

Calls to Police related to alcohol

Gisborne District

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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 Gisborne District from January 2008 to December 2012. During that time, within this area, Police received 20,435 calls for types of events that are typically related to alcohol (approximately 4,000 per year).

The following has been identified:

- The reporting of these events increased 22% between 2008 and 2012. Analysis indicates that most events are family violence-related occurrences, followed by general disorder and violence.
- Most alcohol-related offending tends to peak during the weekend period, specifically between Friday 2000hrs and Saturday 0400hrs and Saturday 2000hrs and Sunday 0400hrs.
- There is also a less specific, but still identifiable increase in events which peak weekdays from 1600hrs ending between 0000hrs and 0200hrs.
- The seasonality in which these events occur has been more varied, there is one consistency. The frequency of events increases towards the end of the year with most alcohol-related events occurring during December and January 1 (overnight New Years Eve).
- Despite the hotspot maps being quite generalised, clear boundaries can still be ascertained, these include the inner city CBD and three outlying suburbs; Kaiti, Elgin and Mangapapa.

Gisborne CBD

- A clear crime corridor exists in the Gisborne CBD, and includes known crime generators (McDonalds Family Restaurant) and attractors (the environs surrounding McDonalds and throughout the CBD at night).
- There is also a high concentration of both on and off-licensed premises grouped in this area, with at least 20 locations licensed to sell alcohol.

Kaiti, Elgin and Mangapapa

- Kaiti, Elgin and Mangapapa are outlying suburbs in Gisborne. They are mainly residential areas with small satellite shopping centres scattered throughout and have a large number of locations licensed to sell alcohol compared to the population in each suburb.
- Even though these suburbs are located in different parts of Gisborne, they share some similarities. They all have large areas of deprivation (lower socio-economic) and large clusters of Housing New Zealand tenanted properties.

It is accepted that a certain binge drinking culture exists throughout Gisborne, also ingrained in our society is a high tolerance to violence. It has been assessed that these two social factors are exacerbated by the general ease and availability of alcohol, being the catalyst to most offending.

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

Off Licence (including Supermarkets)

- No supermarket off licence sales.
- Police accept this may be challenged and concede that alternative trading hours of sale for supermarket off licences to be restricted between 12pm and 8pm.
- Hours of sale for all off licences to be restricted between 12pm and 8pm.
- Limiting the number of higher percentage alcohol beverages containing spirits in one sale.
- No sales on Sunday, similar with international 'Blue Law' practises.
- Suitable store outlay with CCTV installed and mirrors erected to serve as both a deterrent and evidential tool.
- Sinking Lid policy with no further off licence applications to be approved.

On licence

- Reduced trading hours closing at 1am. Police accept this may be challenged and concede that alternative trading hours closing at 2am.



- Operate a one-way door policy an hour prior to closing, either midnight or 1am onwards depending on approved closing hours.
- Restrict the number of serves per person after 11pm to two drinks. A serve includes any one order of an alcohol beverage.
- Reduce the alcohol percentage in serves of spirit based beverages after 11pm ie, no double or triple serves of spirits, straight or mixed and does not include pre-mixed or ready to drink (RTD) beverages.
- Cease selling all alcohol 30 minutes prior to closing time.
- Supply free non-alcoholic drinks to designated sober drivers.
- Food is available to be purchased and visibly displayed, an hour prior to the closing of the licence time.
- Supply and operate a courtesy drop-off van throughout the night.
- All on licence applicants to submit adequate site and alcohol management plans; including a prescribed ratio of appropriately trained security staff to patrons.
- Sinking Lid policy with no further on licence applications to be approved. This does not include restaurants, cafes or clubs or where the principle purpose of the business is the sale of food.

Special Licence

- Special licences to be submitted and approved within 28 days before the event. Any alterations submitted after this approval will not be considered.
- Monitor the number of serves per person after 11pm to two drinks. A serve includes any one order of an alcohol beverage.
- Reduce the alcohol percentage in serves of spirit based beverages after 11pm ie, no double or triple serves of spirits, straight or mixed and does not include pre-mixed or ready to drink (RTD) beverages.
- Cease selling all alcohol 30 minutes prior to closing time.
- Operate a one-way door policy an hour prior to closing, depending on approved closing hours.
- Food is to be provided for consumption or sale, especially between 11pm and midnight or an hour prior to the closing of the licence time.
- Supply free non-alcoholic drinks to designated sober drivers.
- Standard closing time for the licence is midnight (if venue is located outside of the CBD) or otherwise 1am.
- Higher fee levy depending on proposed licence closing time outside of standard closing hours.
- All private functions (held on private premises or public premises closed to the general public where alcohol is supplied) are required to apply for a special licence. The terms of which would be to notify and register the event with both council and police.

All supportive analytical data is fully referenced in the document.



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 (i.e., 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 (i.e., 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

UNDERSTANDING THE ALCOHOL RELATED CALLS FOR SERVICE

12. There has been a noticeable increase in alcohol-related events over the last five years. In fact the reporting of these events increased 22% between 2008 and 2012.
13. Although these events have increased in frequency, the general timings have remained constant over the previous five years. Most alcohol-related offending tends to peak during the weekend period, specifically between Friday 2000hrs and Saturday 0400hrs and Saturday 2000hrs and Sunday 0400hrs.
14. This peak also corresponds with known operating hours of licensed premises (pubs and clubs), the over-all increase in general calls for service on local police staff and the known peak in public place disorder and violent offending in the Gisborne CBD.
15. There is also a less specific, but still identifiable increase in events which peak weekdays from 1600hrs ending between 0000hrs and 0200hrs.
16. While the seasonality in when these events occur has been more varied, there is one consistency. The frequency of events increases towards the end of the year with most alcohol-related events occurring during December and January 1 (overnight New Years Eve).

Year	Alcohol-related events
2008	3,565
2009	3,687
2010	4,217
2011	4,611
2012	4,355
Total	20,435

Table 1: Total Number of Alcohol-Related Events in Gisborne

IDENTIFIED HOT SPOTS

17. A large amount of research has been undertaken, both nationally and internationally, which attempts to explain and quantify the relationship between alcohol-related harm and liquor outlet density. Despite the hotspot maps being quite generalised, clear boundaries can still be ascertained, which goes some way to support the many theories and conclusions supported through this research. These include the inner city CBD and three outlying suburbs; Kaiti, Elgin and Mangapapa.

Gisborne CBD



18. A clear crime corridor exists in the Gisborne CBD, particularly between Peel Street (outside licensed premises), along Gladstone Road and into Bright Street (near McDonalds Family Restaurant). This crime corridor includes known crime generators (McDonalds Family Restaurant) and attractors (the environs surrounding McDonalds and throughout the CBD at night) and is exacerbated by identified environmental design issues.
19. There is also a high concentration of both on and off-licensed premises grouped in this area, with at least 20 locations licensed to sell alcohol. While this corridor is evident mainly during the weekends, there are alcohol-related events which occur in this location outside of these peak times.

Kaiti, Elgin and Mangapapa

20. Kaiti, Elgin and Mangapapa are outlying suburbs in Gisborne. They are mainly residential areas with small satellite shopping centres scattered throughout. Although many of the environmental factors that impact on the CBD are not present in these suburbs, there are still a large number of locations licensed to sell alcohol compared to the population in each suburb.
21. Even though these suburbs are located in different parts of Gisborne, they share some similarities. They all have large areas of deprivation (lower socio-economic) and large clusters of Housing New Zealand tenanted properties.

OBSERVED TRENDS

22. Anecdotally, drinking behaviour has changed in Tairāwhiti significantly over the last several years. Police have observed a shift in how and when many people enter licensed premises in the CBD, but also attending the areas sporting clubs.
23. The number of patrons entering the CBD earlier in the evening (1800hrs to 2200hrs) has dropped off from previous years. The vast majority of people who attend these locations arrive after midnight, once they have pre-loaded elsewhere. Often pre-loading continues in the CBD, outside licensed premises (prompting and prior to the public clearway) and in nearby car-parks. This has seen a concentration of alcohol-related offending, between these times.
24. Once the backbone of many sports clubs, the bars are no longer the institution they were with an obvious decline in patrons especially from 1800hrs onwards. Accordingly, there is also a drop in the number of members attending sports clubs in general and participants actively playing sports. This is particularly prevalent throughout rugby clubs in Tairāwhiti.
25. There has also been a change in focus for police with the introduction of the 'Prevention First' policing model. Prevention is at the forefront of everyday policing and it is accepted that alcohol is a major driver to all offending. There has been a concentrated effort by joint agencies (police/health/council) to enforce licensee breaches under the previous Sale of Liquor Act.

Conclusion and Possible Prevention Measures

26. It is accepted that a certain binge drinking culture exists throughout Gisborne, also ingrained in our society is a high tolerance to violence. It has been assessed that these two social factors are exacerbated by the general ease and availability of alcohol, being the catalyst to most offending.
27. Reducing and restricting the availability of alcohol for purchase and consumption, particularly from off licence premises is the major concern. The increased number of alcohol outlets in one area not only increases the risk of multiple forms of social disruption, but also impacts upon that areas perception of crime and safety (Chikritzhs et al 2007; Donnelly et al 2006) and alcohol-related harm (Barbor et al 2010). Also the hours and days



of trading, coupled with the density of alcohol outlets have a significant impact on social harm (Stockwell & Gruenewald 2004).

28. Secondary to that is lessening the impact the identified crime corridor has on public place violence in the Gisborne CBD, which coincides with the operating hours of the cities night clubs. Research indicates that a small number of licensed premises are responsible for a disproportionately high number of alcohol-related harm (Donnelly & Briscoe 2005) and that these risk factors extend to the characteristics of the premises and their management. This management failing leads their establishments in becoming high risk and problematic (Quigley, Leonard & Collins 2003). The risk of alcohol-related harm also increases when there are a number of licensed premises in close proximity of each other (Fitzgerald, Mason & Borzycki 2010).
29. Below is a list of prevention measures, which if implemented, aims to reducing the amount of alcohol related trauma in Gisborne. They are as follows;

Off Licence (including Supermarkets)

- No supermarket off licence sales. (Chitritzh et al 2007; Donnelly et al. 2006; Babor et al 2010)
- Hours of sale to be restricted to between 1200hrs (12pm) and 2000hrs (8pm), including restricting supermarket off licence sales between 1200hrs (12pm) and 2000hrs (8pm). (Stockwell & Chikritzhs 2009; Babor et al 2003 & 2010; Heather & Stockwell 2003; Loxley et al 2004)
- Limiting the number of higher percentage alcohol beverages containing spirits in one sale. (Gray et al 1998; Crundall & Moon 2003).
- No sales on Sunday, similar with 'Blue Law' international practise³. (Stockwell & Chikritzhs 2009; Babor et al 2003 & 2010; Heather & Stockwell 2003; Loxley et al 2004)
- Suitable store outlay with CCTV installed and mirrors erected to serve as both a deterrent and evidential tool, as per the New Zealand Police and Alcohol Advisory Council of New Zealand Guidelines for Crime Prevention through Environmental Design (CPTED) for licensed premises released June 2012⁴. (ALAC 2012; Casteel et al 2004)
- Sinking Lid policy with no further off licence applications to be approved. (Stockwell & Chikritzhs 2009; Babor et al 2003 & 2010; Heather & Stockwell 2003; Loxley et al 2004)

On Licence

- Reduced trading hours closing at 0100hrs (1am). Police accept this may be challenged and concede that alternative trading hours closing at 0200hrs (2am). (Stockwell & Chikritzhs 2009; Kypri et al 2011). Regression analysis of NZP Alcolink data identifies that the expected rate of offences associated with licensed premises closing between 2.01am and 3am is 4.2 times the expected rate of offences associated with licensed premises closing at 12am or earlier.
- Operate a one-way door policy an hour prior to closing, either 0000hrs (midnight) or 0100hrs (1am) onwards depending on approved closing hours. (ALAC 2007; Felson et al 1997).
- Limit Alcohol supply through restraining the type and level of sale by;
 - Restrict the number of serves per person after 2300hrs (11pm) to two drinks. A serve includes any one order of an alcohol beverage.
 - Reduce the alcohol percentage in serves of spirit based beverages after 2300hrs (11pm), i.e. no double or triple serves of spirits, straight or mixed and does not include pre-mixed or ready to drink (RTD) beverages.

³ A blue law is a type of law designated to restrict or ban some or all Sunday shopping for religious standards, particularly the observance of a day of worship or rest. Blue laws are enforced in parts of the United States, as well as some European countries, particularly Austria, France, Germany, Switzerland Norway and some pacific island nations.

⁴ Alcohol Advisory Council of New Zealand. (June 2012). *Guidelines for Crime Prevention through Environmental Design (CPTED) for licensed premises*. Alcohol Advisory Council of New Zealand.



- Cease selling all alcohol 30 minutes prior to closing time. These measures were implemented at the same time to slow the accessibility of alcohol. Although there is no supporting evidence for them individually, together they contributed to a significant reduction in alcohol-related harm (Kypri et al 2011).
- Supply free non-alcoholic drinks to designated sober drivers.
- Food is available to be purchased and visibly displayed, an hour prior to the closing of the licence time. There must be a range of similar snack food i.e. pies, sandwiches, filled rolls, pizzas and do not include peanuts or potato chips. A range is considered to be a minimum of four food options. While food must be conveniently available in time and price.
- Supply and operate a courtesy drop-off van throughout the night.
- All on licence applicants to submit adequate site and alcohol management plans; including a prescribed ratio of appropriately trained security staff to patrons. (Graham & Homel 2008)
- Sinking Lid policy with no further on licence applications to be approved. This does not include restaurants, cafes or clubs or where the principle purpose of the business is the sale of food. (Stockwell & Chikritzhs 2009; Babor et al 2003 & 2010; Heather & Stockwell 2003; Loxley et al 2004)

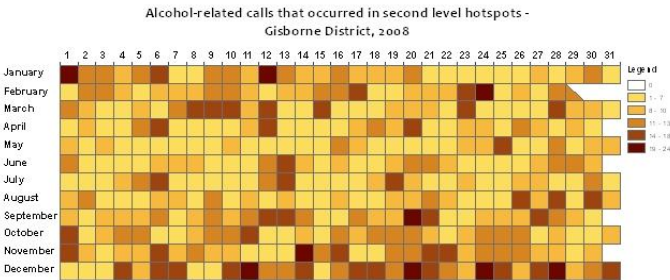
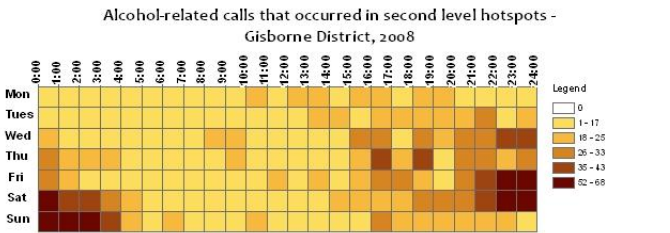
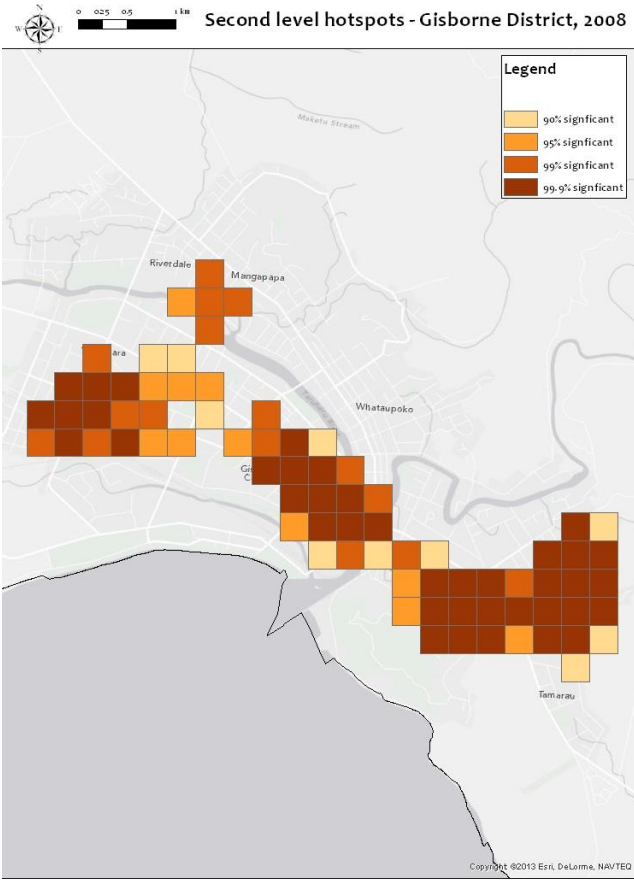
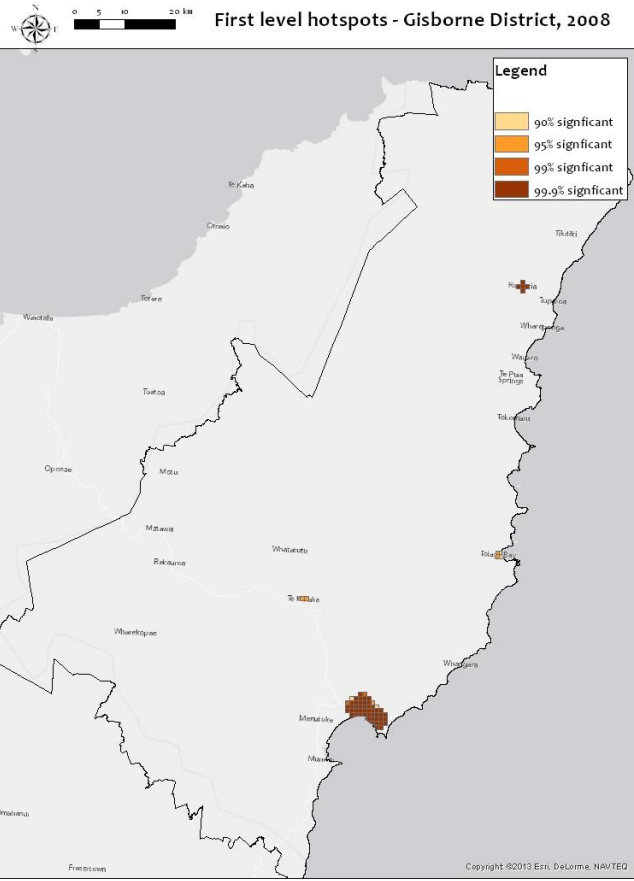
Special Licence

- Special licences to be submitted and approved within 28 days before the event. Any alterations submitted after this approval will not be considered.
- All special licence applicants to submit adequate site and alcohol management plans including;
 - Monitor the number of serves per person after 2300hrs (11pm) to two drinks. A serve includes any one order of an alcohol beverage.
 - Reduce the alcohol percentage in serves of spirit based beverages after 2300hrs (11pm), i.e. no double or triple serves of spirits, straight or mixed and does not include pre-mixed or ready to drink (RTD) beverages.
 - Cease selling all alcohol 30 minutes prior to closing time. These measures were implemented at the same time to slow the accessibility of alcohol. Although there is no supporting evidence for them individually, together they contributed to a significant reduction in alcohol-related harm (Kypri et al 2011)
 - Operate a one-way door policy an hour prior to closing, depending on approved closing hours. (ALAC 2007; Felson et al 1997).
- Food is to be provided for consumption or sale, especially between 2300hrs (11pm) and midnight or an hour prior to the closing of the licence time.
- Supply free non-alcoholic drinks to designated sober drivers.
- Standard closing time for the licence is midnight (if venue is located outside of the CBD) or otherwise 0100hrs (1am). (Stockwell & Chikritzhs 2009; Kypri et al 2011)
- Higher fee levy depending on proposed licence closing time outside of standard closing hours.
- All private functions (held on private premises or public premises closed to the general public where alcohol is supplied) are required to apply for a special licence. The terms of which would be to notify and register the event with both council and police.

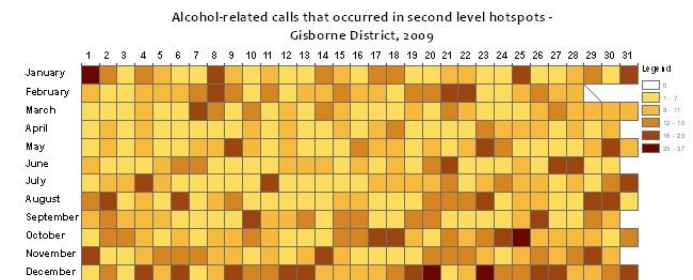
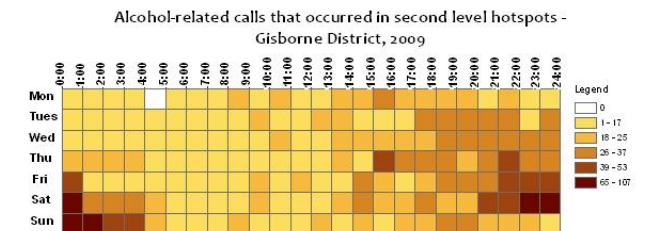
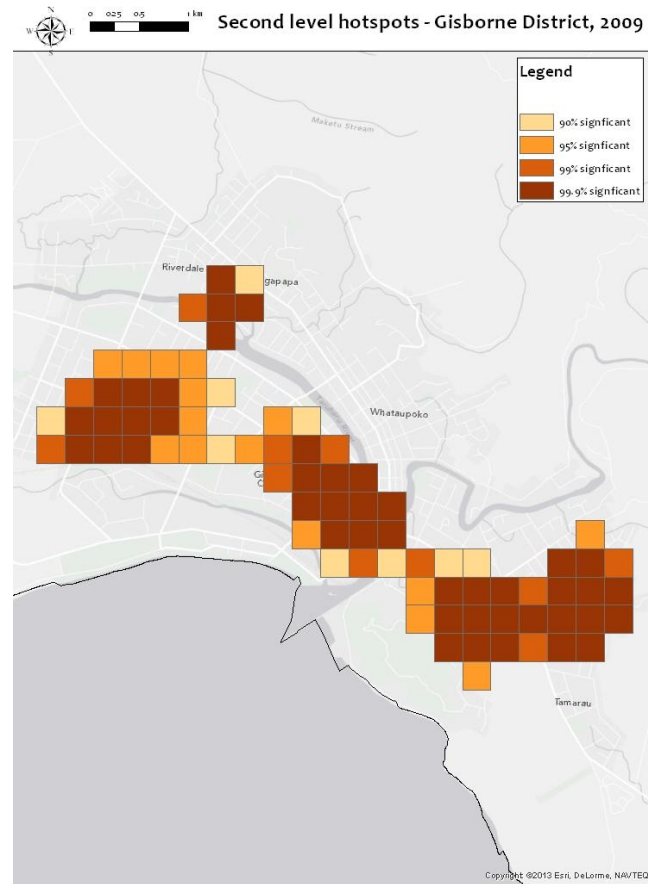
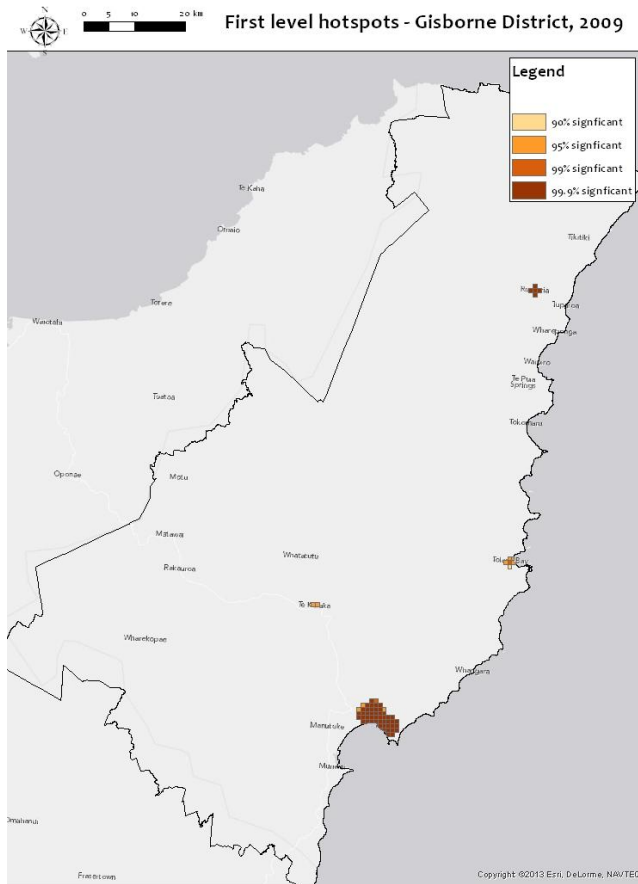


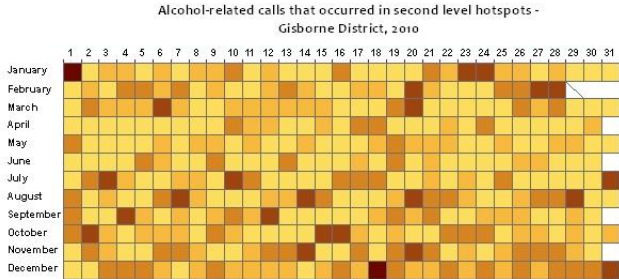
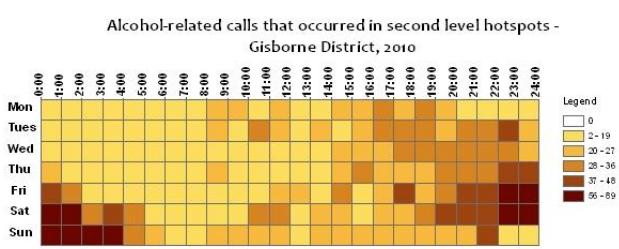
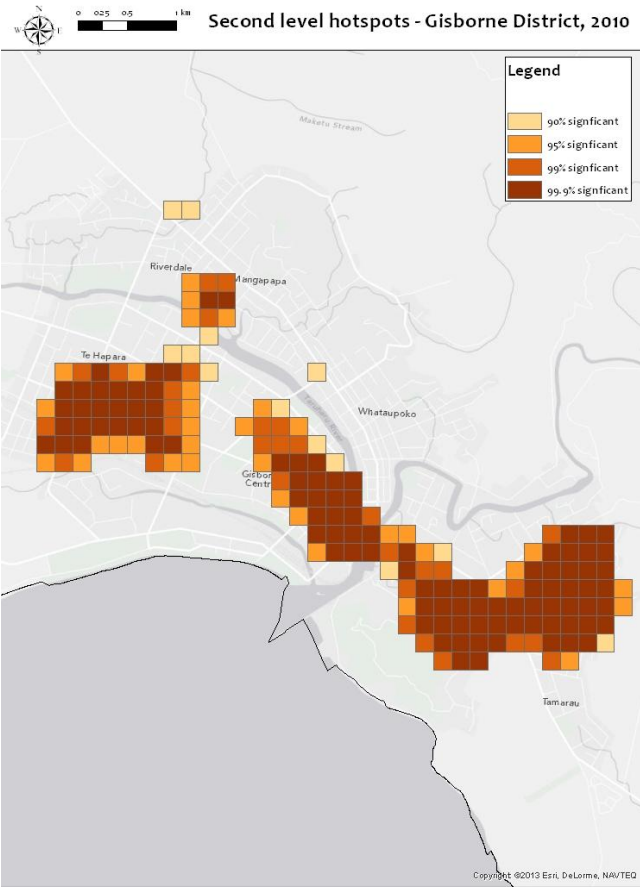
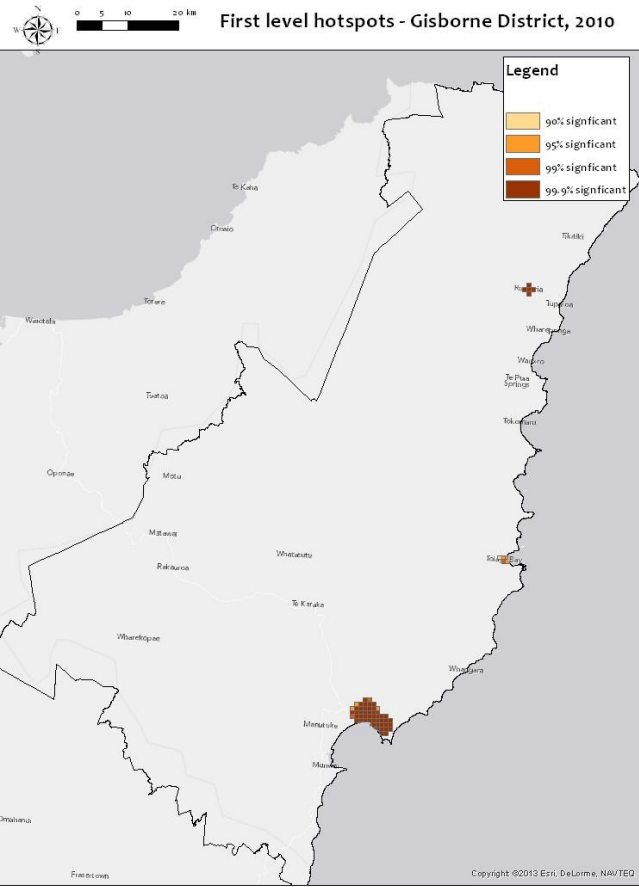
Appendix – Hotspot Maps and Data clocks

2008

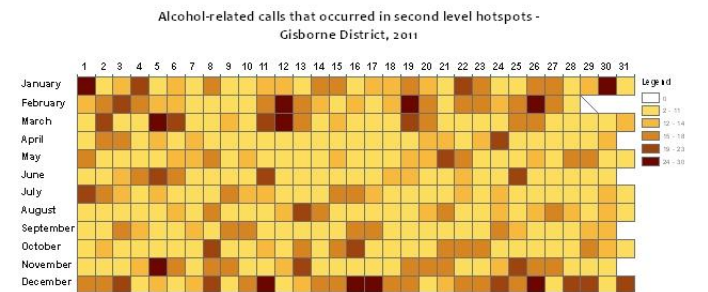
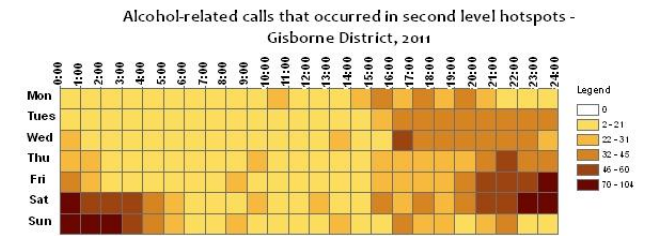
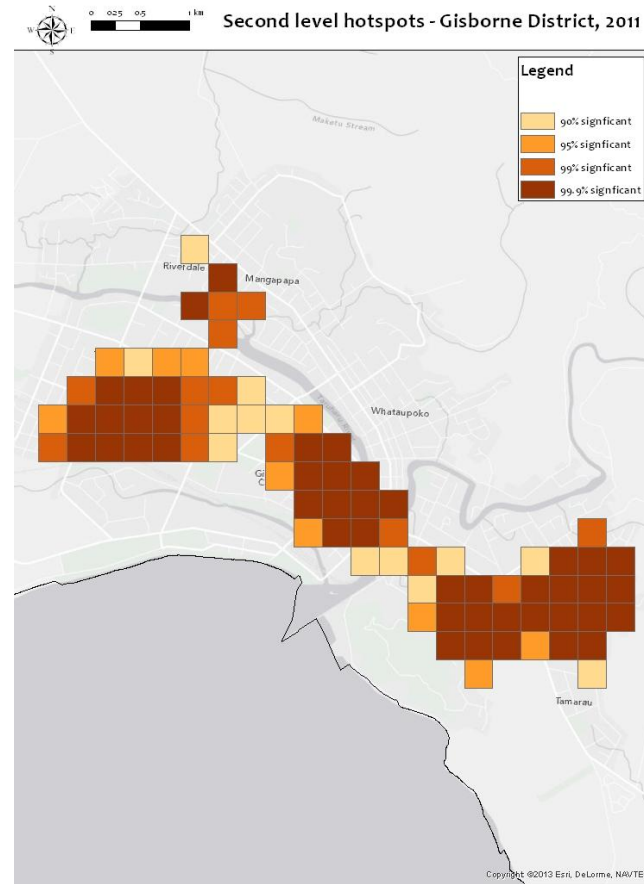
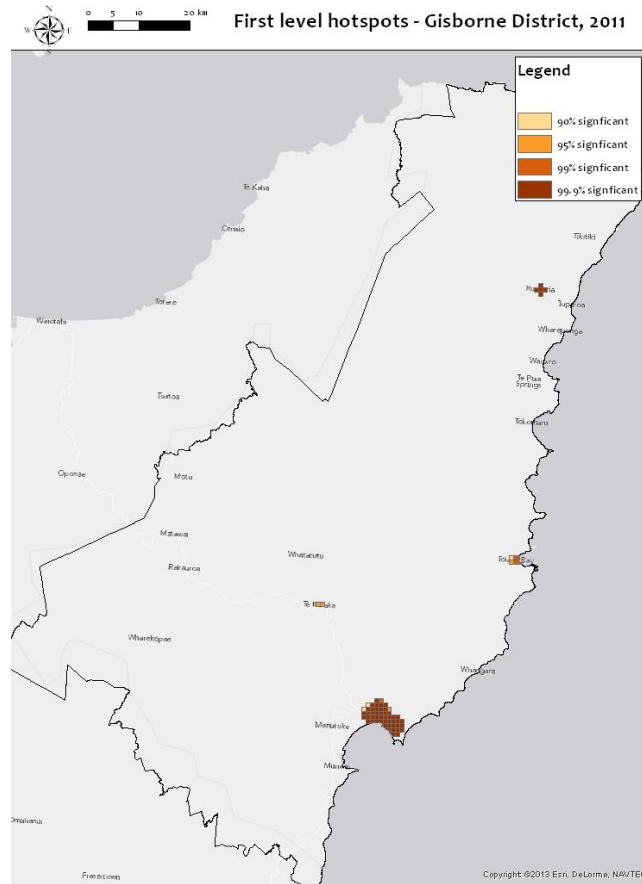


2009

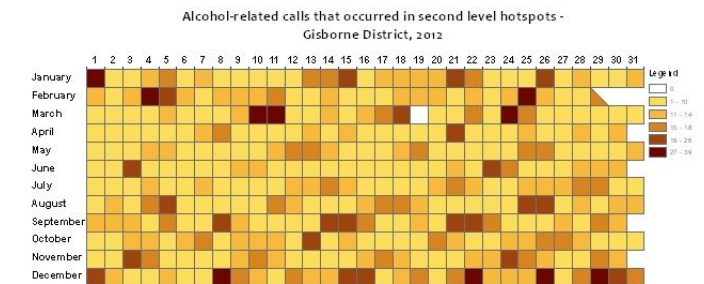
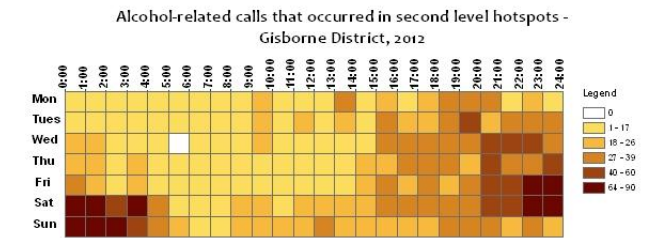
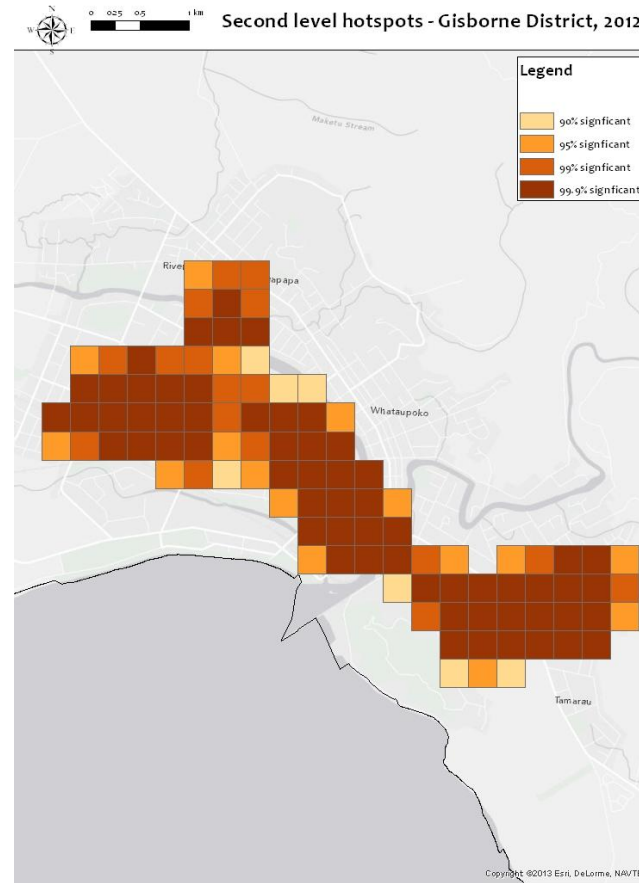
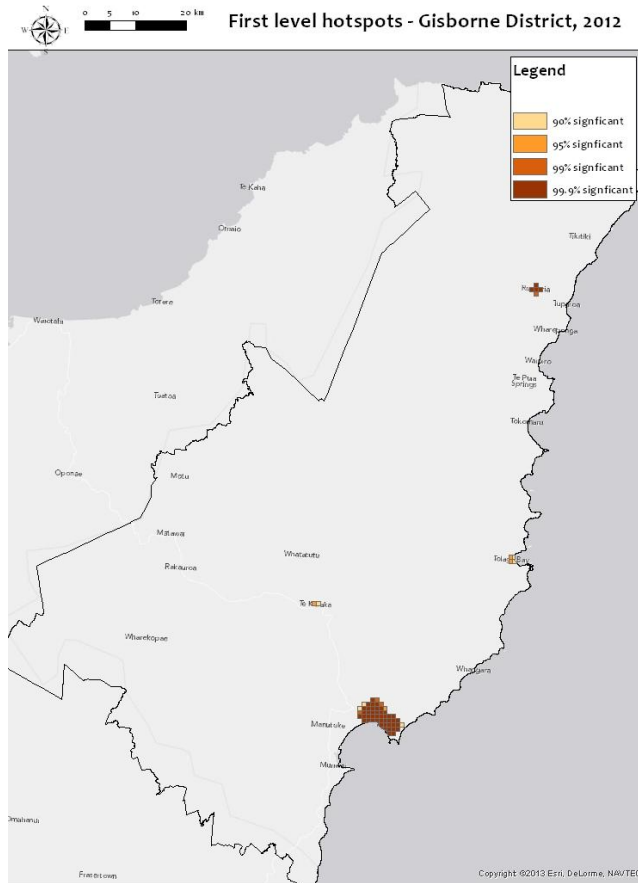




2011



2012





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