

***Calls to Police
(and Invercargill
offences)
related to alcohol***

Southland Area

Released 07 October 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

CALLS TO POLICE:

- Analysis of calls to Police was conducted in relation to events occurring within **Invercargill City** from January 2008 to December 2012. During that time, within this area, Police received 14,628 calls for types of events that are typically related to alcohol (approximately 2,900 per year).
- Analysis of calls to Police was conducted in relation to events occurring within **Gore District** from January 2008 to December 2012. During that time, within this area, Police received 2,718 calls for types of events that are typically related to alcohol (approximately 540 per year).
- Analysis of calls to Police was conducted in relation to events occurring within **Southland District** from January 2008 to December 2012. During that time, within this area, Police received 2,432 calls for types of events that are typically related to alcohol (approximately 480 per year).

OFFENCES:

- Analysis was conducted in relation to offences committed within **Invercargill City** from January 2008 to December 2012. During that time, within this area, Police recorded 12,558 offences for types of events that are typically related to alcohol (approximately 2,500 per year).

The following has been identified:

- Alcohol consumption continues to have long term (and a significant) involvement with a wide range of criminal offending across the Southland area.
- The previous introduction of the 3am Liquor Accord (and the presence of the licensing trusts) has provided the Southland area with an opportunity to further maintain consistency across the entire region; something that other areas throughout New Zealand may find hard to (or may never) achieve.
- Previous intervention measures adopted by the Southland Police in relation to alcohol-related offending (in conjunction with the 3am Liquor Accord), have had (and continue to have) a positive effect in reducing reported incidents. Any recommendations implemented via an LAP should be forward thinking, as they may still be relevant many years from now; prevention should be the primary focus.
- A number of proposals / suggestions have been identified in this document; where appropriate, trial implementation periods have also been suggested.
 - Addressing the frequency of pre-loading and large private parties as well as the implementation of a one-way door policy are specific items that should be given serious consideration.
- The ability and circumstances under which youths in the 15-18 year age bracket have access to alcohol has been consistently highlighted.
- Any prevention measures introduced to counteract the presence of gang members and associates on licensed premises would have a positive influence on improving community relationships.
- The availability of 'cheap' alcohol via supermarkets is having an impact on rural communities.

Police would like to strengthen partnerships with the Invercargill City, Gore and Southland Territorial Authorities to develop solutions that will reduce the demand currently placed on police resources. This can be achieved by:

- A consistent approach to alcohol availability and consumption being applied across the entire Southland area; however any recommendations implemented should also have the capability to be modified to accommodate factors specific to small rural townships.
- Conducting a survey of a cross-section of Southland residents to ascertain their true opinions towards the availability and supply of alcohol, then determining (and following through on) any recommendations or changes.
- The DLA taking a more prominent and active role in the wider Southland area.
- Addressing the various aspects of a 'drinking culture' that may still be prevalent in parts of society throughout Southland.



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 (e.g., 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.

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.
 - **NOTE:** First Level Hotspot maps have not been included in this document, as they added no value to the information or content of the document.
 - 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.

OFFENCES - INVERCARGILL CITY:

12. This report also analyses offences recorded by police. These offences do not reflect whether alcohol was consumed by the offender or by the victim at the time of offence, although certain types of offences are typically considered to be related to alcohol – 338 offence codes contribute to this assessment.
13. The offences in this report were committed between 1 January 2008 and 31 December 2012. They are presented visually in the attached maps by individual years. In the future, yearly updates will be provided. Demographics of offenders within this Territorial Authority are also provided in table format.
14. The report includes demographics of the offenders in the alcohol-related offences. These are unique offenders for each occurrence, even if multiple offences were committed by the same offender on the one occasion. However, if the same offender has committed offences on different occasions, then they are counted more than once. In some instances, offenders are organisations, and their demographics are recorded in a separate row.

AREA DEFINED:

15. For the purposes of this report, the wider Southland province is broken down and referred to by police station areas as:
 - **INVERCARGILL CITY** - includes Invercargill City, Bluff and Halfmoon Bay (Stewart Island).
 - **GORE DISTRICT** - includes Wyndham, Mataura, Gore, Tapanui and Riversdale; commonly referred to as Eastern Southland.
 - **SOUTHLAND DISTRICT** - includes Winton, Otautau, Riverton, Tuatapere, Ohai, Lumsden and Te Anau; commonly referred to as Western Southland.
16. Due to the unique situation occurring in the Southland area regarding licensing trusts operating, and to ensure that a consistent approach is adopted across the province, all relevant information has been compiled in to one document; it will initially be detailed



individually, then summarised as one area (where normal police practise in other areas would require multiple separate documents).

17. The Southland province is one of only a few areas in New Zealand which still has 'licensing trusts' operating:
 - Invercargill City = Invercargill Licensing Trust (ILT);
 - *"has exclusive statutory trading rights in terms of taverns, hotels and bottle stores over a specific defined area of Invercargill City"*³
 - there are several premises located outside the town boundary which are not covered by the ILT
 - Eastern Southland = Maitai Licensing Trust (MLT)
18. Licensing Trust provisions include that alcohol is unable to be sold or obtained from supermarkets or shops, and is predominantly available from specific off-license premises.
19. The Western Southland area is not covered by any licensing trust restrictions, which means that alcohol is available from licensed supermarkets, shops etc.
20. Over recent years, Southland Police staff (including the Alcohol Harm Reduction Unit - AHRU) have worked hard to build up a good rapport with management of the ILT and MLT, which has resulted in a Southland wide liquor accord being adopted:
 - Invercargill Liquor Accord⁴ - enacted 2010
 - Southland Liquor Licensing Accord⁵ - enacted 2011
 - Gore District Liquor Accord⁶ - enacted 2012
21. The liquor accords identified accepted timings for bar-sales, last drinks and closing times.
22. Appendix 1 shows the locations of the licensed premises in the Invercargill City area; it should be noted that the research undertaken by Massey University indicated that certain types of premises contributed more to alcohol related harm than others, and as a result 'hotels' were not specifically included.
23. Several police related analyses have been referred to throughout this document; as they are not available to the general public, they have not been fully referenced.

³ Invercargill District Licensing Agency Liquor Policy 2009.

⁴ Ibid

⁵ www.southlanddc.govt.nz/assets/Liquor-Licensing/Southland-Liquor-Licensing-Accord.pdf

⁶ www.goredc.govt.nz/sites/default/files/documents/minutes/130301_Regulatory_and_Planning_March_2013_Agenda.pdf



Analysis

INVERCARGILL CITY - CALLS TO POLICE:

24. Police data indicates that in the last 5 years, alcohol related events peaked in the Invercargill City area in 2009, and since that time have been gradually decreasing.
25. Data grid maps for the Invercargill City area in 2012 (refer page 31) are consistent with other analyses completed, and indicate that alcohol-related incidents and calls to police:
- were spread across the entire city area, and although there were 'pockets' of offending in different areas from year - year, the Central Business District (CBD) area featured consistently,
 - frequently occurred during weekend periods
 - was predominantly occurring in the evenings, with increased activity and priority times occurring on Fridays (10pm - 4am) and Saturdays (9pm - 5am)
26. Licensed premises in Invercargill are spread throughout the city area (refer page 41), with a number of the establishments having recently been upgraded and improved, which signals an intention and commitment by the ILT to the area and the suburbs; this was further endorsed by the ILT, who have indicated plans to demolish and rebuild the Waikiwi Tavern⁷, and which they intend to have re-opened around December 2014 on a new site directly off North Road, Invercargill⁸.
27. Off-license premises throughout the city have been strategically situated, predominantly on main thoroughfares / routes in commercial areas, or in residential neighbourhoods but on the corners of high volume roads.
- In 2013, there was an aggravated robbery of an off-license premise in Invercargill (situated on a main arterial route, but immediately adjacent to a residential neighbourhood), where the offender produced a knife. During the investigation, neighbours in the area were more concerned that the robbery had occurred to 'their local bottle store', than they were concerned for their own safety (e.g. about the offender being active in their neighbourhood); it is possible that some of the neighbours almost feel a sense of loyalty towards their local bottle store.
 - It is possible that a survey of people living in close vicinity to off-license premises may better indicate any true concerns they have regarding safety and security issues, but that they have not divulged to police during investigations.
28. *In other centres, proliferation of outlets and availability of heavily discounted liquor are emerging as key factors in the increasing incidence of liquor abuse.However, in Invercargill the existence of the ILT whose boundaries include most of the urban area, means that this issue has already been addressed except with respect to Otatara. This control on the availability of liquor has positive outcomes for the community.*⁹

Year	Alcohol-related events
2008	2,874
2009	3,117
2010	2,989
2011	2,925
2012	2,723
Total	14,628

⁷ Harding, E. (2013, August 26). *Its time gentlemen, please, at the Waikiwi*. Retrieved 26 August 2013, from The Southland Times: www.stuff.co.nz

⁸ Devlin, C. (2013, September 20). *New bar to rise from land swap*. Retrieved 20 September 2013, from The Southland Times: www.stuff.co.nz

⁹ Invercargill District Licensing Agency Liquor Policy 2009.



29. Plans have also been repeatedly raised by the ILT in relation to a new hotel (and bar) to be built in the vicinity of the CBD; as evident with the closure of the 'Sugar Shack' and then subsequent opening of 'Barluca' and 'The Kiln', it is almost certain that the development of any new licensed establishment would have an effect on the movement of intoxicated people throughout the area.

CPTED:

30. When 'Barluca' was being developed, police were not invited to consult or have any input into the intended design of the premises. Since it opened, ILT management have been fully appraised of several issues which have been identified, and fall within the CPTED (Crime Prevention Through Environmental Design) parameters, namely:

- the number and type of small (secluded) areas in the premise, which can not be seen by bar staff
- one side of the main bar area having an elevated floor, resulting in the patrons physically looking down on the bar staff (giving a presence of psychological dominance)
- no lighting plans for the main dance floor area (should any incidents occur in that location)
- the suitability of the 'smoking area' facing directly out on to the main street frontage, which promotes and encourages people waiting outside the premises to engage freely with people that are already 'inside'.
- Police will continue to stress the importance and relevance of incorporating CPTED principles in to any significant (including alcohol-related) development.
 - Currently, several of the ILT premises in Invercargill, have large or sizeable parking areas (namely The Newfield Tavern and Waikiwi Tavern) which creates a natural buffer zone between the establishment and people living in close vicinity; the Newfield Kindergarten is situated at the 'rear' of the Newfield Tavern, but the buildings are separated by some distance.
 - If the ILT were to further develop (or sell off) parts of those large carpark areas in the future, then CPTED factors may become relevant due to the potential impact on those persons living in (or other businesses operating in) the vicinity.

31. All of Invercargill's late night bars and clubs are located within the CBD area (Appendix 1), which has also proven in the past to be a crime attractor and crime generator.

- All of the establishments are within an 'easy and short' walking distance of each other, which means that patrons frequently (and regularly) move between bars when socialising.
- Current practices by intoxicated patrons include crossing Dee Street (a main thoroughfare) between popular bars in the CBD; it is pure luck that no one has been seriously injured or killed through this regular activity. If CPTED principles had been considered when the two bars were being developed, this issue could have been suitably addressed.
- The Alcohol Advisory Council of New Zealand (ALAC) has endorsed the use of CPTED principles *"in the design, development and refurbishment of licensed premises, as well as those wishing to implement their principles in existing premises"*¹⁰.

¹⁰ 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.



- It is unknown to what extent CPTED principles were considered by the Invercargill City Council (ICC) regarding the planned upgrade of the CBD area¹¹, and it is yet to be determined if (or how) any of the planned developments will effect or impact on alcohol-related events and incidents.
 - Door / security staff at the main nightclub venues in Invercargill operate IBAN (Invercargill Bar Alert Network), which allows them to remain in contact with security staff from other venues, and provide information relating to intoxicated or troublesome patrons. Due to the cost involved and security issues, the system does not include PXT (picture) capability, which would have been of immense benefit on numerous occasions when investigating reported incidents.
 - In recent months in Invercargill, in order to address on-going alcohol-related issues occurring at closing time, an agreement was reached that included venue lights being turned (on and the music being turned off) at 3am. Observations by Police staff indicates that this small action has significantly contributed towards patrons safely exiting venues and reduced conflict at closing time (both inside and outside the venues).
32. The Invercargill Alcohol Harm Reduction Unit (AHRU) and other portfolio-holders are in regular contact with the ILT, MLT and other licensees from throughout the region. Information indicates that since the 3am Liquor Accord was introduced:
- the ILT is 'happy' with the status quo
 - no licensees have complained that they have 'lost any significant income' (it is apparent that the long term benefit has outweighed any short term financial loss)
 - licensees are satisfied that they are all on a 'level playing field'
 - Although patrons are effectively all ejected out on to the street at the same closing time (3am), the reduced levels of intoxication means that not the same level of issues are being encountered, as if closing time was 4am or 5am.
33. Historically, analyses has shown the majority of night time and alcohol related crime occurs in the vicinity of the CBD, and is only displaced (or moved) due to current / specific trends (e.g. a new premises opening, or a meeting spot being identified). The liquor accord in force in Invercargill means that the licensed premises (pubs) in the suburbs are generally closed by around midnight (on the weekend nights), which then naturally draws / attracts any late night revellers in to the CBD so that they can continue socialising.
34. The Invercargill CBD is also part of a designated (24/7) liquor ban area¹², which prevents people from possessing and consuming alcohol in a public place.
- Repeat observations and anecdotal information continue to indicate that a significant number of people continue to ignore the liquor ban by consuming alcohol whilst travelling around/through the CBD; this has been confirmed by the frequent quantity of bottles and associated rubbish visible throughout the CBD area, especially during the weekends.
 - It appears that a common practice has been for the ICC Rubbish Collectors (and street sweepers) to 'clean up' the CBD area prior to the general public arriving in the CBD for the day, which means that they do not get to witness the full extent of the bottles / rubbish left behind by late night revellers.

¹¹ Berwick, L. (2013, August 29). *Millions spread over 11 precincts in upgrade*. Retrieved 29 August 2013 from The Southland Times: www.stuff.co.nz.

¹² Invercargill Liquor Ban Area: www.icc.govt.nz/ServicesA-Z/LiquorLicensing/LiquorBan.aspx



PRE-LOADING:

35. A common practice identified in recent years has been for people (particularly those aged in their late teens - 20's) to drink elsewhere before heading in to the CBD area from about 11pm on Friday and Saturday evenings. This practice is commonly known as 'pre-loading', and it is often quite noticeable when groups of people are dropped off in the CBD (frequently by the carload, vanload and by taxis).
36. The president of the South Canterbury Hospitality Association has commented that "*only 25 per cent of alcohol is consumed on licensed premises. Most of the issues around excessive consumption occur from cheap supermarket purchases, but when they come to town we are left to deal with pre-loading, intoxication and its associated problems*".¹³ This indicates that pre-loading is not a practice that is specific to the Southland area, but may in fact be a nationwide issue, which is interesting given the (mostly) limited availability of alcohol from supermarkets in Southland due to the ILT and MLT.
37. AHRU staff have identified that one immediate way to eliminate 'pre-loading' would be to significantly increase the cost of alcohol purchased via off-license premises, and reduce the price of alcohol purchased via on-licenses. It is believed that this action would in effect cause more people to consume alcohol at licensed premises, which would in turn create other associated issues, so realistically it is not a viable option on a nationwide level.

OTHER FACTORS:

38. Lighting within the CBD is of a high standard on the main roads, but is of a low quality along alleyways (which are frequently used for shortcuts by patrons and shoppers), and some 'back streets'.
39. The availability of taxis during the night time has been a frequent topic of contention, especially when there are large events occurring and at 'closing times' at the weekends. In recent years there have been regular incidents of a violent nature involving intoxicated people (patrons) late at night in the CBD waiting for a taxi. Liaison has occurred on a regular basis with the various taxi companies in Invercargill in an effort to improve the situation.
40. CCTV surveillance is situated within the CBD area, and has been utilised on numerous occasions during police investigations in to criminal and alcohol-related offending; the system was recently upgraded. The ICC has indicated an intention to add other [existing] surveillance cameras (outside the CBD area) on to the system for improved coverage purposes.
 - Previous experience has highlighted the necessity for the cameras to be:
 - of good quality, and be regularly maintained (with software updated as appropriate)
 - strategically situated, and not prone or subject to foliage and other structures
 - actively monitored, especially during the peak times for alcohol-related offending and during significant events.

¹³ Bennett, J. (2013, August 23). *New Liquor Law 'passes buck'*. Retrieved 23 August 2013, from Timaru Herald: www.stuff.co.nz



PREVIOUS ANALYSES:

41. Various analyses have been completed by the Southland Police in recent years to identify aspects of alcohol-related offending in order to address it through proactive and preventive measures.
42. The majority of the analyses focused on the Invercargill City area, as historically that area accounts for the bulk of the reported offending in the entire Southland province. Measures (that were applicable to police) were identified during the analyses and implemented by police where appropriate across the Southland province as a means of best-practice, and to ensure a consistent approach when dealing with this type of offending.
43. The analyses concentrated on liquor related offences and confirmed a number of aspects relevant to the offending including timings, priority locations and areas, human behaviour and environmental issues.
44. Through the implementation of various proactive measures by police, and in conjunction with the liquor accord being adopted for the Invercargill City area, during 2010 and 2011 there was a noticeable decrease in alcohol associated offending in the Invercargill area between 9pm - 6am. Measures adopted by police included:
 - high profile (and regular) hotel visits
 - high visibility police presence on the streets and in the bars, prior to and after closing times
 - zero tolerance for alcohol related offending
 - enforcement of liquor bans (where applicable)
 - improved liaison with managers of licensed premises, to identify and remove intoxicated patrons
 - better use of CCTV (where available)
45. Further analyses conducted by Police in 2011 and 2012 established that reported alcohol-related offending in the Invercargill area had continued to decrease; it is believed that those decreases were directly attributable to the continued and concerted effort by all parties involved. The busiest period for 'calls to police and recorded offences' was established as midnight - 4am, which coincided with the busy period for local bars and 3am closing. Various conclusions and recommendations were made, which included:
 - similar liquor accords being considered for other urban areas
 - ensuring the availability of sufficient taxis between 2am - 4am
 - the operation of a 'late night' bus service (at the weekends)
 - restricting access to unused alleyways
 - making licensed premises responsible for the [specific] area in front of their establishment
 - offenders charged with alcohol related offences (that occurred in the CBD) be held to account for their actions and ordered to help clean up the CBD as part of their sentence
 - liaison with the MOJ regarding harsher penalties for inner city alcohol related offending
 - support for a 'national' one-way door policy (applicable from midnight).



PRIVATE PARTIES:

46. Private parties continue to be a seasonal type issue, especially in Invercargill, and particularly if an 'open invitation' is issued via Facebook; it has not been uncommon for hundreds of people to gather at an address, which is often only rented (and unfortunately the landlord/owner is left with the clean-up and repair bills). This type of issue is not specific to the Southland area, and has been seen repeated on various occasions throughout New Zealand as reported via the media.
47. This type of activity was further demonstrated in September 2013, during two large parties which occurred in close proximity to each other in Invercargill, and as reported via the media¹⁴. Information indicates that one party was advertised via social media sites (without the knowledge of the party host), and that a neighbour vacated their house for the evening, fearing noise, damage and violence issues.
48. In 2010, an analysis was completed of 'private parties' in Invercargill (and where alcohol related issues had been reported to the police); these incidents frequently involved a 'Noise Control' officer being required. The analysis established that:
- as well as the general noise associated to such an event, the physical number of people mingling on the various streets, as well as the amount of under-age drinking were the main contributing factors causing concern
 - the main times that the parties were occurring was on weekend nights, from 10pm - 5am
 - underage drinkers were more likely to gain access to alcohol at private [house] parties
 - large parties were more likely to occur at rented properties, meaning that landlords were often left with the [cost of] clean-up at some later date
 - large groups of people leaving a 'private party' frequently resulted in damaged being caused in the vicinity, especially if the party had been 'closed down' early
 - it is possible that other residents living in close vicinity to a large 'private party' (or frequent 'party house') may be intimidated or fearful that their own property will be damaged (and they will be financially penalised, as no offender will ever be identified) or of retribution should they make an official complaint to the council or police
 - a best practice format be adopted and implemented for identifying and addressing problem 'party locations' (which includes private dwellings as well as public halls or similar).
 - Information is readily available on-line in relation to 'party packs' or similar associated topics and includes registration details, checklists and information relating to a wide array of issues associated to large parties. It is likely that similar packs and information could be made available on-line locally in conjunction with ICC, SDC (Southland District Council), PHS (Public Health South) or another relevant organisation.
 - The NSW Police promote a 'Safe Celebrating' theme¹⁵; the website is geared towards the younger generation.
 - The Queensland Police promote a theme of 'Party Safe for Hosts'¹⁶.

¹⁴Russell, T. (2013, September 2). *Warning on Facebook perils after party arrests*. Retrieved 3 September 2013, from The Southland Times: <http://www.stuff.co.nz>

¹⁵www.youthsafe.org/current-projects/safe-celebrating/127-whats-already-happening-this-section-contains-links-to-existing-initiatives.html

¹⁶www.police.qld.gov.au/programs/cscp/personalSafety/youth/partySafe/checklist.htm



- The Western Australia Police provide guides to 'Hosting a Party for Teenagers'¹⁷.
- The Hawkes Bay Regional Council operates a 'party register' site¹⁸, which provides practical information including host responsibilities.

ONE-WAY DOOR POLICY:

49. The introduction of a one-way door policy has been discussed on numerous occasions by the Southland Police in recent years. Information obtained from other areas suggests that a one-way door policy being enforced (applicable) from 1am, would potentially help alleviate or remedy common situations encountered:
- people pre-loading, then arriving in the CBD anywhere from 10pm - 11pm onwards
 - the intoxication levels of patrons walking the streets (between bars) significantly increasing between 1am - 2am; apart from being noticeably more 'drunk', people get more aggressive and become more uncooperative
 - intoxicated patrons moving [migrating] between bars in the lead up to closing
 - would eliminate 'queues' occurring outside bars, especially from 1am onwards, and where the intoxication levels of people in the queue contributes to or results in violent, aggressive and disorderly behaviour
 - would compliment the current closing time of 3am, by forcing patrons to choose which licensed premise they wanted to stay in, rather than wander between premises, and potentially become involved in conflict (when effected by alcohol); it would also make them more responsible for their own behaviour, and allow the bars to plan for and better control the patrons in their premises.
 - It has been noted that *"evidence supporting one way door policies is inconclusive with research showing no long-term effects on assaults or violence"* and that *"one-way-door policies have been withdrawn in most places where they've been tried in Australia"*.¹⁹
 - The owner / operator of a security firm in Southland has suggested that a \$5 door charge (for entry from 11pm), could also be applied as well as (or instead of) a one-way door policy.
50. It is possible that a 3-month trial (of the one-way door policy and the \$5 door charge) in the Invercargill CBD area could identify the most appropriate and effective option.

CPO:

51. Controlled Purchase Operations (CPO'S) have been conducted throughout Southland on an adhoc basis by Police and Public Health South staff; the hit rate has been described as 'shocking' by AHRU staff, with various premises being caught breaching the Sale Of Liquor Act (multiple breaches have been detected on the same night at different locations). Suggestions to improve the situation have included that these types of operations should be conducted on a more regular basis, which would further encourage licensees and their staff to be on their guard more often surrounding the age of people purchasing alcohol.
- CPO'S should not be confined to just the main centres; due to the ease of travel, and unconfirmed (repeat) information that various premises are regularly selling alcohol to under-age people, licensed premises in the smaller rural communities and towns should also be considered for more regular CPO'S.

¹⁷ www.police.wa.gov.au/Yoursafety/Hostingaparty/tabid/1353/Default.aspx

¹⁸ www.partyregisterhb.co.nz/index.html

¹⁹ Hospitality New Zealand. *Fact v Fiction - Informing the debate on Local Alcohol Policies*. Retrieved 29 August 2013, from: www.hospitalitynz.org.nz/industry/FactvFiction.html



SPORTS CLUBS:

52. AHRU staff advise that anecdotal information, combined with unconfirmed or unreported incidents continue to indicate that alcohol-related issues are still of concern at some sports clubs throughout Southland. Generic type alcohol-related enforcement measures have been previously undertaken, however sports clubs as such (and similar type locations) have not been specifically targeted for any length of time. It has been recommended that a more proactive approach towards 'host responsibility'²⁰ would suitably address those (alleged and unreported) on-going issues and incidents.

INVERCARGILL CITY - OFFENCES:

53. The following data further reinforces information from previous analyses conducted by the Southland Police, and mentioned earlier in this document. It is strongly believed that proactive measures adopted by the police, as well as obtaining involvement from various community based groups and organisations, has had a positive effect in decreasing alcohol related offending across the Southland District.

Year	Alcohol-related offences
2008	2,900
2009	2,758
2010	2,385
2011	2,250
2012	2,265
Total	12,558

Table 1. Total number of alcohol-related offences by year of when the offence was committed

Age\Year	2008	2009	2010	2011	2012
0-9	8	3	4	2	7
10-13	57	48	81	49	55
14-17	365	404	426	271	247
18-24	808	719	567	528	563
25-30	204	186	184	202	209
31-50	334	348	317	315	305
51 and above	51	45	50	59	46
Unknown	1	0	0	0	0
Organisation	0	4	6	12	10
Total	1,828	1,757	1,635	1,438	1,442

Table 2. Age of offenders in alcohol-related offences by year of when the offence was committed

54. Data from 'Tables 2 and 3' was also corroborated during an analysis in 2009, that was completed in relation to public place violence in Invercargill. That analysis found that:
- alcohol was often a contributing factor in the violence
 - the majority of people involved were aged under 25 years (and spread across both genders)
 - the peak times for offending were on Friday and Saturday nights, between midnight - 6am

²⁰www.alcohol.org.nz/legislation-policy/host-responsibility



- offences most frequently occurred in the suburbs of Invercargill Central (the CBD), Avenal, Appleby and Strathern;
 - The CBD area was identified as a natural gathering area, especially late at night for socialising purposes, and when people had been consuming alcohol
 - Appleby and Strathern had also been identified as priority areas in relation to other criminal offending, and as a result in 2011 a Neighbourhood Policing Team (NPT) were deployed in the area for a 3-5 year term, with the intention of identifying and rectifying long term issues associated with the area.
 - Parts of these suburbs were also identified as potential lower socio-economic areas, which were acknowledged as a possible crime generator factor.
 - Enforcement by Police was identified as only one aspect of the solution, and that significant benefit could be achieved by involving external organisations.

Gender\Year	2008	2009	2010	2011	2012
Female	331	365	285	297	309
Male	1,384	1,331	1,298	1,088	1,070
Organisation	0	4	6	12	10
Unknown	113	57	46	41	53
Total	1,828	1,757	1,635	1,438	1,442

Table 3. Gender of offenders in alcohol-related offences by year of when the offence was committed

Ethnicity\Year	2008	2009	2010	2011	2012
Asian	2	7	3	5	7
Caucasian	1,265	1,202	1,120	953	975
Indian	4	4	12	6	4
Maori	456	462	437	400	386
Pacific Isle	38	49	34	53	43
Organisation	0	4	6	12	10
Other/Unknown	63	29	23	9	17
Total	1,828	1,757	1,635	1,438	1,442

Table 4. Ethnicity of offenders in alcohol-related offences by year of when the offence was committed

55. In 2011 and 2012, separate analyses were completed by the Invercargill Police to ascertain the effectiveness of intervention measures which had been previously adopted and utilised by police as a result of the Liquor Accord being implemented in Invercargill during 2010. The peak times for alcohol-related offending had been established as occurring between 9pm - 6am. Those analyses confirmed that:

- there had been significant decreases in detected alcohol-related offending during the 9pm - 6am period (this had occurred across a range of criminal offences)
- *"the liquor accord has had a positive impact on decreasing offending in Invercargill, however those decreases are more apparent in the Invercargill CBD"*
- community businesses should be surveyed to establish their concerns and satisfaction levels

56. In 2011, a further analysis also assessed alcohol-related violence offending in Southland involving people of Maori and Pacific Island ethnicity. It was found that:



- in relation to age, the level of intoxication varied little over the age groups
- if anything, older offenders had higher levels of intoxication
- of those people recorded as 'extremely intoxicated', the percentage of people of Maori descent was lower than all the other averages.
- NOTE: the level of intoxication is a subjective test; there is no numerical level ascertained, except where breath / blood alcohol samples are obtained under specific legislation (e.g. drink driving).

EXTERNAL INFORMATION:

57. A report by the Ministry Of Justice in 2013²¹, also indicates that there is a direct correlation between the lateness of closing hours of 'on and club' licence premises, and alcohol-related offending; the later the premises closes, the higher percentage of offending.
58. A report by the Ministry Of Health in 2012²², assessed information from people who had consumed alcohol within the previous 12 months. The report contained a number of 'Key Findings' which were consistent with information and data from other organisations, and included:
- one in five people had hazardous drinking patterns
 - in recent years, the level of hazardous drinking had significantly decreased for men but not among women
 - people aged 18–24 years (particularly men) were at higher risk of hazardous drinking, with the percentage of men almost double that of women, who exhibited hazardous drinking patterns
 - people of Maori ethnicity have higher rates of hazardous drinking
 - overall, adults of a European background who did consume alcohol were more likely to exhibit hazardous drinking patterns
 - people that lived in what could be termed lower-socioeconomic areas were less likely to have consumed alcohol, but were more likely to exhibit hazardous drinking patterns than someone living in a more affluent area.

²¹ Ministry Of Justice. (2013). *Risk Based Licensing Fees - Identifying Risk Factors for the New Zealand Context*. Ministry Of Justice.

²² Ministry Of Health. (April 2013). *Hazardous Drinking in 2011/12: Findings from the New Zealand Health Survey*. Ministry Of Health.



GORE - CALLS TO POLICE:

59. As demonstrated in the table opposite, calls to Police in the Gore area 'peaked' in 2009, and have been on a gradual decline since. This aligns with previous information outlined, regarding police analyses completed and best practice methods adopted across the wider Southland area.

Year	Alcohol-related events
2008	543
2009	595
2010	572
2011	539
2012	469
Total	2,718

60. Data grid maps for the Gore area in 2012 (refer page 34) are consistent with other analyses completed, and indicate that alcohol-related incidents and calls to police have:

- occurred at various areas across the town, with the main areas of the town identified as:
 - the Main Street - from around the Mobil Petrol Station, north to around the Traffors Hotel area:
 - for many years, this area of town has been a natural area for people to congregate, so is considered a crime attractor
 - McDonalds Restaurant and Mobil Gore (are situated next to each other at the south end of the main street area), are also the only two premises open late at night for food, which means that people are naturally attracted to this area, and congregate especially on Saturday and Sunday mornings between about 1am - 3:30am (which is also frequently after Traffors closes, or any other special event finishes for the evening).
 - McDonalds Restaurant is open until 11pm (Sunday - Wednesday evenings), and is open 24 hours per day Thursday - Saturday.
 - Mobil Gore is open 24/7
 - this area is also predominantly the Gore Liquor Ban area, which is in force 24/7. Due to the frequency of the same offenders breaching the liquor ban time and time again and either being warned, arrested (recidivist offenders) or having the alcohol tipped out (which seems to have the biggest effect), it is possible that the liquor ban may not be having the full deterrent effect that is expected.
 - East Gore - which relates to the Longford Tavern; in recent years, predominantly the main issues have related to specific events being held at the tavern (such as shearing events). The Maori Wardens have built up a good rapport at this premise, which has also assisted police in addressing some of the issues.
 - Other 'hot spot' areas that have occurred in the Gore area over recent years have related to various private / residential dwellings, which have also resulted in them being targeted by police as 'problem locations' (such as family violence, parties and disorder).
- Timings have predominantly shown that increased offending has occurred:
 - during weekends and holiday periods
 - Friday nights (between 10pm - 2am)
 - Saturday nights (between 9pm - 4am)

61. Historically, it is suspected that some licensed establishments in the Gore and Mataura areas may not be reporting all significant incidents to police (only when they require actual police assistance); it is thought that if this is the case it may be because those incidents would either reflect poorly on the duty managers or on the establishments (and the MLT).

62. The impression has been gained by some police staff that overall, rural based hotels and pubs are struggling; they are generally trying their best to cope with enforcement, licensing



and drink-drive provisions, however off-sales are potentially being dominated by the ability of people to obtain low-cost alcohol from licensed supermarkets and grocery stores.

63. The data grid maps for the Mataura area in 2012 (refer page 35) indicate that alcohol-related incidents and calls to police have been spread across the small township over recent years; most recently the 'hotspot areas' have related to various on-going disputes involving families and/or neighbours.
64. The Falls Hotel in Mataura is the only licensed premises in the township; for some considerable time, it's predominant best trading has been through the on-site bistro, motels and off-license sales, as opposed to the on-license trading; this corroborates the impression that some / many rural based pubs are struggling financially.

GANGS:

65. The Mongrel Mob and several 'Mob related' families own or live in houses in close vicinity to each other in the Mataura township. There have been a number of violence related incidents in recent years in the Gore and Mataura areas, involving younger members and associates of the Mongrel Mob; some of those incidents have included direct conflict with members of other groups / gangs. Due to the [sporadic] nature of reporting associated with gang related incidents, it has not been determined to what extent alcohol has been involved.
66. Recently, repeat unconfirmed information indicated that there had been a potential increase in the number of people associating or aligning themselves to the Black Power in the Gore area; it was previously suggested that the increase was intended to counteract a perceived increase in the presence of Mongrel Mob members in the area.
 - Due to previous (and serious) gang related incidents that have occurred throughout New Zealand as well as the Southland area, it is almost certain that if the Mongrel Mob and Black Power gangs [have or] continue to increase their presence in the Gore and Mataura areas, there will be incidents involving serious violence, and that some of that violence will include [innocent] members of the public.
 - It has been well documented (nationally) that those gangs are involved in criminal offending, and that illicit drugs and alcohol consumption plays a significant role within those gangs.
67. It is unknown if the MLT have any policy relating to gang insignia being worn or displayed on their premises; this would be especially relevant during the shearing championships, as Mongrel Mob members are well entrenched within the shearing industry in the Eastern Southland area. The Falls Hotel in Mataura does have a prominent sign banning any gang insignia on the premises.

ADDITIONAL ANALYSES:

68. Several other analyses completed by the Southland Police have focused on alcohol related offending in the Gore area.
69. In 2009, analysis was completed by Police in relation to a significant increase in alcohol-related offences occurring in the Gore area. It was established that:
 - the alcohol was being purchased elsewhere, and either being consumed at other locations or whilst travelling around the Gore township (and through a liquor ban area)
 - the offending was associated to a new premises which had opened [which was not alcohol-related] but was seen as a crime attractor (and a gathering spot) for people who had nothing better to do
 - over half of the offenders were aged in the 18-20 year age bracket



- the peak times for offending were consistent with analyses of other similar type offending throughout Southland, occurring on Friday and Saturday nights between 10pm - 4am.
70. An analysis was also completed relating to offender-alcohol consumption during the 2010-2011 Fiscal Years (FY) in the Gore area. During that period it was established that of the offenders dealt with for disorderly behaviour, a significant number were aged under 20 years (with the majority of those being effected by alcohol).
71. In 2012, an analysis of 'rural family violence' was completed for the Gore area. Anecdotal information suggested that any increase in family violence incidents may have been associated to spells of hot/good weather. The socialising time spent together by the couples/partners, combined with alcohol consumption was a known prelude to family violence, and that any corresponding deterioration in the weather would also result in a decrease of family violence incidents.



SOUTHLAND - CALLS TO POLICE:

72. As demonstrated in the table opposite, calls to Police in the Southland area 'peaked' in 2010, and have been on a gradual decline since.
73. Due to the geographical size of the Southland District, the physical size of most of the rural based towns, and the [relatively small] number of total offences involved, it is impractical to establish any specific clustering (or hotspots) of offences. In generic terms, data grid maps for the Southland area in 2012 (refer page 37) indicate that alcohol-related incidents and calls to police:

Year	Alcohol-related events
2008	502
2009	489
2010	526
2011	512
2012	403
Total	2,432

- occurred sporadically, although there was some definite increased offending during the weekends or specific high profile events
 - on Saturday evenings between 9pm - 2am
74. Historically, any time a significant event occurs in a rural community, common sense indicates that they have a considerable influence and impact over people living in that area.
75. In recent years, significant alcohol-related events in the rural area of Southland have included:
- 2008 - an intoxicated male died after being struck, and falling to the ground outside a hotel.
 - 2010 - a female had been drinking at a hotel, and died after her vehicle struck a single lane bridge and was engulfed by fire; she was found to have had an excessive blood/alcohol level.
 - 2010 - a male had been consuming alcohol at a rural hotel, and decided to walk to a rural property about 10 kilometres away. At some stage he lay down on the road before he was run over by a passing vehicle.
 - 2011 - a group of males (aged in their late teens - early 20's) were known to be consuming alcohol (which was condoned by one of their parents), before heading in to town looking for trouble (especially violence). It was believed that they targeted tourists, who were less likely to make any complaints, and it was possible that some of the group may have been travelling to other areas to cause similar problems.

TE ANAU:

76. Licensed premises in the Te Anau area are not subject to any of the Licensing Trust restrictions, but have agreed to operate pursuant to the Southland Liquor Accord; alcohol is available from the various supermarkets, which are situated within the township.
77. The current agreement is that the licensed premises close at 1am; if they have a special license, then they close at 2am. Off-license premises cease trading at 11pm.
- A standardised closing time (with good liaison between the bars by management / staff etc) has visibly discouraged the practice of people migrating between licensed premises.
78. There is a full-time liquor ban area in force (active 24/7) in the Te Anau town centre; this has proved useful in dealing with issues as they are detected; there is sufficient signage in place advertising the liquor ban area.
- Tourists breaching the liquor ban are usually unaware of the restrictions, and do not generally cause any additional issues



- Especially during the summer months, it is noticeable the number of people aged in the 18-20 year age bracket, who bring alcohol in to the town, on their way to the pubs (or other licensed premises)
 - Predominantly, the problem age group is people aged 15-18 year olds; anecdotal information indicates that people in this age group are obtaining their alcohol via an older age group or directly from various / assorted off-license premises.
79. The tourist town has a number of licensed premises, which are independently operated; the main hotspots are the two bars in the town; other licensed premises are also well patronised, but don't generally cause too many issues due to various factors including their location and the type of clientele they attract (boaties, crib owners etc).
80. Significant work has been completed between Police and the licensed premises in Te Anau, which has included:
- the two bars which have readily adopted the liquor accord; staff training has also contributed to identifying issues before they arise; capable management of patrons by door staff, and intoxicated patrons by other staff is seen as essential to further reducing alcohol-related incidents at the premises (*if you manage the doors, you manage the problem*).
 - Courtesy vehicles - do operate in the area, and have proved effective; there are no taxis in the township, which has been off-set by the availability of courtesy vehicles
 - For small 'rural based' towns, it may be pertinent to consider the size of the licensed premises vs the need for a courtesy vehicle.
 - licensed premises having trained managers who understand their responsibilities and what their role requires, including appropriate support for their staff and a better focus on patrons (not just about making money for the business).
 - training of staff, especially those employed in restaurants and relating to intoxication levels and underage patrons (responsibilities under the Sale Of Liquor Act); restaurant staff are frequently young and / or tourists from overseas
 - additional suggestions have included having entertainment (live bands etc) at venues earlier in the night (e.g. from 9pm - 11pm; instead of midnight - 2am which may actually encourage 'pre-loading', and result in patrons being more heavily intoxicated later during the night)
 - off-license premises - the availability of 'cheap alcohol' via supermarkets and similar locations continues to cause concern, and be a contributing factor in alcohol-related issues.
 - during the past 2 years, considerable work has taken place with the various sports clubs in the area, to the point where managers have been employed, and a noticeable change of culture has been evident; this has resulted in things like more cars being left parked at specific locations overnight, as well as a drop in alcohol related vehicle crashes
 - an increase in 'Special Licenses' being granted to various clubs and organisations throughout the area; these clubs have predominantly attracted an older age group (which is not generally the age group causing concerns / issues); big events are well catered for, with many now having managers on site.
81. Considerable work has also been done in the Te Anau area in relation to shearer's quarters; it is considered that they are generally / fairly well policed and do not cause any significant issues.
82. A number of CPO'S have been conducted in the area during joint operations by Police and Public Health South (PHS) staff, with a number of breaches being detected. As a result of



those operations and other relevant information, some suggestions have been recommended by police staff involved in liquor licensing aspects:

- Local Councils and the District Licensing Agency (DLA) should have a greater involvement in actual site visits of licensed premises (conducted at appropriate times) to get a first hand experience of some of the issues being experienced
- The DLA having more responsibility for training, detection and enforcement of alcohol related issues (that are specific to licensed premises).
 - The issue of police staff working around licensed premises closing hours in the rural sector (in order to deal with alcohol-related issues that occur then) has been a topic of discussion for many years. It may be more beneficial for the DLA to take a more prominent role in the rural sector, and be seen to enforce licensing rules during operating hours (as opposed to an apparent administrative function) or taking a more active role in working with police in this area.
- For any serious or continued breaches detected by a licensee or manager, the Liquor Licensing Authority (LLA) should stipulate an appropriate 'closing day'; it is believed that some restaurants and other licensed premises choose to close on days that best suit them (e.g. not high trading days), which reduces the effect of the penalty.
- Although it may require a legislative change, the ability to issue an instant fine for [minor] liquor license breaches or first time offenders, would significantly free up District Court and LLA hearing time.
- Licensees should ensure that:
 - Managers put in charge are suitably experienced and trained; not simply that they hold a Managers certificate; maturity and experience is important to the running of premises.
 - Duty managers need to be sufficiently supported by the owner/licensee, including providing sufficient bar staff and door staff to enable them to control the premises properly; it is believed that staff numbers are often reduced as a cost saving measure, resulting in insufficient staff at peak times of trading, which then results in alcohol-related problems.
 - Responsibility is taken to ensure that intoxicated persons are more actively prevented from entering licensed premises, rather than dealing with them once they are in the premises.

83. Te Anau Police have advised that the introduction of the Southland Liquor Accord has helped reduce the late night disorder problem which was occurring in the township, and that it is believed that the introduction of a one-way door policy would stop repeat incidents of confrontation between people and damage being caused in the township as groups of people wander between the licensed premises late at night.

TOURIST FACTORS:

84. During the peak tourist season (between October - March), there is a large influx of seasonal workers to the Te Anau area.

- In recent years, the current financial climate has resulted in reduced wage rates being offered by employers; it appears that this may tend to attract 'lower quality' younger people (chefs, kitchen hands etc) who are potentially not as committed to their employment, and that they are given minimal training; the situation then frequently results in alcohol related issues wherever the younger employees tend to be residing (often in a group setting in rented flats). Anecdotal information has revealed that these groups do not really tend to drink beer and wine, but more the pre-mix (RTD) style of alcohol.



- It has been suggested that this situation may change when the current economic environment improves, and young people of a 'higher quality' are employed during the peak tourist season.
- Due to the ages of these groups of people, there is also a noticeable trend of '18 year olds' purchasing the alcohol, and then providing it to people in the younger age bracket (≈ 16 years); prior to the change in legislation, it was the '20 year olds' purchasing the alcohol, and providing it to the younger age bracket (≈ 18 years).

LAP CONSIDERATIONS:

85. Te Anau Police have suggested that any significant changes recommended by the LAP, also need to consider factors present in smaller towns / areas, that may be hard to cater for, but are necessary for the development (and survival) of the area:

- in a small town, everything is within easy walking distance
- within a 200 - 500 metre radius, there will be a wide variety of businesses
- it is likely that any new licensed premises will be within close proximity to a school or childcare facility:
 - the DLA should consider issuing licences that are appropriate to the location (town/area) and type of venue (any 'Southland wide policy' may need to be altered to accommodate factors specific to the small rural towns).
 - there should be some room for movement, where appropriate recommendations can be discussed and approved at a town council (or other identified business/organisation format) level. At this level, other factors could be imposed were appropriate for new applications, such as has recently occurred in Te Anau:
 - I. decibel readings (noise levels)
 - II. local ownership (community factor)
 - III. dual purpose role (info centre during the day, and licensed premise at night).

WESTERN SOUTHLAND:

86. In the Western Southland area, a number of potential issues have been highlighted, that may not be as readily apparent in other areas of Southland.

87. In some of the small rural towns, there are groups of people in the 15 - 18 year age bracket who are causing (or involved in) repeat alcohol-related incidents. Observations by police staff, and information makes it clearly obvious that:

- pre-mixed RTD's [Ready To Drink] are the alcoholic drink of choice by that age group; certain brands have a significantly high alcohol content, which results in a quicker effect on the consumer
- pre-loading is a significant issue that occurs on a regular basis, and is aided by the availability of, and easy access to cheap alcohol.

88. On the whole, the pubs / hotels / bars are well managed; there is really only one specific premise which is causing significant issues - this is related to the manager, and is currently being worked through.

89. It is believed that generally, people in the Western Southland area are not openly flouting the drink-drive laws, however it is accepted that in the rural community (and to various degrees), some people will always drink and drive.



90. Gambling (pokie) machines are another big draw-card for licensed premises, but unfortunately all too often it is clear to see that the people playing / gambling on those machines, are people that can not really afford it, and who should potentially be using that money for other necessities in life, which then has a corresponding effect on other organisations and 'benefits'.
91. Although the financial turnover is not known, observations indicate that the New World Supermarket at Winton does a significant trade in relation to selling alcohol.
- Large numbers of people have been consistently observed leaving the supermarket with large quantities of alcohol
 - It is common knowledge that a significant number of people regularly travel from Invercargill to Winton New World in order to purchase their alcohol (at advertised / reduced rates).
92. There is no liquor ban [area] in force in the Winton township, with premises in the Western Southland area being licensed until:
- off-license = 1am
 - on-license = 3am.

SPORTS CLUBS:

93. Although there have been limited calls to police, personal observations by police staff and consistent information indicates that some sports clubs (and in particular some rugby clubs) have significant alcohol issues including intoxication levels and unreported incidents. It has been suggested that an on-going culture of alcohol being associated to sport is almost counter-productive or hindering the ability to address alcohol-related incidents and offending. This is also evident through advertising and the media (such as people being interviewed about or after a sports game, while consuming alcohol or with alcohol being visible / present), which frequently involves sports icons at a national level.
- The activity of the sports club should dictate what hours they need to be open; where a sport (associated to a particular club) has finished at 5pm, then the question is 'Does that sports club still need to be open at midnight?'
 - One recent incident involved a committee member of a rugby club approaching police in relation to the behaviour of members and spectators at events, who were effected by alcohol. That situation has been improved through police involvement, however it highlights the use and concern of alcohol associated to various sports clubs.



Possible Prevention Measures

GANGS:

94. In recent months, there has been a noticeable increase in the frequency of patched gang members in the Invercargill CBD area late at night, especially prior to and around closing time of various licensed premises. On numerous instances, it is obvious that drug dealing activity is or has taken place involving the gang members, and that intimidation tactics may have been utilised. There have also been a number of similar incidents where the known gang members have been in the licensed premises but not wearing any form of gang insignia or associated coloured clothing, and also involved known gang prospects and / or associates.

- The ILT has undertaken to refuse entry to any licensed premises by any gang members wearing gang patches
- The frequency with which some gangs turn-over prospects and [active] associates, combined with current legislation and practices around identification of gang members to various organisations, are significant factors which hinder / prevent the exchange of timely information, which may be beneficial to public safety and reducing crime.
 - There have also been periodic instances in Invercargill where it is likely that some form of 'drink spiking' has taken place (usually a female that has been effected), but it is unknown if these events have any gang connections.

UNLICENSED PREMISES:

95. Unconfirmed, but consistent information, indicates that it is likely that there have been a number of [illegal] unlicensed premises operating in the Invercargill area for a number of years; these include premises operating as bars, and also selling home-brew. One was being operated by a local gang (has since been closed down by Police), while another (long term, and high volume turnover premise) is currently being investigated by the Invercargill Police.

96. There are at least three other illegal premises which have been suspected, but no evidence has ever been confirmed to support those suspicions, as information is extremely difficult to obtain; people operating these premises only tend to sell to close friends and associates.

ADDITIONAL INFORMATION:

97. It has previously been accepted and proven that alcohol plays a significant part in domestic related incidents. An analysis of Southland Family Violence (FV) in 2012 also established that "*There is insufficient information recorded in relation to alcohol consumption of victims and offenders in Southland.*" Youth were also identified as being involved in a significant number of family violence incidents in Southland. The report also identified a number of 'Key Points'²³ relating to alcohol consumption:

- There is a strong link between alcohol and violent crime.
- The interaction is complex and can be causal.
- Alcohol increased the risk of a situation escalating into physical violence.

²³ Alcohol Health Watch Fact Sheet (2006). Alcohol Health Watch: www.ahw.org.nz



- Men appear more likely than women to engage in violent behaviour after consumption of alcohol.
- Alcohol use can be a significant factor in family violence.
- Parental alcohol abuse can exacerbate child abuse, neglect and injury and can lead to the child developing substance abuse and violence problems.
- Effectively addressing the co-existing problems of alcohol use/abuse and violence requires an integrated, coordinated response by a range of agencies.

98.A report by Public Health South²⁴ has also highlighted alcohol related concerns by another organisation:

- *"We have the highest prevalence of hazardous drinking among all district health board regions...and a statistically significantly higher prevalence of hazardous drinking than the national average (25.1% versus 17.0%)."*
- there was overwhelming consensus that the *"availability of alcohol from licensed premises significantly contributes to alcohol-related problems in their district."*
- The main recommendations included:
 - Implementing a Local Alcohol Policy that restricts the trading hours of licensed premises. We confirm the SDHB position statement on alcohol:
 - Restrict on-licenses from selling alcohol after 2am
 - Restrict off-licenses to selling alcohol between 8am and 10pm
 - Restrict the location, number and density of all licensed premises to protect "the amenity and good order of the locality (so that it is) pleasant and agreeable" (as per the Sale and Supply of Alcohol Act 2012).

99.A literature review²⁵ undertaken by Christchurch City Council (in preparation for the drafting of a LAP) found that the most effective ways to reduce alcohol-related harm are to:

- Increase the price of alcohol.
- Reduce the availability of alcohol (e.g. minimum age of purchase, hours of availability, number and location of outlets). The literature review found that trading into the early hours of the morning results in increased alcohol use and associated harms (such as violence). Adding or subtracting just one or two hours of trading after midnight can make a significant difference to alcohol-related violence.
- Ban alcohol advertising.
- Enforcing legislation measures to reduce drink-driving and individually directed interventions targeted at already at-risk drivers.

100. Indications are that certain responses to assaults in and around bars have limited effectiveness²⁶; it therefore suggests that by continuing to pursue those avenues, will yield few if any benefits.

- **Extra police patrols in and around bars.** This only achieves to increase the number of reported offences that would 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*

²⁴ Public Health South. (July 2013). *The Impact of Alcohol on the Health of Southern Communities*. Southern District Health Board.

²⁵ Christchurch City Council. (2013). *A brief summary of two recent studies*. Christchurch City Council. Refer: www.resources.ccc.govt.nz/files/TheCouncil/policiesreportsstrategies/policies/groups/alcohol/SummaryofMinistryofHealthandWellingtonCityCouncilstudies.pdf

²⁶ Scott, M., Dedel, K. *Assaults in and Around Bars - 2nd Edition*. U.S. Department of Justice. Retrieved 28 August 2013, from Popcenter: www.popcenter.org/problems/pdfs/Assaults_in_and_Around_Bars.pdf



bars responsibly", and 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.** It is believed that this does not work due to drinkers / patrons thinking that responsible drinking is not relevant to their own individual circumstances. Media messages about responsible drinking have been counteracted by various other information and messages from other alcohol related industries and promotions. It has been suggested that the most appropriate form of enforcement would be to target irresponsible bar advertising.
- **Prohibiting the sale and consumption of alcohol.** This can create new problems, such as the creation of an illegal alcohol market.

101. As reported via the media, a long term Christchurch Study involving assessing the development of 1265 children over a 35 year period has found that *"up to a quarter of New Zealanders aged 21 to 30 have a problem with alcohol affecting their daily lives, making them more susceptible to commit crime, inflict or be victims of violence, and contemplate suicide".*²⁷ The survey also concludes that the results suggest²⁸:

- *that there are pervasive and persistent linkages between alcohol misuse and a range of adverse psychosocial outcomes. A reduction in levels of alcohol misuse amongst individuals of this age group could reduce substantially the overall level of personal and societal cost of hazardous levels of alcohol consumption.*
- *a causal association between alcohol misuse and "impulsive" crimes such as assault and property damage/vandalism/arson, with estimates suggesting that AAD [alcohol abuse/dependence] accounted for approximately 9.6–9.9% of these types of reported offending in the cohort.*

102. Nationally, Police have proposed that the following conditions should be considered for Local Alcohol Policies:

- Design and layout requirements (CPTED)
- Minimum seating requirements (or maximum patron numbers - should be set by councils, and enforced)
- Queue management
- Prescribed ratio of security staff to patrons
- Training requirements for staff
- Management requirements (e.g., number of staff, duty managers)
- Glow vests or hi-visibility jackets for security staff
- Free non-alcoholic drinks to designated drivers
- Transport for patrons
- Cleaning the outside of the premises; removal of litter, vomit, etc
- Advertising and signage restrictions
- Restrictions on use of external audio
- Use of CCTV

²⁷Stewart, A. (2013, September 4). *One in 20 young Kiwis addicted to booze*. Retrieved 6 September 2013 from: www.stuff.co.nz

²⁸Fergusson, D., Boden, J., Horwood, L. (2013). *Alcohol misuse and psychosocial outcomes in young adulthood: Results from a longitudinal birth cohort studied to age 30*. University of Otago.



- Ten minutes of no alcohol service every hour
- Restrictions on the use of glass vessels after 11pm
- No 'shots' served after midnight
- Limits on the number of drinks sold in any one transaction
- Restrictions on discounting / activities (e.g, happy hours, drinking games, shots, cage fights)
- Minimum wind-down periods, or closing for short durations to encourage a break in drinking and food consumption
- Licensee to keep a register of incidents (on-site and in immediate vicinity)
- Mandatory notification to Police of violent incidents (on-site and in immediate vicinity)

103. The Southland Police propose that the following measures also be considered when developing a Local Alcohol Policy, in order to retain a consistent approach towards liquor licensing and alcohol related issues across the province, and to further compliment the positive changes that have been accomplished to date through the implementation of the 3am Liquor Accord. Some of these conditions are consistent with national police proposals, while other conditions have been identified as appropriate and most beneficial to alcohol-related offending across the entire Southland province.

- **Restaurants:** 7am - 1am
 - currently licensed until 3am, however it is believed that they are effectively trading as a 'tavern' between 1am - 3am
- **Off-Licences:** 8am - 10pm
 - also applicable to small rural licensed premises, where the off-license sale occurs 'across the bar'
 - 20yrs = minimum age to purchase at an off-license premises
 - for those off-license premises (supermarkets etc) outside the 'Licensing Trust' areas, a recent study (July 2013) of a sample of Wellington off licences found that after 9pm on Friday and Saturday, customers purchasing alcohol from supermarkets began to purchase only alcohol (i.e. with no food items).²⁹ By 10pm, *"the type of food purchased changed as the night progressed, with respondents becoming more likely to buy only alcohol and no food and less likely to buy snacks or grocery items."*
- **On-Licences:** 8am - 3am
 - one-way door policy to apply from 1am; to commence with a 12 month trial period, with assessment after 6 months
 - 18yrs = minimum age to purchase at an on-license premises
- Sports clubs - licensed until 10pm
 - 'special events' would be covered under a 'special license' application
- Maximum occupancies of on-licence and club-licence premises to be set and enforced as part of licence conditions.
- Any new prospective licensees are required to consult with the local Police and/or AHRU in the early stages of premises development; this could result in opportunities for CPTED principles to be considered and adopted.

²⁹Wellington City Council. (June 2013). *The Role of Alcohol in Wellington City*. Wellington City Council. Retrieved 3 September 2013, from: www.wellington.govt.nz



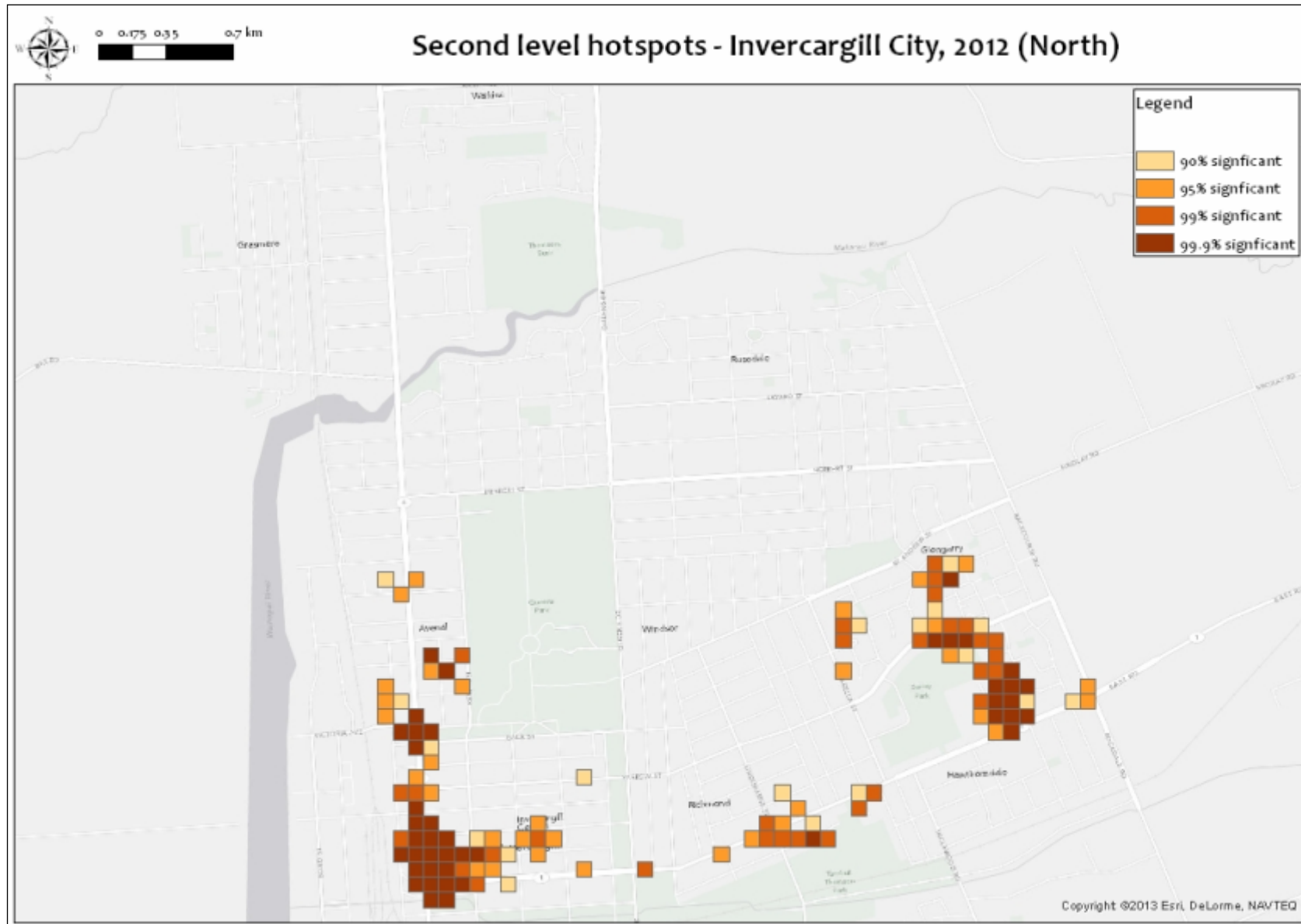
- Restrictions on the locations of any new licensed premises (all types) to be in Council-designated business zones only.
- Banning known practices which encourage patrons to drink quickly, such as announcing "last call", having extended happy-hours, severing multiple drinks at one time, and drinking contests / games.
- Restricting alcohol price discounts; research has 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.
- On-going training of on-licence and club-licence staff to include the following:
 - Identification of levels of intoxication (most effective by someone other than the bar staff members serving the patrons).
 - Communication skills to improve dealing with people affected by alcohol.
 - Conflict resolution skills to enable servers and other licensed 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.³⁰
- Introducing requirements that (where available), a minimum number of taxi's and courtesy vans (or similar) are available after closing time. Research has found that adequate public transport availability, particularly after closing time, reduces competition for transportation, and more quickly clears the streets of intoxicated people³¹; this has a direct effect on alcohol-related incidents and offending.
- All on-licence and club-licence premises encouraged to establish (and enforce) clear rules of conduct for patrons, and that the rules of conduct must be prominently displayed. A more permissive atmosphere in licensed premises has been previously associated with higher levels of aggression.³²
- CCTV placement (internal and external at each licensed premises) and software quality
- Set ratio of patrons: door/security staff
- No 'double shots' to be served after 1am
- Glow vests or 'professional jackets' (and visible identification) be worn at all times by door and security staff
- Free non-alcoholic drinks be available for designated drivers
- Music be turned off at the set closing time
- Venue lights be turned on at the set closing time

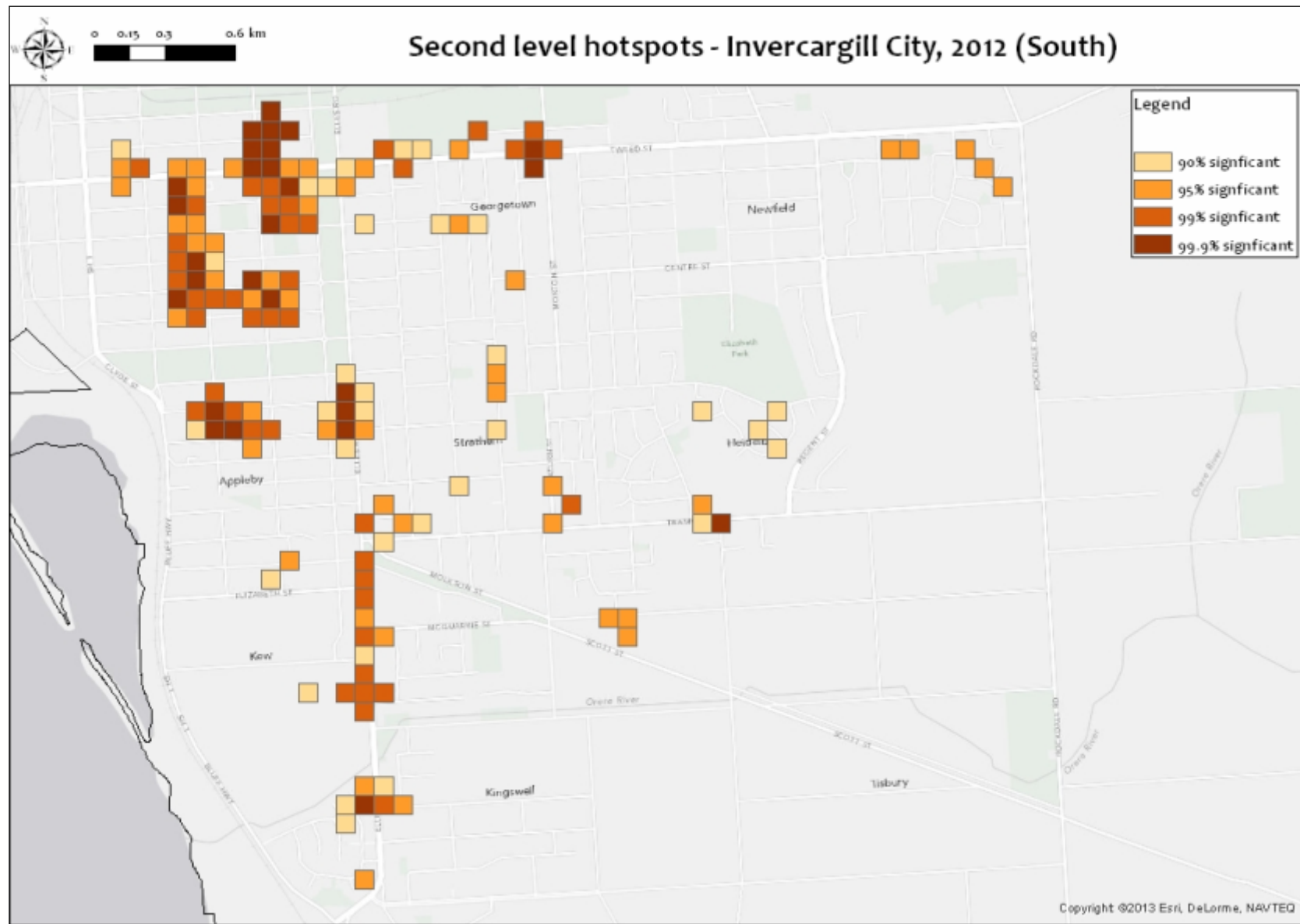
³⁰www.popcenter.org/problems/pdfs/Assaults_in_and_Around_Bars.pdf. p25

³¹Ibid., p26

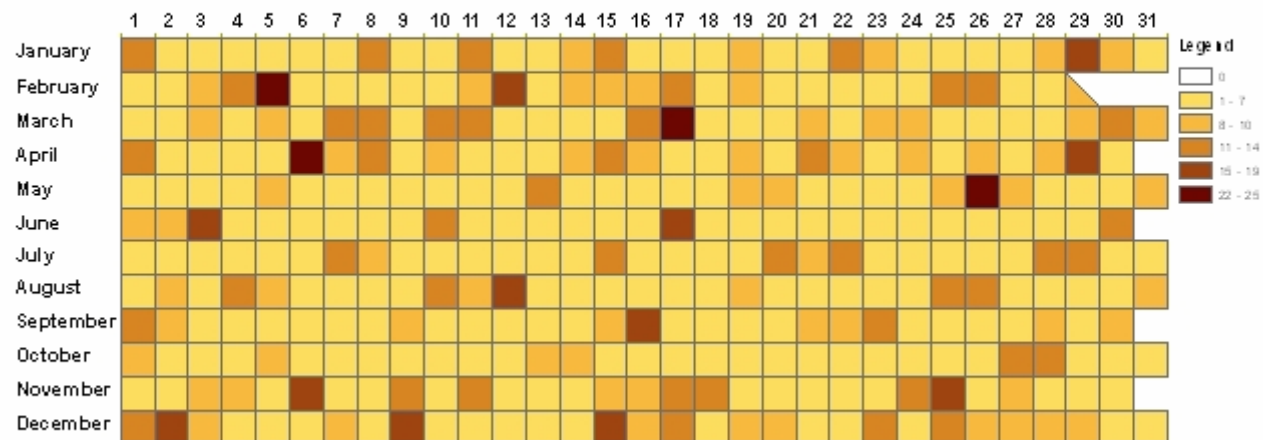
³²Ibid., p28

Appendix 1 – Hotspot Maps and Data clocks

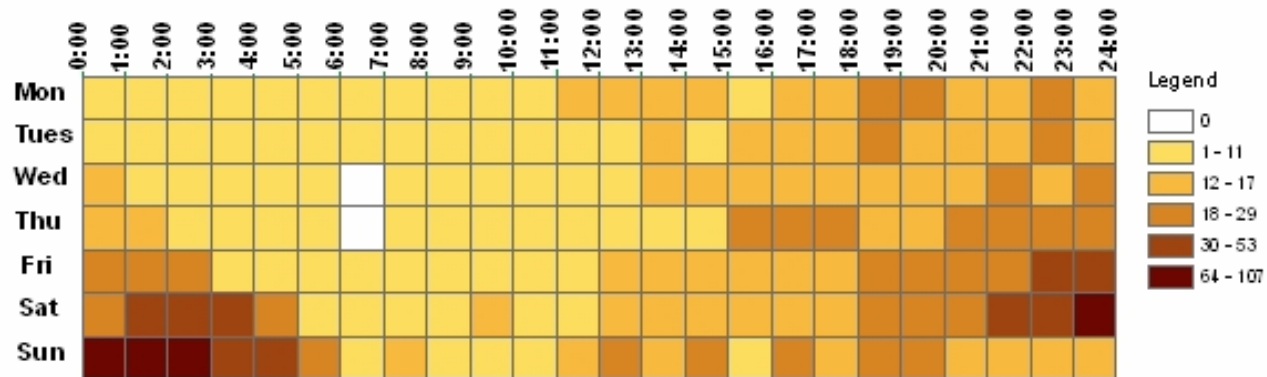


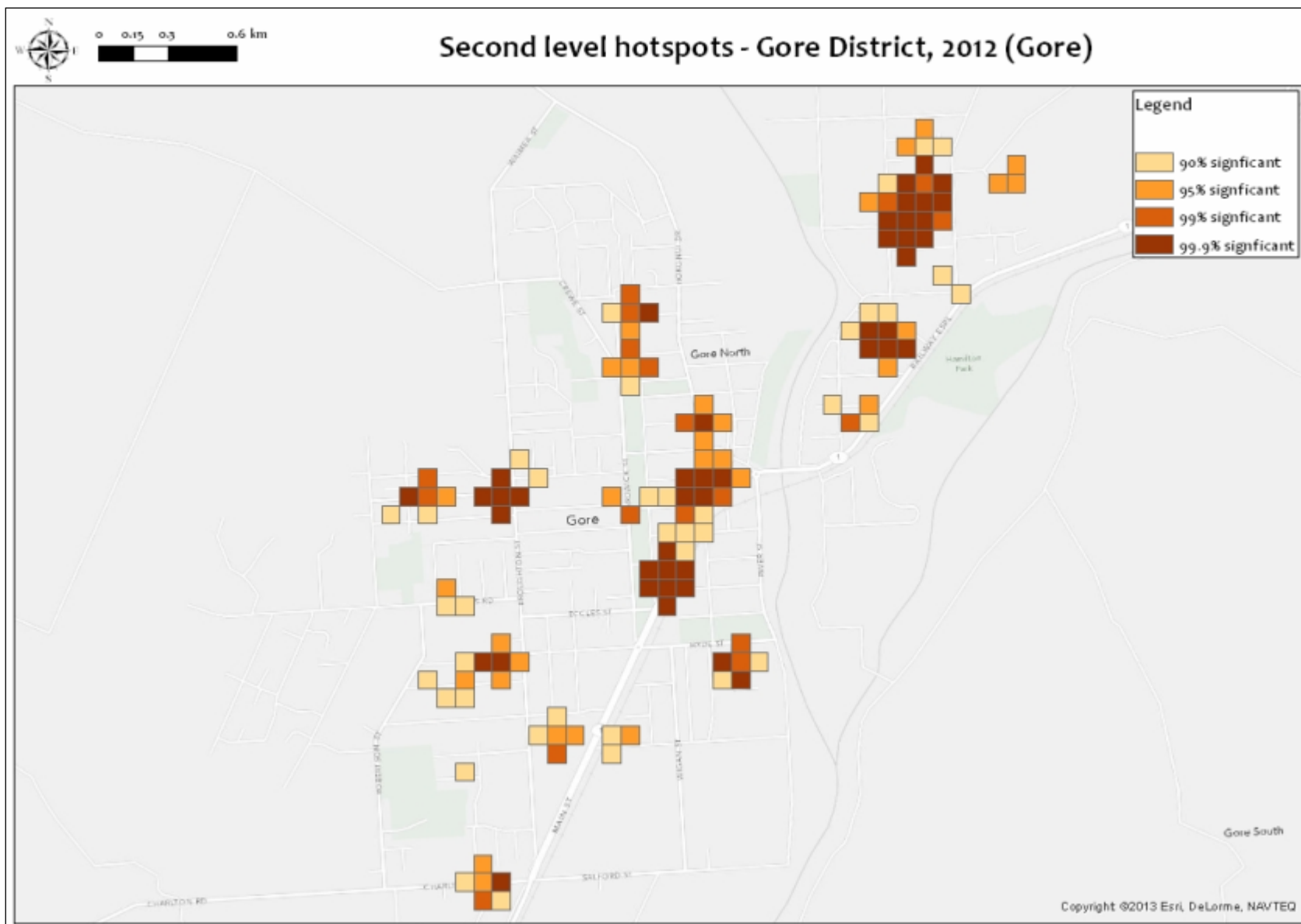


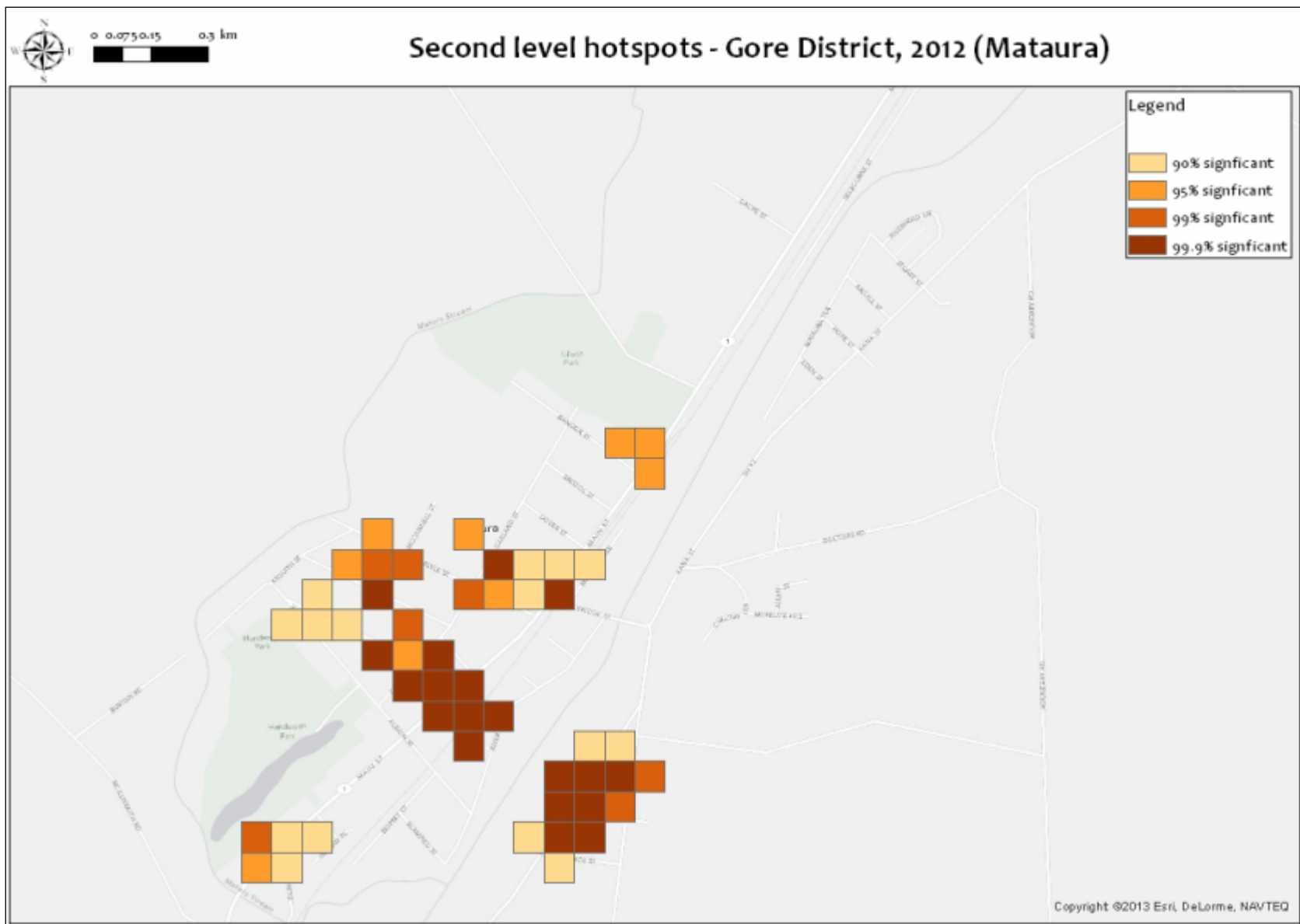
Alcohol-related calls that occurred in second level hotspots -
Invercargill City, 2012



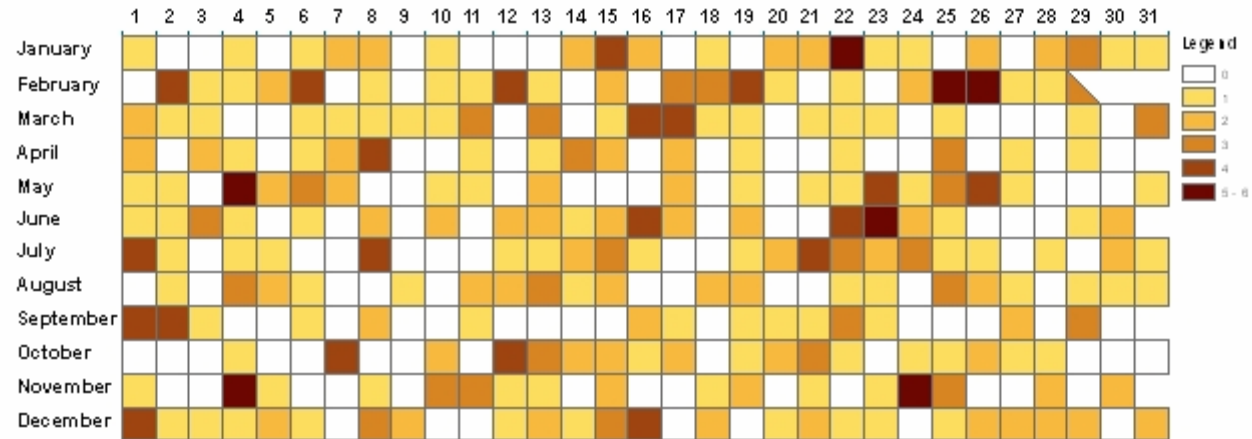
Alcohol-related calls that occurred in second level hotspots -
Invercargill City, 2012



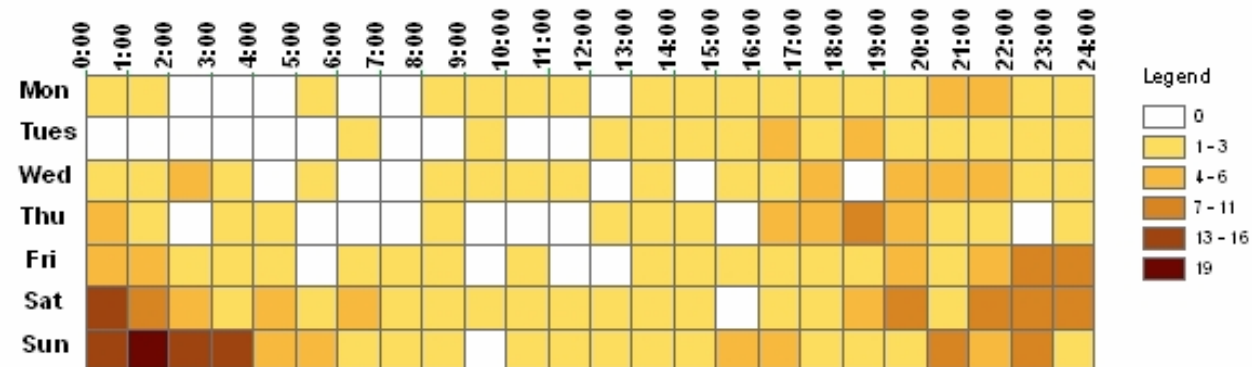




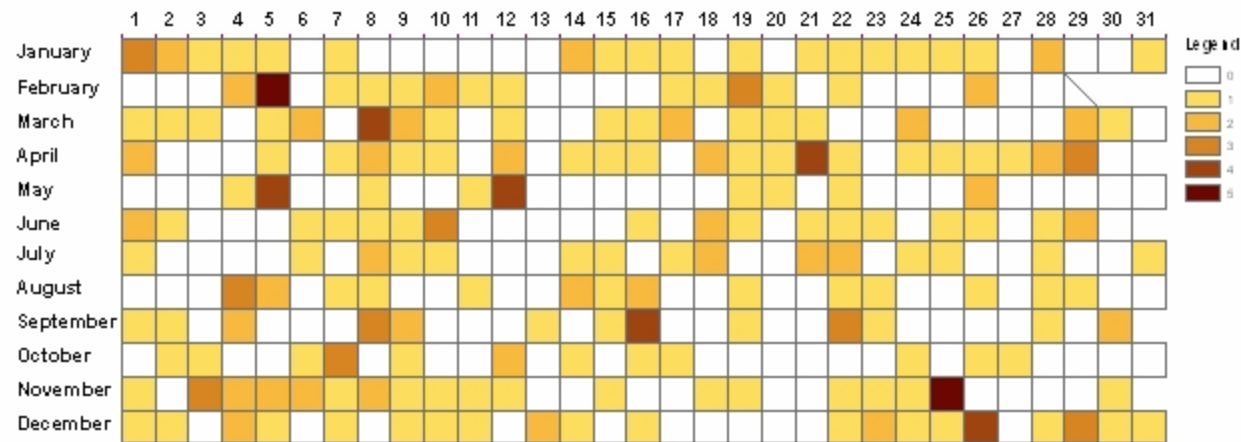
Alcohol-related calls that occurred in second level hotspots -
Gore District, 2012



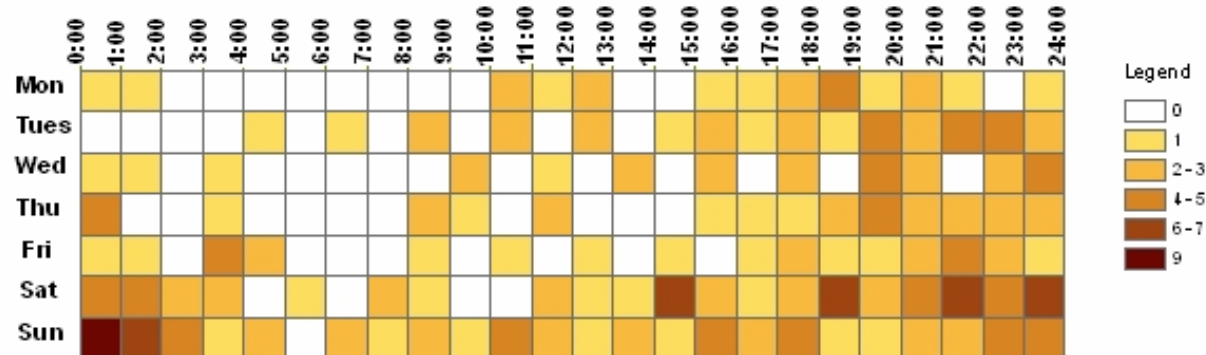
Alcohol-related calls that occurred in second level hotspots -
Gore District, 2012

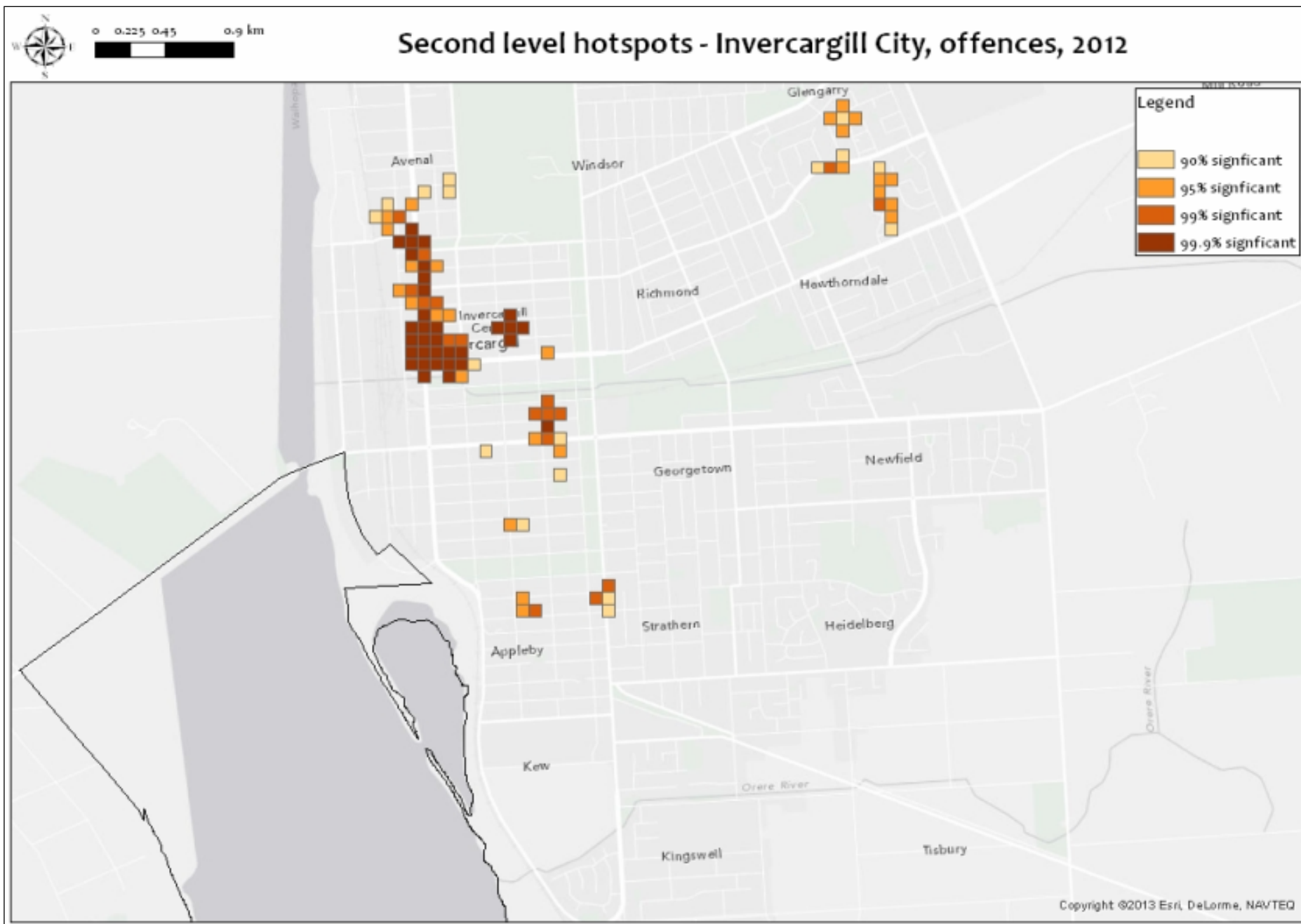


Alcohol-related calls that occurred in second level hotspots -
Southland District, 2012

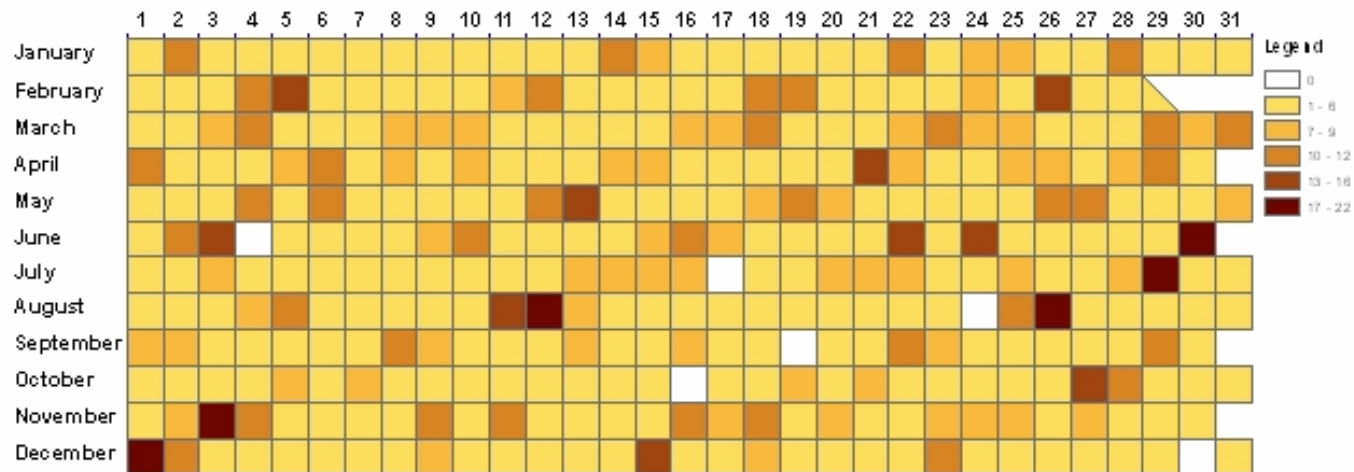


Alcohol-related calls that occurred in second level hotspots -
Southland District, 2012

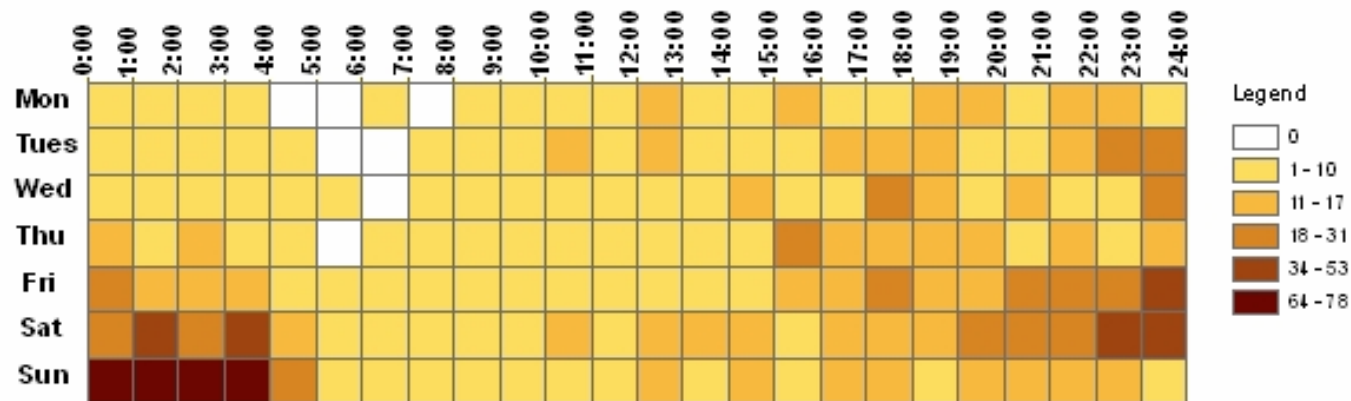




Alcohol-related offences committed in second level hotspots -
Invercargill City, 2012



Alcohol-related offences committed in second level hotspots -
Invercargill City, 2012



Appendix 2 – Invercargill Licensed Premises

