

Calls to Police related to alcohol

Lower Hutt City

Released 31 December 2013



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CAVEAT

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



Key Findings

Between January 2008 and December 2012 the community rang Police about 29,047 alcohol-related events in Lower Hutt City. This analysis shows that:

- > Alcohol-related calls to Police have increased slightly over the five year period.
- > Alcohol-related calls peaked in 2011 before reducing slightly in 2012.
- > During the same period of time reported crime reduced by between 18% 24%.
- While Police and the community have made in-roads addressing the drivers of crime, there are further opportunities to improve community safety by addressing alcohol-related harm.
- While the number of events averages out to 5,800 events per year, or 16 events each day, risk is not evenly spread across the week or across the year. In Lower Hutt, high risk:
 - times during the week are Friday/Saturday night from 2200hrs –0200hrs and Saturday/Sunday night from 2200hrs – 0200hrs. These times coincide with peak operating hours for the majority of Lower Hutt's licensed premises.
 - o months of the year are warmer (in order of priority): January, February, March and December.
- Risk is also concentrated into various hot CBD and residential locations throughout Lower Hutt City. The hot location pattern has been consistent across the last five years.
- While demand from within Lower Hutt's two primary entertainment areas (Lower Hutt and Petone CBD's) has diminished, several suburban locations continue to require Police intervention.

Police would like to continue to strengthen partnerships with the Lower Hutt City Territorial Authority and other partners to develop solutions that will increase community safety and reduce the demand currently placed on Police resources.

This report contains the interventions which we think are most likely to reduce alcohol-related harm, reduce demand on Police resources, and improve community safety.

> We are interested in working together to refine our current strategies:

- o local area liquor bans,
- o the closed circuit television (CCTV) network,
- o utilising Safe City Ambassadors and Community Patrols,
- o Controlled Purchase Operations, and
- the combined efforts of the Hutt Valley Alcohol Harm Reduction Officer in conjunction with local alcohol accords.
- We would also like to implement recent Police submissions in relation to the Hutt City Local Alcohol Plan including:
 - o stopping all alcohol sales from off license premises at 9pm,
 - o implementing a one-way door policy in CBD licensed premises at 1am,
 - o closing all other licensed premises by 1am, and
 - o closing CBD based licensed premises by 2am.
- We will continue to:
 - work with partners to identify, develop and implement new initiatives to reduce alcohol-related harm and encourage and promote safe drinking practices.
 - Contribute to Safe Hutt Valleys alcohol related harm work stream and other multiagency initiatives such as the Liquor Enforcement Group and the Alcohol Harm Minimisation Group.

It is clear from this analysis that there are also significant harm-reduction opportunities within several local suburban communities. The majority of the alcohol-related calls from high-risk suburbs are also:



- family violence events,
- other interpersonal disputes, or
- property damage.

This report also contains suggestions on how we could:

- help individuals/groups to improve the decisions they make around alcohol use and related behaviours,
- restrict alcohol related harm in public places, and
- > reduce and restrict the availability of alcohol within the highest risk suburban communities.



Introduction

- 1. New Zealand Police's operating strategy to 2015 *Prevention First* aims to prevent crime before it happens through 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 often 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, Police will produce yearly updates.) The calls do not include those initiated by Police (ie, officer-discovered contact with the Communications Centre) and exclude duplicate calls.
- 6. In this analysis, the calls to Police were spatially analysed using a hotspotting technique called Gi*. The Gi* technique aggregates events to a grid, the size of which depends on the area of analysis. The totals within each grid square are then compared with each other across the entire study area.
- 7. Gi* compares local averages with global averages, identifying those areas where the local averages (eg, concentrations of crime) are significantly different from the global averages (ie, in comparison to what is generally observed across the whole study area).
- 8. Gi* identifies if the local pattern of crime is different from what is generally observed across the whole study area, and produces a level of significance. The areas identified as not significant are those where clustering are likely to 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 us 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

CHANGES IN NATIONAL ALCOHOL CONSUMPTION

- 12. More than three-quarters of New Zealand adults aged 18 years and over identify as drinkers. While drinking alcohol is common amongst New Zealand adults, the frequency and volume of alcohol they drink varies significantly.
- 13. During the period of this analysis, there were changes in alcohol consumption by over 18 year olds nationally. Between 2009 and 2011 alcohol consumption reduced in three key ways:
 - · less adults identified as drinkers,
 - the number of days of the week adults drank alcohol on dropped, and
 - the quantity of drinks they consumed when they did drink also dropped.
- 14. The proportion of adults who identified as non-drinkers increased from 16% (in 2009) to 26% (in 2010) and dipped to 22% (in 2011).³
- 15. The number of days drinkers reported having consumed alcohol in the last four weeks decreased significantly. The proportion of drinkers that reported drinking no alcohol over the last four weeks increased (from nine percent in 2009 to 15 percent in 2011), and the proportion of drinkers consuming an alcoholic drink on only one or two days in the last four weeks also increased (from 19 percent in 2009 to 24 percent in 2011).⁴
- 16. Consuming a large amount of alcohol in any one sitting is an issue, and while this has dropped for other groups, young adults (aged 18-24) are still a high risk group. 54 percent of 18-24 year old drinkers reported consuming the equivalent of seven or more standard drinks on their most recent drinking occasion.

³ Research New Zealand. (2013). Attitudes and Behaviour towards Alcohol Survey 2009-2011: Report 1.1 – The alcohol drinking behaviour of adults, 18 years and over. Wellington: Health Promotion Agency, p. 10. Accessed from http://www.alcohol.org.nz/sites/default/files/research-publications/pdfs/ABAS%202009-

^{2011%20}Report%201%201%20Adults%20drinking%20behaviour%20report.pdf on 29 October 2013.

ibid. p. 13.



OVERALL TREND FOR LOWER HUTT

- While reported crime for the Hutt Valley has reduced over the last four years by 24% (from 15,193 during 2008 to 11,574 during 2012)⁵, alcohol-related calls for Police service in Lower Hutt increased by 5% (see figure 1).
- 18. Though Police, partner agencies and the wider
 community have made progress in addressing the drivers
 of crime, further opportunities exist to improve
 community safety through targeting the risks posed by alcohol.

HIGH RISK TIMES

- 19. Alcohol related calls for service to Police have trended upwards slightly over the past five years, peaking during 2011 before reducing slightly in 2012. Between 2008 and 2012, alcohol related events increased by 302 events or 5%.
- The frequency of alcohol-related calls for service builds consistently with each day of the week, to concentration over Friday and Saturday nights. Consistent problem times across the 5 year period are between Friday 2200hrs – Saturday 0200hrs and Saturday 2200hrs – Sunday 0200hrs.
- 21. These hot times reflect operating hours of the majority of licensed premises throughout Lower Hutt, and are consistent with overall total calls for service to Police.
- 22. Although seasonal demand varies throughout the year, December, January, February, and March consistently feature. The most recent data clock for 2012 reflects a more even distribution of events across the year. It is likely that focused and ongoing Police activity has resulted in a flattening of previous seasonal peaks, although we think further gains are achievable and desirable.
- 23. As at 2011 and as per paragraph 11 the wider Lower Hutt City area had a total of 76 licensed premises (55 Off License and 21 On License). Obvious concentrations of these outlets are associated with the larger and long established service hub suburbs across Lower Hutt. While the number of premises may have fluctuated slightly since this data was sourced, we consider that the map accurately reflects where issues are distributed and concentrated.

HIGH RISK LOCATIONS – FIRST LEVEL HOTSPOTS

- 24. When surveyed, three quarters (77%) of adult drinkers had their most recent drink on private premises (in their own home (52 percent), in a friend's house (17 percent), in a family member or relative's house (eight percent)). On licence premises account for 23% of drinking locations (pub/bar (10 percent), and café or restaurant (seven percent)).⁶
- 25. An assessment of first level hotspot maps for Lower Hutt across the five year period of this report reflects this national picture with two reasonably consistent hot location patterns. There are concentrations in:
 - Lower Hutt's two primary entertainment areas (Lower Hutt CBD and Petone CBD); and
 - private premises (usually homes).
- 26. This is evidenced by the reflected widespread distribution of hotspot locations considered 99.9% significant across residential communities including those where few or no licensed premises are located. The hottest locations include:
 - Stokes Valley
 - Eastern Petone

⁵ During 2012 the former Lower Hutt and Upper Hutt policing areas were combined to create the current Hutt Valley Police area. As a result, official 2012 calendar year results reflect the combined single Hutt Valley Police area. Between 2008 and 2011 total crime in Lower Hutt City decreased by 18%.

⁶ Attitudes and Behaviour Towards Alcohol Survey 2009-2011, p. 16.



- Moera/Waiwhetu
- Northern Wainuiomata
- While the Naenae/Taita suburbs are also heavily represented.
- 27. These locations are also associated with high levels of family violence. We know that alcohol contributes to a large proportion of these issues.
- 28. These two different location types (licensed premises in CBDs and private premises in suburbs) require different approaches.

MEDIUM RISK LOCATIONS – SECOND LEVEL HOTSPOTS

29. We have identified several second level hotspot locations:

Lower Hutt City Central (including Petone)

- 30. Lower Hutt's CBD and Petone's Jackson Street feature heavily. This is understandable as these two locations contain approximately 75% of the city's on license premises and a significant number of off license premises. Premises include bars, restaurants and major supermarkets. The remainder of off licenses in Lower Hutt are scattered throughout the surrounding suburbs.
- 31. When we compare the 2008 and 2012 data, we can see a marked reduction in demand on Police resources from within the CBD and Jackson St. It is possible that positive changes in nationwide drinking trends, and current approaches to reducing harm are contributing to this improvement.

Housing New Zealand properties

32. Several scattered, high risk areas identified contain clustered Housing New Zealand (HNZ) properties (eg high rise apartment blocks) within these locations, such as Jackson and Schofield Streets, Waiwhetu and Epuni. Similar trends are reflected in other identified Lower Hutt suburbs.

Hutt Hospital

33. As the alcohol-related calls for service include violence, the Hutt Hospital features on a regular basis, and reflects the impact that alcohol-related harm makes on the Health sector.

Taita (including Stokes Valley)

- 34. Alcohol related incidents in Lower Hutt's Northern suburbs consistently concentrate in and around Taita and Stokes Valley's shopping precincts which contain the suburbs' main alcohol outlets.
- 35. Several residential locations in Taita and Stokes Valley also feature. These incidents often involve family violence and other antisocial behaviours which Police are called to within vulnerable and at risk communities.

Naenae

- 36. Naenae was initially developed as a state housing estate and today consists of a large number of HNZ properties and a diverse ethnic community base.
- 37. On the basis of risk in the community, Police selected Naenae as a priority location for a Police Neighbourhood Policing Team (NPT) in 2012.
- 38. The Alcohol Advisory Council of New Zealand has identified three priority populations who suffer more harm than other New Zealanders from alcohol misuse: Maori, Pacific peoples and young people. These groups are well represented in Naenae community and other suburbs around Lower Hutt⁷.

⁷ <u>http://www.alcohol.org.nz/about-alac/alac-policy-reports/statements-intent</u>



- 39. These maps show us that Naenae generates a significant volume of alcohol related calls for service to Police each year.
- 40. While calls are spread throughout the entire community the shopping centre and immediate surrounds feature regularly. Naenae's shopping centre includes two on license premises, a supermarket off license, and smaller off license outlets. There are more off license premises throughout the community.

Wainuiomata

- 41. Historically alcohol related calls for service in Wainuiomata have concentrated around the centrally located Wainuiomata shopping precinct where local youth and young adults gather and which contains a small number of on and off license premises.
- 42. Other alcohol-related calls for service come from locations scattered throughout the community, although Arakura has featured in four of the previous five years. Arakura is predominantly residential with a small shopping area which does not include any licensed premises.

Possible Prevention Measures

43. Alcohol is a key driver of crime. Police can see significant improvements in the sale and supply of alcohol throughout Lower Hutt and Petone CBDs. While we believe that this has contributed to the reduction in recorded crime, we see yet further opportunities to reduce the harm that alcohol causes in our communities.

EXISTING ALCOHOL HARM RELATED REDUCTION INITIATIVES

Identifying high risk licensed premises

44. Police and partner agencies:

- identified problematic licensed premises,
- engaged actively with licensed premises owners, and
- placed a focus on licensee obligations under the Sale of Liquor Act.
- 45. Within the Lower Hutt CBD several previously high profile licensed premises which had failed to maintain legislative standards either closed, or made significant adjustments to their trading practices.

Other initiatives

- 46. Other current positive multi-agency partnership alcohol related harm initiatives include:
 - introducing local area liquor bans in several problem locations (many of which are highlighted again in this report). Liquor ban areas, give Police an effective tool to manage alcohol misuse in public places. Police direct prevention staff to these locations at high risk times.
 - installing an effective and expanded CCTV network throughout Lower Hutt City, and monitoring cameras frequently to identify problems early to intervene quickly or inform medium/long term prevention initiatives.
 - coordinating Controlled Purchase Operations with key community partners to improve on and off-license operators compliance with obligations under the Sale of Liquor Act.
 - Police establishing a dedicated Alcohol Harm Reduction Officer role to:
 - maintain a focus on alcohol harm reduction,
 - provide a single point of contact for all licensing matters, and
 - to engage actively with the Lower Hutt/Petone Alcohol Accord.



MINIMISING HARM FROM ON-LICENCE PREMISES

47. While Police believe that these initiatives will continue to minimise alcohol related harm, we are interested in exploring further initiatives based on international evidence about best practice.

Trading hours

- 48. Hutt Valley Area Commander Inspector Mike Hill has previously submitted these recommendations around the draft Hutt City Local Alcohol Plan:
 - Implement a closing time of 2.00am within the Lower Hutt CBD, combined with a oneway door policy from 1.00am.
 - Set a closing time of 1.00am for all other licensed premises.
 - Restrict alcohol sales from off license premises to no later than 9.00pm.
- 49. Following research, we recommend that (in conjunction with partners) the Council consider:

Establish joint issue ownership

- Continuing to develop a sustainable approach to shared responsibility and ownership of all alcohol issues amongst on license operators through local accords, supported by communication and information sharing protocols.
- Encouraging and supporting all licensees and relevant agencies to actively promote safe drinking environments together.

Improve environmental design

- Incorporating Crime Prevention Through Environmental Design (CPTED) principles in the design and development phase of any new licensed premise, for example:
 - Ensure that the design allows bar staff to see into all areas of the premise from the bar, to increase natural surveillance and capable guardianship.
 - Keep high congestions areas (at and on the way to and from the bar and toilets) wide to reduce jostling between strangers.
 - Reduce sources of competition eg pool tables, to reduce sources of patron frustration.
 - Provide good quality natural lighting to encourage positive behaviour.
 - Set an upper decibel limit for sound systems to reduce patron irritability.
 - Encourage a mix of patron ages and genders.

Identify and address problems early

- Developing an accreditation practice in relation to existing premises in order to ensure potential issues are identified and addressed effectively and efficiently.
- Develop practices such as information sharing protocols between licensed premises to support a co-ordinated approach to various situations such as problem patrons, eg by introducing problem patron notifications.

Best practice management practices

- Develop a clearly defined set of requirements surrounding roles and obligations of both management and staff at licensed premises, including:
 - staff to patron ratio,
 - maximum patron numbers to meet fire regulations,
 - training standards such as identifying indicators of intoxication,
 - communication,



- conflict resolution,
- queue management, and
- staff dress standards to ensure easy identification.
- Restrict discounting and other pricing activities such as happy hours and special promotional deals.

Patrons travel home safely

- Encourage and support safe patron transport initiatives such as:
 - encouraging people to plan their same transport home before they start drinking,
 - providing free or discounted drinks for designated drivers,
 - implementing a last drinks policy prior to closing to stagger patron departures, and
 - encouraging/providing a variety of public/private transport options for patrons in the lead up to and immediately after closing hours.

MINIMISING HARM FROM OFF-LICENCE / PRIVATE PREMISES

50. Because alcohol in Lower Hutt is also scattered in private premises, we also recommend that the Council considers some off licence/private premise strategies.

Contributing factors

- 51. Alcohol related calls for Police service elsewhere include:
 - local youths and young adults gathering in public places to consume alcohol,
 - anti-social behaviour amongst strangers in private premises, and
 - family violence in Lower Hutt homes.
- 52. The alcohol contributing to this harm in the community is usually obtained from local off license premises. While off licence holders will usually have met their lawful obligations, they have little ability to impact on subsequent safe drinking practices.

Off licence/ private premise initiatives

53. We recommend that (in conjunction with partners) the Council consider:

Influence culture / decisions

- Developing and delivering education packages in various mediums through schools and community groups to encourage people to make safe decisions about using alcohol.
- Increase the focus on reducing the availability and increasing the responsible use of alcohol at community based sports clubs during the respective sports seasons. It is almost certain that opportunities exist at these locations to positively impact on ingrained drinking cultures.

Minimise public place harm

- Continuing to assess existing and develop new liquor ban areas in public places.
- Conducting preventative patrols in these areas.
- Assessing and implementing CPTED principles at identified public place locations to reduce and/or remove the opportunity for groups to gather and engage in anti social behaviours.

Minimise harm from off licences

- Reducing and/or restricting the availability of alcohol in local communities by limiting the:
 - number of licenses issued, (particularly in high risk suburbs identified here)

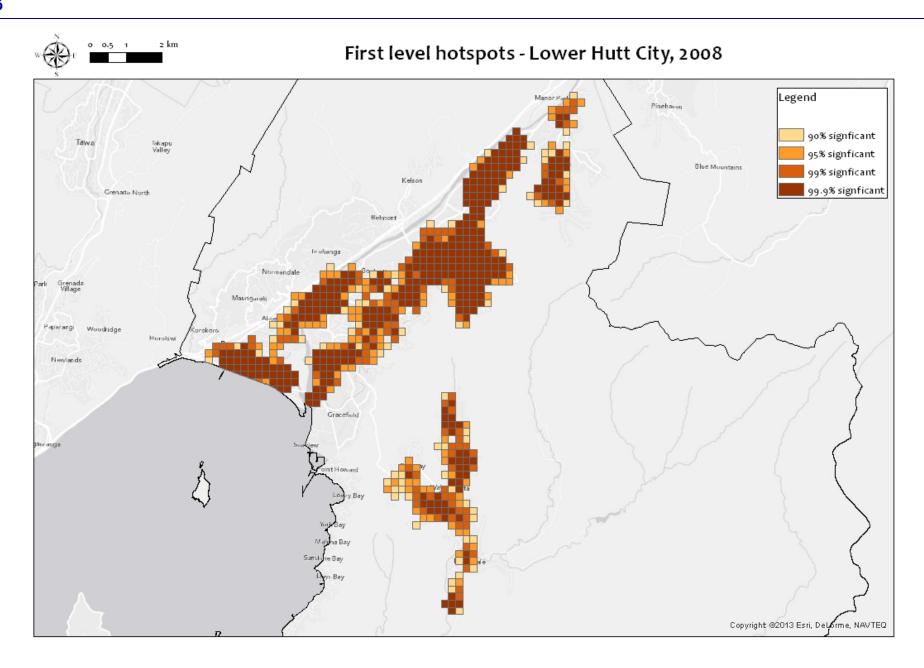


- hours of sale for alcohol from predefined community-based outlets
- variety of product types offered, and
- strength of alcohol.

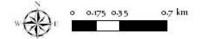


Appendix – Hotspot Maps and Data clocks

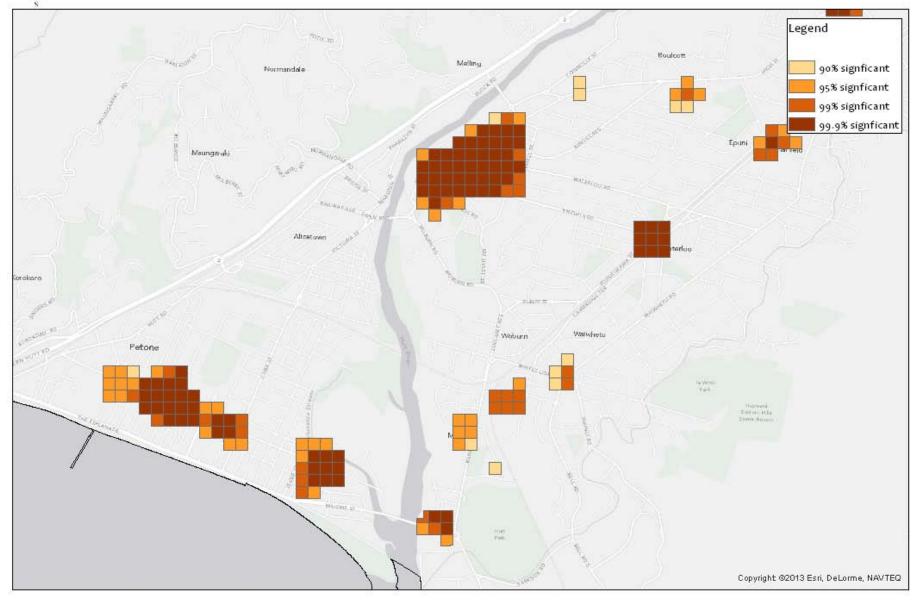
2008







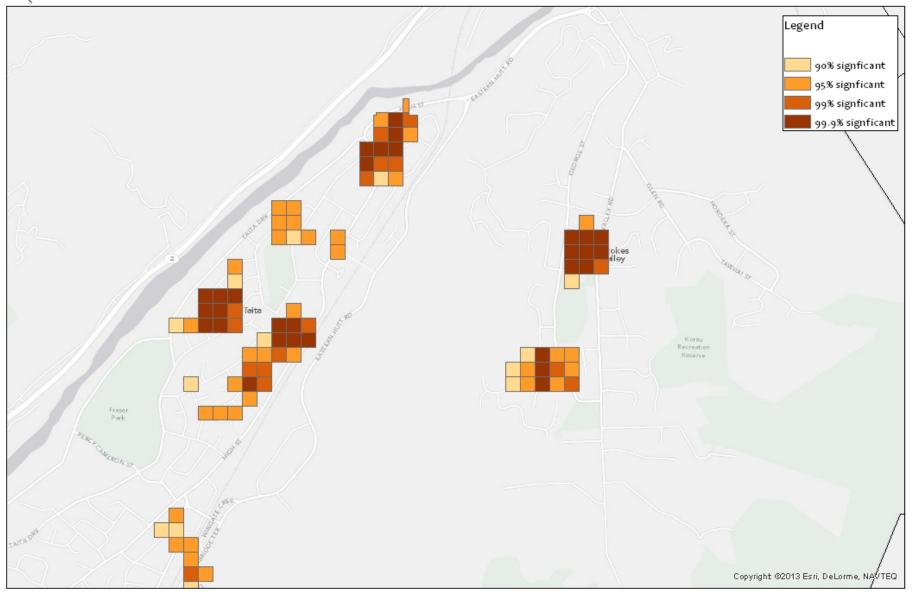
Second level hotspots - Lower Hutt City, 2008 (Central)







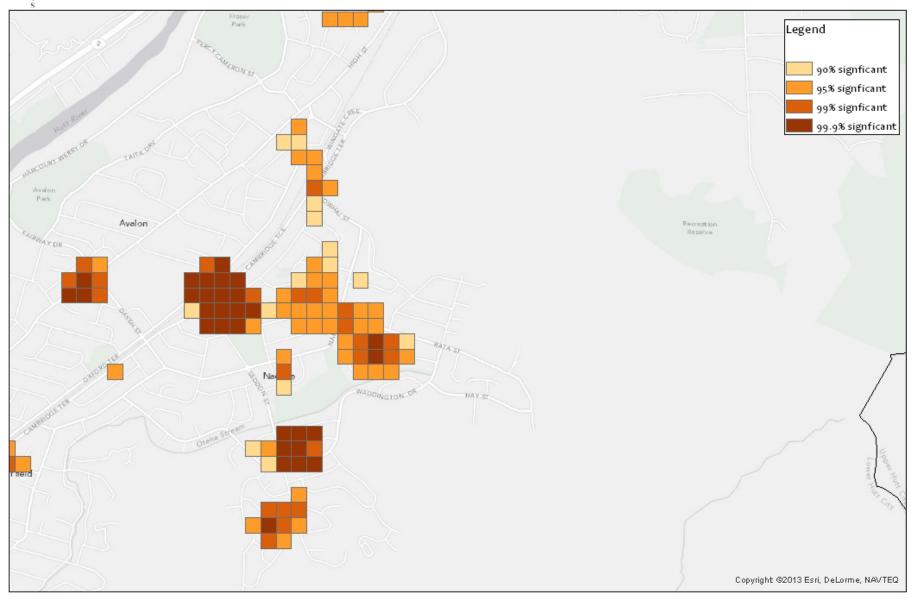
Second level hotspots - Lower Hutt City, 2008 (Taita)







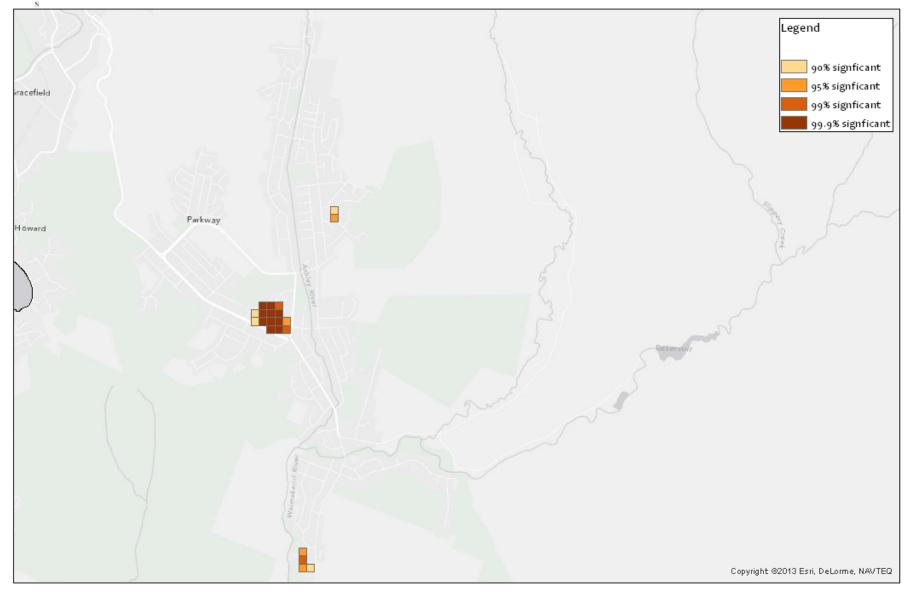
Second level hotspots - Lower Hutt City, 2008 (Naenae)



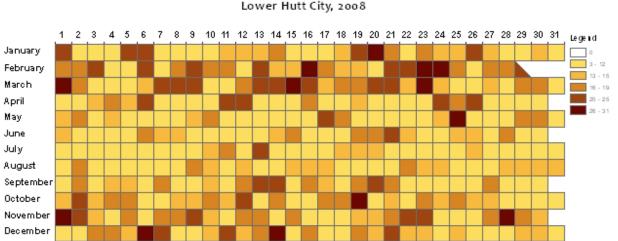




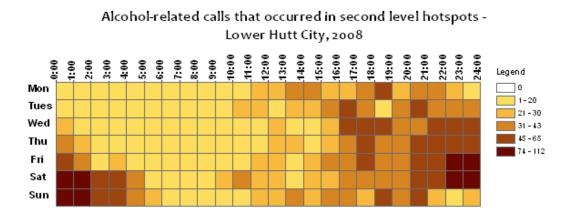
Second level hotspots - Lower Hutt City, 2008 (Wainuiomata)



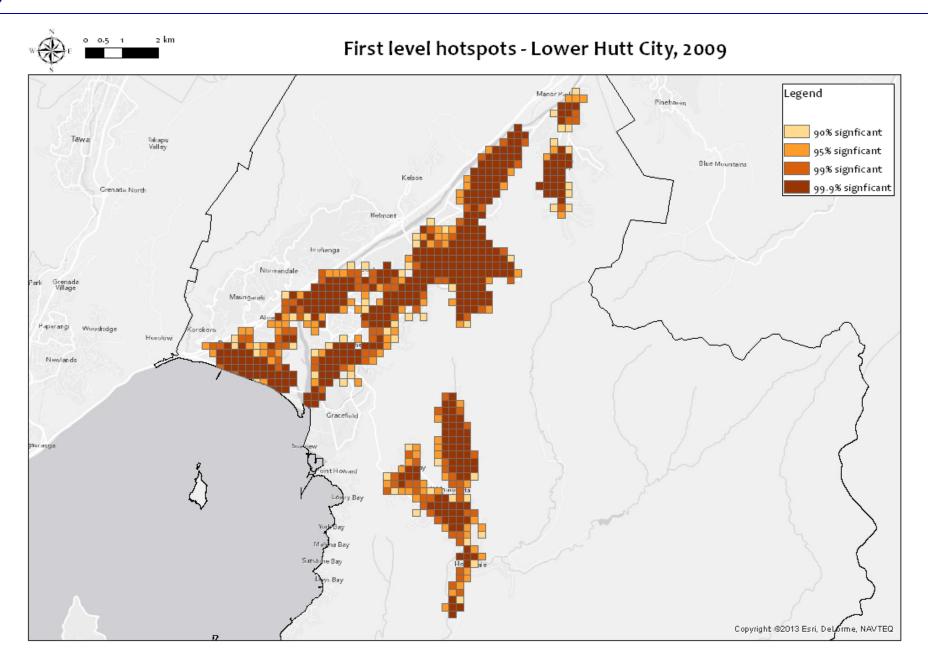




Alcohol-related calls that occurred in second level hotspots -Lower Hutt City, 2008



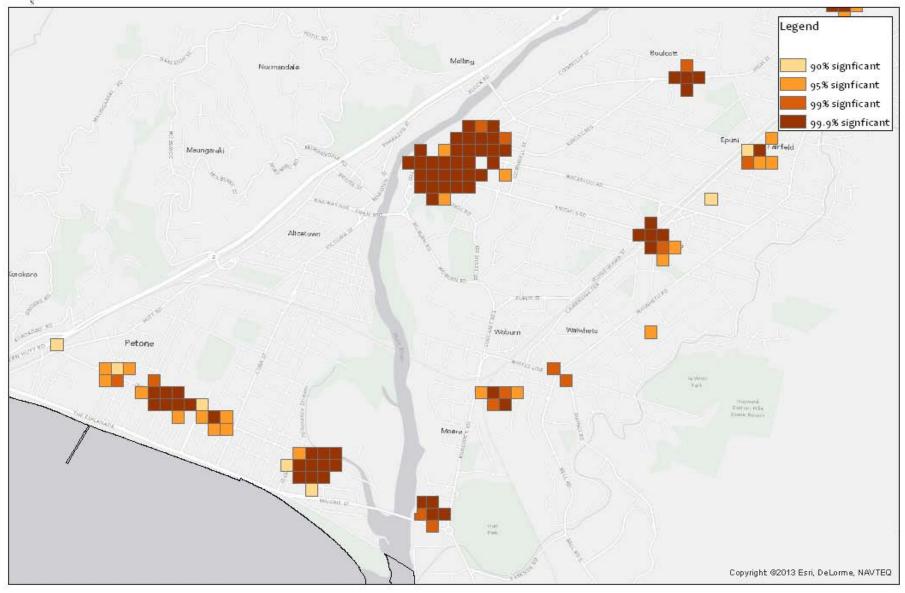
2009







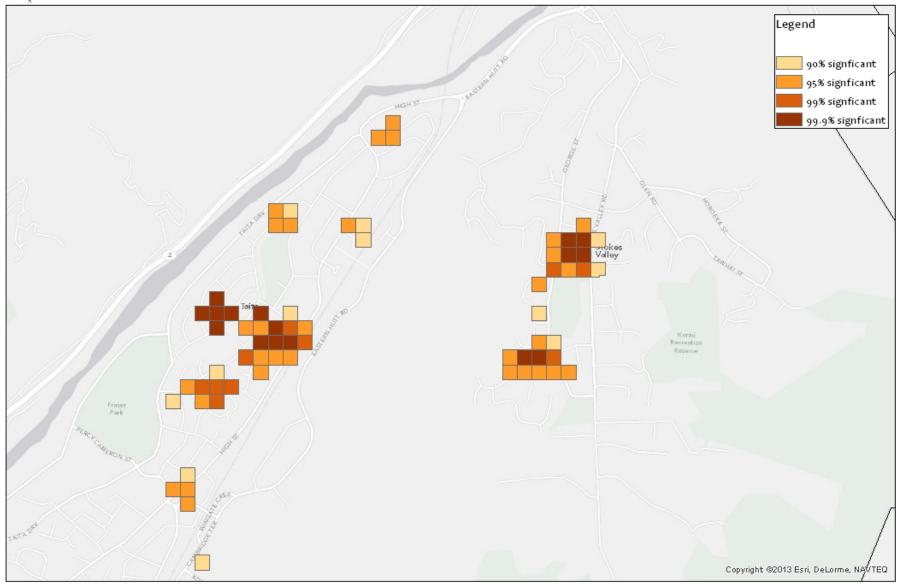
Second level hotspots - Lower Hutt City, 2009 (Central)



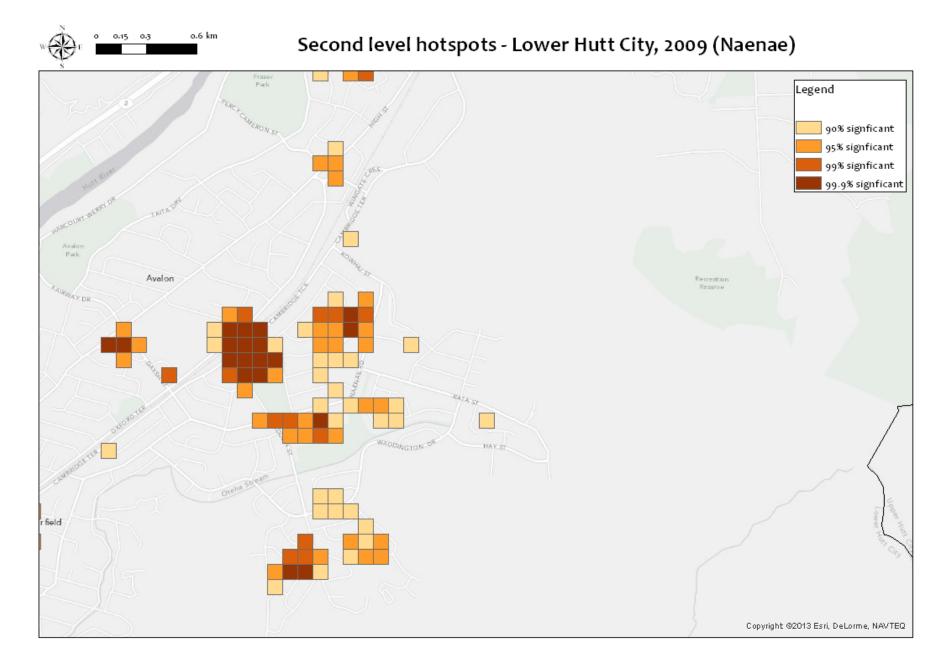




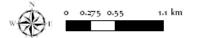
Second level hotspots - Lower Hutt City, 2009 (Taita)



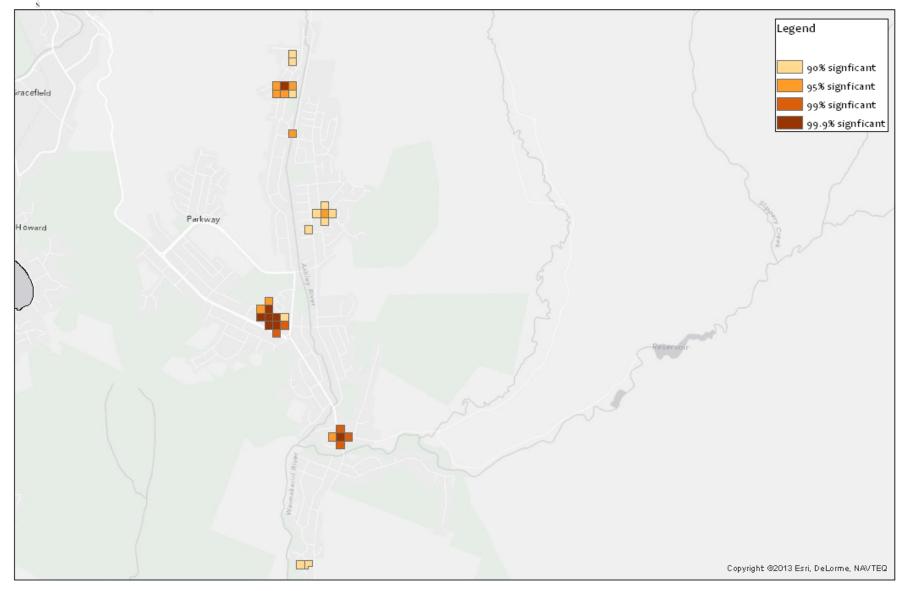




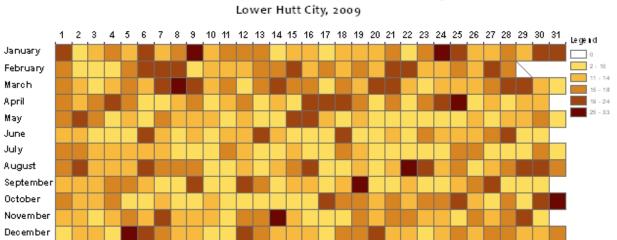




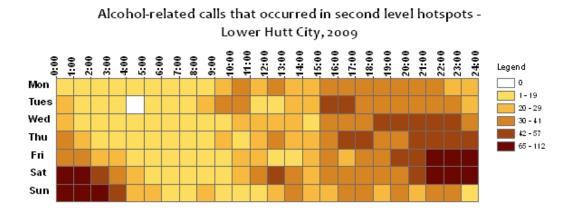
Second level hotspots - Lower Hutt City, 2009 (Wainuiomata)



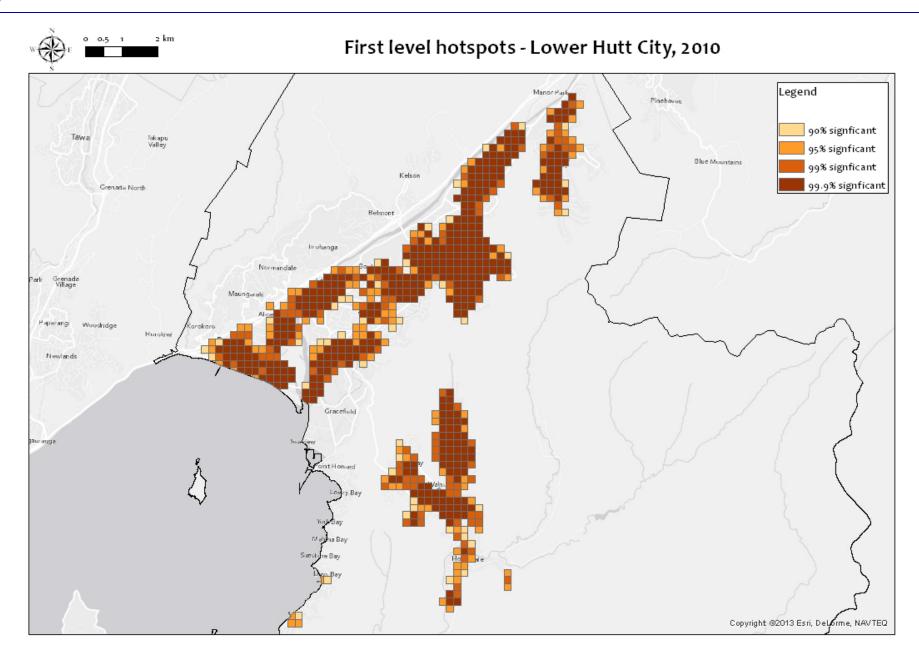




Alcohol-related calls that occurred in second level hotspots -



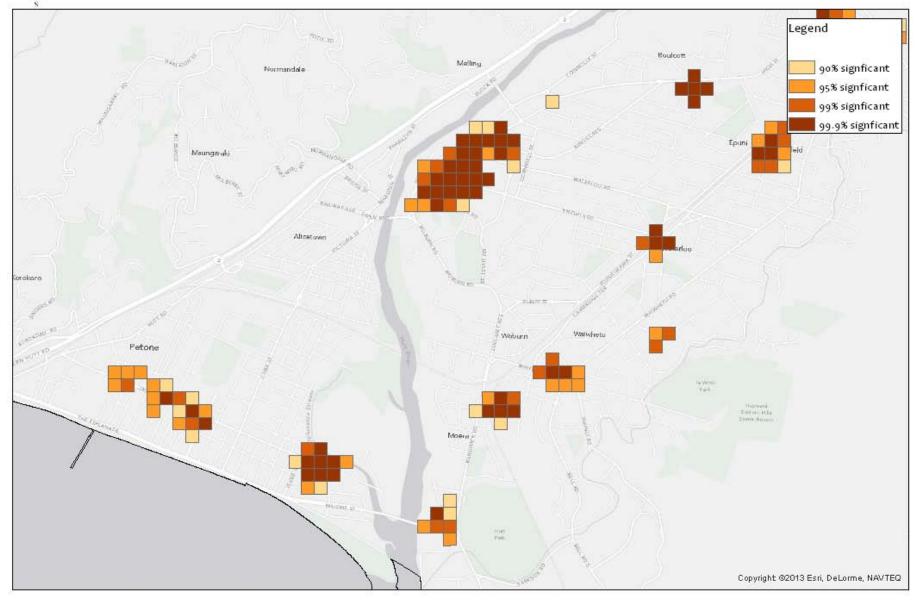
2010







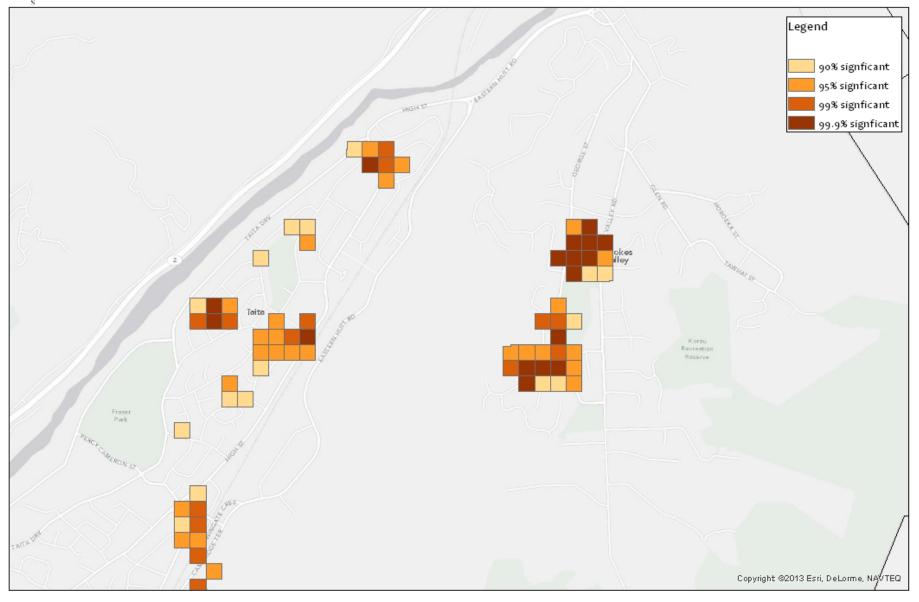
Second level hotspots - Lower Hutt City, 2010 (Central)







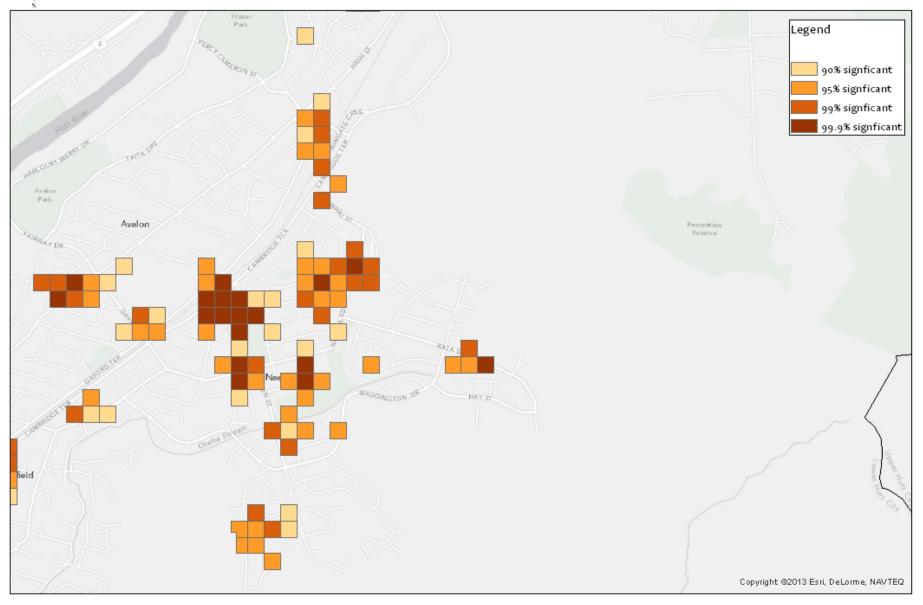
Second level hotspots - Lower Hutt City, 2010 (Taita)



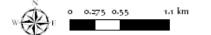




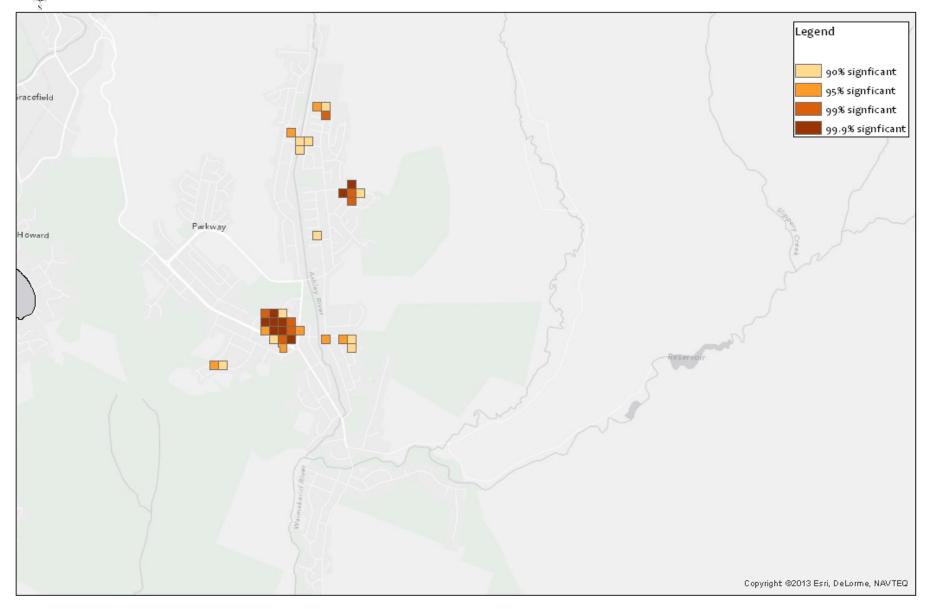
Second level hotspots - Lower Hutt City, 2010 (Naenae)



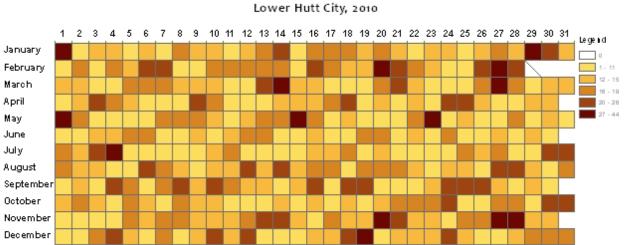




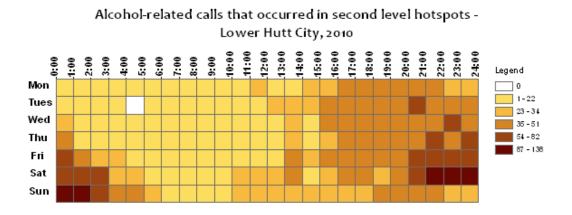
Second level hotspots - Lower Hutt City, 2010 (Wainuiomata)



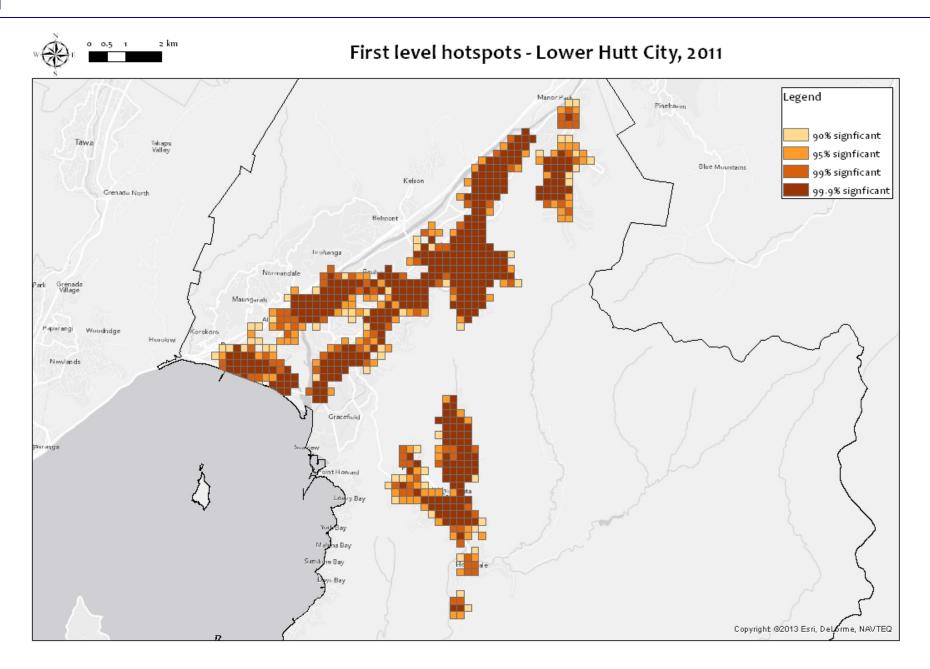




Alcohol-related calls that occurred in second level hotspots -Lower Hutt City, 2010



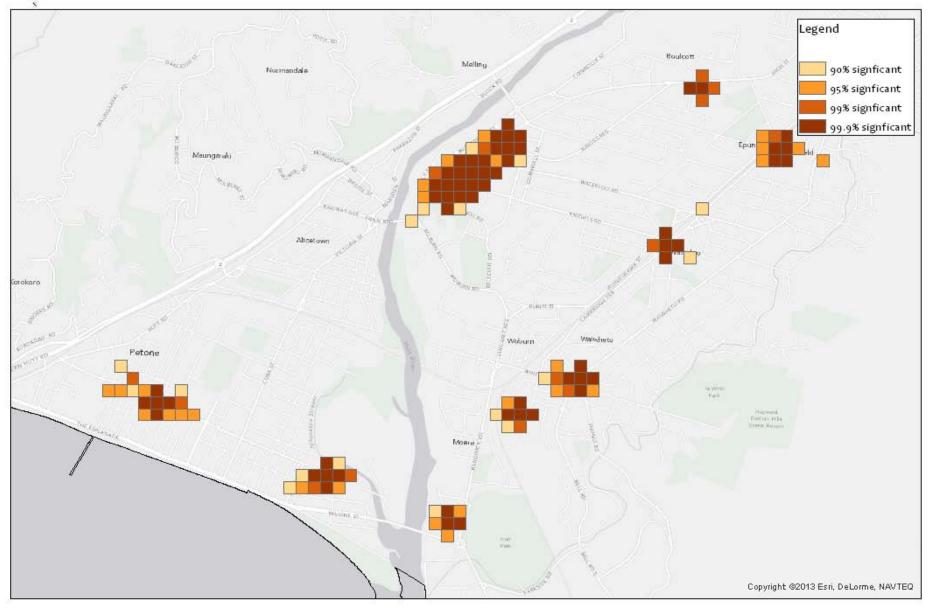
2011







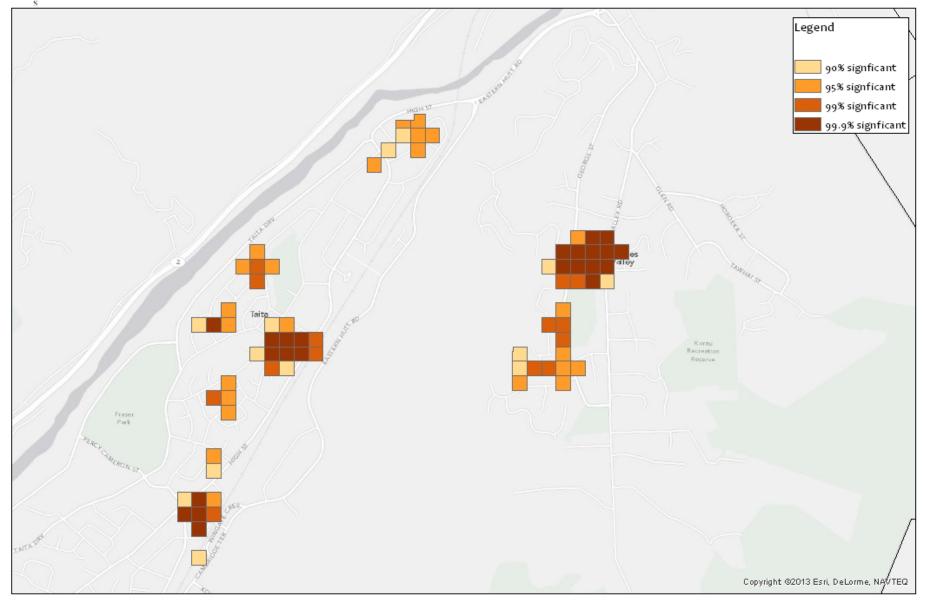
Second level hotspots - Lower Hutt City, 2011 (Central)







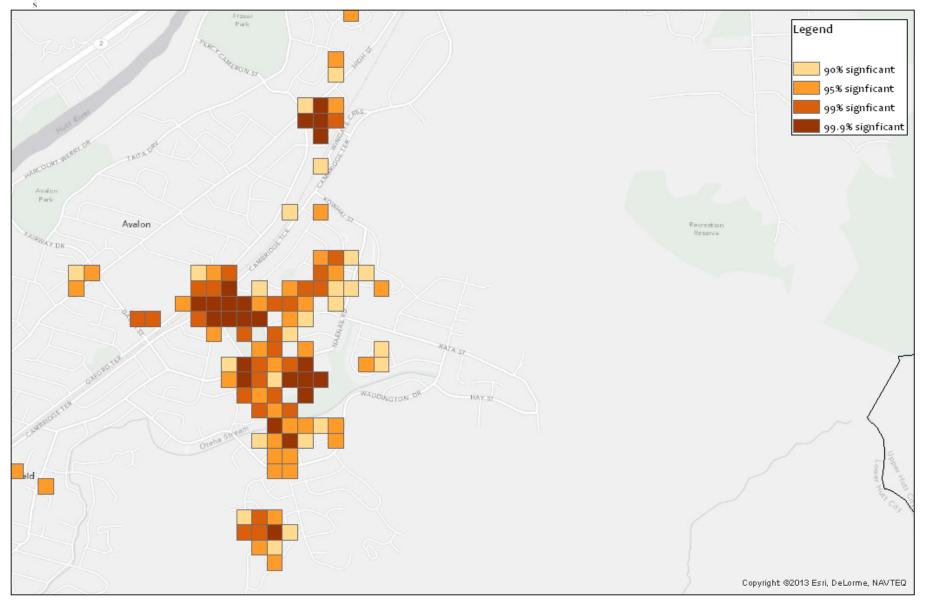
Second level hotspots - Lower Hutt City, 2011 (Taita)







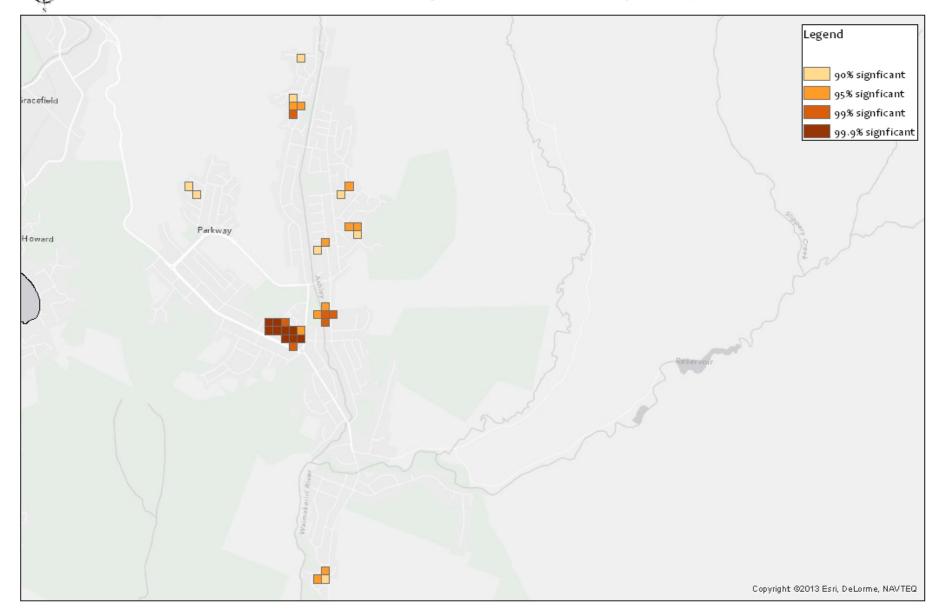
Second level hotspots - Lower Hutt City, 2011 (Naenae)







Second level hotspots - Lower Hutt City, 2011 (Wainuiomata)



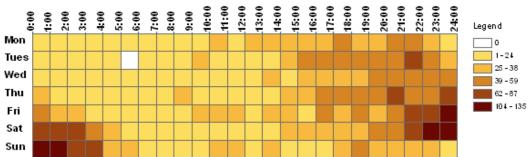


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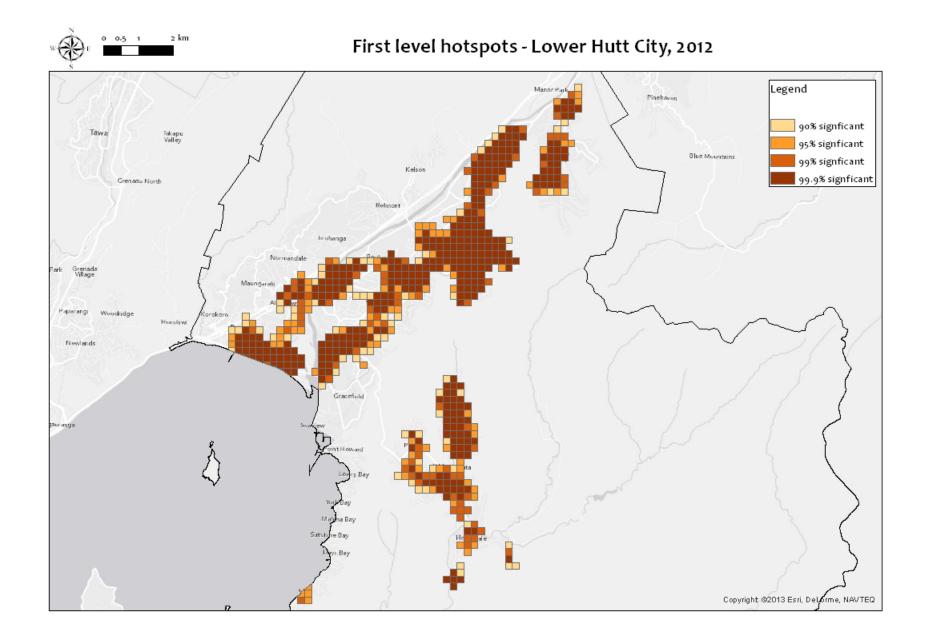
Alcohol-related calls that occurred in second level hotspots -

Lower Hutt City, 2011

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



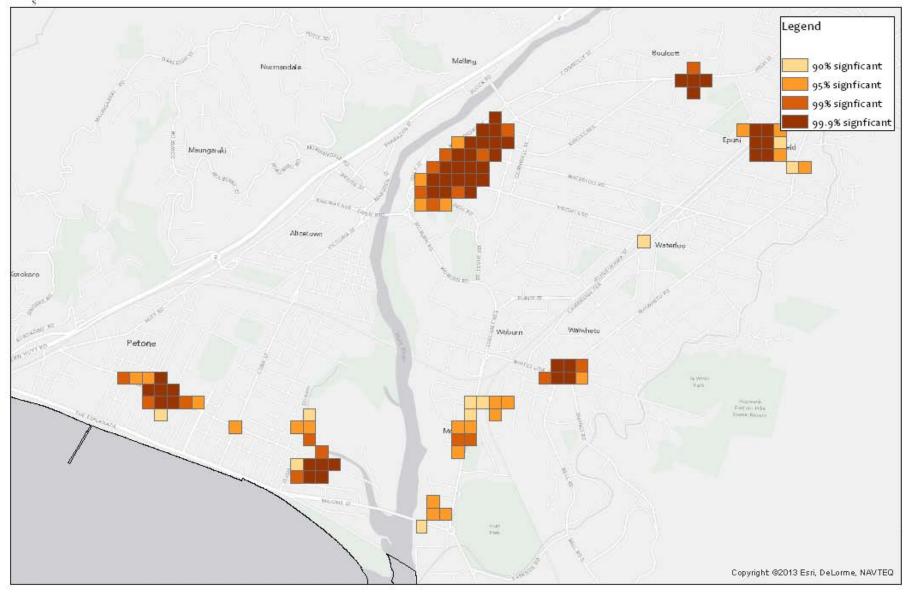
2012





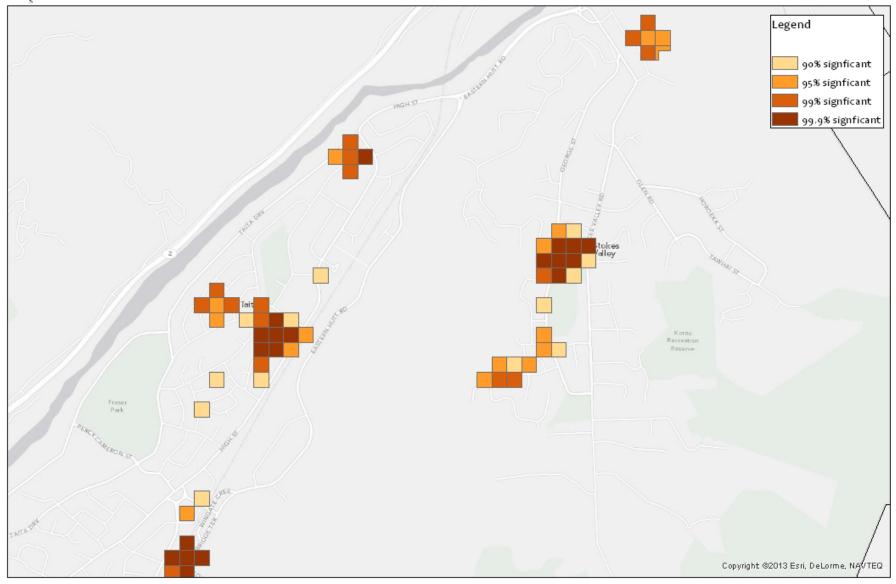


Second level hotspots - Lower Hutt City, 2012 (Central)





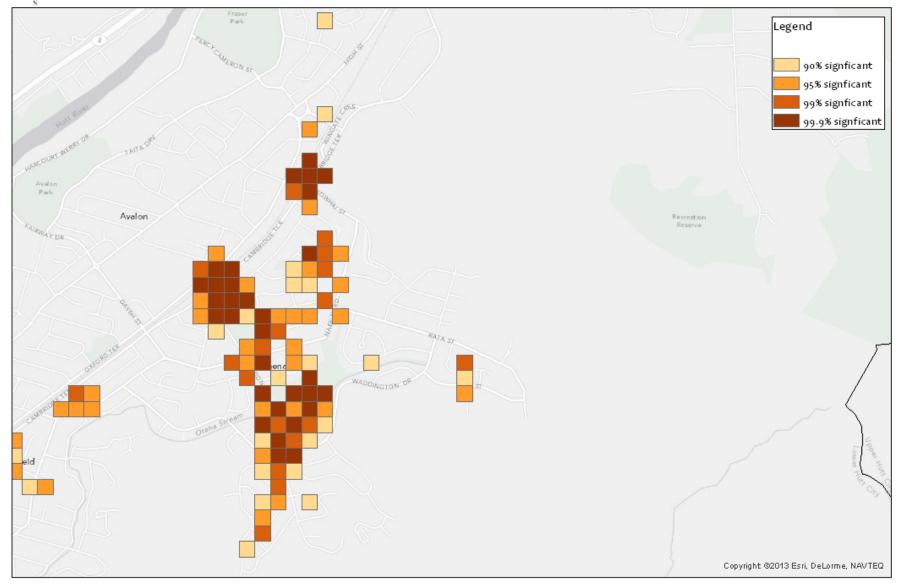
Second level hotspots - Lower Hutt City, 2012 (Taita)







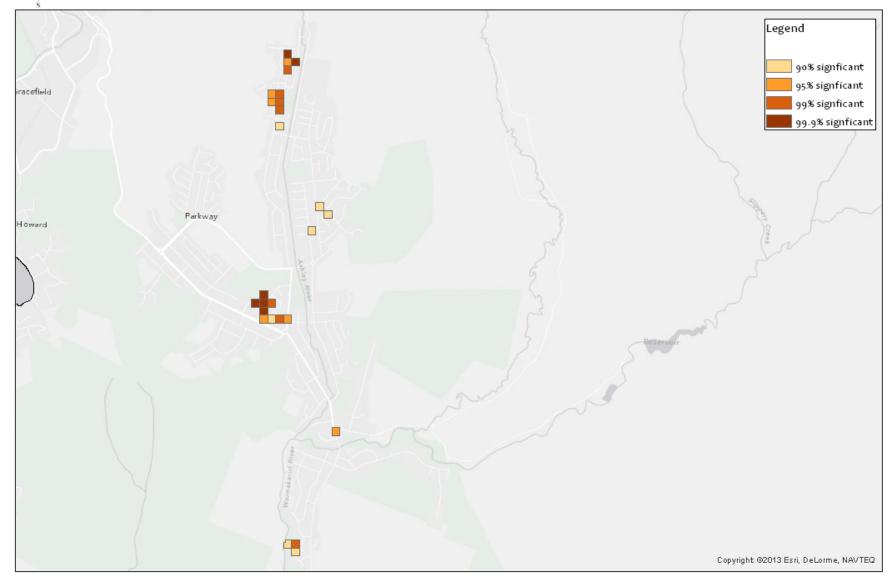
Second level hotspots - Lower Hutt City, 2012 (Naenae)



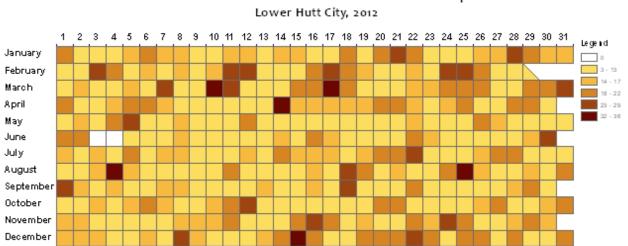




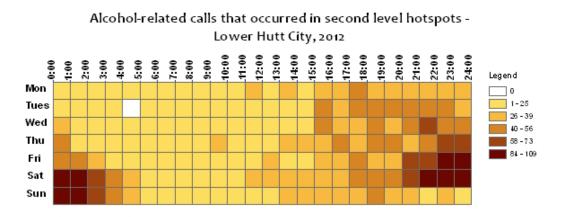
Second level hotspots - Lower Hutt City, 2012 (Wainuiomata)





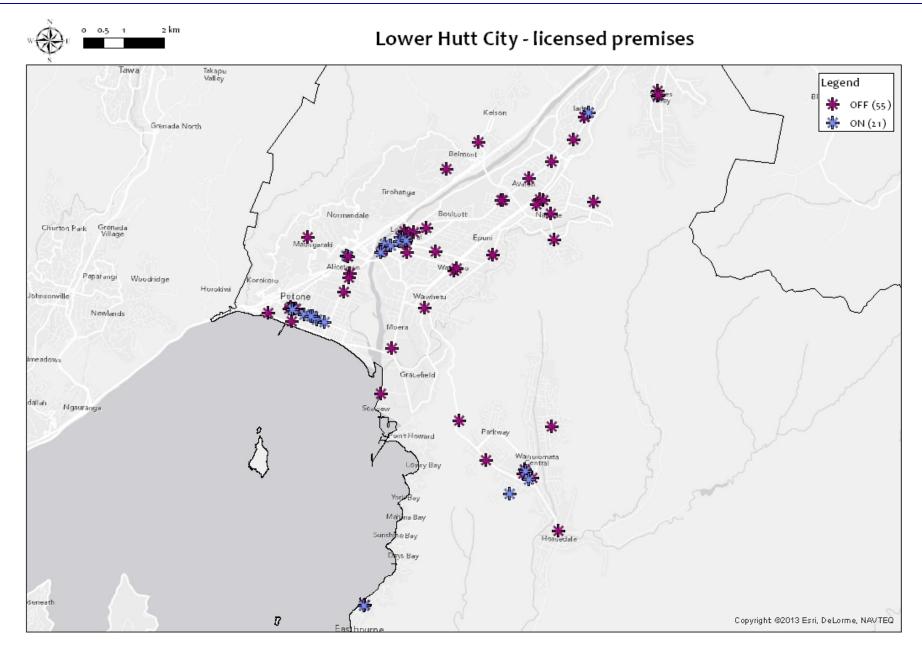


Alcohol-related calls that occurred in second level hotspots -





Appendix – Licensed Premises

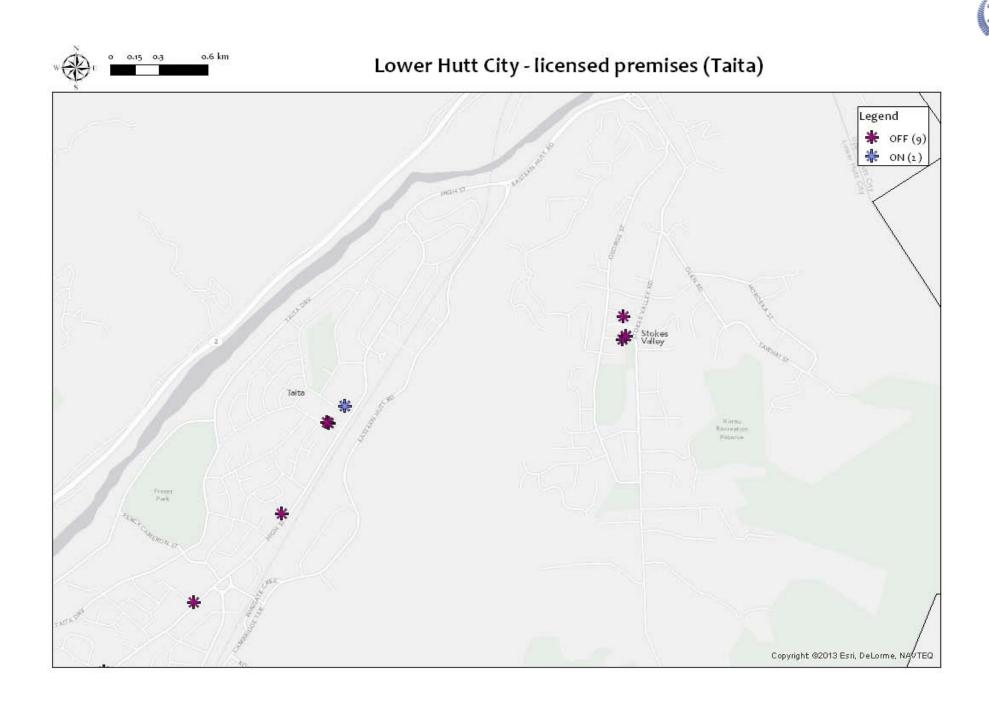






Lower Hutt City - licensed premises (Central)

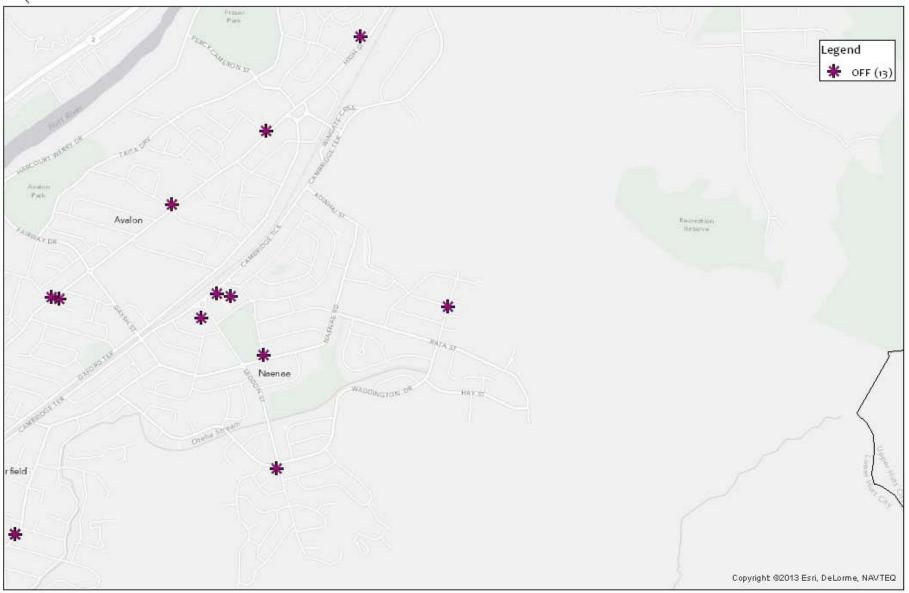








Lower Hutt City - licensed premises (Naenae)







Lower Hutt City - licensed premises (Wainuiomata)

