

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

***Palmerston North City***

***Released 16 October 2013***



## Contents

Key Findings.....	3
Introduction .....	4
Analysis .....	5
Possible Prevention Measures .....	7
Appendix – Hotspot Maps and Data clocks .....	8
2008 .....	9
2009 .....	11
2010 .....	13
2011 .....	15
2012 .....	17
Appendix – Licensed Premises .....	20

### CAVEAT

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



---

## Key Findings

---

Analysis of calls to Police was conducted in relation to events occurring within Palmerston North City from January 2008 to December 2012. During that time, within this area, Police received 23,774 calls for types of events that are typically related to alcohol (approximately 4,700 per year).

The following has been identified:

- The predominant area for calls to Police is the Palmerston North City CBD, within the CBD there are two areas that feature; at The Square end of Fitzherbert Avenue and Main Street between The Square and Princess Street.
- Calls to Police for alcohol-related events are typically higher between 2200 - 0400hrs, Thursday night to Sunday morning. These calls peak on Saturday night / Sunday morning.
- The lack of alignment between closing times of on-licensed premises was found to be an issue as this may encourage patrons to travel to other areas in order to continue drinking.
- Only the premises on Main Street between The Square and Princess Street operate a one way door policy from 0230hrs.
- Pre-loading contributes to levels of intoxication at on-licensed premises, particularly in the Palmerston North CBD, the high concentration of student/young people flatting areas close to the CBD add to this problem.
- Migration between residential areas and licensed premises in the CBD creates risks in terms of drink-driving.
- Hours of operation of off-license premises and their location contribute to pre-loading.

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

- A greater liability placed on licensees to reduce the impact of excessive alcohol consumption and subsequent alcohol-related harm would likely result in fewer calls to Police, e.g. management, security and queue management requirements; restrictions on types and amounts of alcohol served at certain times; staff training; responsibility for public areas.
- Alignment of closing times and one way door policies would likely reduce migration and opportunities for pre-loading and side-loading.
- Density of both on-licensed and off-licensed premises should be a consideration for licensing applications, especially in areas already experiencing high levels of alcohol-related harm.
- Residential areas found to be at a higher risk of alcohol-related harm could be categorised as high risk and considered as sensitive sites for future licensing applications.
- Alignment of public transport with licensed hours would likely have a positive impact on drink-driving as well as other offending, as it may reduce congregation in the CBD as the staggered closing and one way door policy takes affect.



## Introduction

1. The operating strategy for New Zealand Police to 2015 is *Prevention First*. The strategy is aimed at preventing crime before it happens using targeted policing, partnerships, and focusing on the drivers of crime.
2. The new Sale and Supply of Alcohol Act 2012 states that when developing a draft or provisional Local Alcohol Policy, a Territorial Authority must consider a range of factors set out in the Act, including the nature and severity of the alcohol-related problems arising in the district<sup>1</sup>. To that end, Police (along with Licensing Inspectors and Medical Officers of Health) must make reasonable efforts to give the Territorial Authority any relevant information they may hold<sup>2</sup>.
3. This report analyses calls made by the public to police. In each case the Police employee who takes the call, categorises the incident based on what the caller tells them into basic event types such as violence, disorder, etc. These calls are then recorded in the Police Communications and Resource Deployment database (CARD). An event can be re-categorised into different types throughout the life of a call, so for the purposes of this analysis, event types are considered at the time of call closure.
4. Although CARD does not hold information on whether alcohol was consumed by the offender or by the victim, certain types of events are typically considered to be related to alcohol. These are:

Grievous Assaults	Sexual Affronts	Disorder
Serious Assaults	Abduction For Sex	Breach Of The Peace
Minor Assaults	Sexual Attacks	Obstructing/Hindering/Resisting
Intimidation/Threats	Rape	Unlawful Assembly
Crimes Against Personal Privacy	Domestic Dispute	Breach Of Local Council Liquor Ban
Drunk Custody/Detox Centre	Domestic Violence	Sale of Liquor offences (old Act)
Drunk Home	(Sale and Supply of Alcohol offences – new Act)	

5. The calls analysed in this report were made between 1 January 2008 and 31 December 2012 and fall into the categories listed above. They are presented visually in the attached maps by individual years. In the future, yearly updates will be provided. The calls do not include those initiated by Police (ie, officer-discovered contact with the Communications Centre) and exclude duplicate calls.
6. In this analysis, the calls to Police were spatially analysed using a hotspotting technique called Gi\*. The Gi\* technique aggregates events to a grid, the size of which depends on the area of analysis. The totals within each grid square are then compared with each other across the entire study area.
7. Gi\* compares local averages with global averages, identifying those areas where the local averages (eg, concentrations of crime) are significantly different from the global averages (ie, in comparison to what is generally observed across the whole study area).
8. Gi\* identifies if the local pattern of crime is different from what is generally observed across the whole study area, and produces a level of significance. The areas identified as not significant are those where clustering would likely have occurred due to chance and not due to the location itself.

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

<sup>2</sup> Section 78(4) of the Act



9. As Gi\* adds statistical significance to hotspot analysis, it shows which hotspots are significant, and alerts to something unusual occurring at specific locations.
10. Hotspots identified as 99.9% significant using the Gi\* technique are most likely to be locations that are generators, attractors, or enablers of crime. Focusing on these locations and determining the underlying causes of crime happening there is likely to reduce the level of crime across the overall study area.
11. The Appendix includes:
  - Map one – first level hotspots; Gi\* analysis of alcohol-related events in the given year for the entire Territorial Authority.
  - Map two – second level hotspots; Gi\* analysis of alcohol-related events that occurred only in those locations that were identified as 90% significant hotspots from map one. If multiple second level hotspots are present, multiple maps are provided.
  - Data clocks – time distribution of events that occurred within the second-level hotspots, showing when those events took place.
  - Map of licensed premises – the data (current as at 2011) was sourced from the Local Licensing Authority and provided to Police by Massey University in May 2013. The displayed licensed premises are only of those types that Massey University consider to contribute to alcohol-related harm; these are supermarkets, bottle stores, grocery stores, night clubs, and taverns. The map shows the distribution and number of on-licensed and off-licensed premises. As the data relates to 2011, there may have been some changes to the licensed premises since that time.

---

## Analysis

---

Year	Alcohol-related events
2008	4,475
2009	4,550
2010	4,850
2011	5,077
2012	4,822
Total	23,774

12. In the dataclocks created for all second level hotspots it can be seen that significant Police resources are used in responding to calls to Police in these areas, particularly between 2200 - 0400hrs on Thursday, Friday and Saturday nights.
13. The following area have been identified as key areas for alcohol-related calls to Police, as indicated by the second level hotspot analysis:

### **Student flatting area immediately south of the CBD**

14. The student flatting areas immediately south of the CBD is key area for alcohol-related calls to Police in Palmerston North. Residential addresses on Morris, Oxford, Ada and Hereford Streets featuring on the second level hotspot map.
15. This area is characterised by a large density of student residential flats in these streets. The predominant calls to Police being to disorderly parties reported by other residents in the streets.
16. The close proximity of these addresses to the CBD means that alcohol preloading at these addresses followed by progression into the CBD is also an issue (easy walking distance).



### **Residential addresses in Highbury and Takaro**

17. There are several small second level hotspots identified in Highbury and Takaro, these are all at private residential addresses. The majority of these will have been calls to Police to attended parties held at these addresses and resultant 'gate crashers', family violence and disorder on the streets nearby.
18. Persons drinking at residential addresses in the suburbs present a drink driving risk. ie, travelling home or travelling into the CBD to continue drinking at the CBD premises.

### **Palmerston North Central Business District**

19. The Palmerston North Central Business District (CBD) is the key area for alcohol-related calls to Police with-in Palmerston North City. It is identified in the second level hotspot map and confirmed by the third level hotspot map. The majority of the cities licensed premises are situated in this area.
20. With in the CBD there are two areas that consistently feature; the top end of Fitzherbert Avenue near The Square and Main Street from The Square to Princess Street.
21. The CBD is subject to a 24 hour liquor ban.
22. The majority of high risk licensed premises in the CBD open until 0300hrs.
23. The areas immediately outside of licensed premises regularly feature in reporting of alcohol-related calls to Police, and it is likely that evicted or rejected patrons and unruly queues contribute strongly to this.
24. At The Square end of Fitzherbert Avenue there are two licensed premises. Both have a large capacity and well patronised by students. Large crowds gather outside these premises.
25. The area of Main Street from The Square to Princess Street is a short stretch of road (approximately 320m) and its licensed premises are well patronised on Thursday, Friday and Saturday nights. The owners of licensed premise in this location are part the Central Business District Hospitality Charter which is a self initiated group to address issues affecting their businesses in this area. Security wearing High-viz vests after midnight for easy ID and a one-way door policy from 0230hrs is also in place.
26. There are numerous fast food and takeaway outlets in the central area which often serve as points of congregation for intoxicated individuals, particularly around closing times; apart from Police these locations are generally uncontrolled and reporting of alcohol-fuelled violence and disorder calls to Police at these locations are common.
27. Preloading (drinking heavily before entry into the CBD) adds to the alcohol issues in the CBD. The fringes of the CBD are areas of predominantly rental accommodation where young people tend to drink prior to walking into the CBD usually from 2200 - 2300hrs onwards.
28. Further more The Square is in the centre of this area and is a place frequently used to congregate and consume alcohol (within the liquor ban area) particularly by youth who congregate on seating in the area.



---

## Possible Prevention Measures

---

29. The following measures are considered likely to have a positive impact on reducing alcohol-related calls for service to Police in Palmerston City:

- Alignment of closing times and a one way door policy to reduce migration and stagger crowd dispersal, also taking into consideration the peak hours for alcohol - related calls for service indicated by the data clocks.
- One way door policies to encourage patrons to head home.
- A reduction in the availability of alcohol from off-licensed premises (through density restrictions and/or reduced opening hours) would also minimise opportunities for pre-loading and side-loading.
- Alignment of public transport with licensed hours and staggered closing times (buses back to Massey, out to the suburbs).
- Licensee responsibility for queue management and the public areas immediately outside their premises.
- Restrictions on licensed premises in areas assessed as high risk.
- Prescribe ratio of security staff to patrons.
- Training requirements for staff
- Management requirements (eg. number of staff, duty managers)
- Free non-alcoholic drinks to designated drivers.
- Use of CCTV within the bar (Police access to footage)
- Ten minutes of no alcohol service every hour.
- No shots served after midnight.
- Limits to numbers of drinks sold in one transaction.
- Restrictions on discounting.
- Restrictions on promotional activities (e.g. happy hours, drinking games, etc).
- Controls of closing times for on-licenses eg, 0000hrs in the suburbs and 0200hrs in the CBD (to stagger Police calls for service)
- Controls of closing times for off-licenses (eg, 2100hrs city-wide)
- Assessment of off-license influence on alcohol related calls to Police in their locations. Consideration to license enforcement if negative influence - possibility of suspension periods/reduced hours of sale.



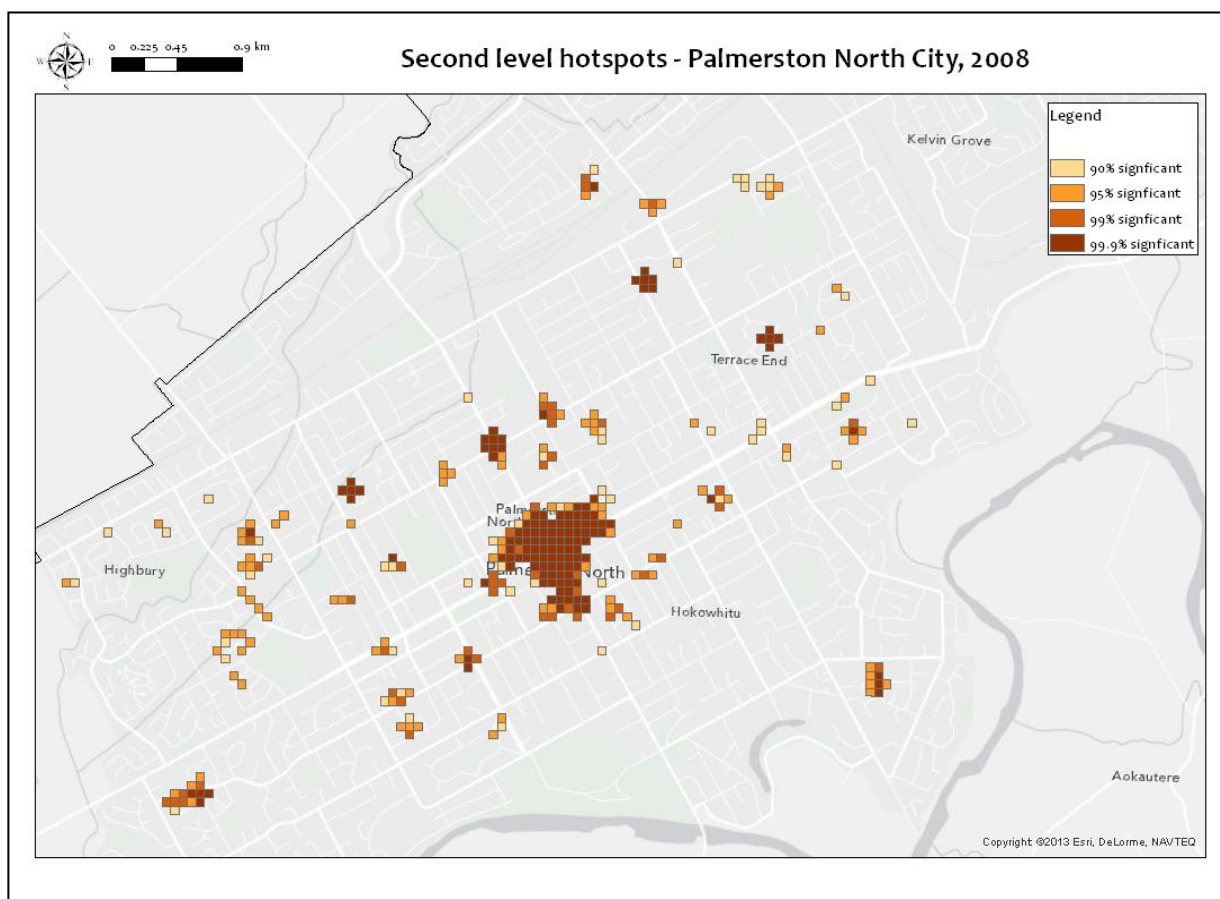
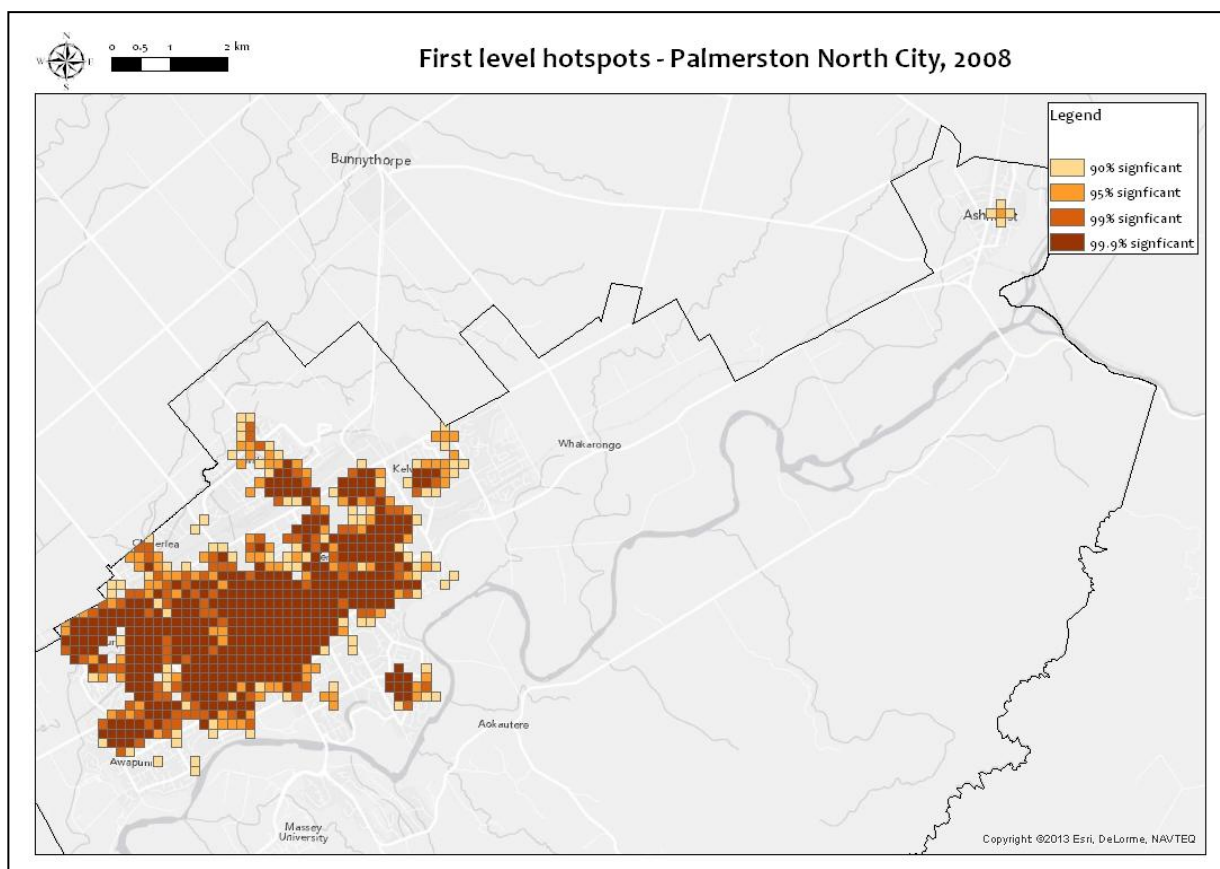
---

## Appendix – Hotspot Maps and Data clocks

---

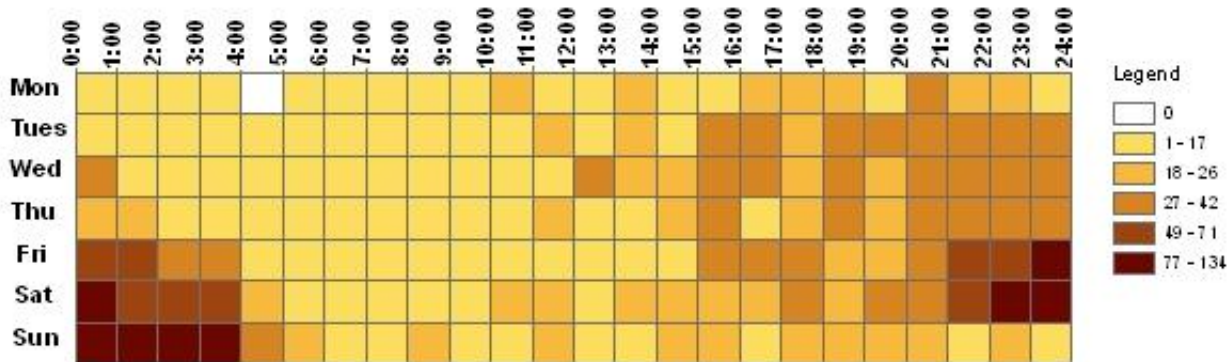


2008

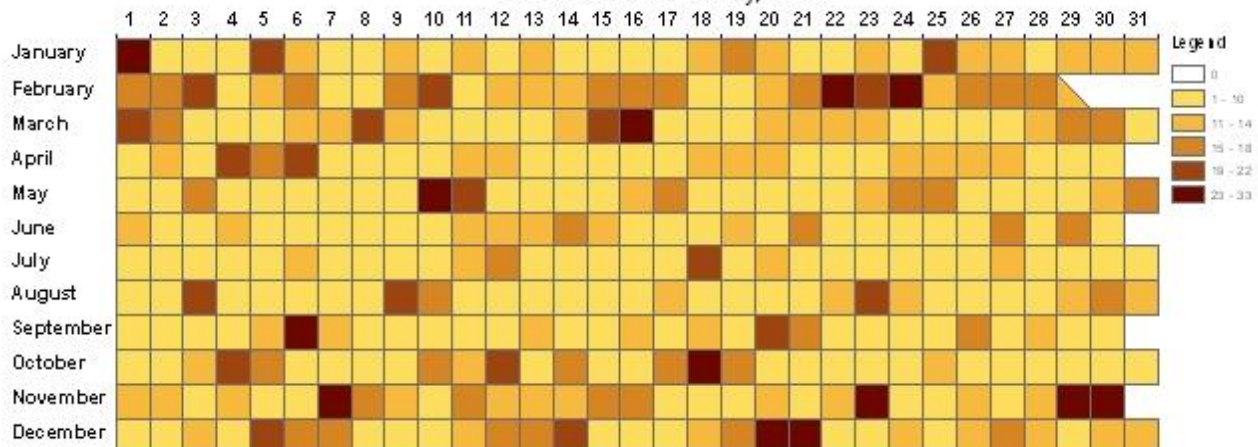


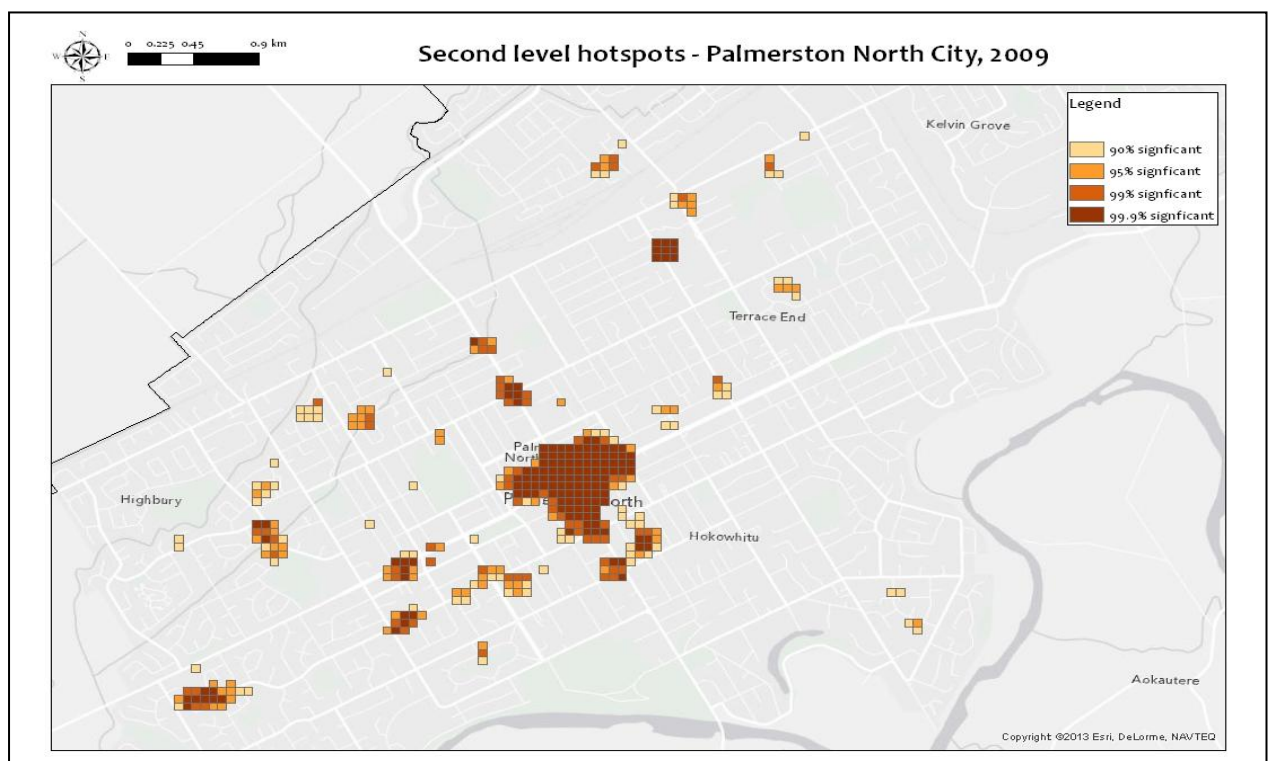
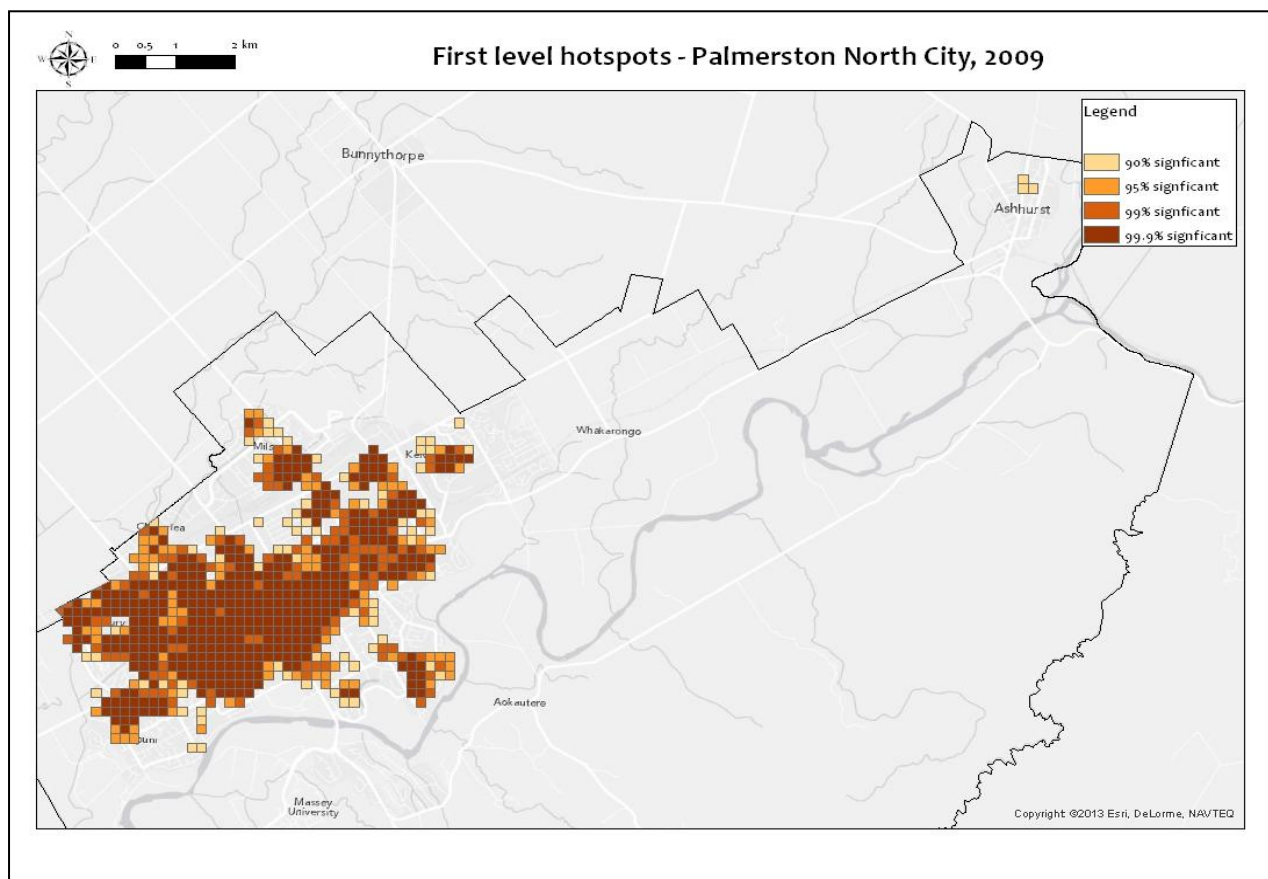


### Alcohol-related calls that occurred in second level hotspots - Palmerston North City, 2008



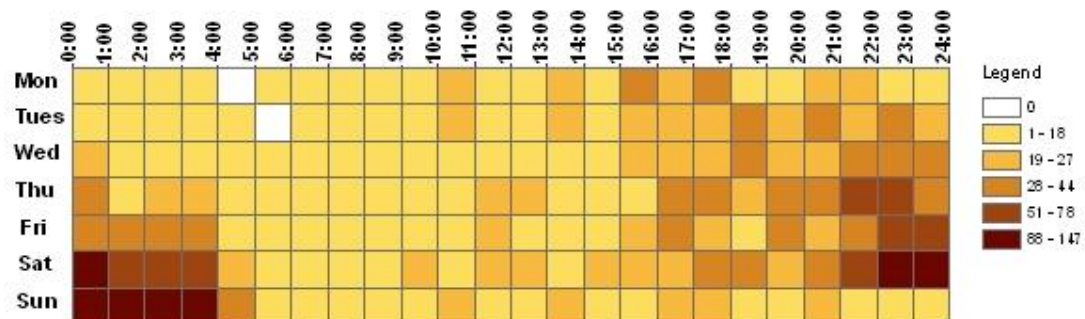
### Alcohol-related calls that occurred in second level hotspots - Palmerston North City, 2008



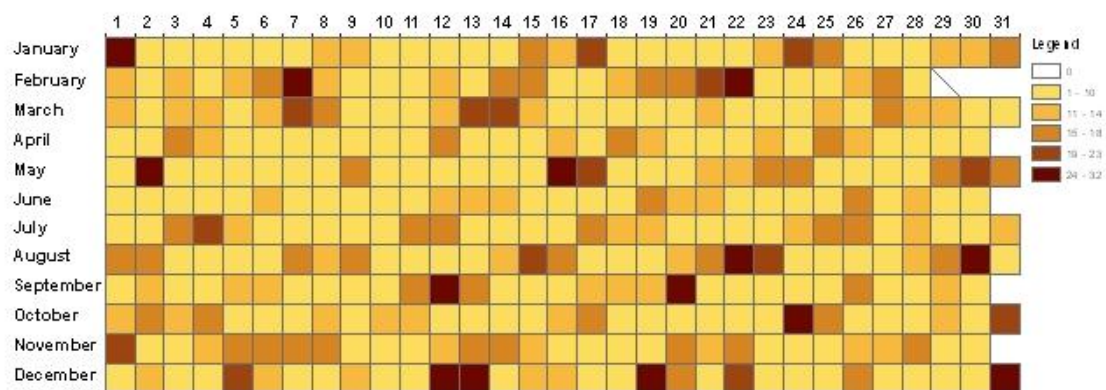


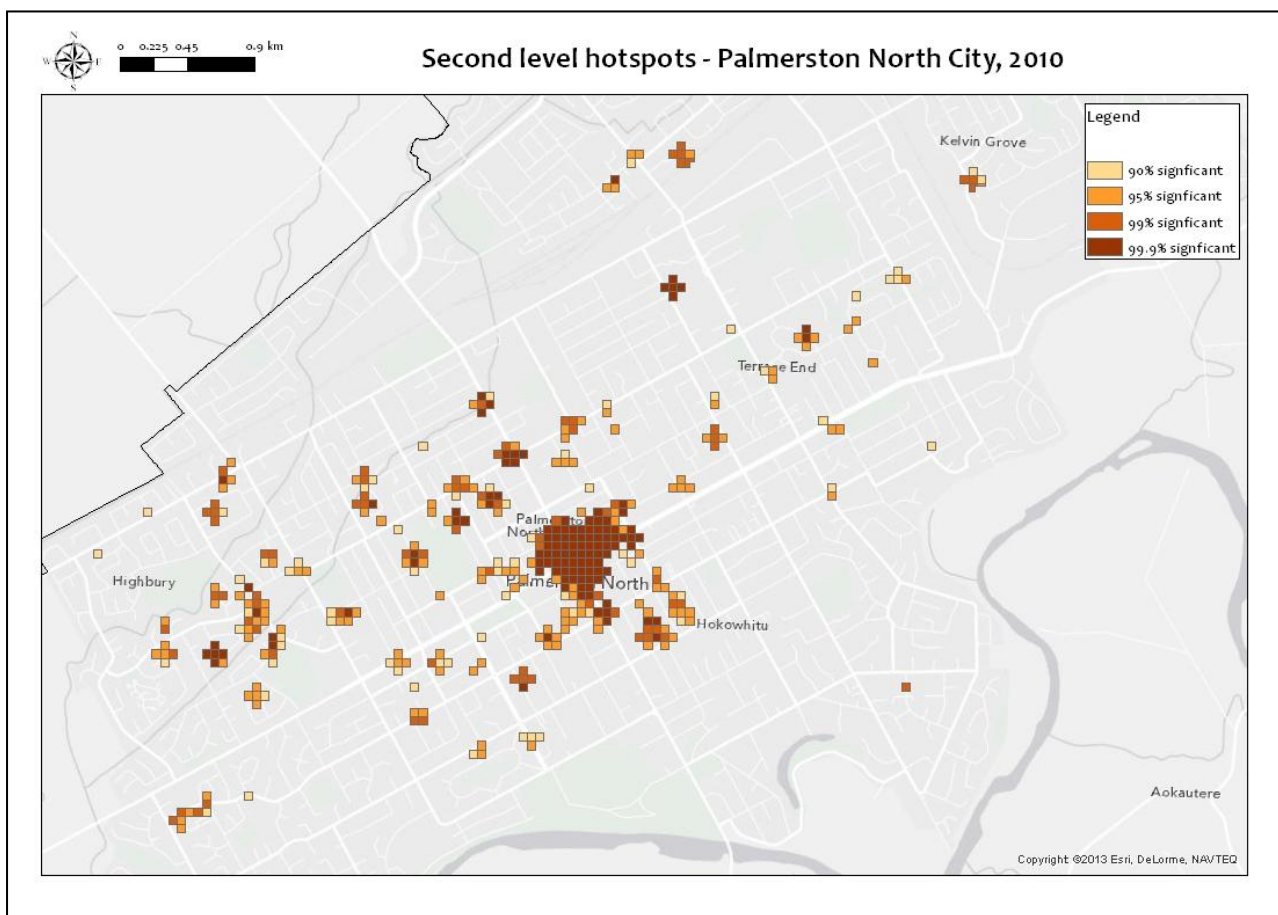
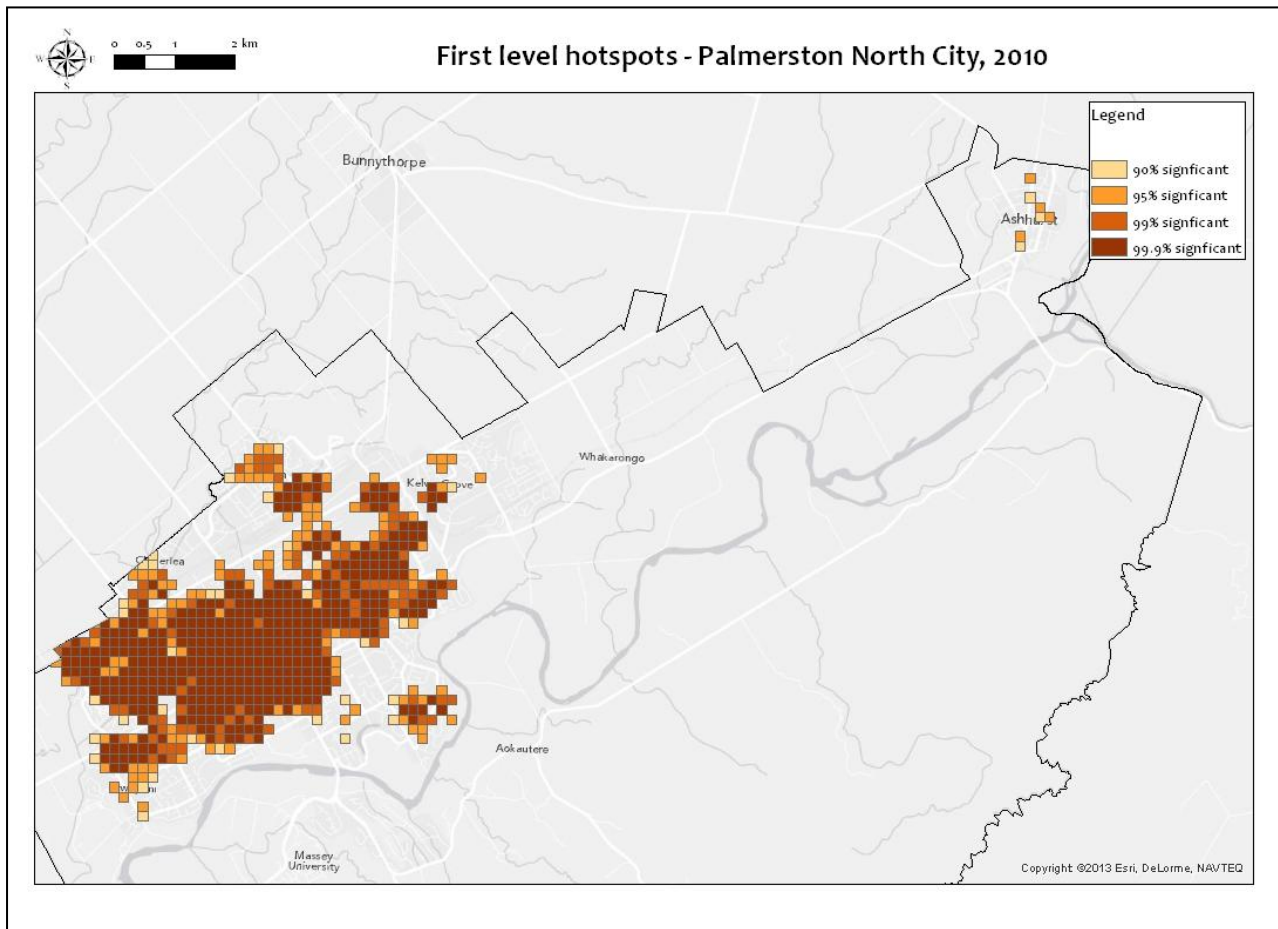


### Alcohol-related calls that occurred in second level hotspots - Palmerston North City, 2009

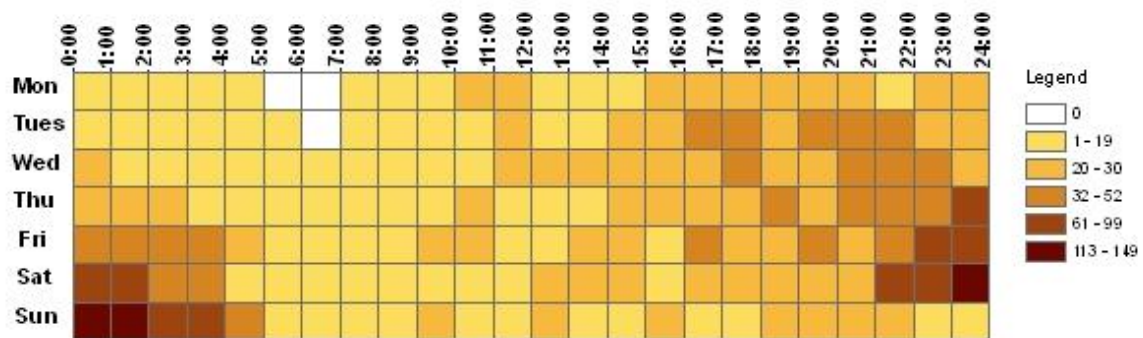


### Alcohol-related calls that occurred in second level hotspots - Palmerston North City, 2009

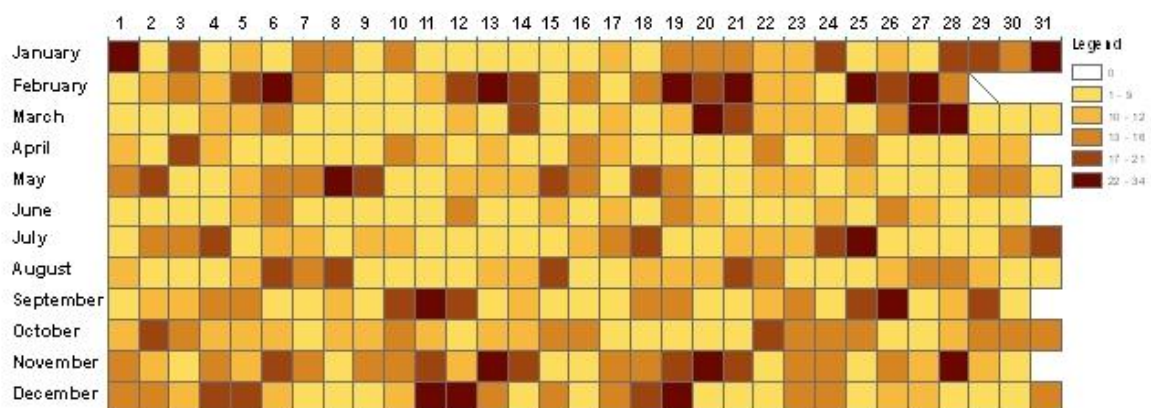




Alcohol-related calls that occurred in second level hotspots -  
Palmerston North City, 2010

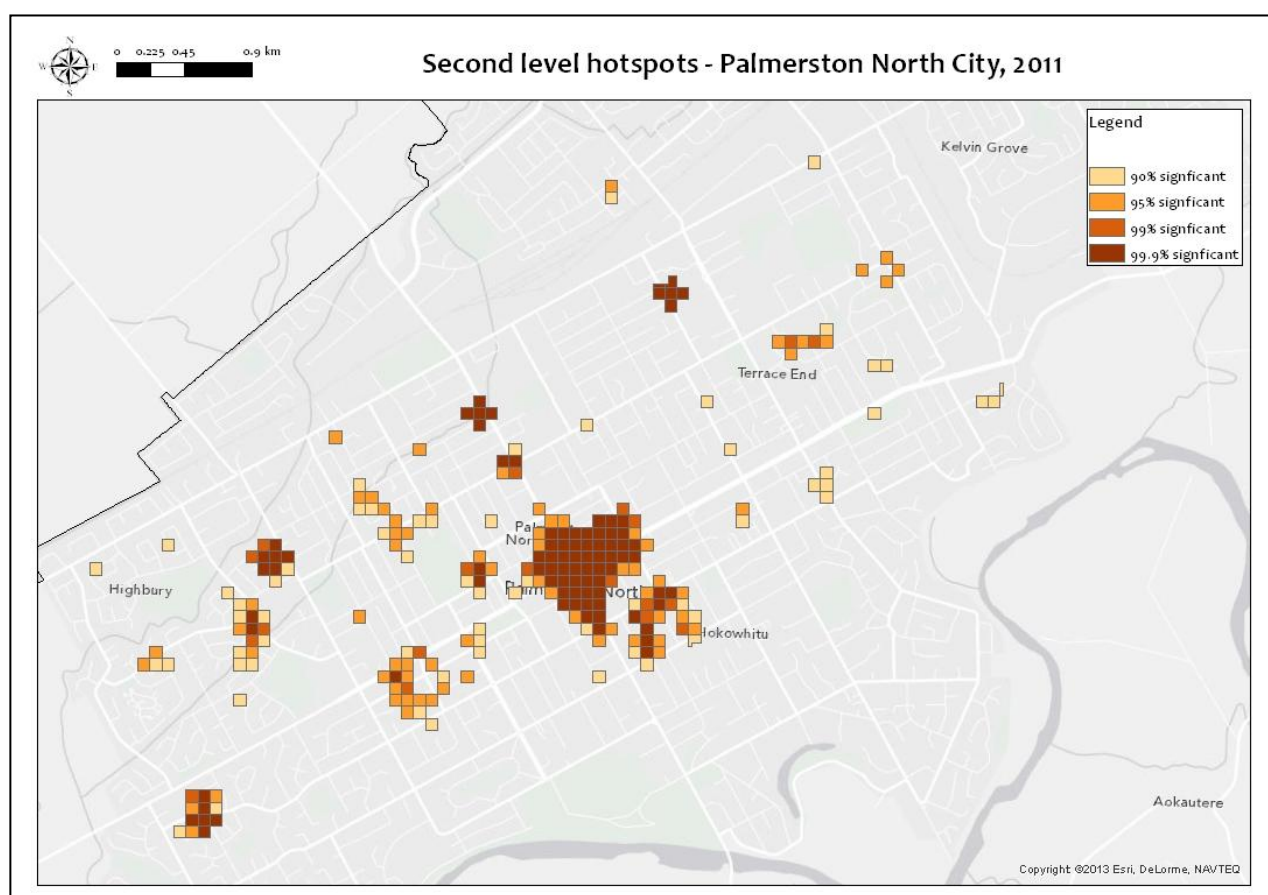
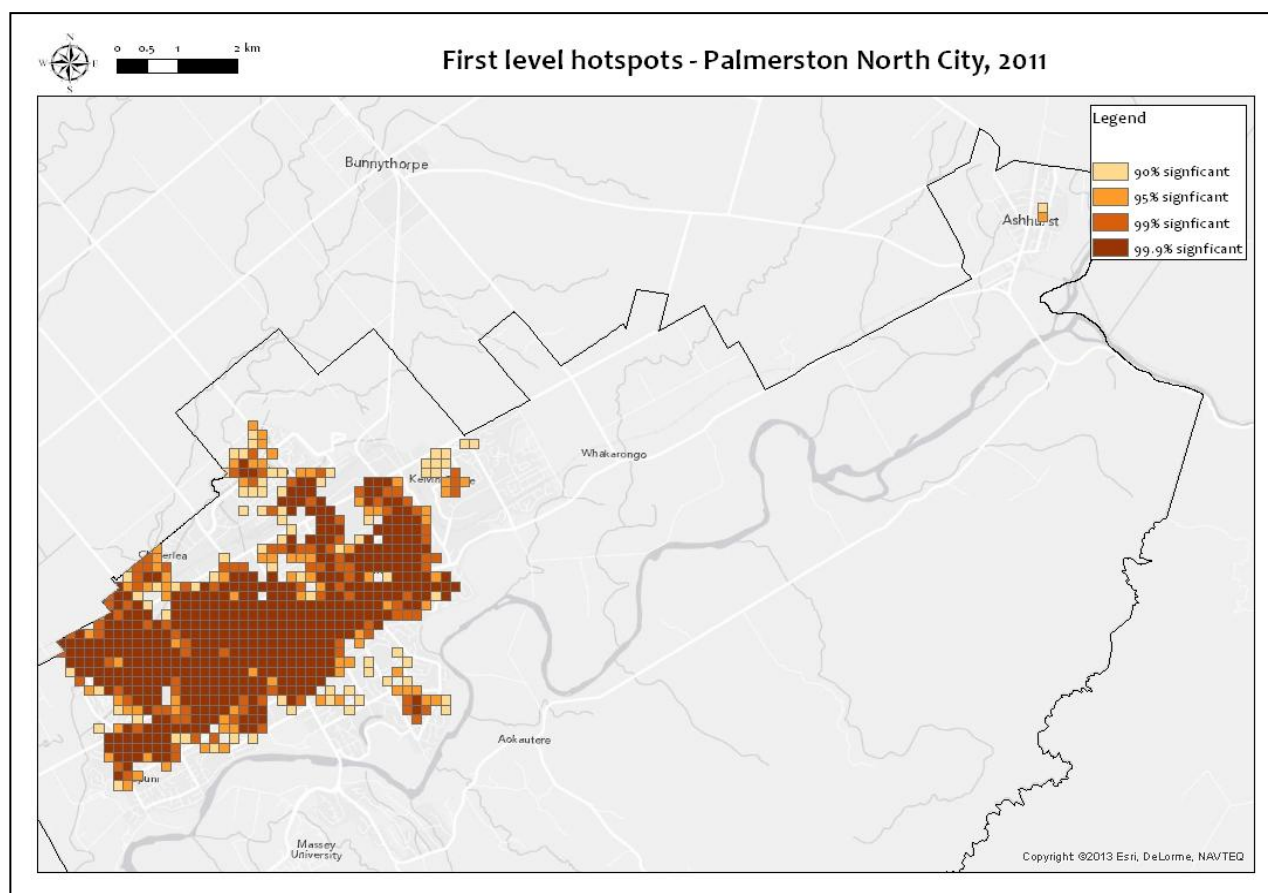


Alcohol-related calls that occurred in second level hotspots -  
Palmerston North City, 2010

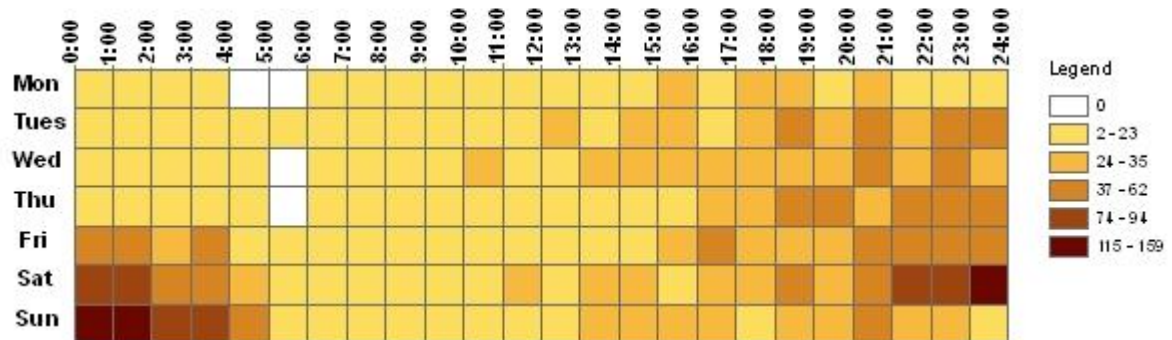




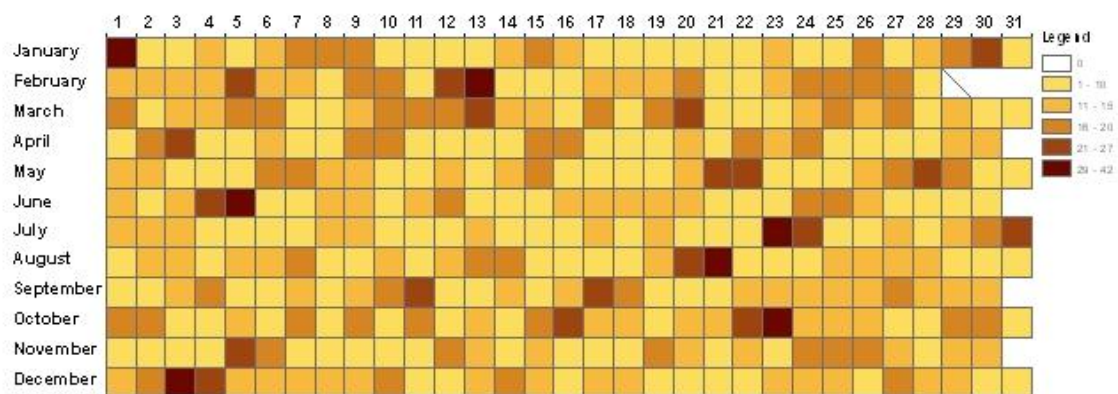
2011



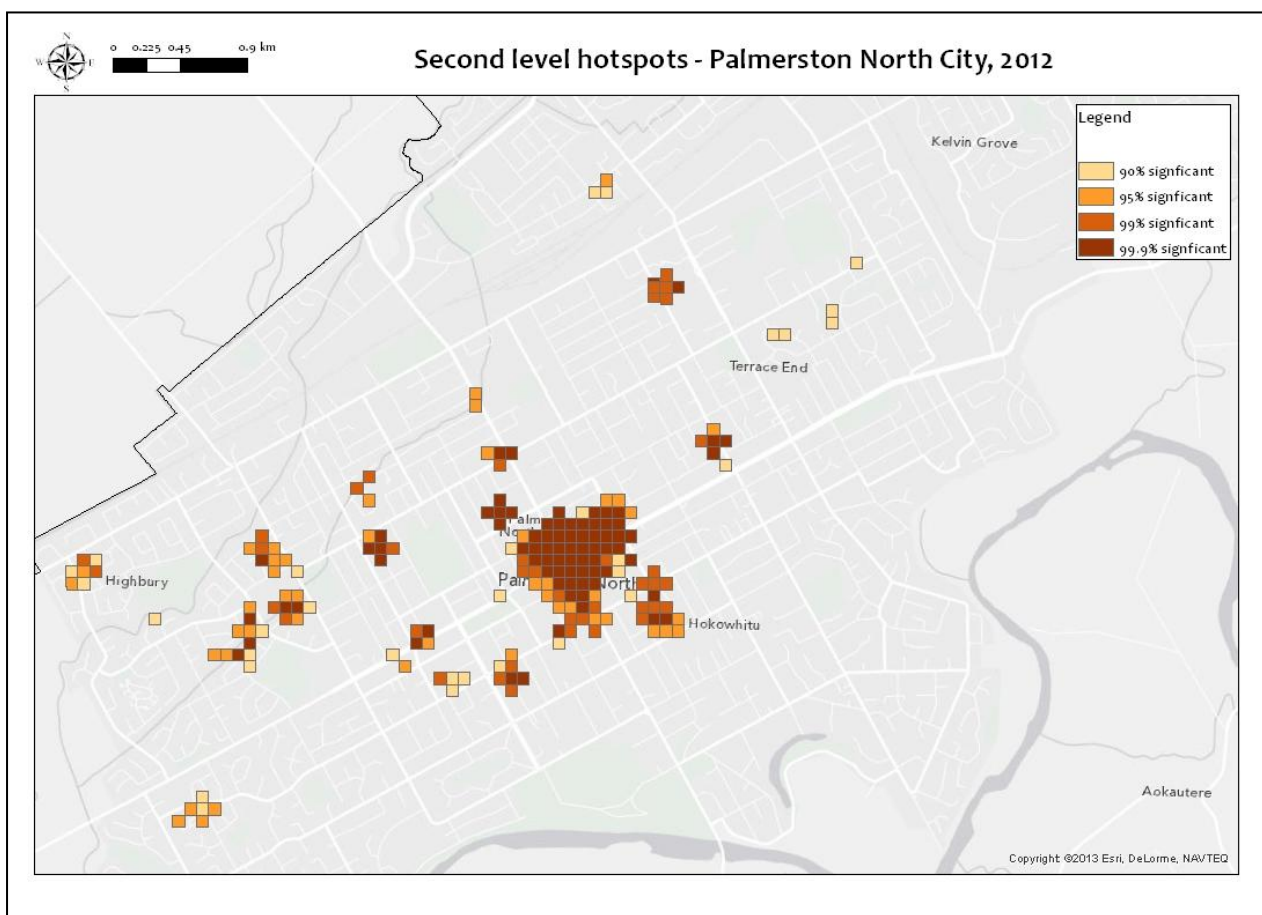
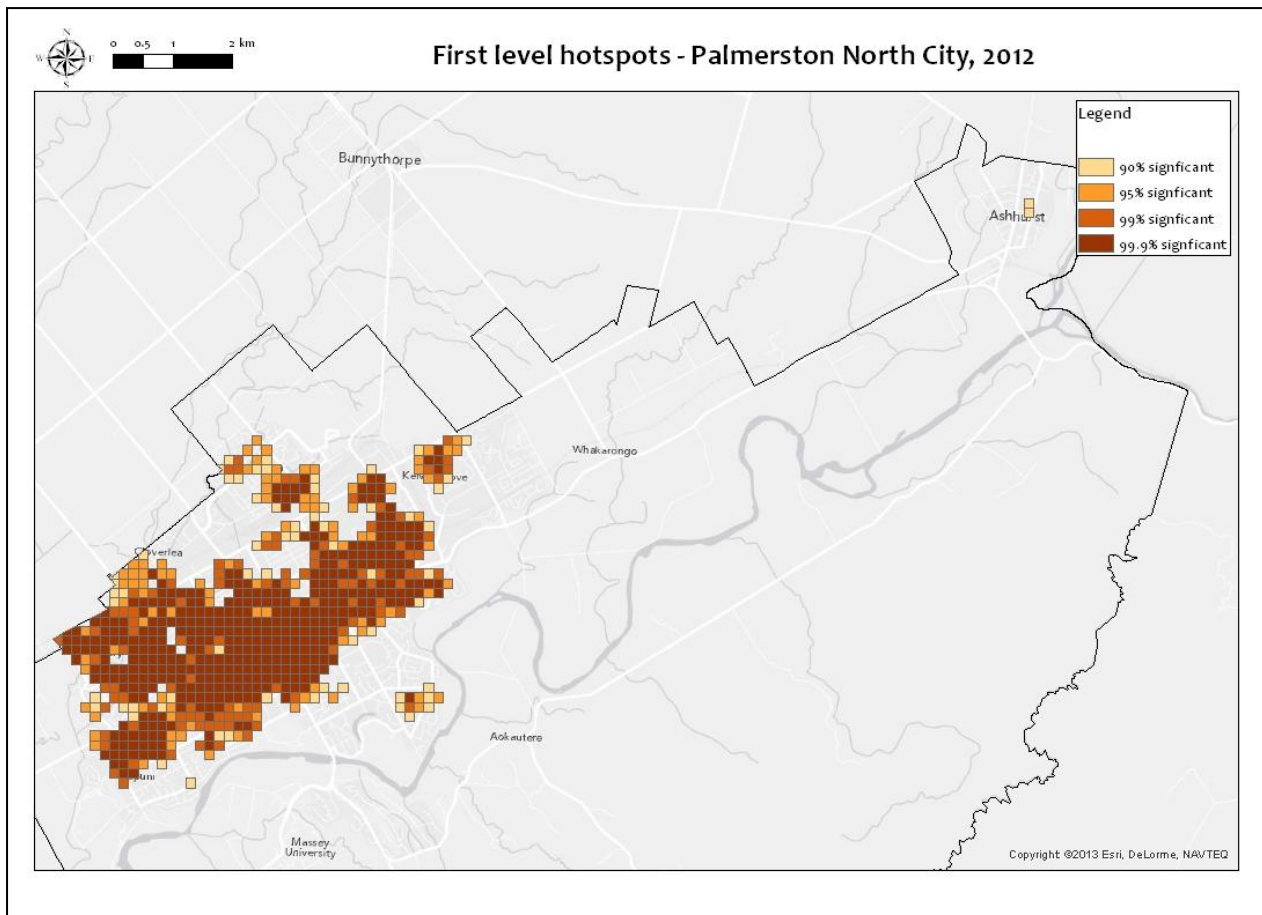
Alcohol-related calls that occurred in second level hotspots -  
Palmerston North City, 2011



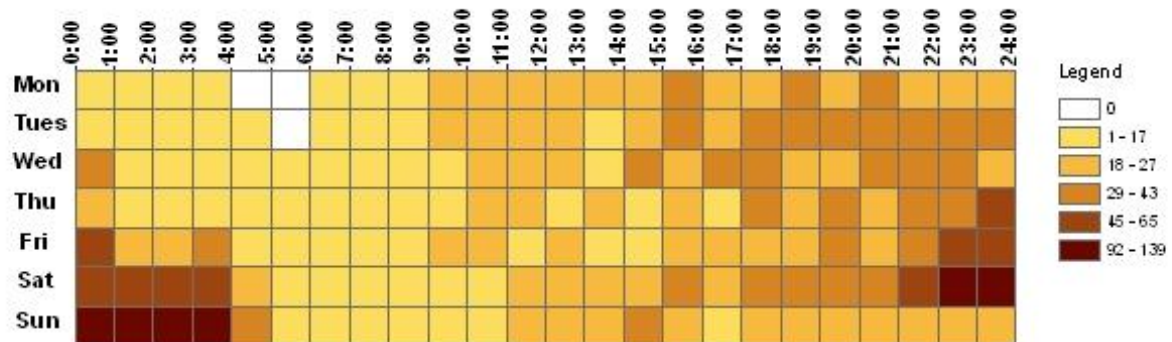
Alcohol-related calls that occurred in second level hotspots -  
Palmerston North City, 2011



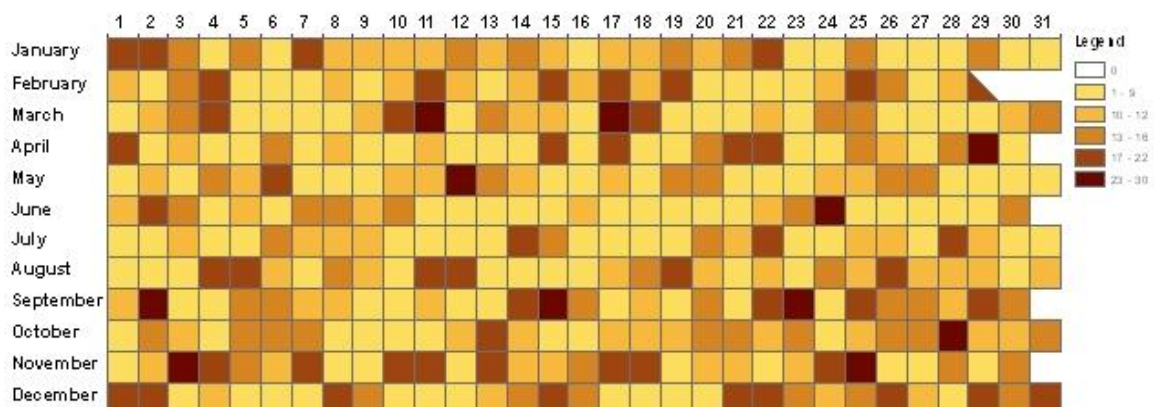


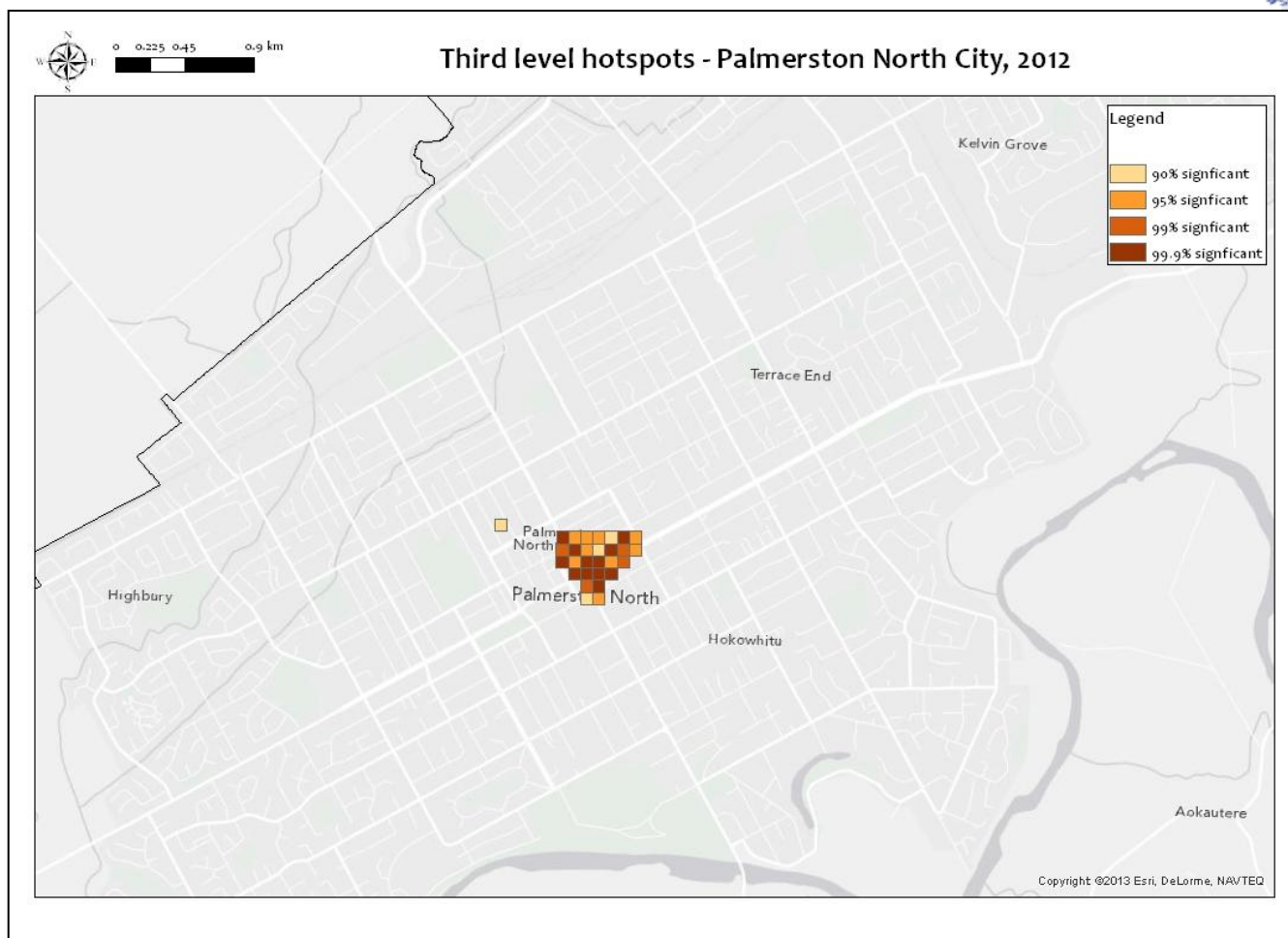


### Alcohol-related calls that occurred in second level hotspots - Palmerston North City, 2012



### Alcohol-related calls that occurred in second level hotspots - Palmerston North City, 2012





## Appendix – Licensed Premises

