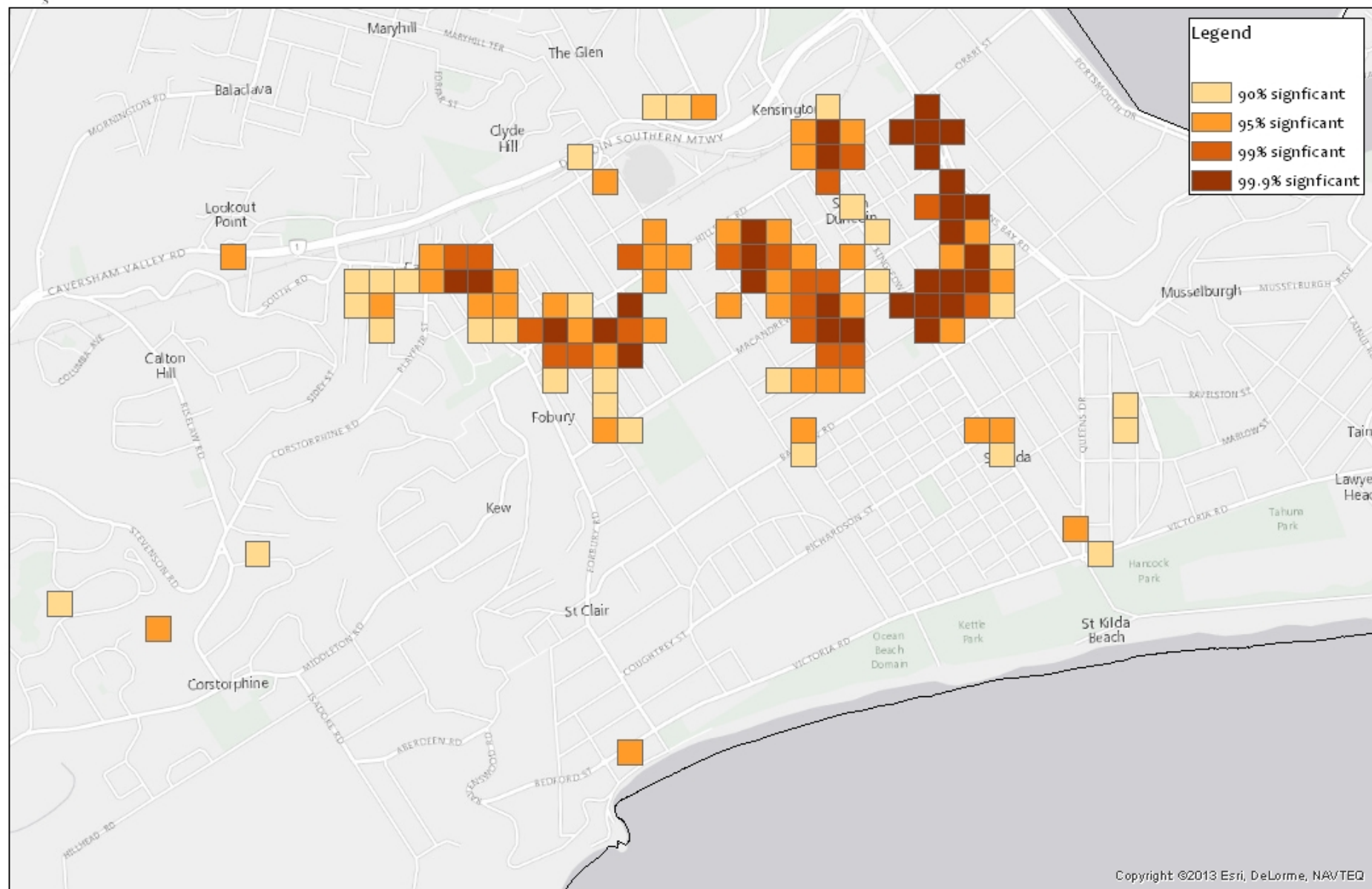


Second level hotspots - Dunedin City, 2009 (North Dunedin)



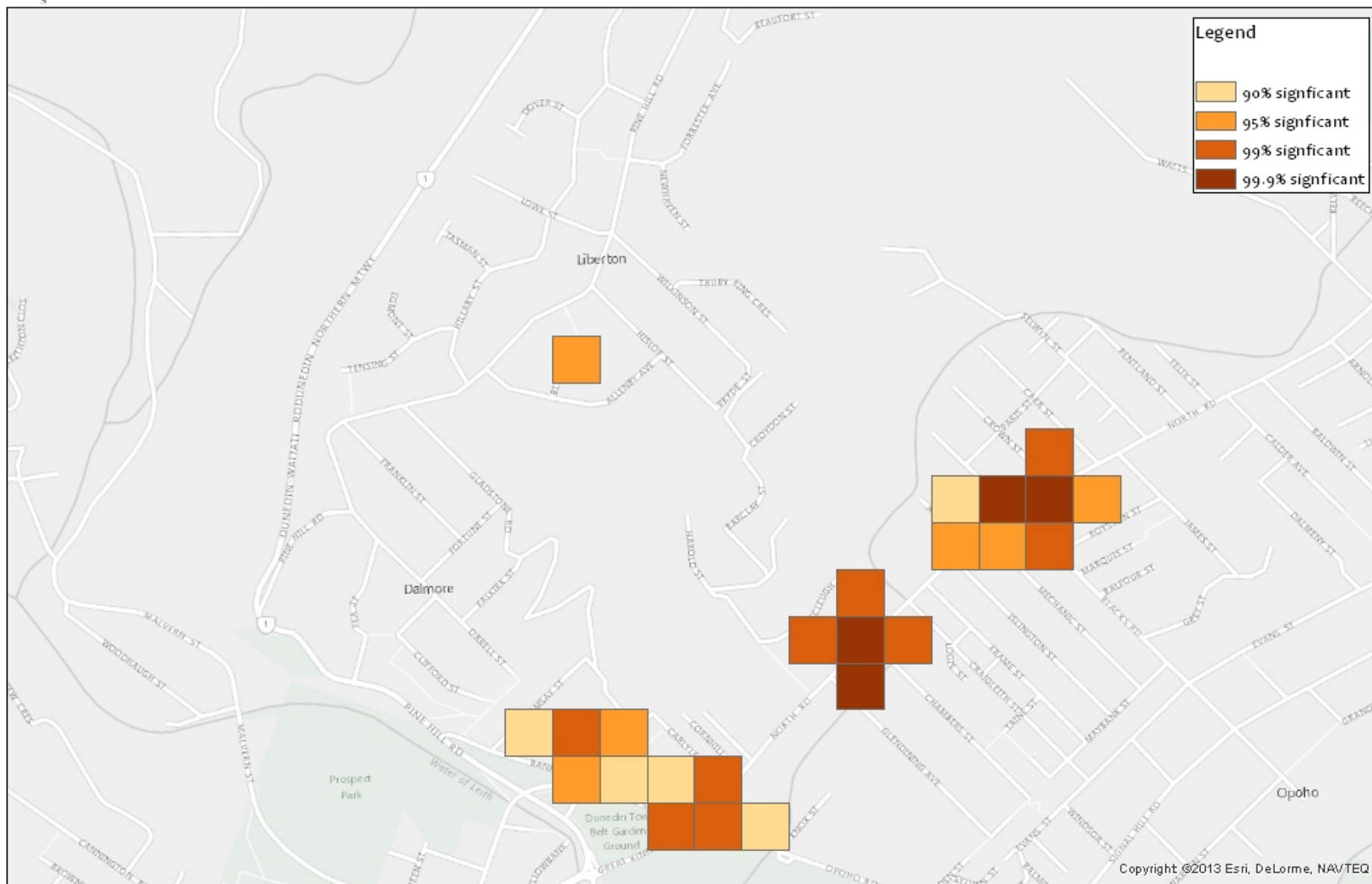


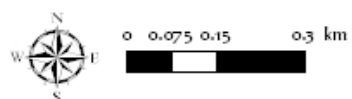
Second level hotspots - Dunedin City, 2009 (South Dunedin)



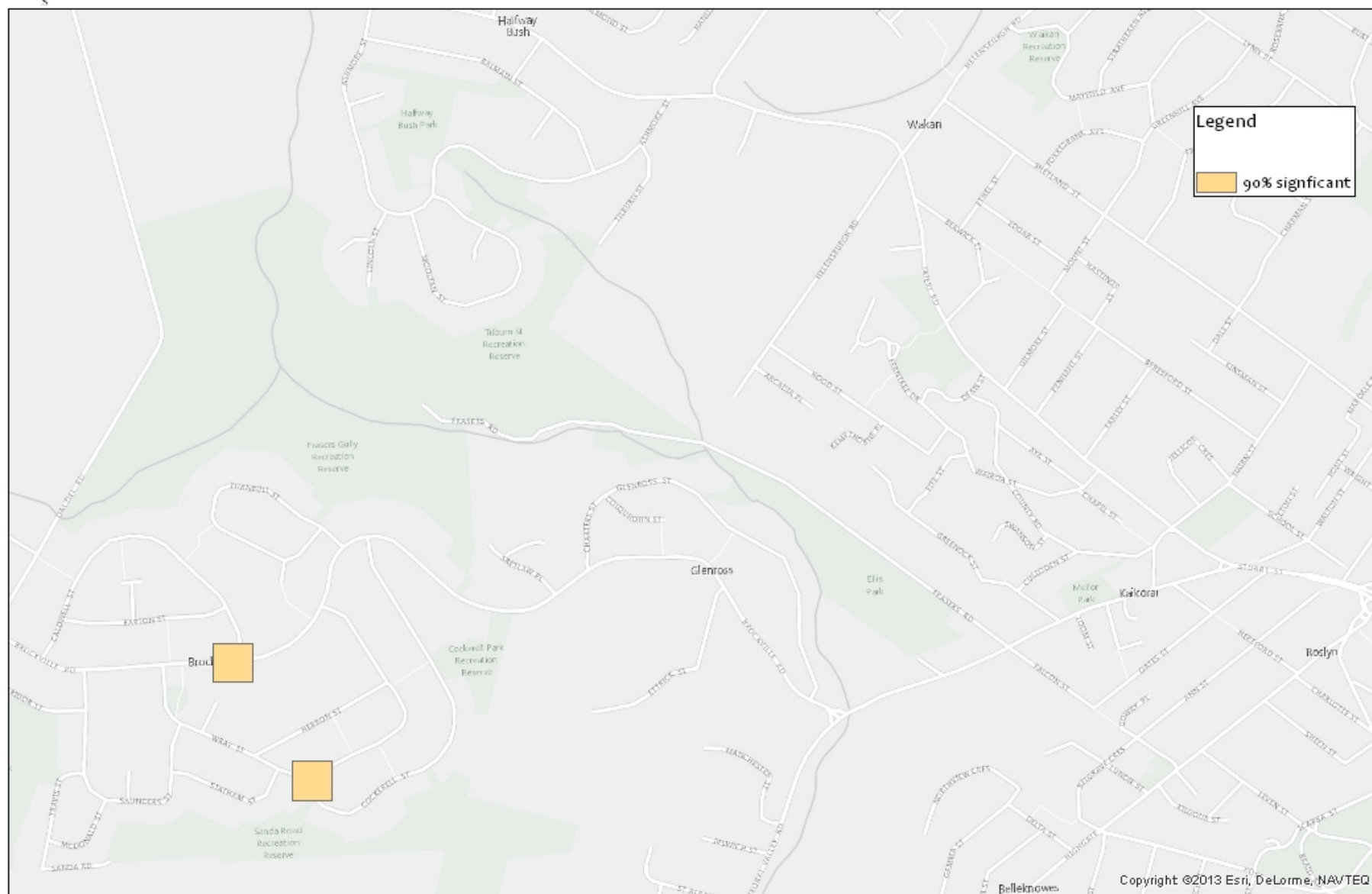


Second level hotspots - Dunedin City, 2009 (North East Valley)



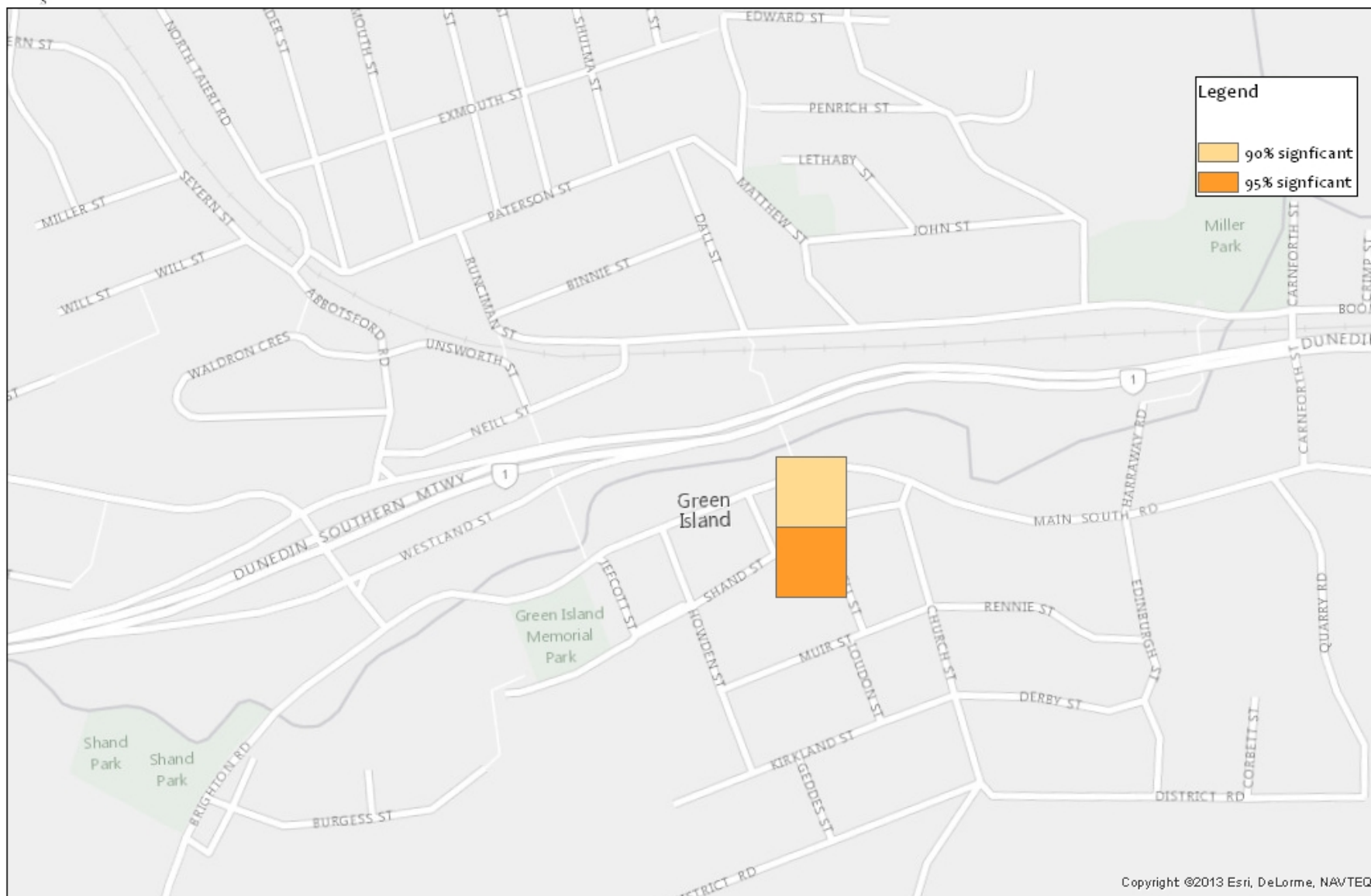


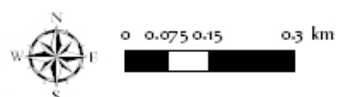
Second level hotspots - Dunedin City, 2009 (Brockville)



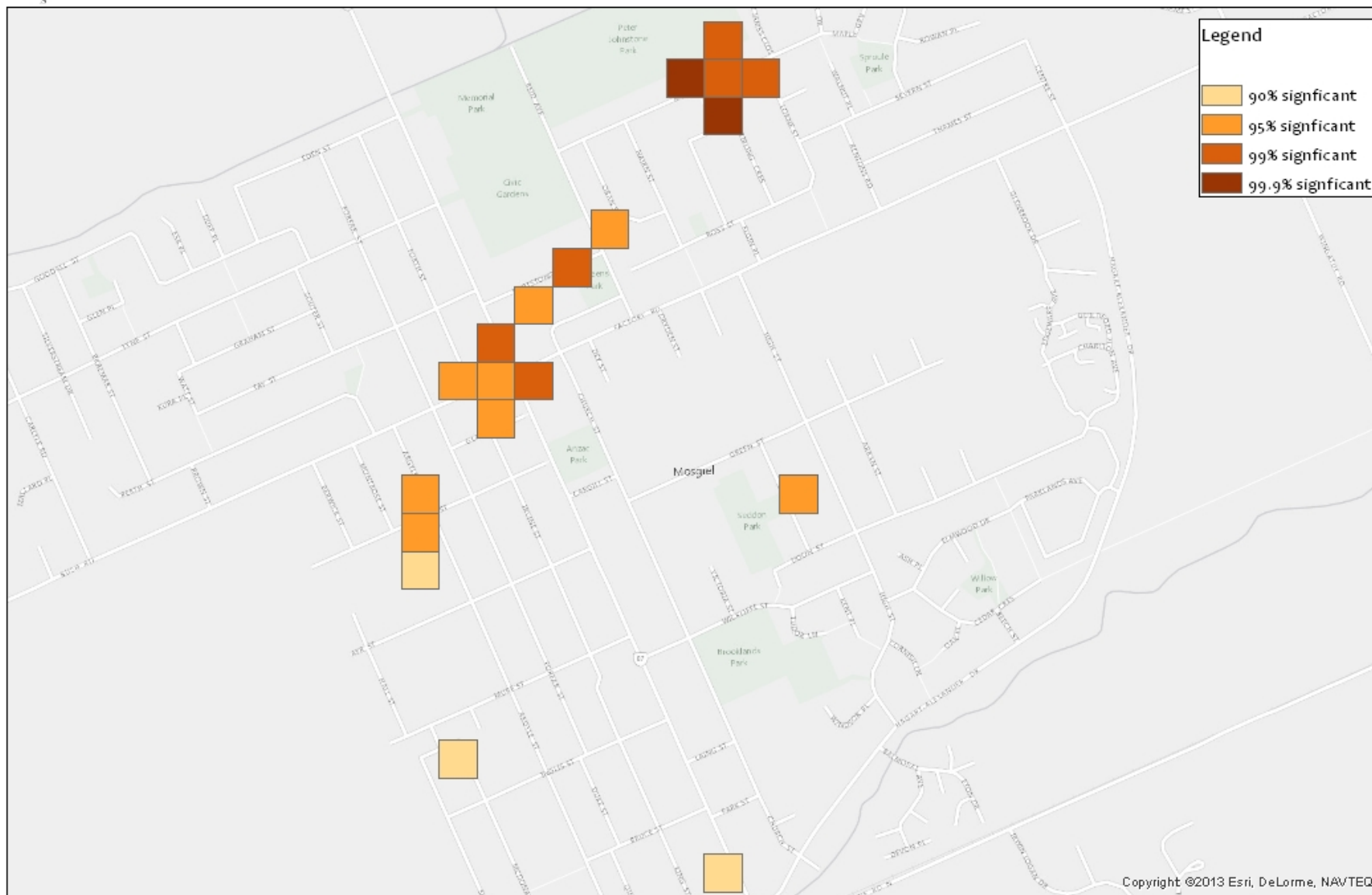


Second level hotspots - Dunedin City, 2009 (Green Island)





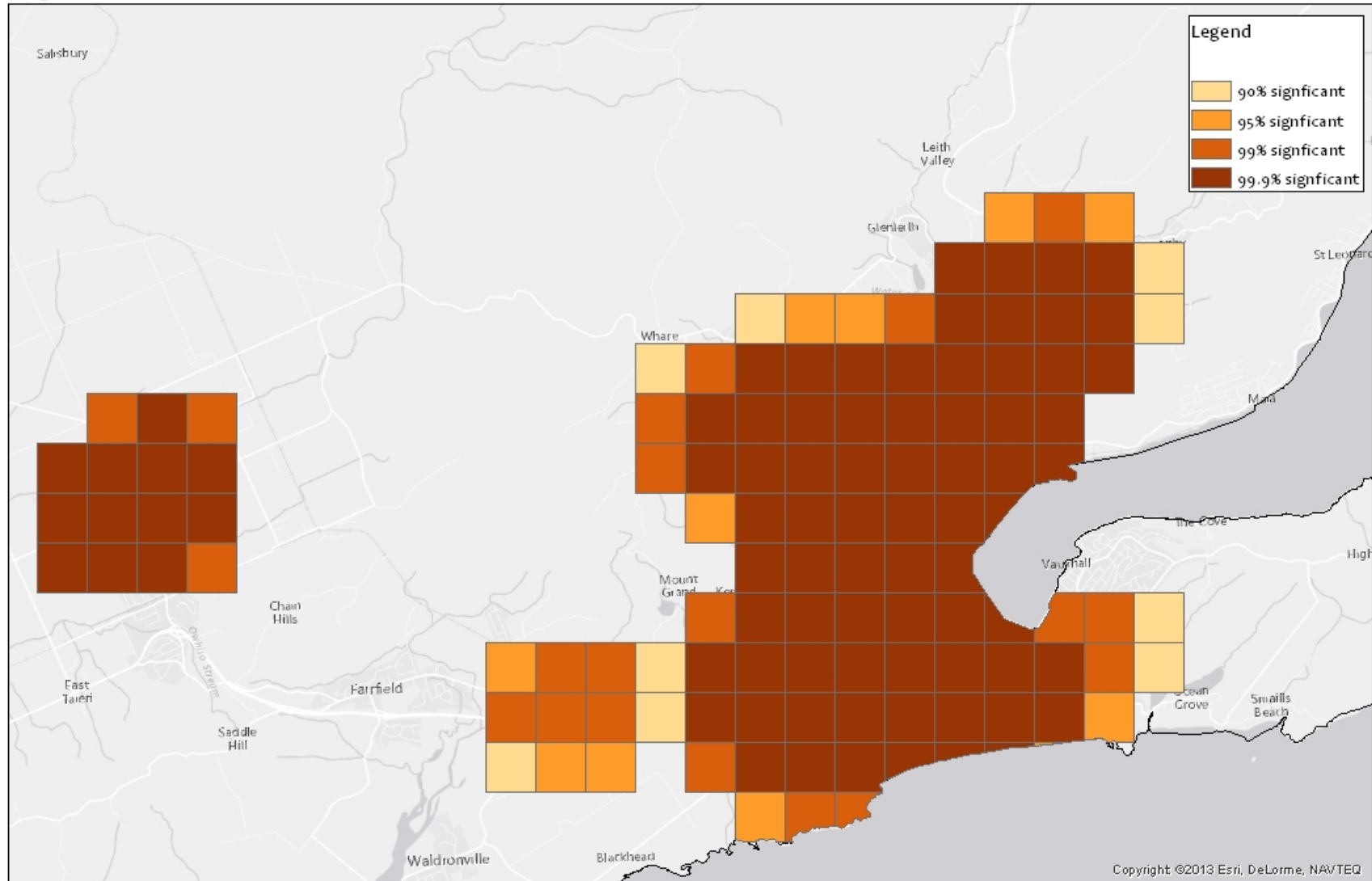
Second level hotspots - Dunedin City, 2009 (Mosgiel)



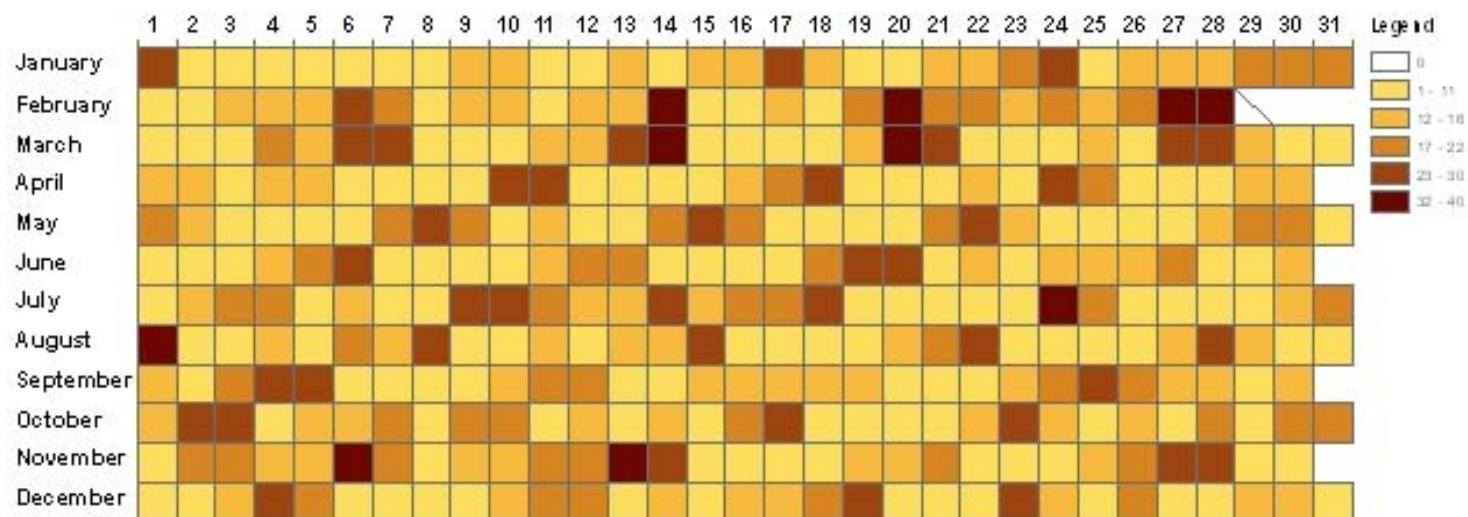
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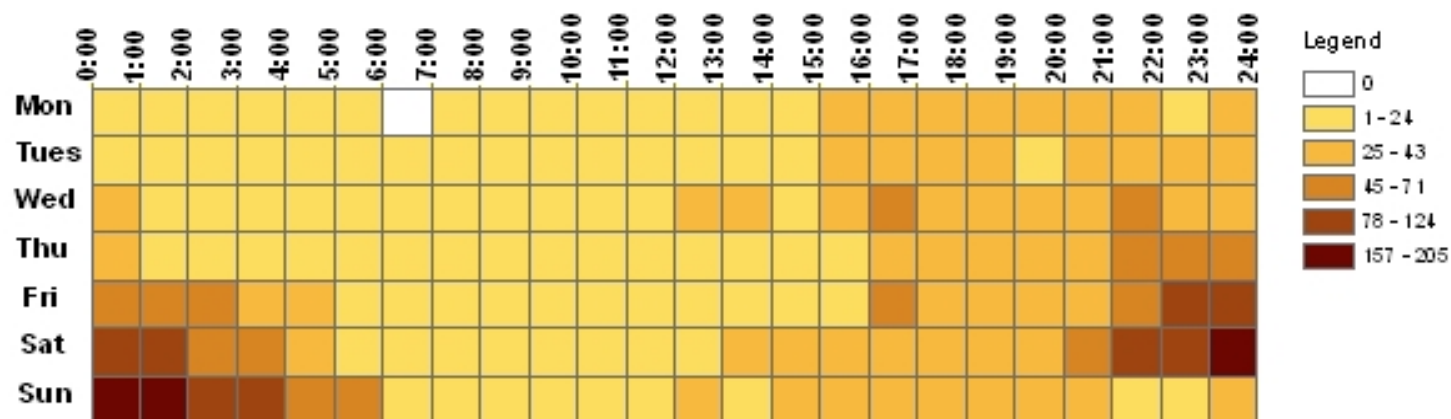
First level hotspots - Dunedin City, 2010



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

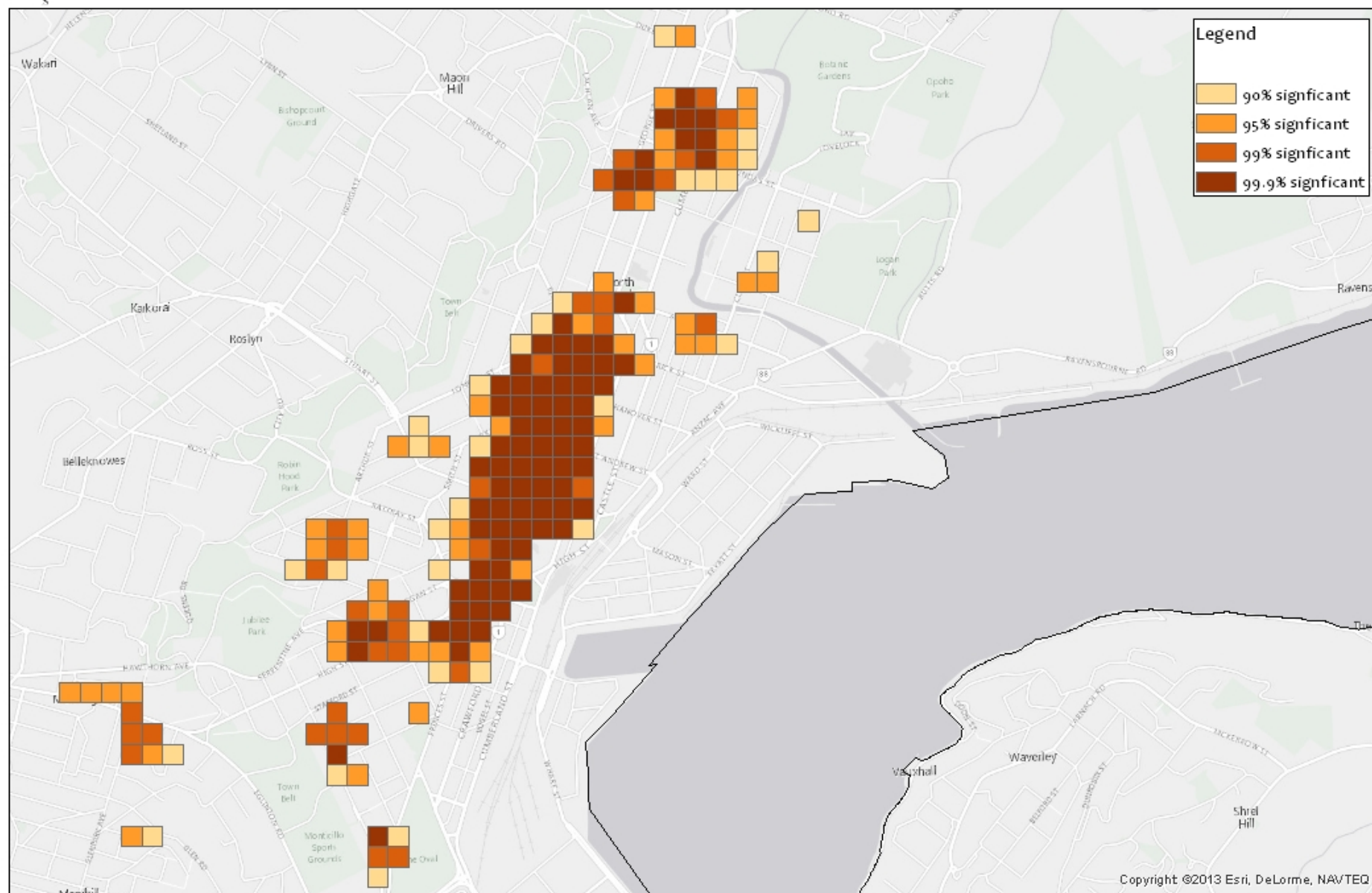


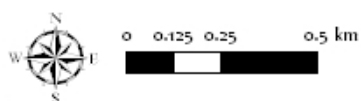
Alcohol-related calls that occurred in second level hotspots - Dunedin City, 2010



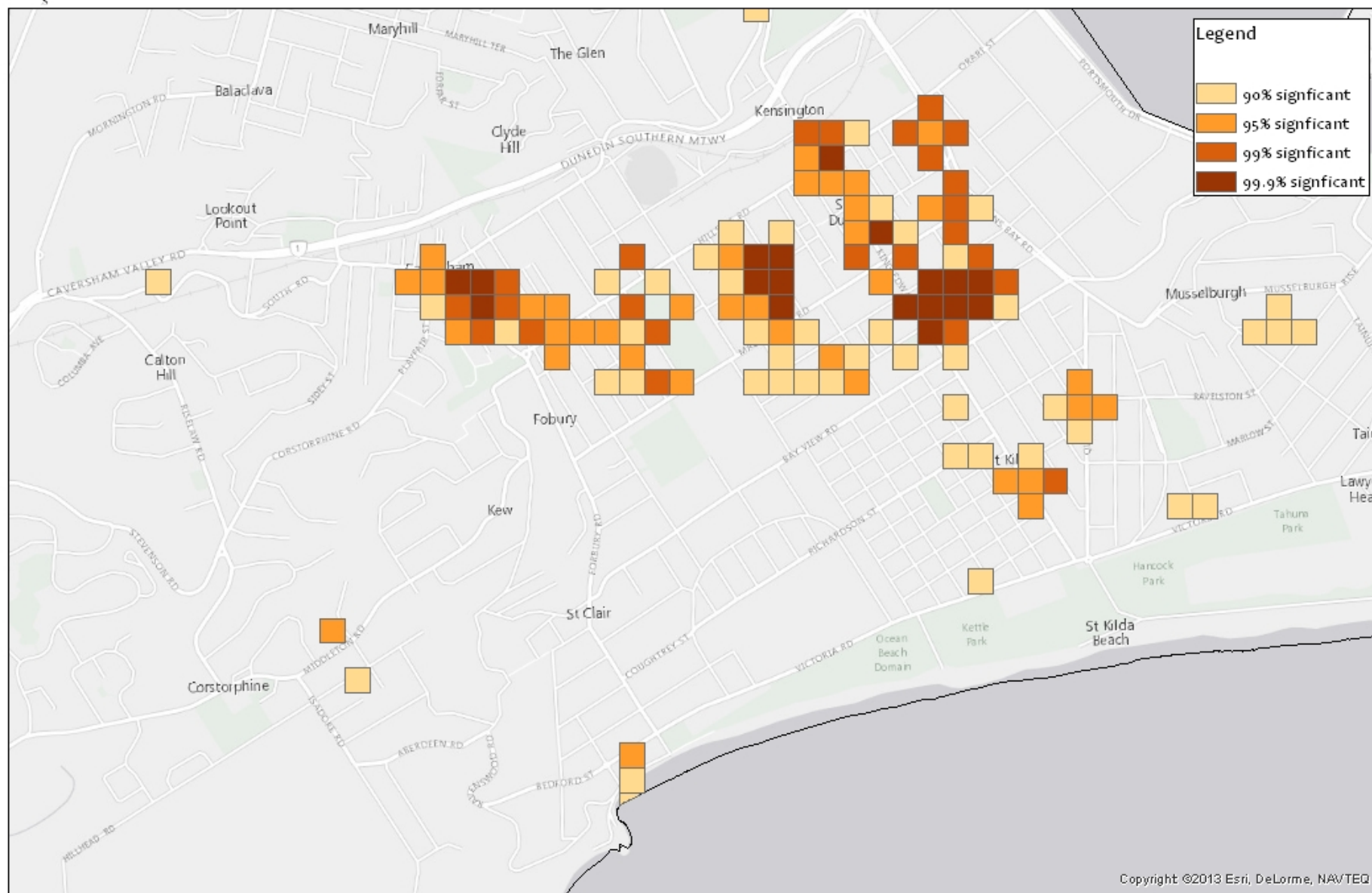


Second level hotspots - Dunedin City, 2010 (North Dunedin)



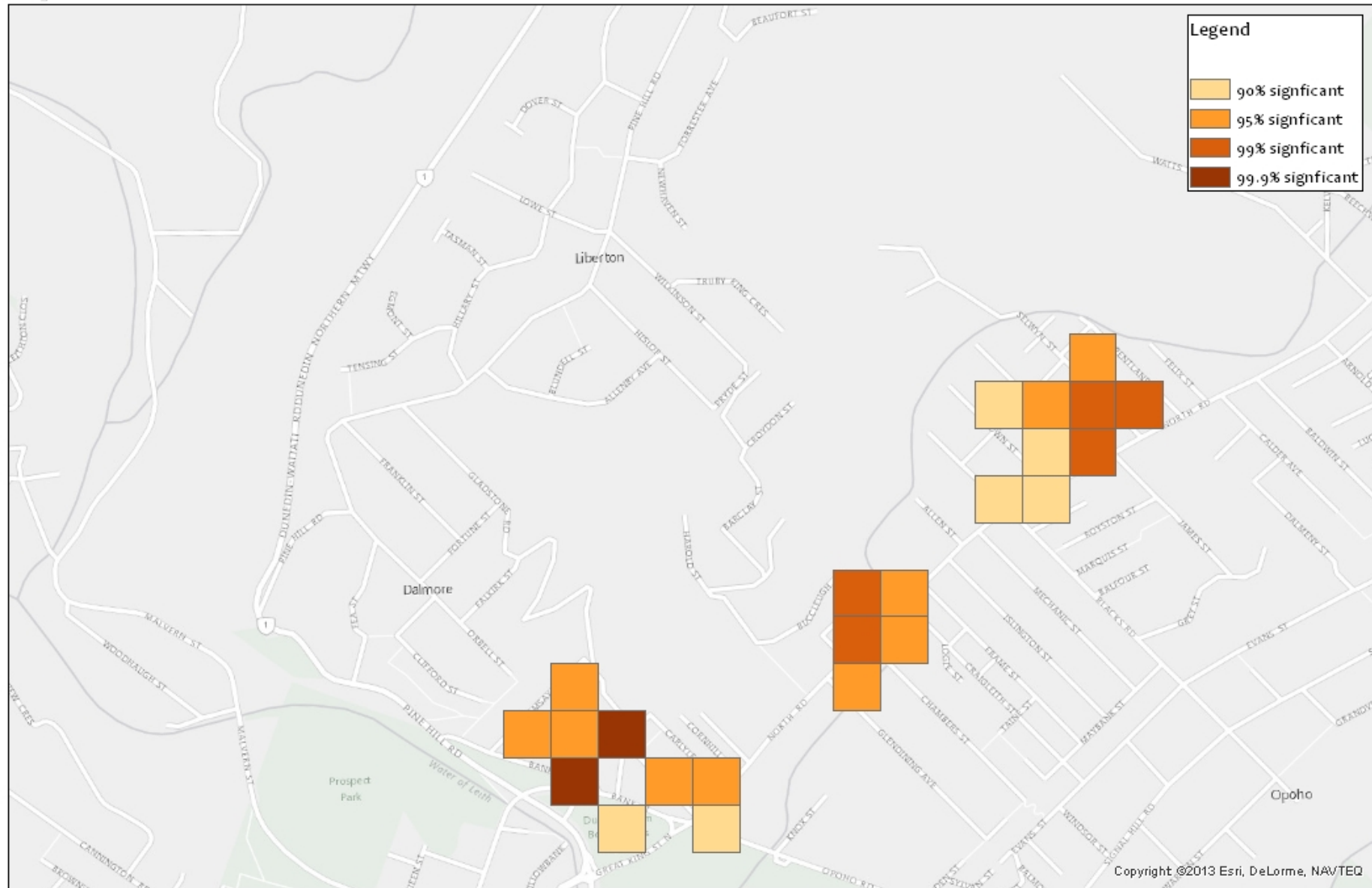


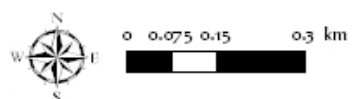
Second level hotspots - Dunedin City, 2010 (South Dunedin)



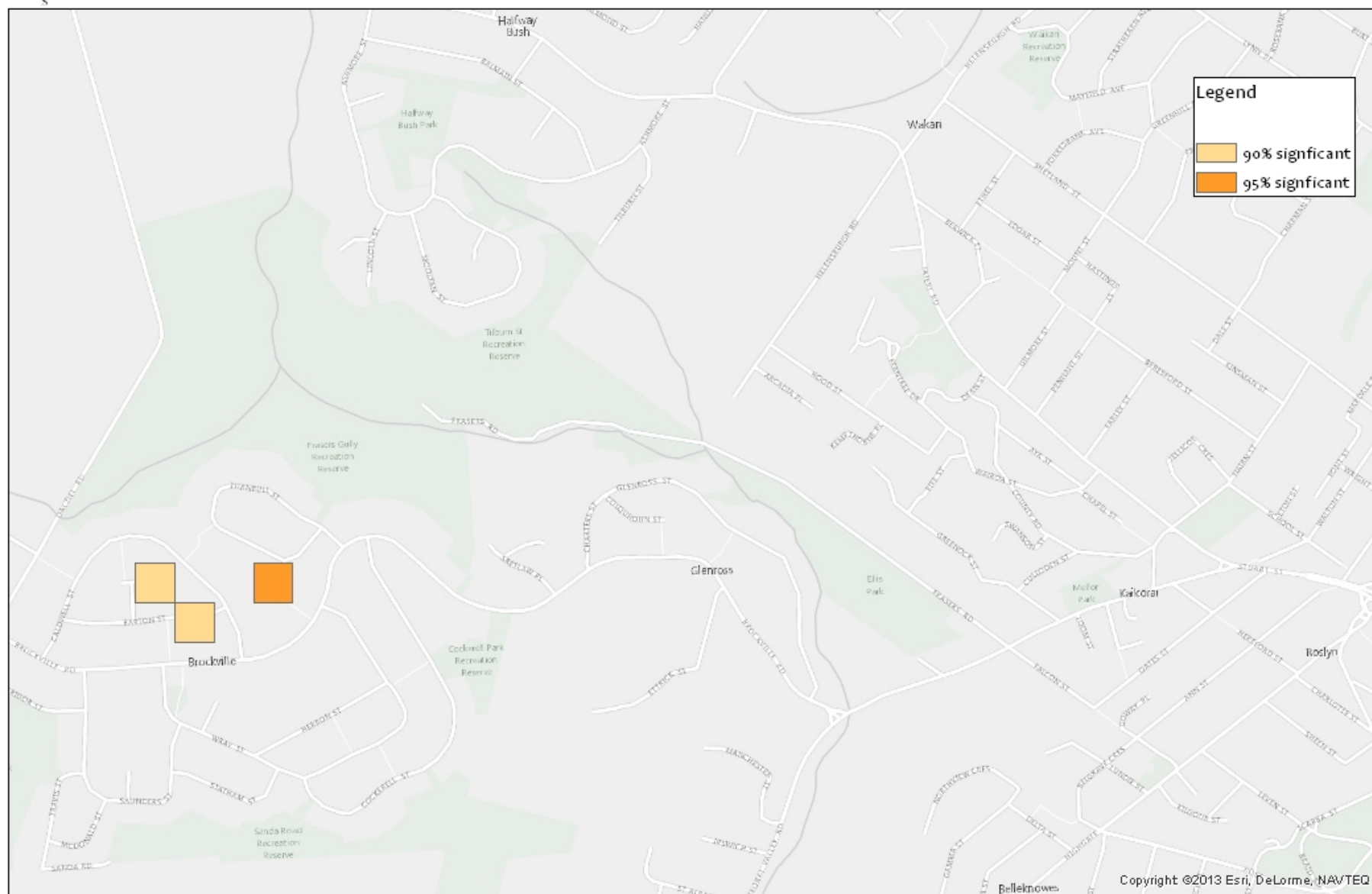


Second level hotspots - Dunedin City, 2010 (North East Valley)



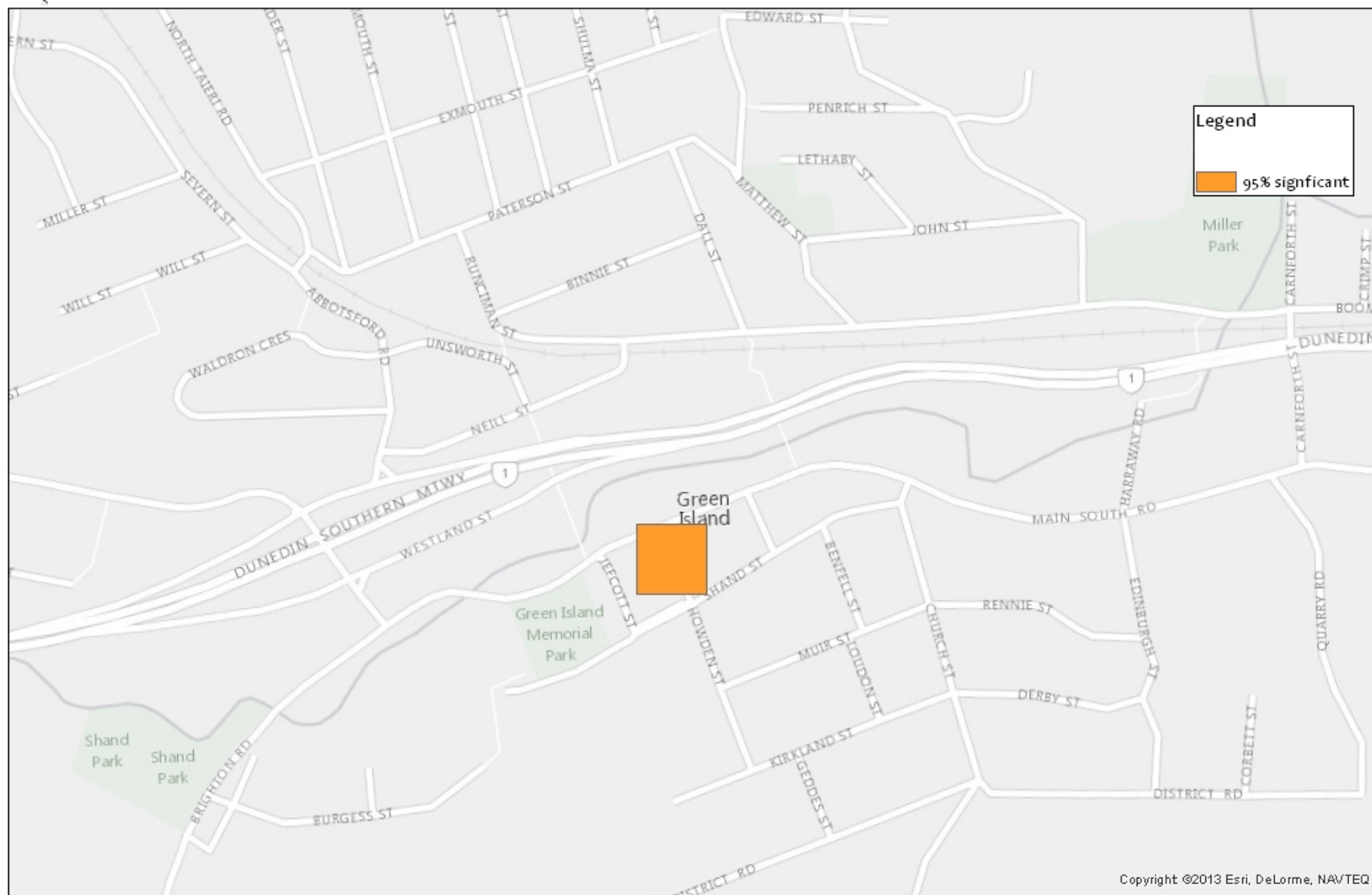


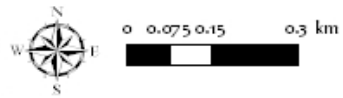
Second level hotspots - Dunedin City, 2010 (Brockville)



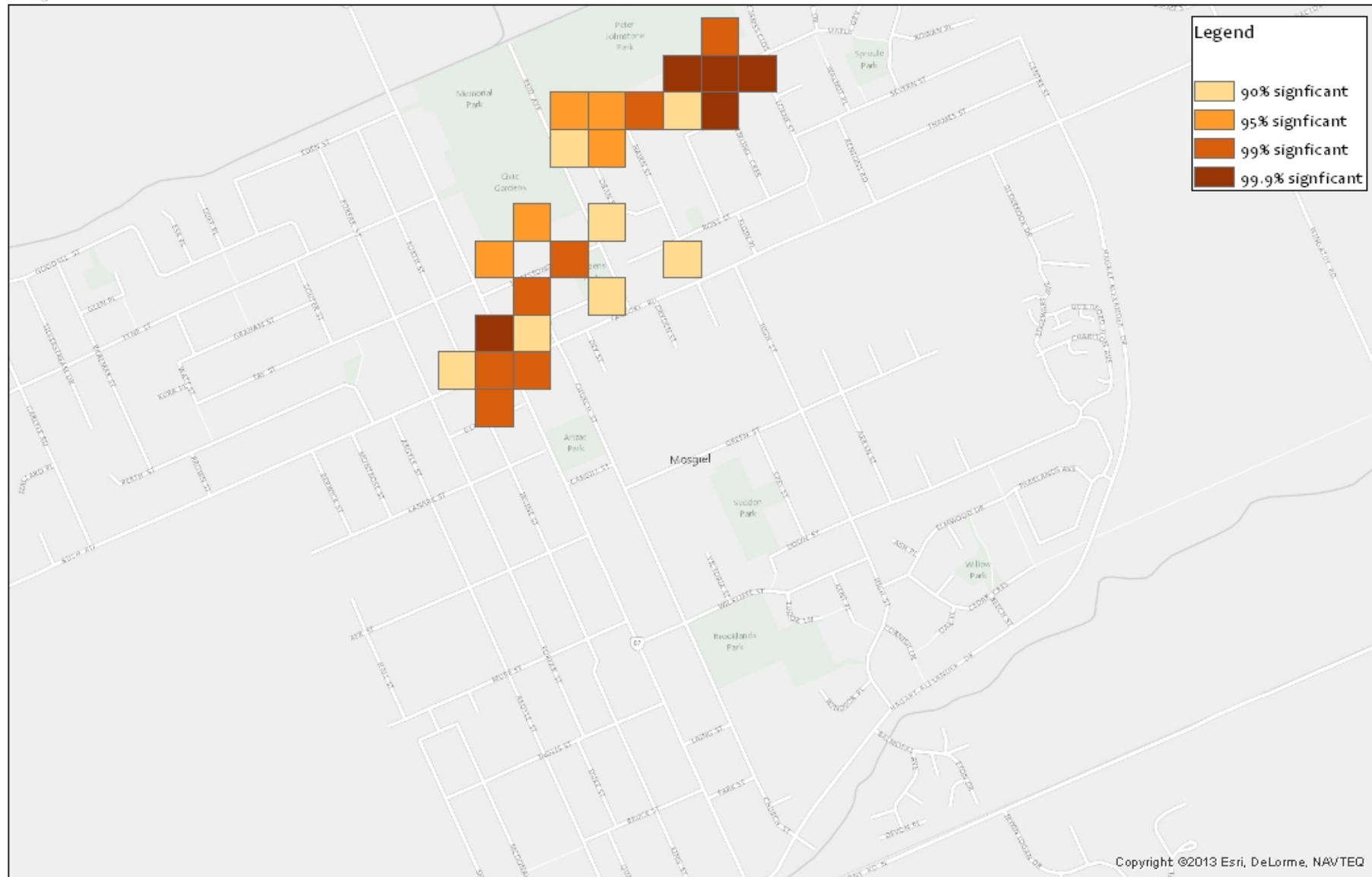


Second level hotspots - Dunedin City, 2010 (Green Island)





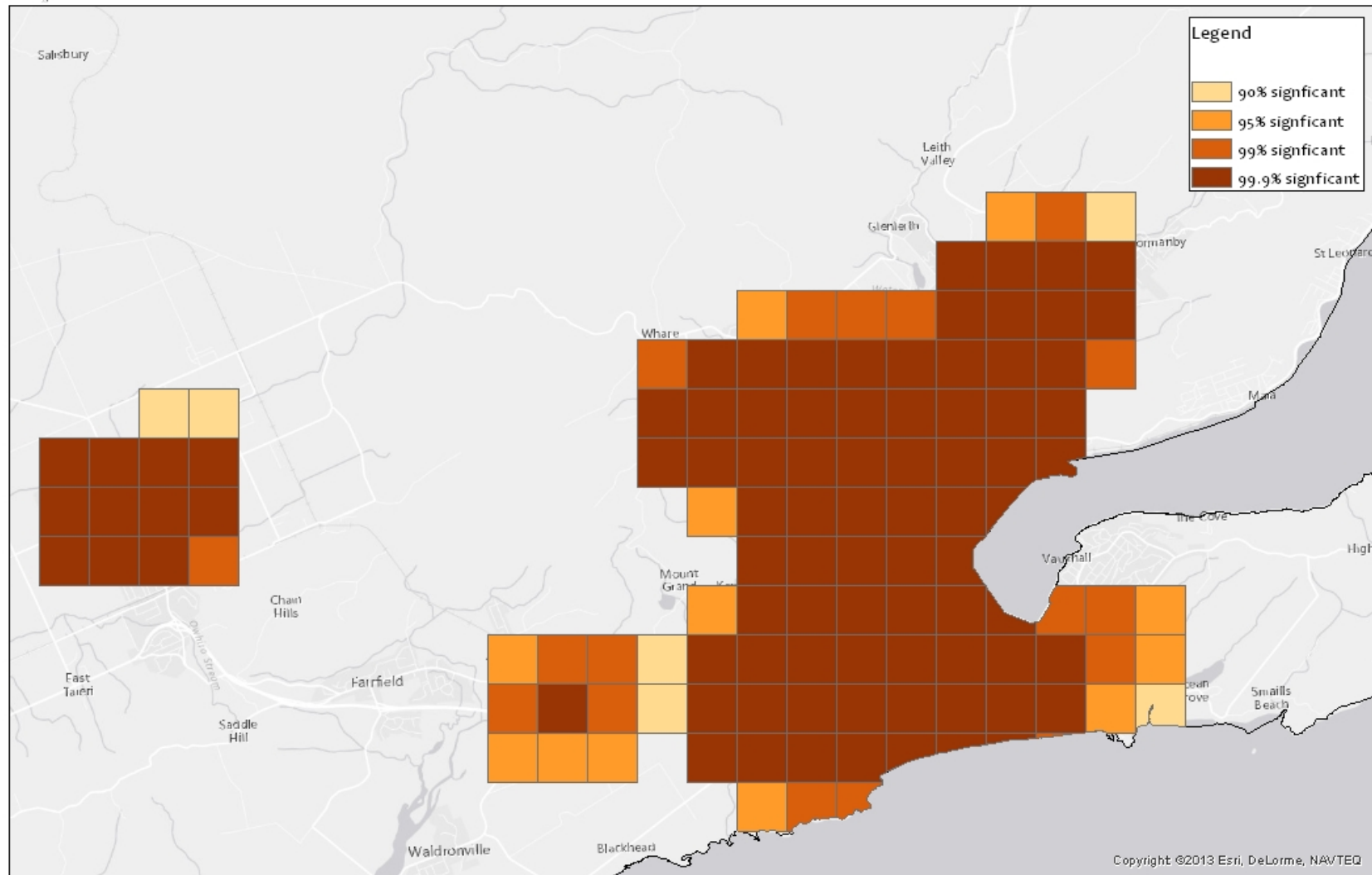
Second level hotspots - Dunedin City, 2010 (Mosgiel)



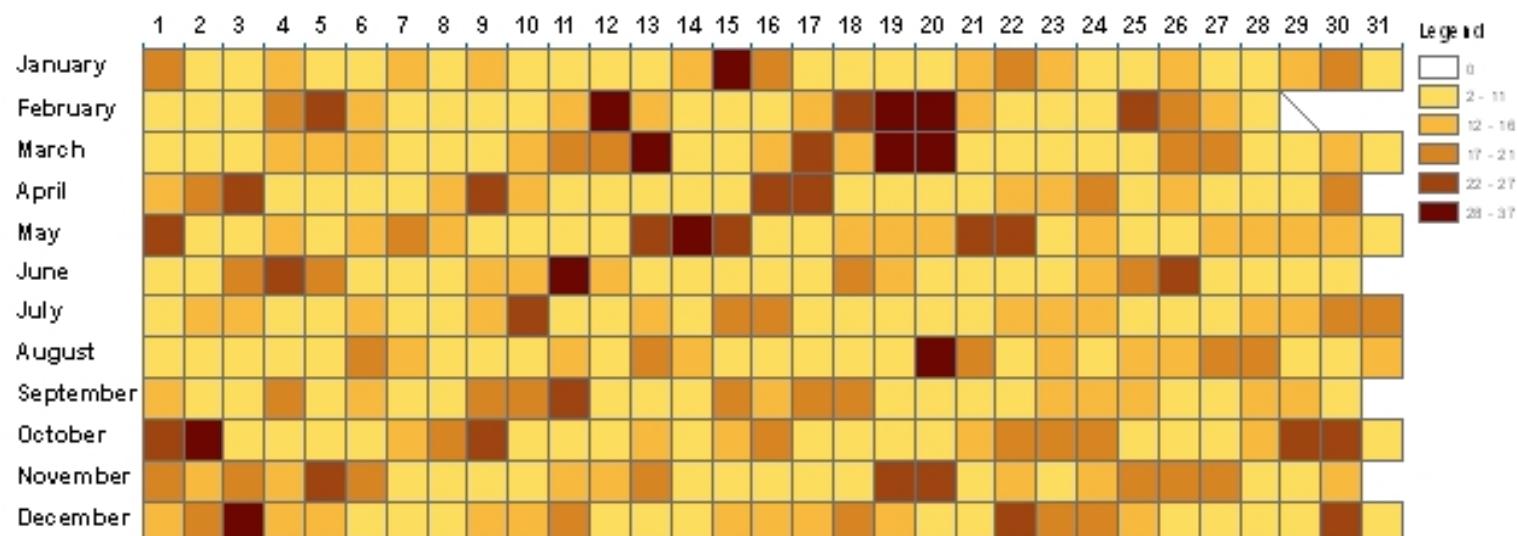
2011



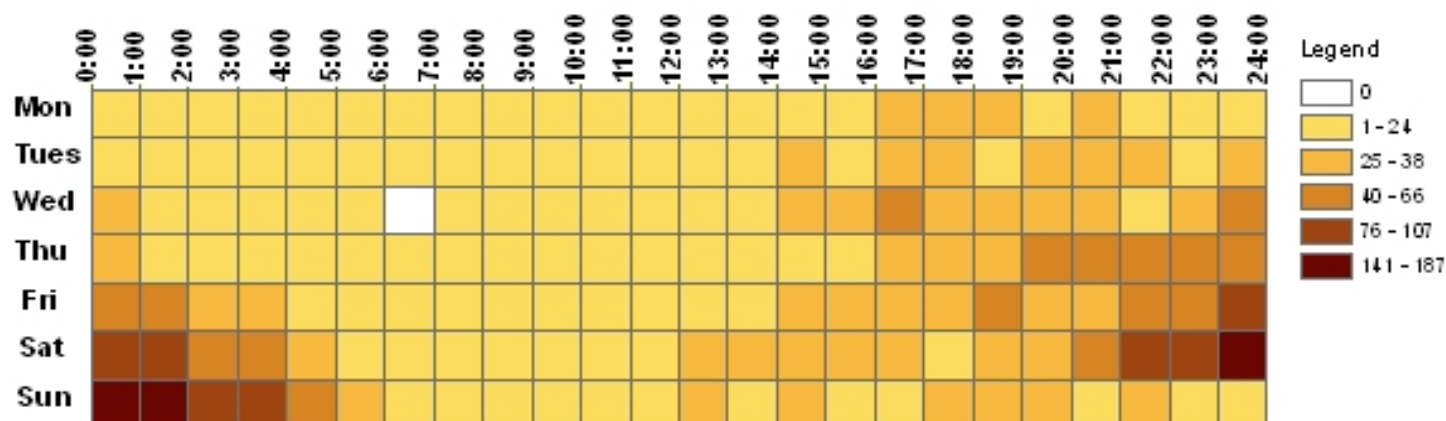
First level hotspots - Dunedin City, 2011

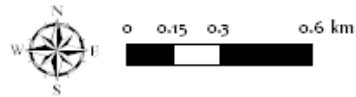


Alcohol-related calls that occurred in second level hotspots - Dunedin City, 2011

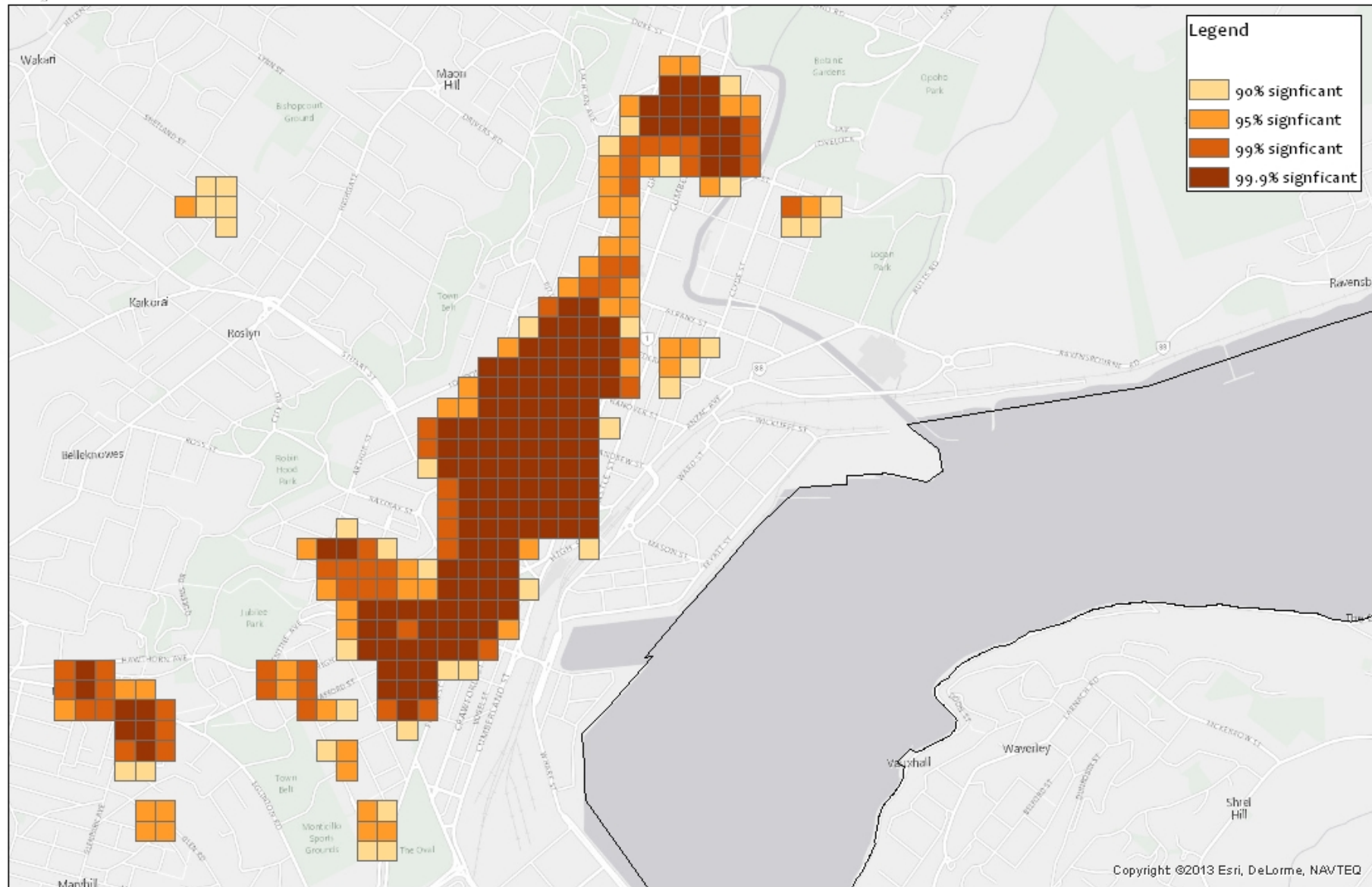


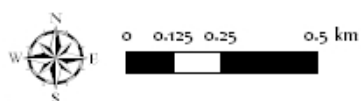
Alcohol-related calls that occurred in second level hotspots - Dunedin City, 2011



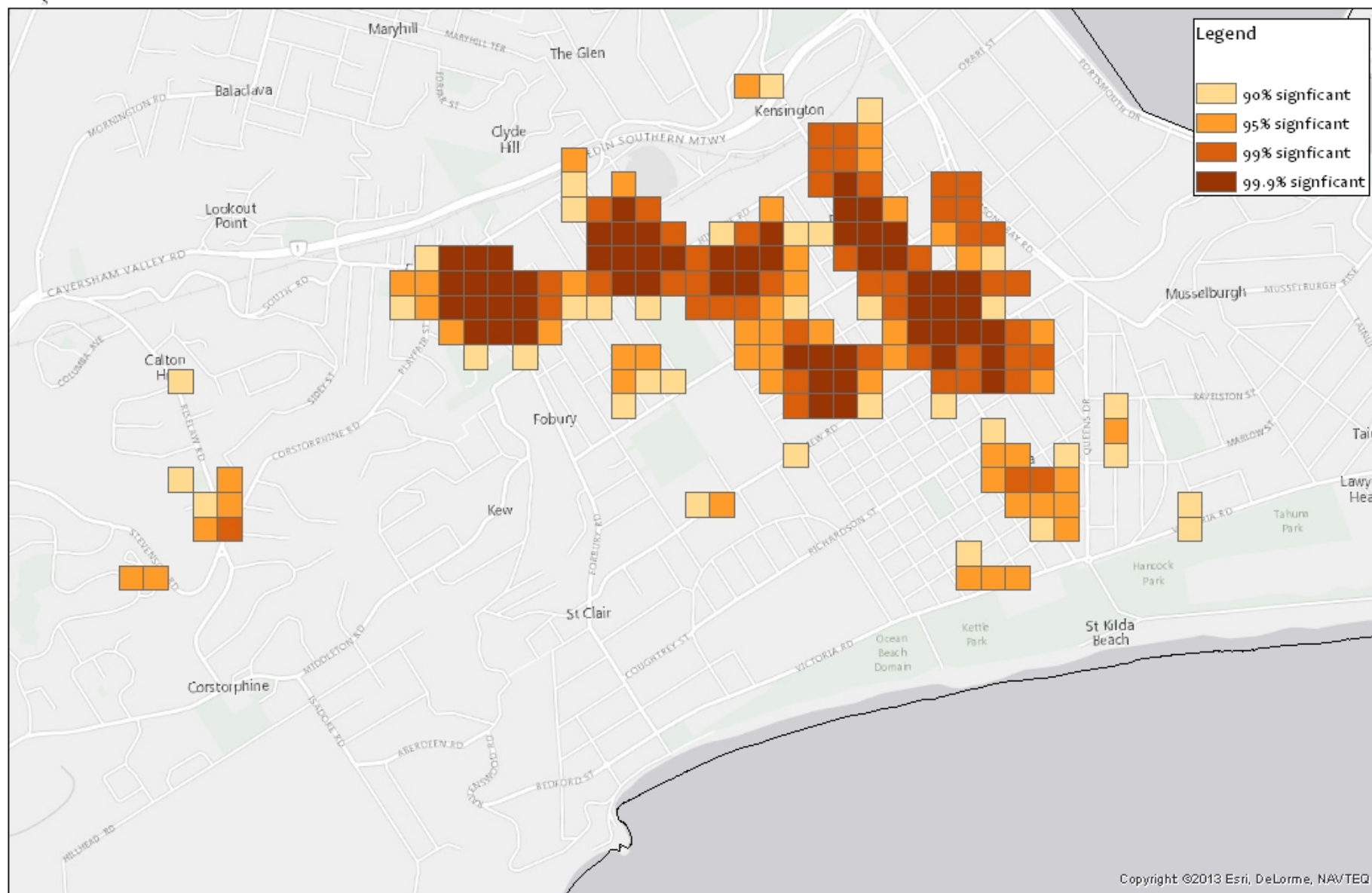


Second level hotspots - Dunedin City, 2011 (North Dunedin)



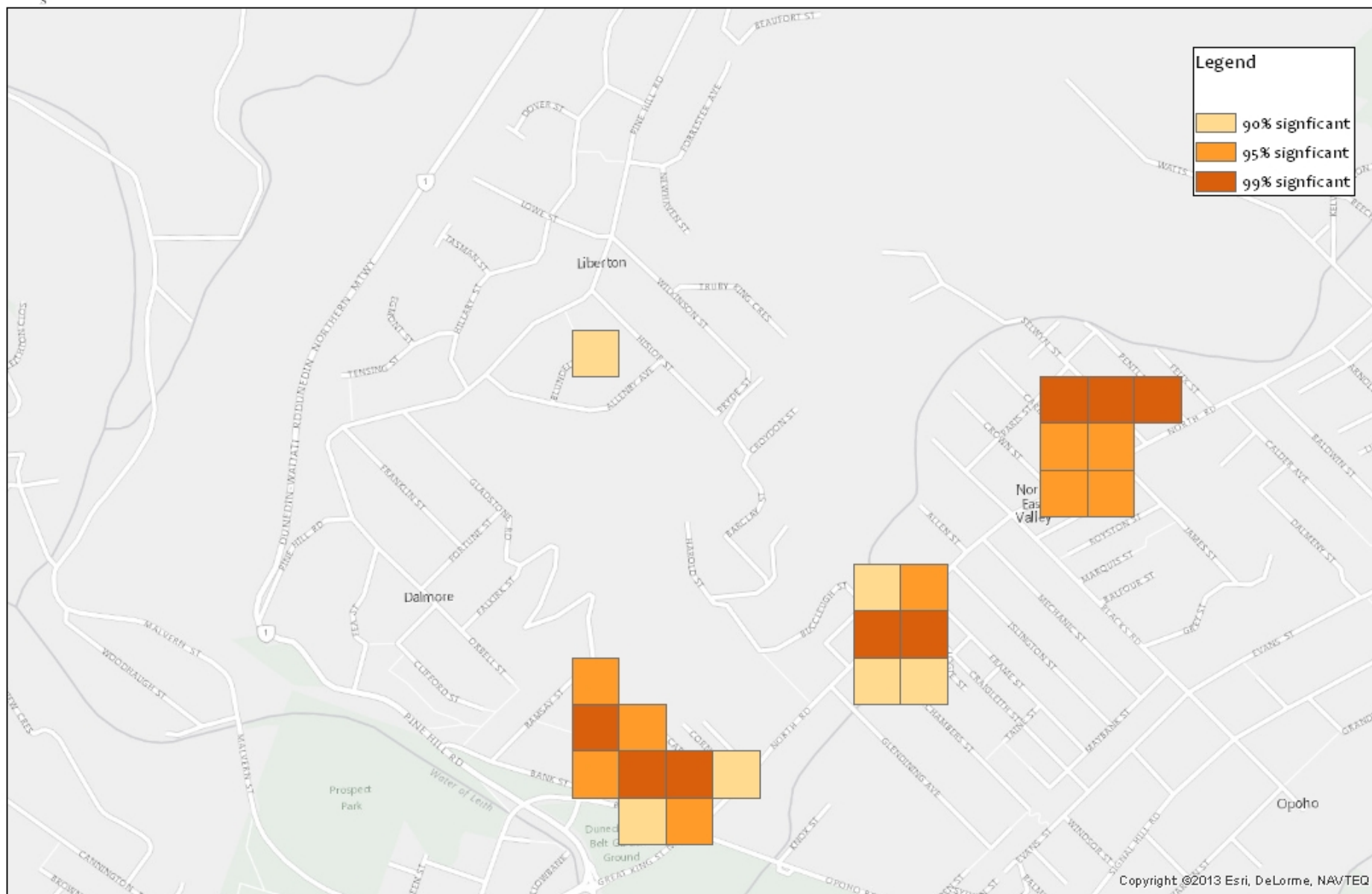


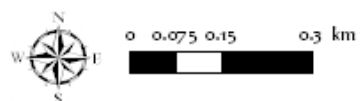
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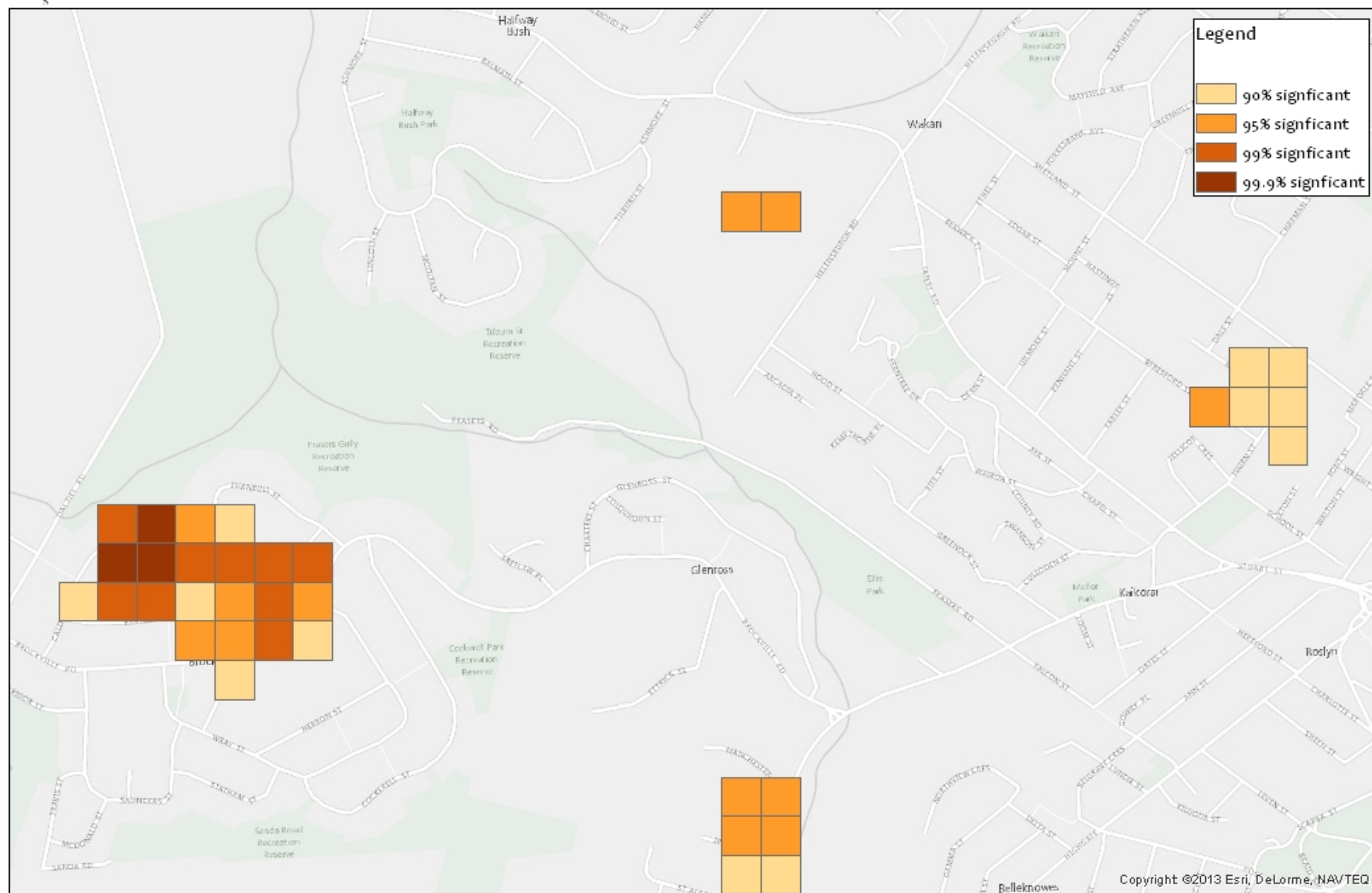


Second level hotspots - Dunedin City, 2011 (North East Valley)



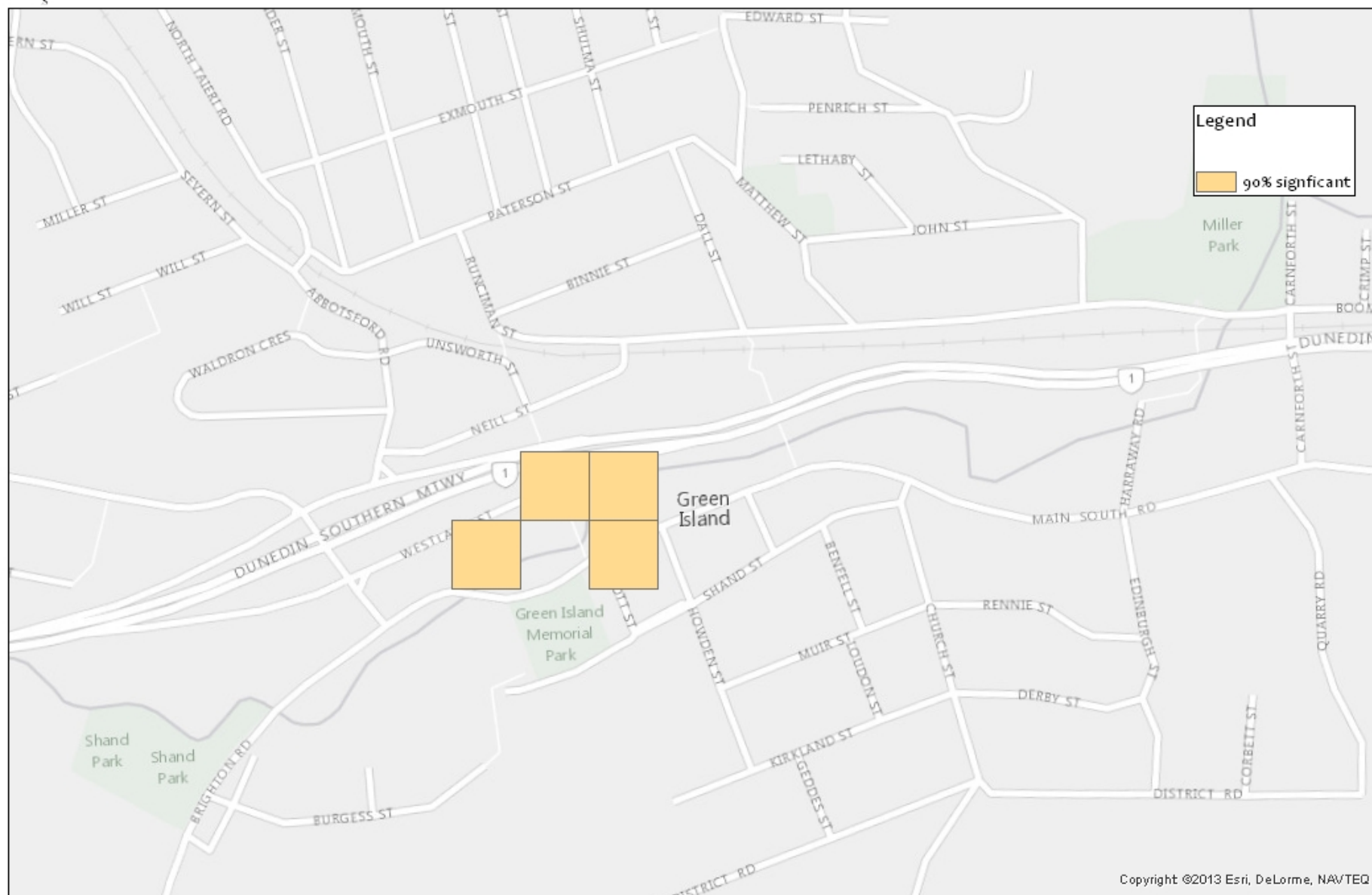


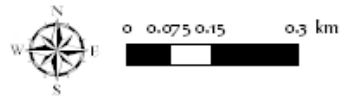
Second level hotspots - Dunedin City, 2011 (Brockville)



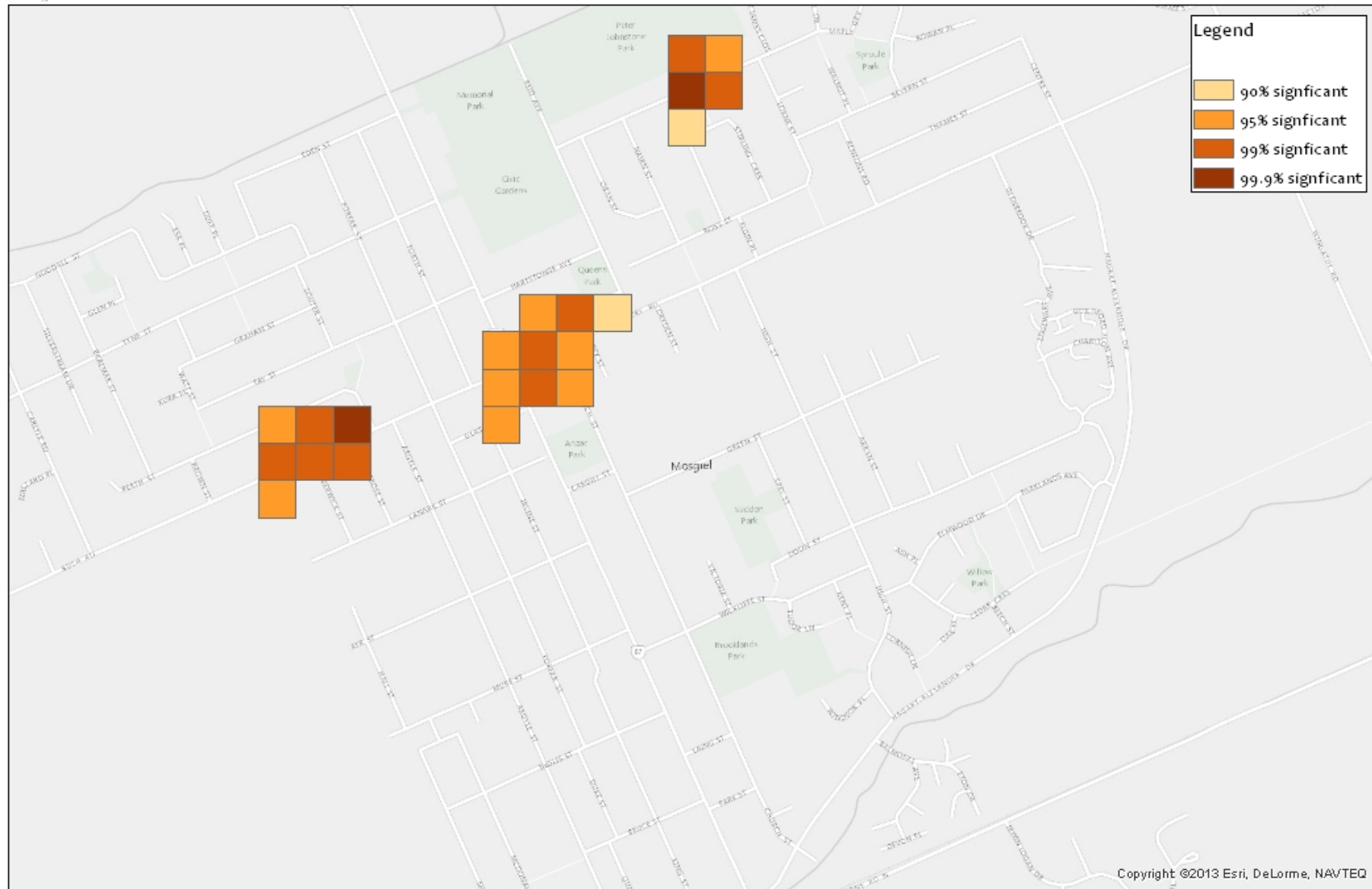


Second level hotspots - Dunedin City, 2011 (Green Island)





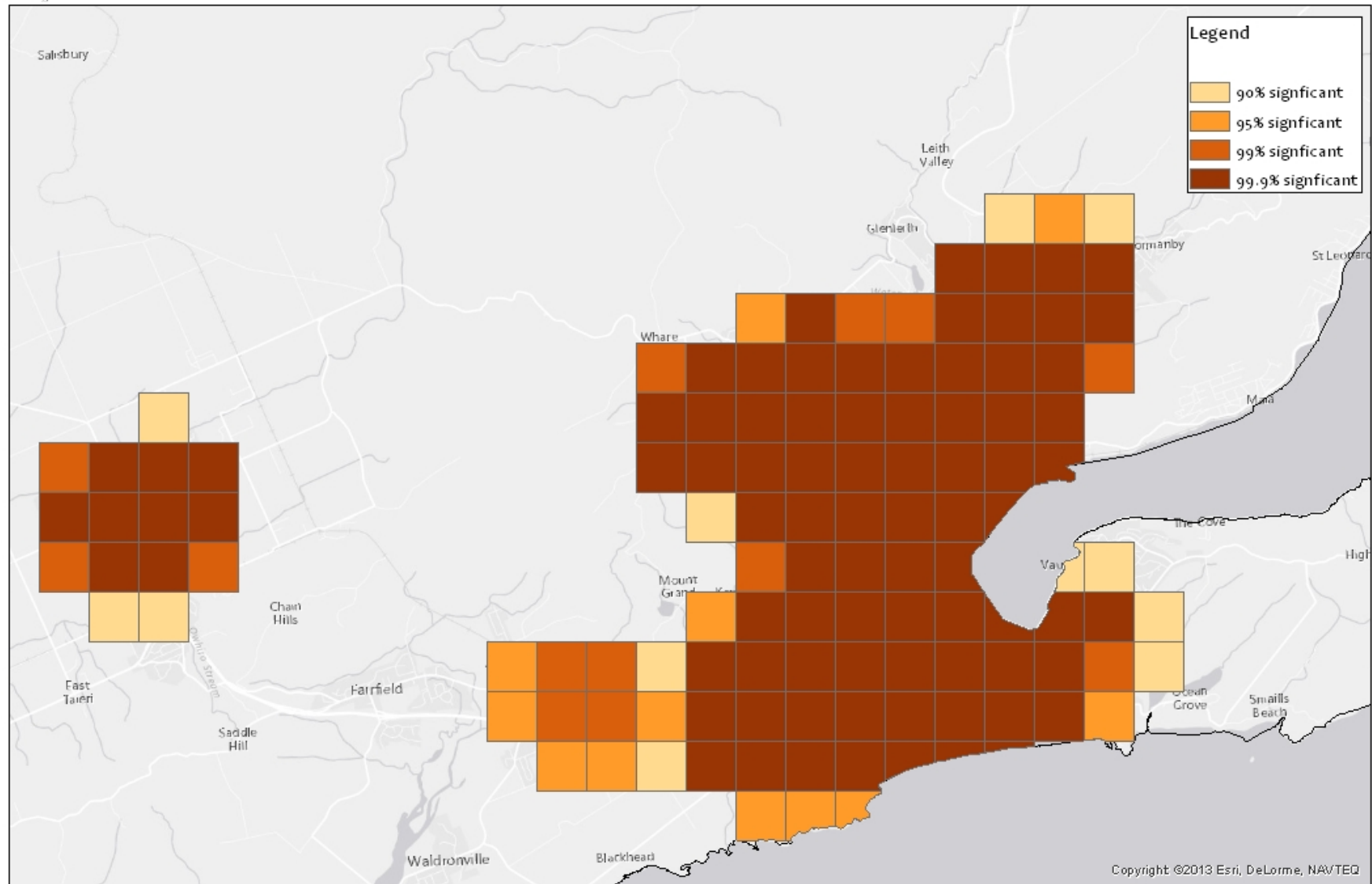
Second level hotspots - Dunedin City, 2011 (Mosgiel)



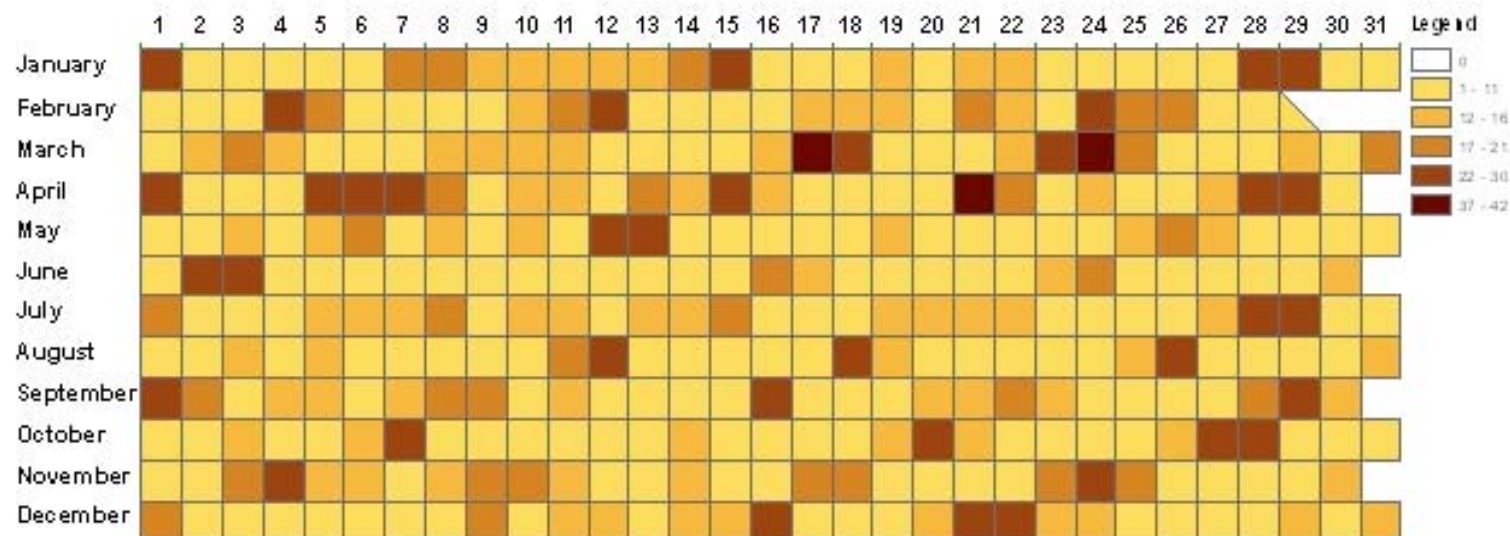
2012



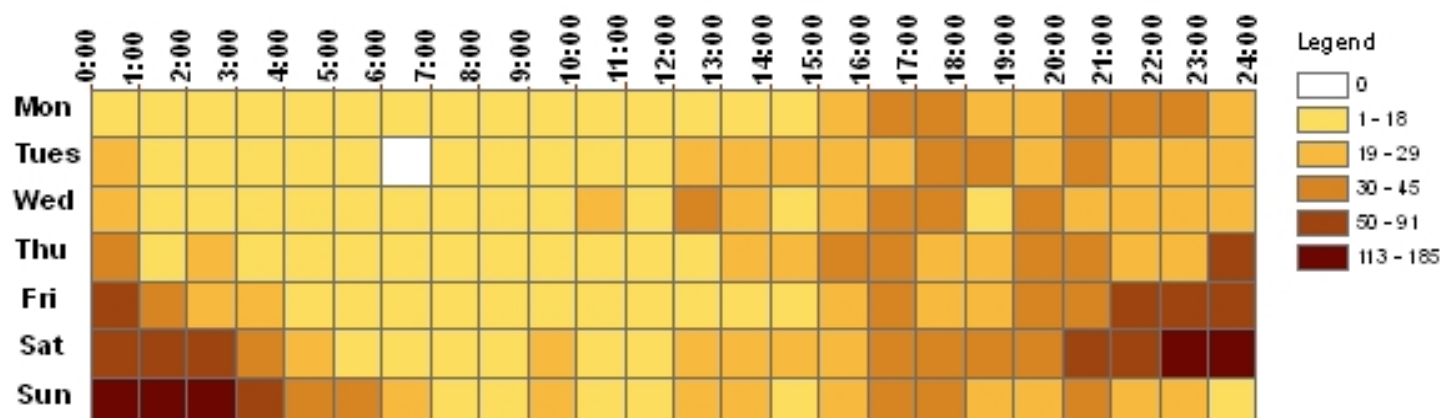
First level hotspots - Dunedin City, 2012



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

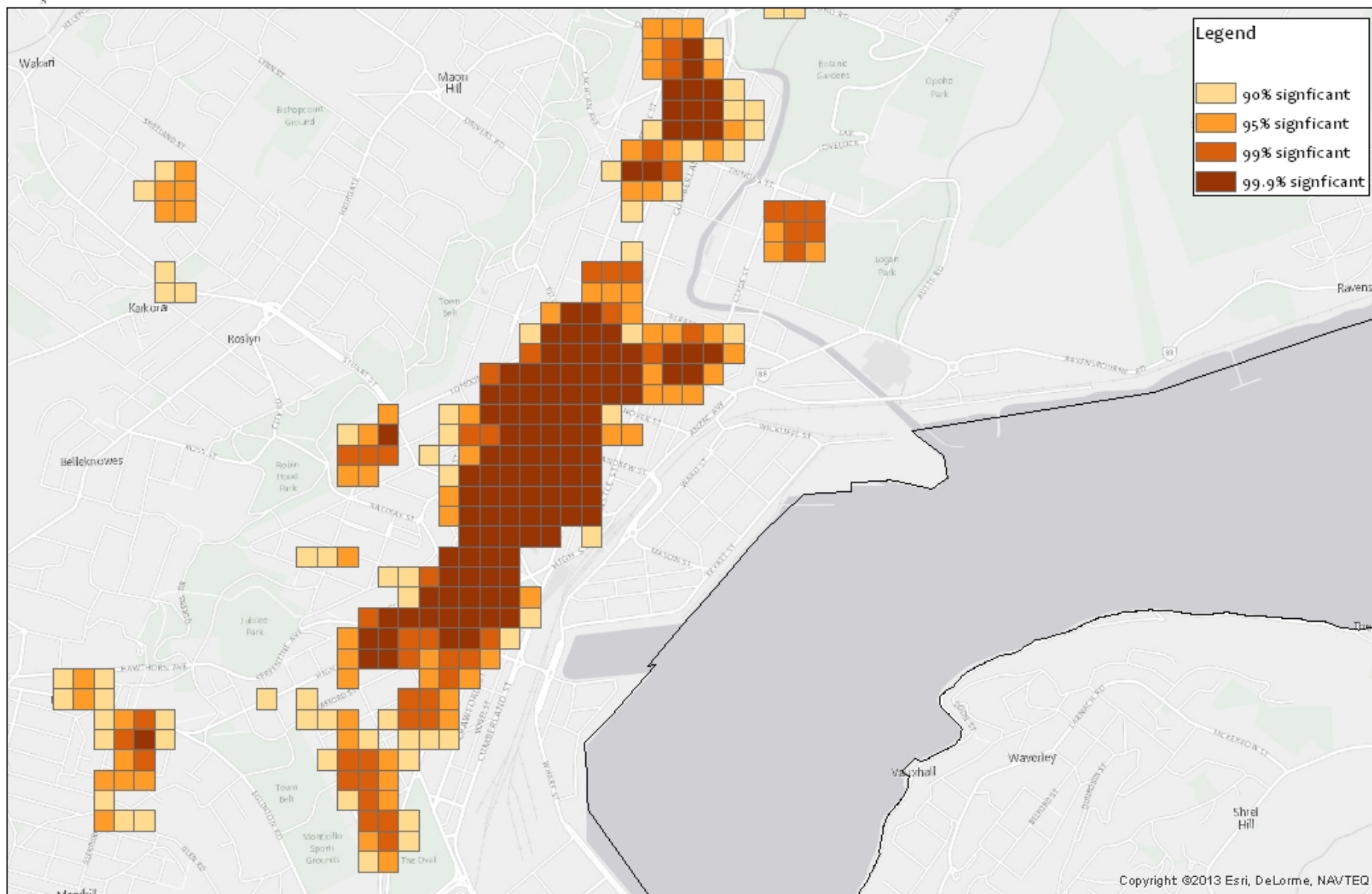


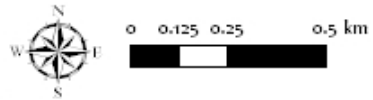
Alcohol-related calls that occurred in second level hotspots - Dunedin City, 2012



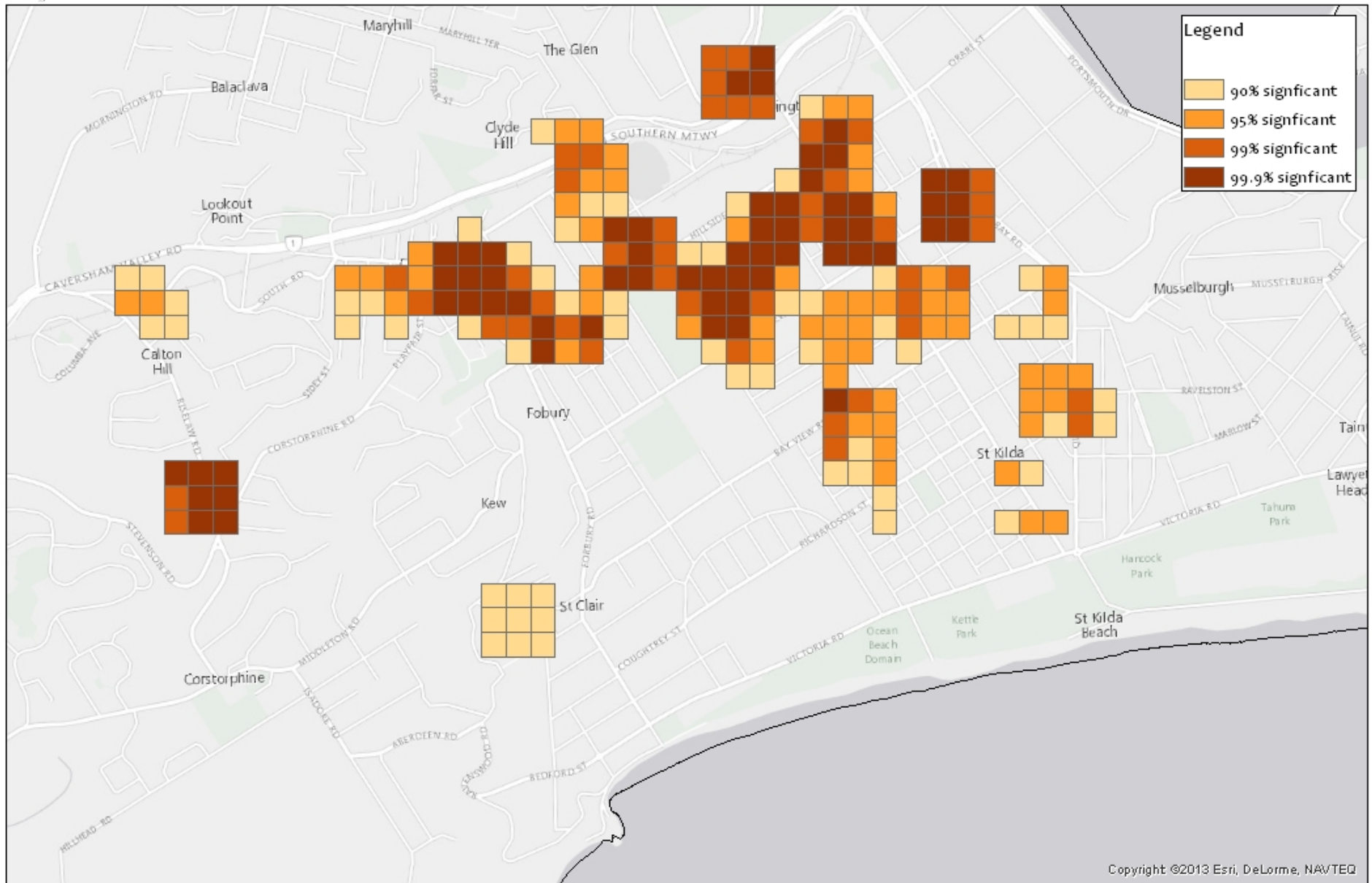


Second level hotspots - Dunedin City, 2012 (North Dunedin)



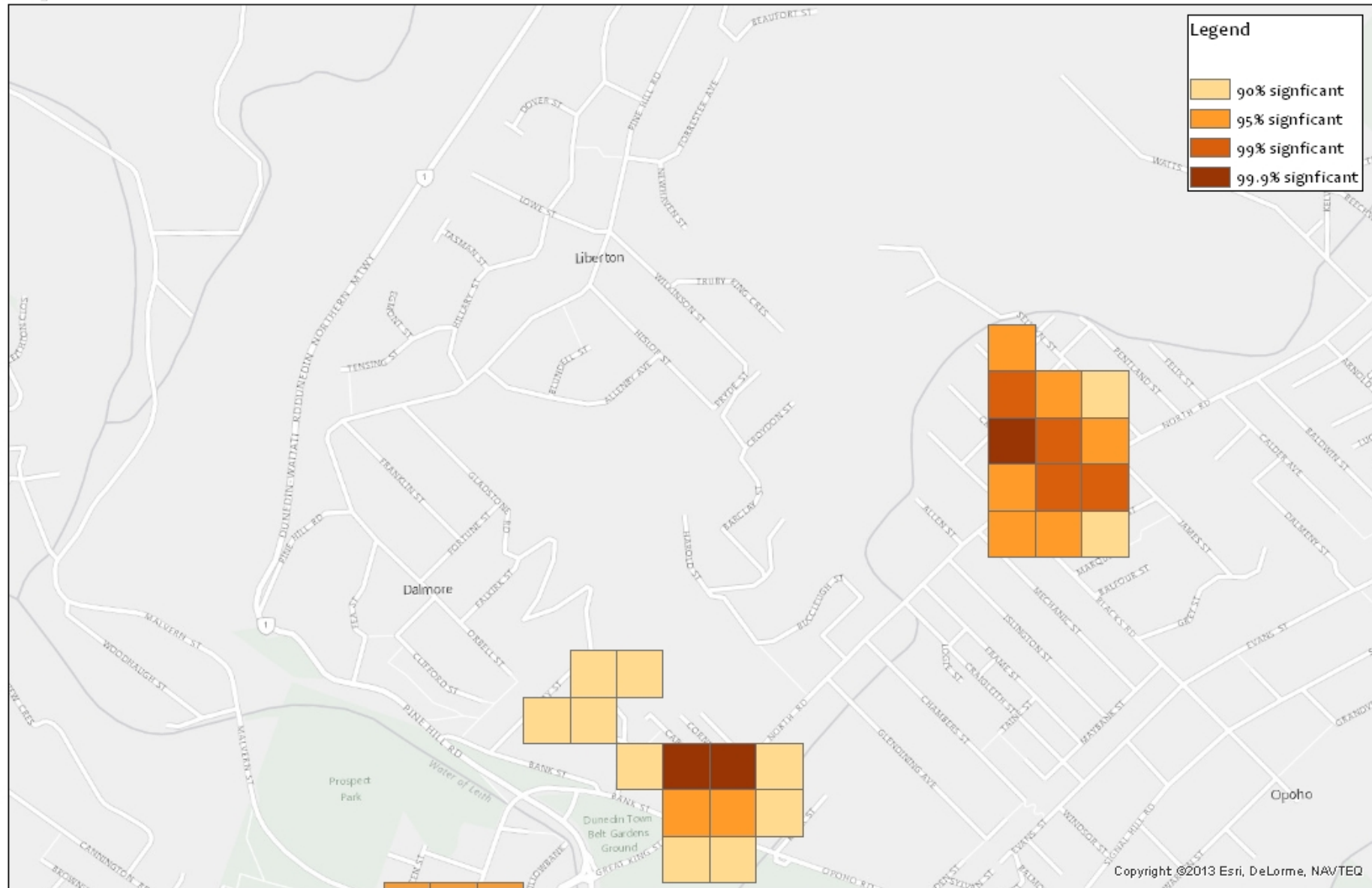


Second level hotspots - Dunedin City, 2012 (South Dunedin)



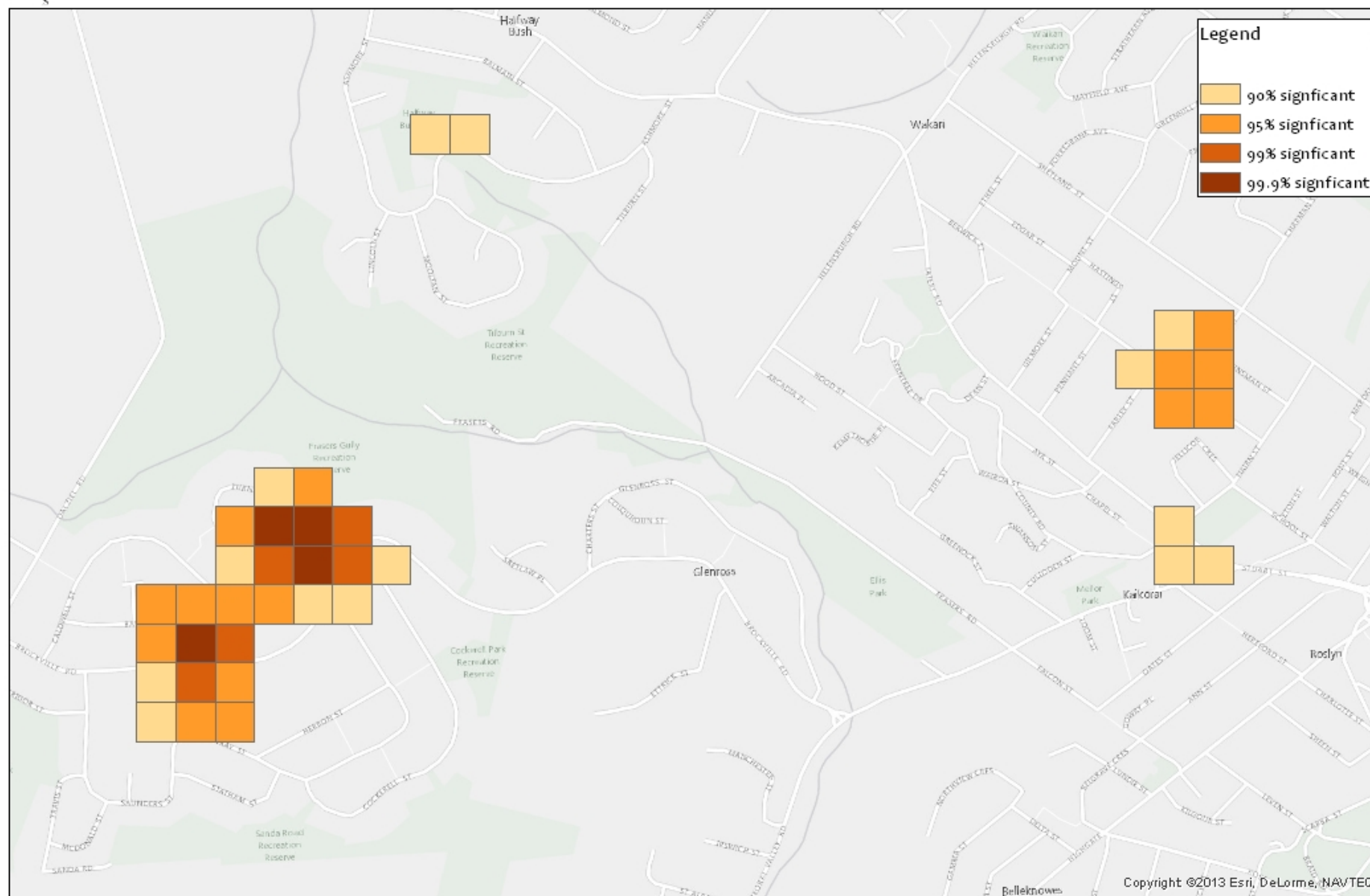


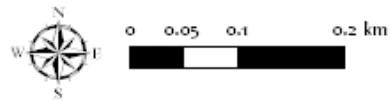
Second level hotspots - Dunedin City, 2012 (North East Valley)



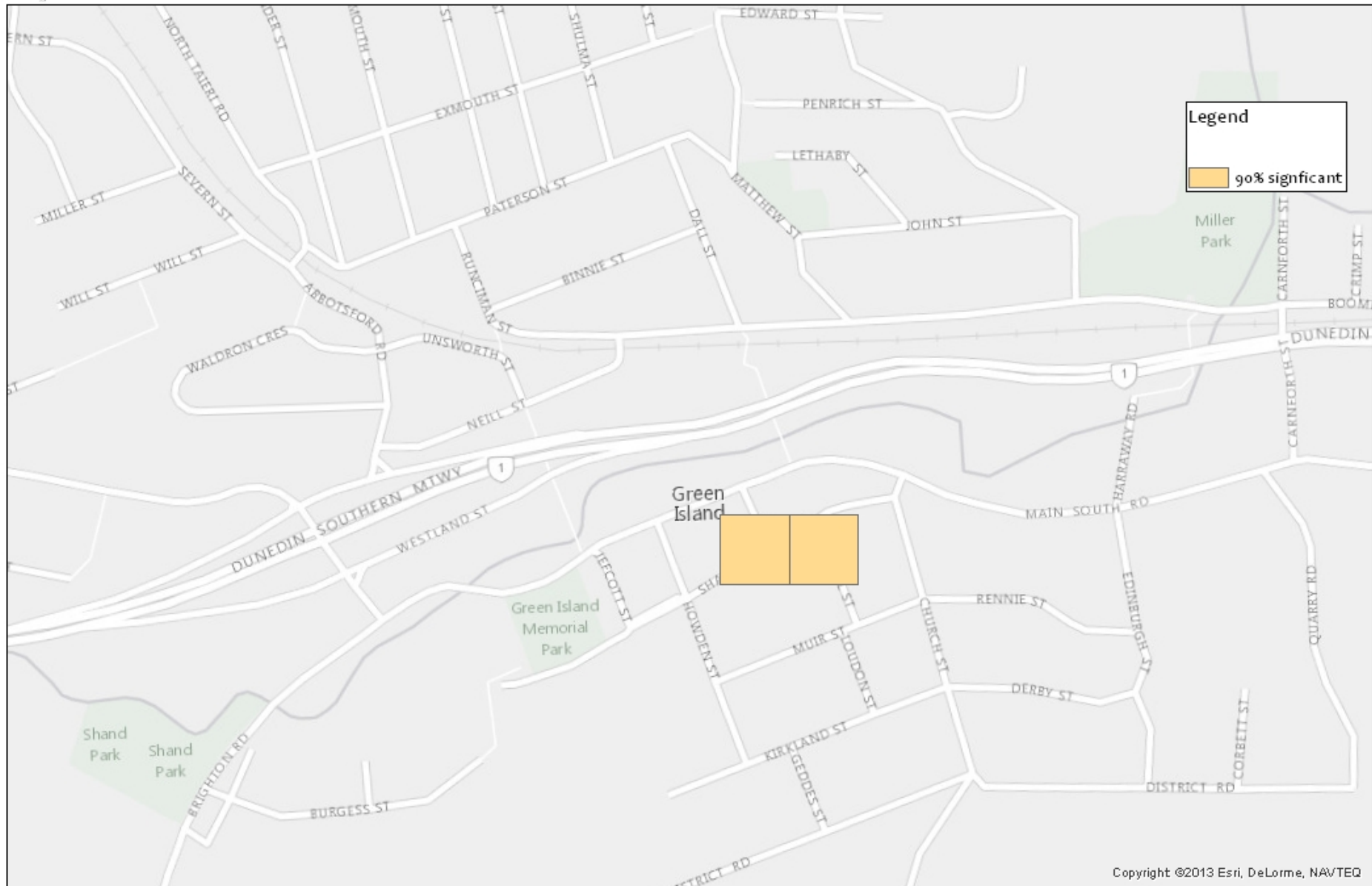


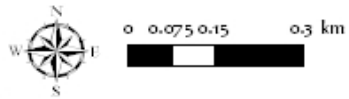
Second level hotspots - Dunedin City, 2012 (Brockville)



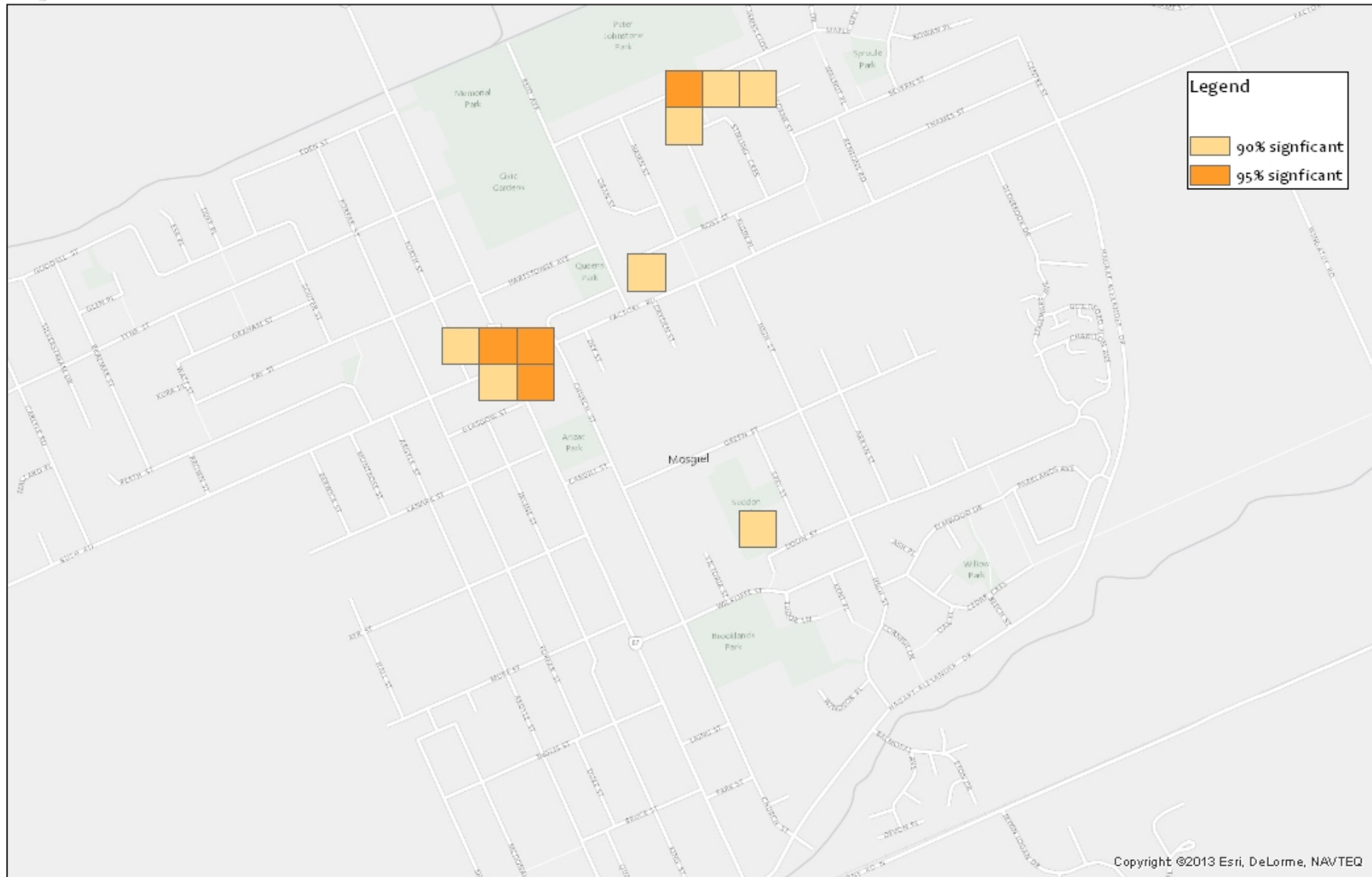


Second level hotspots - Dunedin City, 2012 (Green Island)

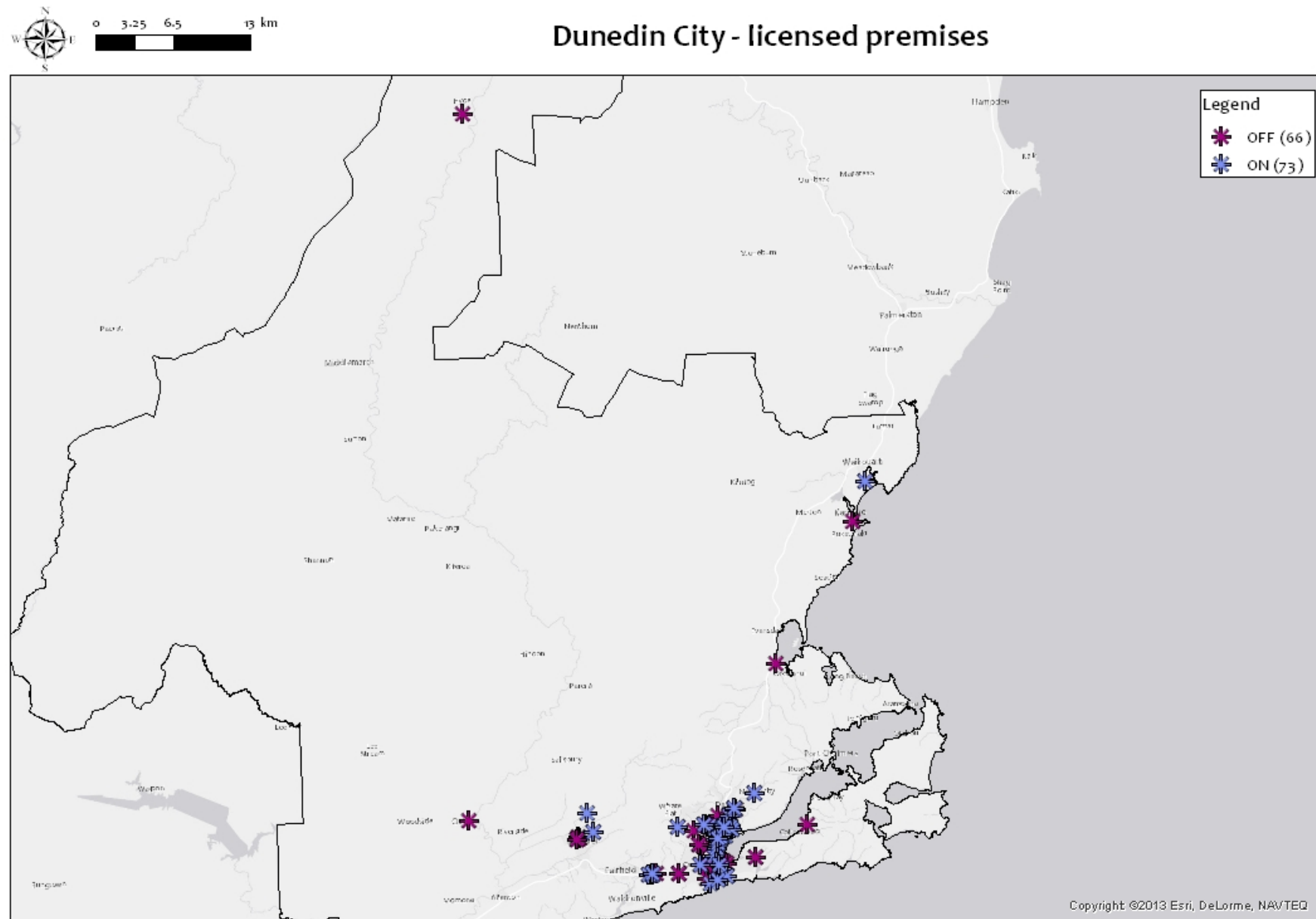




Second level hotspots - Dunedin City, 2012 (Mosgiel)

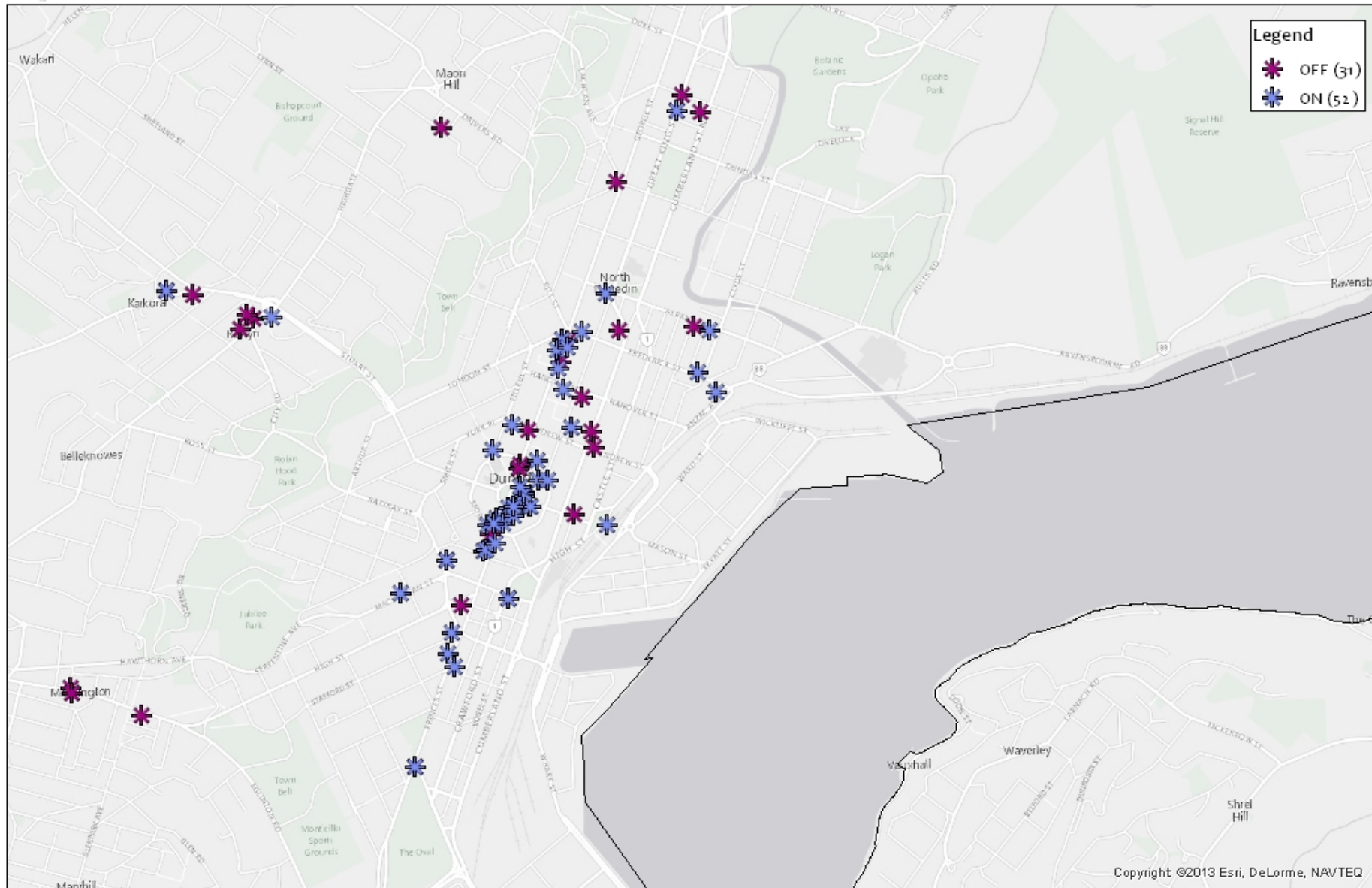


Appendix – Licensed Premises



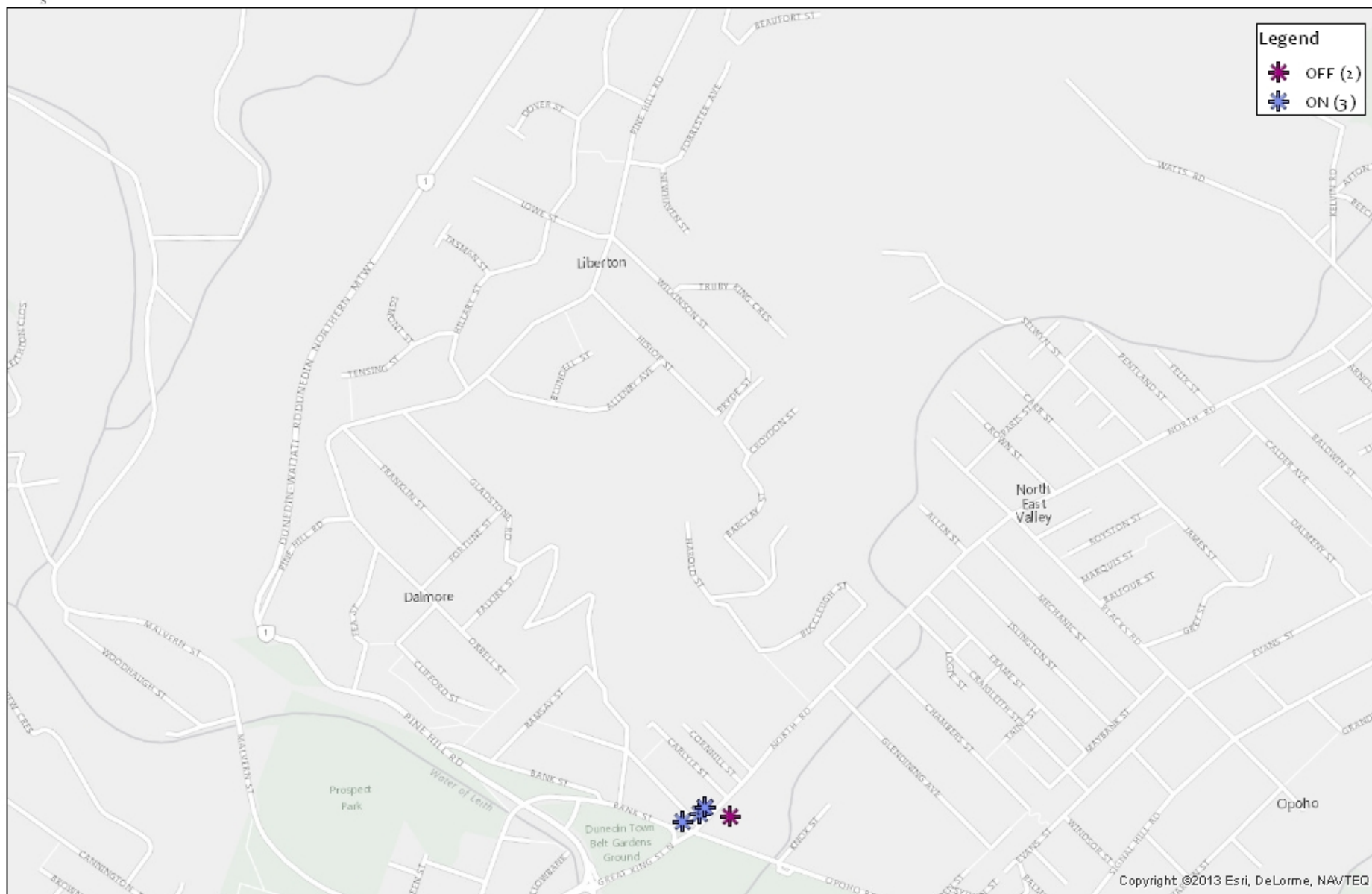


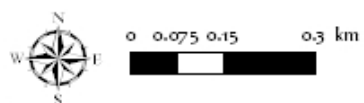
Dunedin City - licensed premises (North Dunedin)



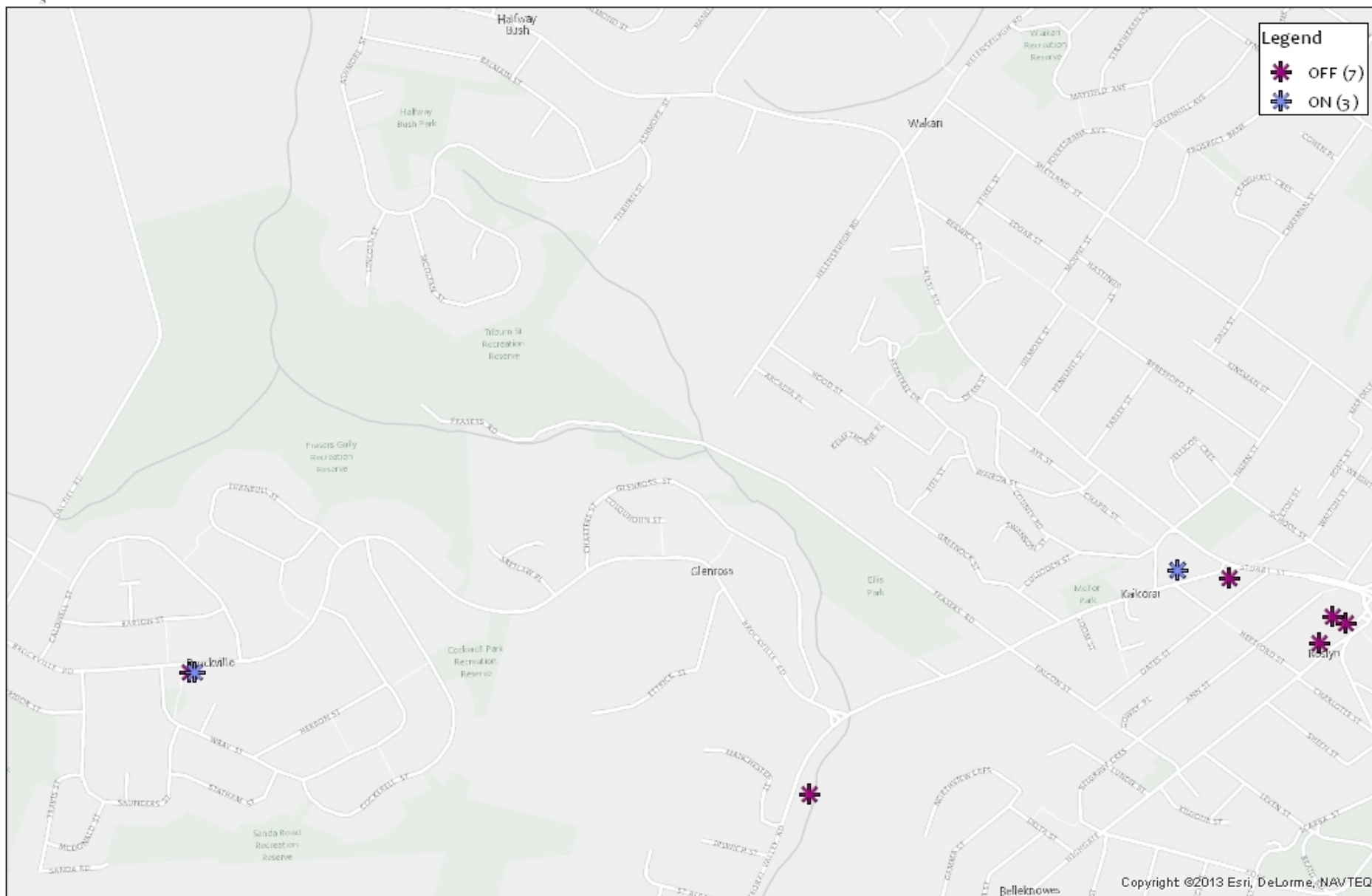


Dunedin City - licensed premises (North East Valley)



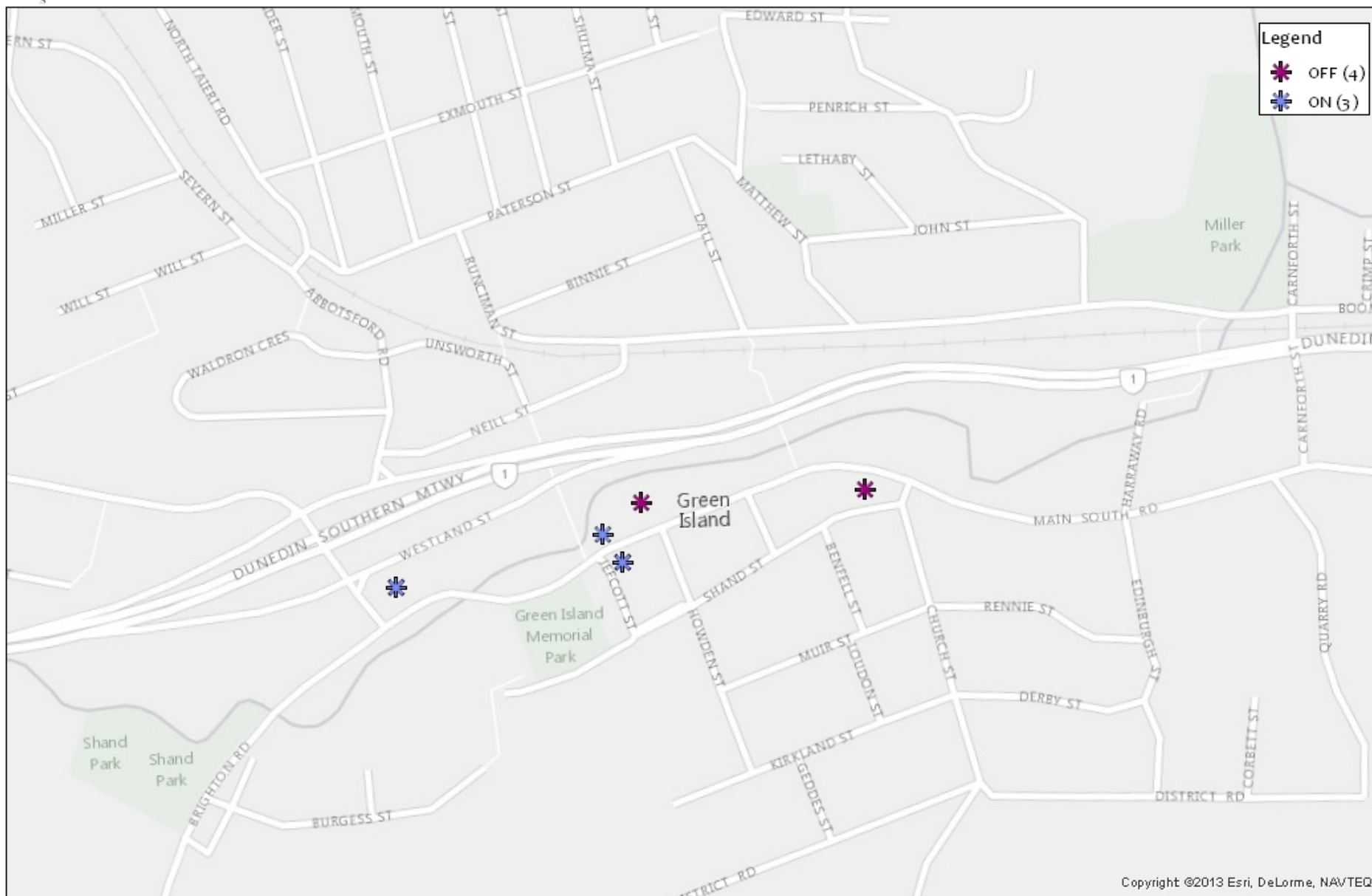


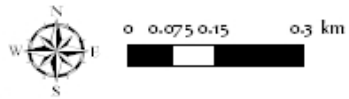
Dunedin City - licensed premises (Brockville)





Dunedin City - licensed premises (Green Island)





Dunedin City - licensed premises (Mosgiel)

