

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

***Porirua City***

***Released 27 February 2014***



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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

The key recommendations from Kāpiti-Mana Area Police to Porirua City Council in relation to their Local Alcohol Policy are:

- **12.00am closing for all on-license premises; with a one-way door policy from 11.00pm.**
- **Maximum trading hours of 9.00am to 9.00pm for off-license outlets.**

Analysis of calls to Police was conducted in relation to events occurring within Porirua City from January 2008 to December 2012. During that time, within this area, Police received 16,028 calls for types of events that are typically related to alcohol (approximately 3,200 per year).

- Current licensing regulations have not sufficiently impacted on alcohol-related harm; consequently further prevention measures are required. Collectively, the key prevention recommendations should have a more sustainable impact on reducing alcohol-related harm, as well as public concern.
- Because Porirua's CBD is a significant attractor for a large number of people it also draws a significant number of alcohol-related events. Future planning for alcohol availability at this location should set the standard for the rest of the City.
- The hotspot maps (see Appendices) illustrate a relationship between alcohol-related offending and the presence of licensed premises. Consequently any prevention measures to reduce alcohol-related harm should consider how the presence of on- and off-licences impacts on other attractions in the area, their density, the operating hours of all licensed premises and how those licensed premises are managed.
- In order to minimise migration between licensed premises and prevent alcohol related-offending occurring after midnight an earlier and consistent closing time is necessary for all on-license premises.
- A one-way door policy for all on-license premises in Porirua would be an effective part of an overall alcohol harm prevention strategy.
- Issues of pre-loading and alcohol availability can be addressed by reducing the times alcohol is sold at off-licenses. Studies show that reducing the operating hours of off-license premises will limit the impact of access and availability of alcohol and its associated harm.

Police would like to strengthen its partnership with Porirua City Council to develop solutions that will reduce demands on police resources. It is considered that there are further measures that could assist in avoiding incidents related to alcohol-related harm by developing a local accord between licensed premises, Porirua City Council and Porirua Police with the following discretionary conditions:

- Immediate notification of violent incidents to Police.
- Mandatory annual training for all staff at licensed premises to ensure compliance with legal obligations.
- No shots served after 11:00pm.
- A minimum wind-down period for alcohol sales with one drink limits in any one transaction, one hour prior to closing.
- Restrictions on use of large glass vessels (pints) after 11:00pm.
- Restrictions on premises and patron activities, e.g. happy hours, drinking games, shots.
- Transport arrangements made by bar staff for identified intoxicated patrons.
- Licensee to keep a register of incidents.



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

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

<sup>2</sup> 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.

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## Analysis

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12. In the five years from 2008-2012 the numbers of alcohol-related events have remained broadly consistent. This is despite prevention efforts such as extensions to the existing liquor ban areas in Porirua City, a stronger Police response to alcohol-related offending, and tighter regulatory controls.

Year	Alcohol-related events
2008	3,179
2009	3,198
2010	3,382
2011	3,179
2012	3,090
Total	16,028

13. The consistent levels of alcohol-related events from year to year shows the efforts of Police and Porirua City Council had not significantly impacted on alcohol-related harm. Therefore there is still a need for Police and other organisations to exploit opportunities to impact on levels of alcohol-related harm.

### **Hotspot Maps<sup>3</sup>**

14. The hotspot maps illustrate a relationship between alcohol-related calls for police service and the presence of licensed premises at those same locations, in the Porirua City area. This indicates that current licensing regulations are not sufficient. Consequently prevention measures are required to reduce those calls for service and the associated harm.
15. Porirua Central,<sup>4</sup> Waitangirua and Titahi Bay all have high levels of calls for police service associated to alcohol-related harm (90 percent significant or above).<sup>5</sup>
16. Alcohol-related events of 99 percent significance have been occurring at or near to the 14 on- and off-licensed premises in Porirua Central in a five year period (2008-2012).<sup>6</sup> There are several significant attractors to Porirua Central such as North City Plaza, The Canopies in Cobham Court and Porirua's transport hub on Lyttelton Avenue.

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<sup>3</sup> Hotspot maps can be seen in the Appendix Section. Individual maps for particular locations are referred to in this report.

<sup>4</sup> Porirua Central refers to the Central Business District (CBD) of Porirua City.

<sup>5</sup> See paragraphs 6-11 for a more detailed explanation about levels of significance. In essence, this refers to a location which is a generator, attractor, or enabler of crime.

<sup>6</sup> See Appendix section - Porirua Central – pp12-14. NOTE: Hotspot Maps for all five years cannot be displayed in this report due to size considerations.



17. Waitangirua shows a consistent pattern to Porirua Central with high percentages of significant events occurring at or near to both on and off-licensed premises.<sup>7</sup> Waitangirua Mall is a significant attractor to the area. Alcohol-related harm is an existing concern of the Waitangirua community; during 2010-13 there were strong community concerns related to the presence of on- and off-licensed premises. The community believed these premises were linked to violence and anti-social behaviour at the mall and in their neighbourhoods. The community, together with police, presented these concerns at alcohol licensing hearings for business such as Nischay's Liquor Store (previously Fantame Liquor Store) and The Mix Bar, which resulted in the denial of alcohol licenses for those businesses.
18. Titahi Bay (including Mana) shows groups or clusters of events, but those clusters are not as significant as Porirua and Waitangirua,<sup>8</sup> and in the two most recent years do not occur at licensed premises. This indicates that there are fewer alcohol-related calls for police service in Titahi Bay and they are not necessarily linked to the licensed premises there.

### **Data Clocks and On-License Trading Hours**

19. In 2012 a study funded by Australia's National Drug and Law Enforcement Research Fund concluded that *"an increase in trading hours in the night-time economy would, in most instances, result in increased alcohol consumption as well as in related negative effects such as assault and accident. The findings of this study confirm the basic findings that reducing trading hours results in a decrease in alcohol-related harm."*<sup>9</sup>
20. On-license premises within Porirua Central and Waitangirua have licenses that allow them to trade until 2.00am. The remaining bars in the Porirua City area have trading hours until 1.00am. Most alcohol-related offending in Porirua City occurs from Friday evening to Sunday morning between 9.00pm-4.00am.<sup>10</sup> Temporal data for Porirua's Territorial Authority District neighbour, Kapiti, is consistent with Porirua, except weekend offending in Kapiti reduced after 2.00am. Almost all the on-licensed premises in Kapiti close at midnight.
21. Porirua Police are aware of alcohol-related offending in the past that has been attributed to migratory trends in Porirua. It has been observed that some local residents who drink in Wellington City earlier in the evening will then travel/walk to bars in Porirua Central, that are open until 2.00am, in order to maximise their alcohol consumption. It is likely that this migratory trend occurs the other way for Wellington but because any related offending is not recorded in Porirua it is not as easily noticed.
22. In order to assist in preventing alcohol-related harm, an earlier and consistent closing time across Porirua City is required. The closure of all on-license premises in Porirua City at midnight will serve a threefold purpose. It will assist in preventing the alcohol-related migration of people in Porirua central, after midnight. By reducing the opportunity for early morning drinking at bars, it will assist in bringing back the 4.00am peak when there are higher levels of alcohol-related calls for service. It will also likely reduce the number of calls for service as people elect to go home instead of loitering in the city, potentially becoming involved in offending or being victims of it.
23. If on-licensed premises in Porirua are permitted to continue trading after midnight it provides an opportunity for a migration of intoxicated patrons from Kapiti into Porirua City. This could also be a 'stop over' as people journey into Wellington City, where bars are open for longer hours.

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<sup>7</sup> See Appendix section - Waitangirua – pp15-17.

<sup>8</sup> See Appendix section - Titahi Bay – pp18-20. There are no hotspot maps at the third level for Titahi Bay for 2008 and 2009 because no events of high percentage significance were recorded there for those time periods. As a result no maps have been produced.

<sup>9</sup> Miller P, Tindall J, Sønderlund A, Groombridge D, Lecathelinais C, Gillham K, McFarlane E, de Groot F, Droste N, Sawyer A, Palmer D, Warren I, Wiggers J, 2012, Dealing with alcohol-related harm and the night-time economy, p 172.

<sup>10</sup> See Appendix - Data Clocks – pp21-25.



## One-Way Door Policies

24. Patrons migrating from bars in Porirua area to take advantage of the later closing times are of concern to Porirua Police due to the increased risk of violence, disorder, damage, and other alcohol related offences.
25. There is both domestic and international evidence that supports the effectiveness of a one-way door policy to reduce migration between bars within reasonable distance to each other. It is also considered to be an effective part of an overall alcohol harm prevention strategy.
26. Alcohol Advisory Council (ALAC) conducted an independent review of a six month 'accord' between Christchurch Police and licensed premises in the Christchurch CBD in 2006-07. The accord included a one-way door policy. Despite some mixed findings one of its conclusions stated *"there were reductions in some subsets of crime. For example, offences on Saturday-Sunday night decreased by 4% (after the exclusion of liquor ban breach and disorder data) in 2006-7 compared with 2005-6. Serious violence offences on Saturday-Sunday night decreased by 22% between 2005/6 and 2006/7"*. The study also found that there was a consistent shift toward improved perceptions of safety in the CBD at night.<sup>11</sup>
27. A 2011 Queensland study, using both quantitative<sup>12</sup> and qualitative<sup>13</sup> data, examined the effectiveness of a 'lockout policy'<sup>14</sup> following its introduction for on-licenses in the Gold Coast and Brisbane/Fortitude Valley. In the Gold Coast, the number of alcohol-related incidents requiring Police attention reduced significantly. There was also a significant reduction of offences for certain crime types,<sup>15</sup> occurring at any time, on the Gold Coast. The study found that *"the prevalence of incidents before and after implementation of the lockout policy demonstrated that the number of alcohol-related offences requiring police attention was significantly proportionally lower for some policing areas and offences"*.<sup>16</sup>

## Off-Licenses

28. As seen in the hotspot maps, off-license premises are also represented in alcohol-related harm and calls for police service.
29. Pre-loading<sup>17</sup> is a significant concern to Porirua Police. Police know of circumstances where people have purchased cheaper alcohol from supermarkets, pre-loaded in the car parks in Lydney Place or the New World underground car park then go to the nearby Ledge Bar or Jimmy's bar. *"The police have the best understanding of the nature of the social harms relating to law and order. Much of the harm that occurs in the CBD is directly linked to the pre-loading taking place in the suburbs already mentioned and other cities."*<sup>18</sup>
30. Alcohol-related calls for service in Porirua City start to become elevated from 6.00pm for five days of the week; by 9.00pm those calls for service are elevated for all days of the week.<sup>19</sup>
31. Small shops and bottle stores in Porirua City that hold off-licenses are currently permitted to sell alcohol until 10.00pm. For supermarkets and the CBD it is 11.00pm (this time may vary for sports clubs etc). Moving the hours of trade for alcohol sales to 9.00pm for all off-license premises in Porirua is intended to impact on that weekly peak time mentioned in the

<sup>11</sup> Kirkwood L & Parsonage P. (2008), Evaluation of the Christchurch city one-way door intervention, pg8.

<sup>12</sup> Police activity logs of all alcohol and non alcohol-related incidents attended by Police in and around late-night liquor trading premises.

<sup>13</sup> Interviews with key stakeholders - Police, security staff and politicians.

<sup>14</sup> Patrons were not allowed to enter a licensed premise between 03:00hours and 05:00hours.

<sup>15</sup> Sexual offences, street disturbances and disturbances/disputes.

<sup>16</sup> Palk G R, Davey J D, Freeman J E. (2008), Perspectives on the effectiveness of the late night liquor trading lockout legislative provision, p1.

<sup>17</sup> Pre-loading is considered by Police to be where individuals or groups gather for the purpose of consuming alcohol to achieve an elevated level of intoxication prior to travelling to other locations to maintain or increase their intoxication. This behaviour is usually seen when pre-loaders want to avoid paying higher prices for alcohol in licensed premises.

<sup>18</sup> <http://wellington.govt.nz/~media/have-your-say/public-input/files/consultations/2013/07-the-right-mix/summary1.pdf>, p 15.

<sup>19</sup> See Appendix – Data Clocks – p21.





above paragraph, linked to alcohol-related harm and pre-loading. Police operational experience and studies inform us that reduced trading hours will impact on incidents of alcohol-related offending and mitigate the pre-loading issue of persons transitioning between off-licenses and on-license premises or other locations.

32. 2011 study in Scotland found that *"Increasing access to alcohol, through more outlets and longer trading hours, is linked to a range of alcohol-related harms and in certain circumstances, levels and patterns of consumption. Overall, the weight of evidence supports the conclusion that restrictions on the availability of alcohol can contribute to a reduction in alcohol-related problems."*<sup>20</sup>
33. In February 2005 in Geneva, Switzerland the sale of liquor from off-licenses was prohibited between 9.00pm hours and 7.00am. A before and after study was conducted in 2011, examining the hospital admission rates for acute alcohol intoxication. Following the policy implementation, the hospital admission rates for adolescents and young adults decreased by up to 40 percent. There was also a reduction in the admission rates for underage<sup>21</sup> intoxicated persons. The study found the timing of prohibition and changes in hospitalisation rates suggest a causal relationship between reduced alcohol availability and a drop in acute intoxication rates. It concluded that *"policy makers should consider opening hours and outlet density as a promising route for public health effort on alcohol prevention."*<sup>22</sup>

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## Recommendations and Possible Prevention Measures

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34. The key recommendations from Kāpiti-Mana Area Police to Porirua City Council in relation to their Local Alcohol Policy are:
  - 12.00am closing for all on-license premises, with a one-way door policy from 11.00pm.
  - Maximum trading hours of 9.00am to 9.00pm for off-license outlets.
35. Current licensing regulations have not sufficiently impacted on alcohol-related harm; consequently further prevention measures are required. Collectively, the key prevention recommendations should have a more sustainable impact on reducing alcohol-related harm, as well as public concern.
36. Any future planning related to alcohol availability and alcohol-related harm prevention should take into account the relationship between the locations of alcohol-related calls for service and the presence of licensed premises at those same locations. Because Porirua's CBD is a natural attractor for a large number of people it also draws a significant number of alcohol-related events. Future planning for alcohol availability at this location should set the standard for the rest of the City and should include how the presence of on and off-licenses impact on natural attractors, their density, the operating hours of all licensed premises and how those licensed premises are managed.
37. In order to minimise migration between licensed premises and prevent alcohol related-offending occurring after midnight an earlier and consistent closing time is necessary for all on-license premises. A consistent closure time between Kapiti and Porirua will assist with this. As such a midnight closing time for all on-license premises in Porirua City is logical. The same closing time has been recommended by Police to Kapiti Coast District. It is recommended that the Porirua City Council's LAP include a mandatory closing time of 12.00am for all on-license premises.
38. A one-way door policy for all on-license premises in Porirua is considered an effective part of an overall alcohol harm prevention strategy. A one-way door policy for all on-license premises in Porirua City will almost certainly contribute to a reduction in migration and

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<sup>20</sup> MacNaughton P and Gillan E (2011), Re-thinking alcohol licensing, pp 13 & 15.

<sup>21</sup> The underage group were between the ages of 10 and 15. The legal drinking and purchasing age in Geneva is 16 years old.

<sup>22</sup> Wicki, M, and Gmel, G (2011), Hospital admission rates for alcoholic intoxication after policy changes in the canton of Geneva, Switzerland. Drug Alcohol Dependence, pp 211-214.





alcohol-related harm. It is recommended that a one-way door policy is included in Porirua City Council's LAP for all on-license premises from 11.00pm. This time is intended to be in alignment with the recommended 12:00am closing time.

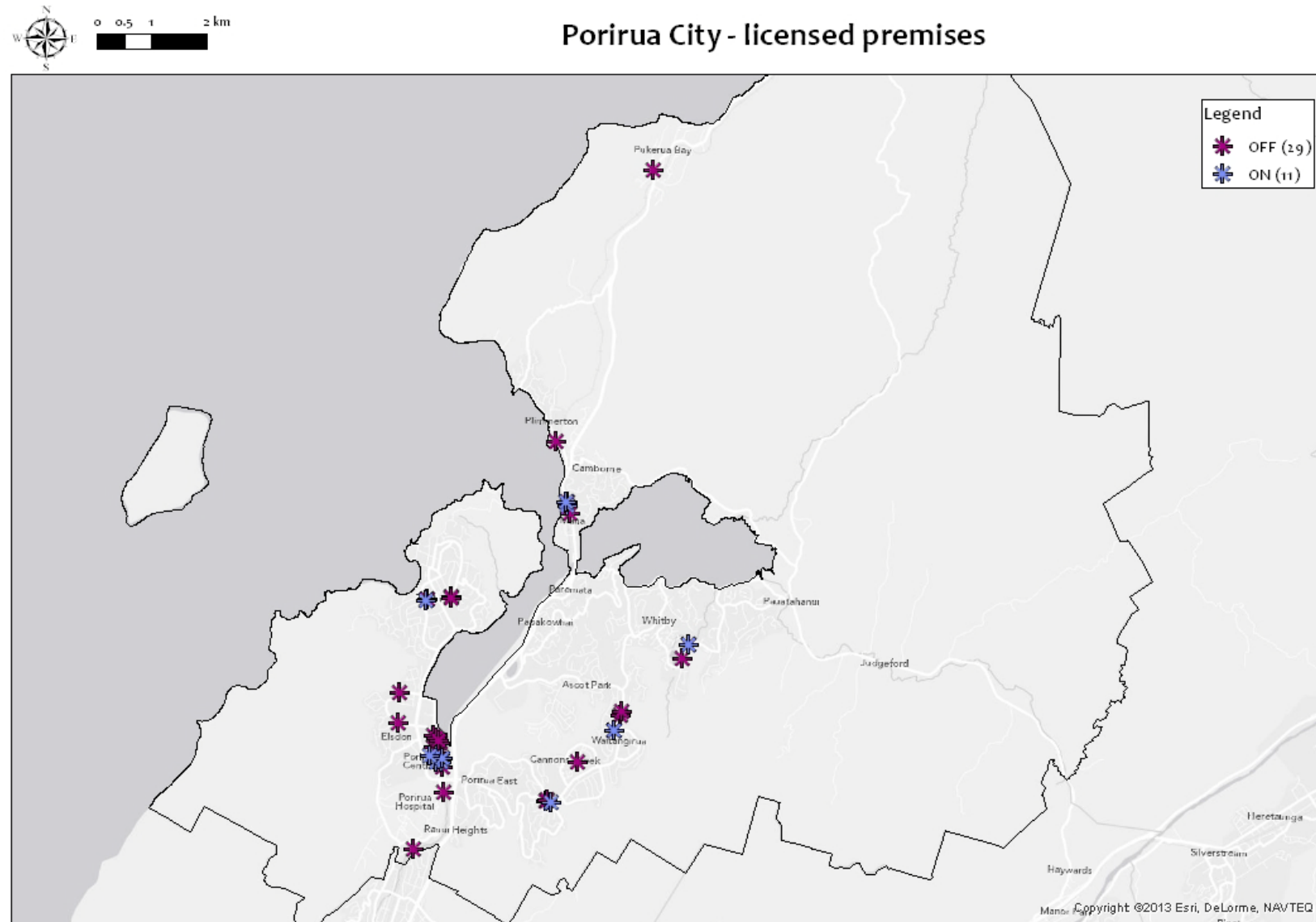
39. The rationale for a 9.00 pm closing of all off-licenses is essentially to bring back the clock in terms of reducing alcohol-related harm across the District. Reducing the trading hours for all off-license premises will reduce the opportunity for people to consume large amounts of cheap alcohol in an uncontrolled environment, prior to attending on-license premises with elevated levels of intoxication. It will also assist in limiting the severity of intoxication levels of those people who elect to pursue late night drinking in a CBD environment and potentially go on to commit offences or become victims of them.
40. This stance is strongly supported by Wellington Medical Officer of Health Dr Stephen Palmer and aligns to the intent of Prevention First and Better Public Services. Dr Palmer stated: *"I strongly support the immediate reduction in days and hours of sale for supermarkets and liquor stores to 9am to 9pm, with preference for a further reduction in hours for suburban supermarkets and liquor stores to 8pm on Monday to Thursday, 9pm on Friday and Saturday, and 6pm on Sunday. This is in line with the recent decision of the Liquor Licensing Authority with respect to a suburban liquor store in Cannons Creek, Porirua."*<sup>23</sup>
41. Reducing the hours that takeaway alcohol can be purchased is a logical and practical strategy to limit alcohol consumption and associated harm. Issues of pre-loading and alcohol availability can be addressed by reducing the times alcohol is sold at off-licenses. Studies show that reducing the operating hours of off-license premises will limit the impact of access and availability of alcohol and its associated harm. It is recommended that Porirua City Council's LAP include trading hours between 9.00am to 9.00pm daily for alcohol sales for all off-license premises. These times are intended to be in alignment with the recommended 12:00am closing time for on-license premises and high risk offending times. It will also provide an appropriate time break for alcohol availability to the public over the weekend.
42. Police would like to strengthen its partnership with Porirua City Council to develop solutions that will reduce demands on police resources. It is considered that there are further measures that could assist in avoiding incidents related to alcohol-related harm by developing a local accord between licensed premises, Porirua City Council and Porirua Police with the following discretionary conditions:
  - Immediate notification to Police of violent incidents.
  - Mandatory annual training requirements for all staff at licensed premises to ensure compliance with legal obligations.
  - No shots served after 11:00pm.
  - A minimum wind-down period for alcohol sales with one drink limits in any one transaction, one hour prior to closing.
  - Restrictions on use of large glass vessels (pints) after 11:00pm.
  - Restrictions on premises and patron activities, e.g. happy hours, drinking games, shots.
  - Transport arrangements made by bar staff for identified intoxicated patrons.
  - Licensee to keep a register of incidents.

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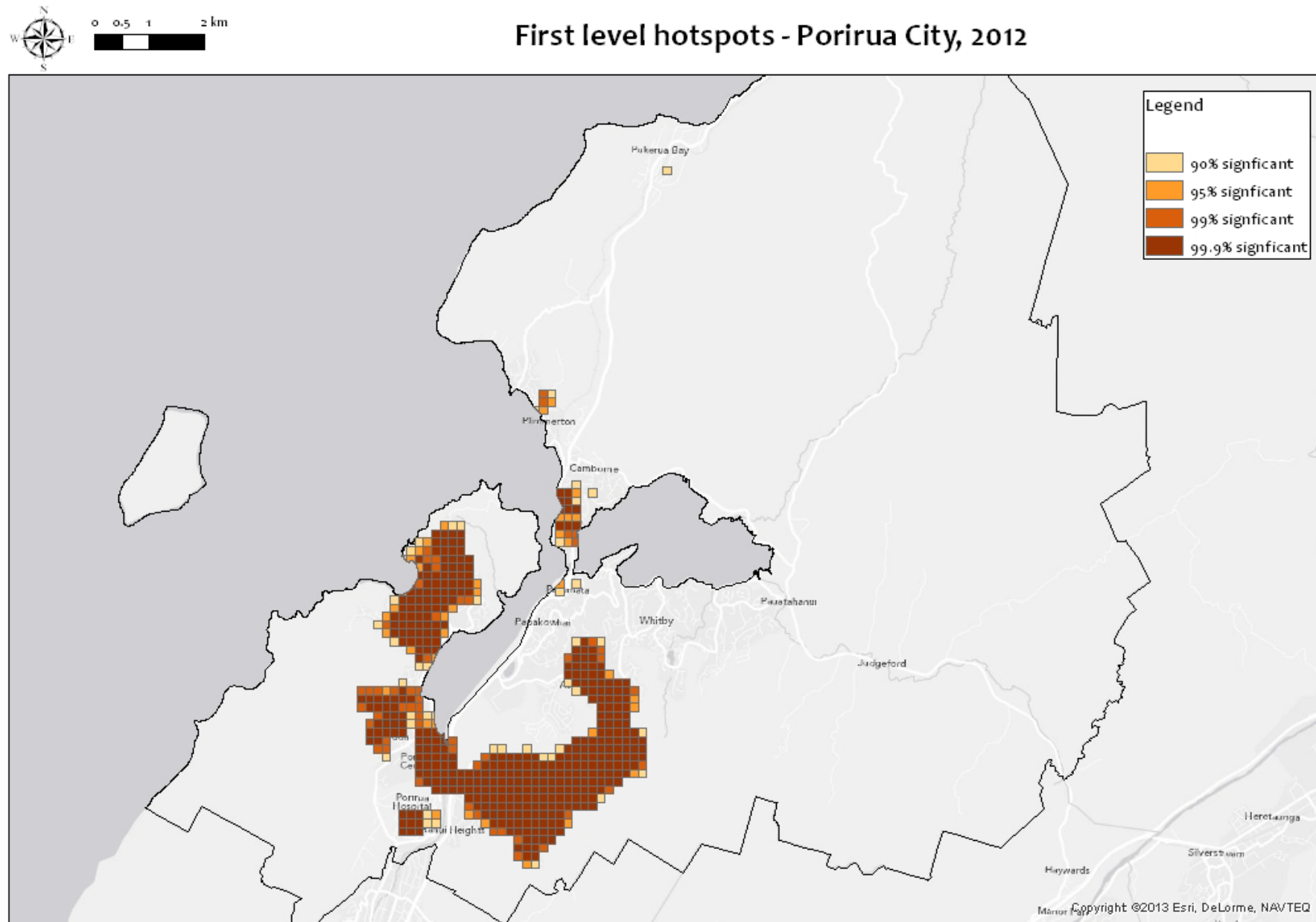
<sup>23</sup> <http://wellington.govt.nz/~media/have-your-say/public-input/files/consultations/2013/07-the-right-mix/summary1.pdf>, p 15.

## Appendix – First Level Licensed Premises and Hotspot Maps for Porirua City

Map 1 – Porirua City Licensed Premises

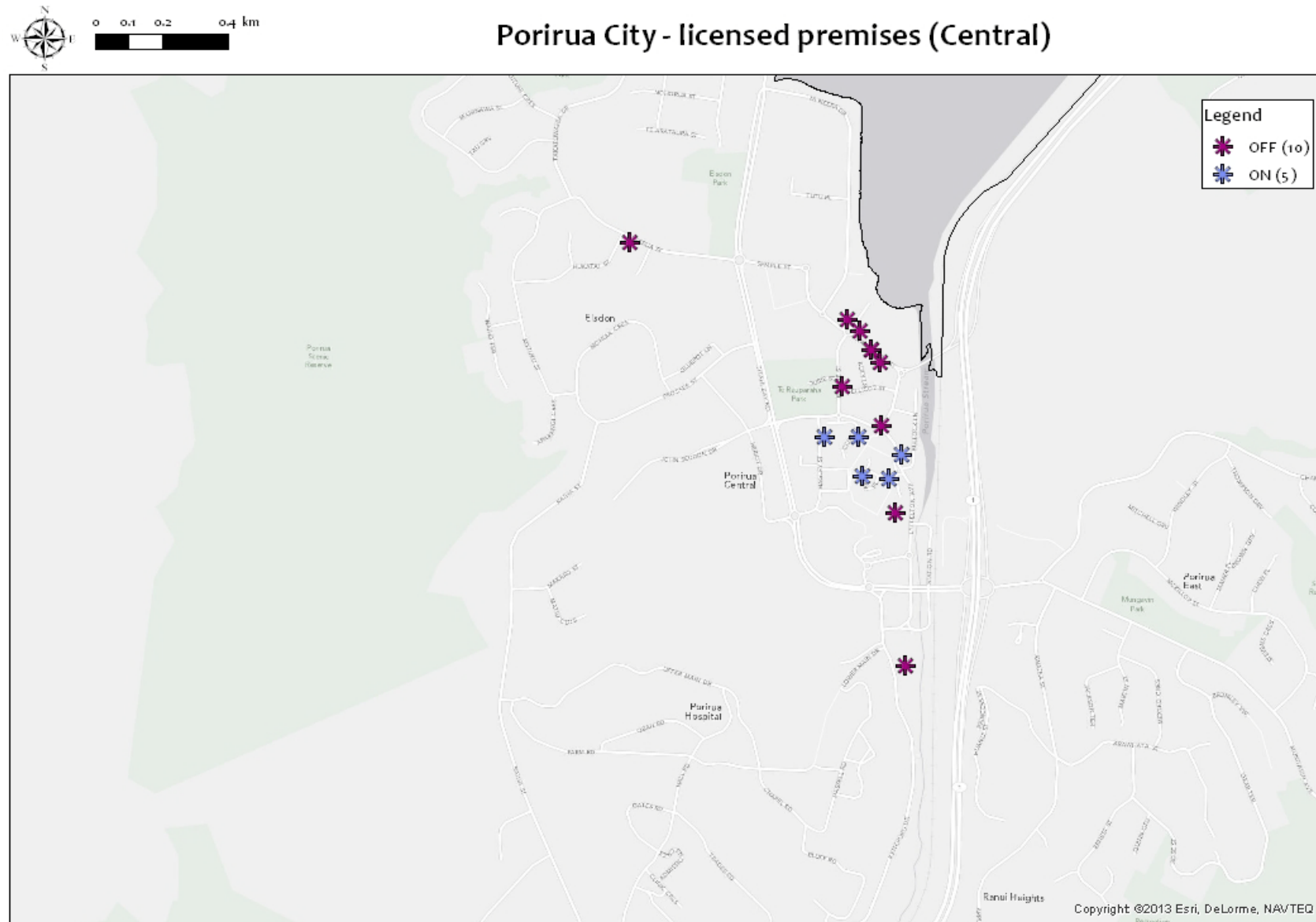


Map 2 – First Level Hotspot: Porirua City, 2012



# Appendix – Second and Third Level Licensed Premises and Hotspot Maps for Porirua City 2012

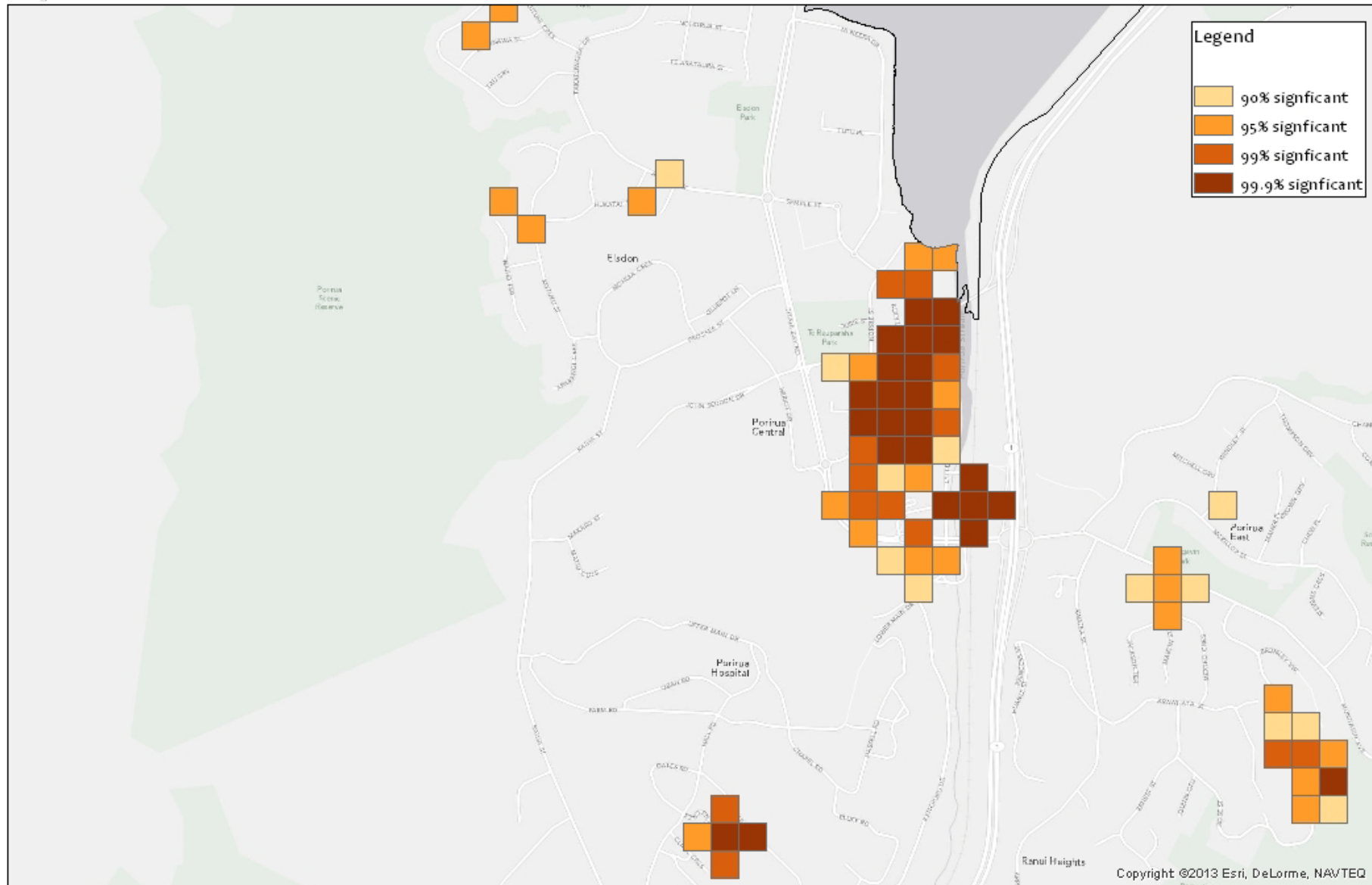
Map 3 – Porirua Central Licensed Premises



Map 4 – Second Level Hotspot: Central, 2012



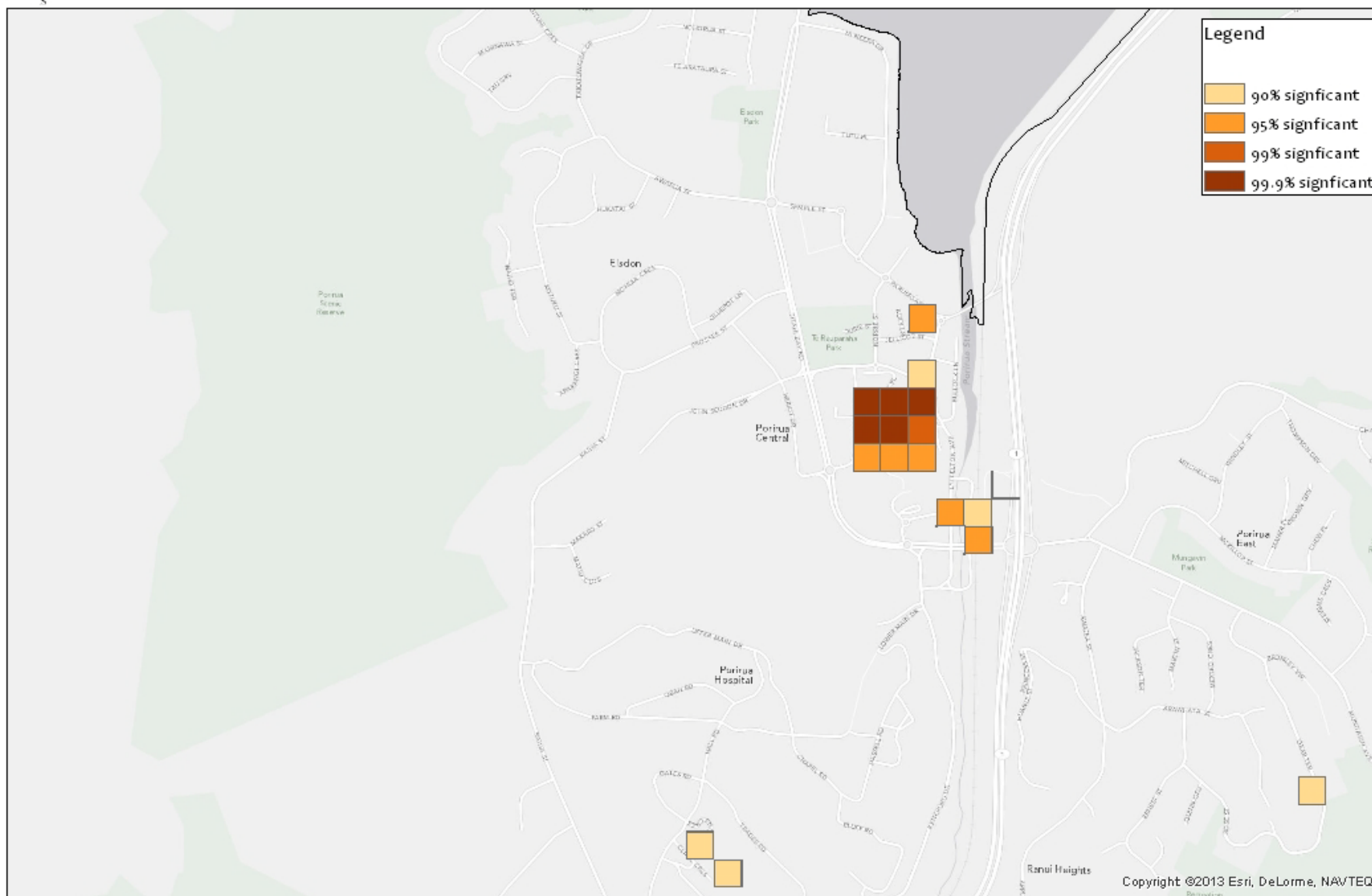
## Second level hotspots - Porirua City, 2012 (Central)



Map 5 – Third Level Hotspot: Central, 2012

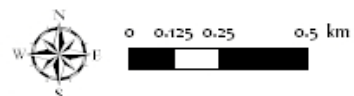


### Third level hotspots - Porirua City, 2012 (Central)

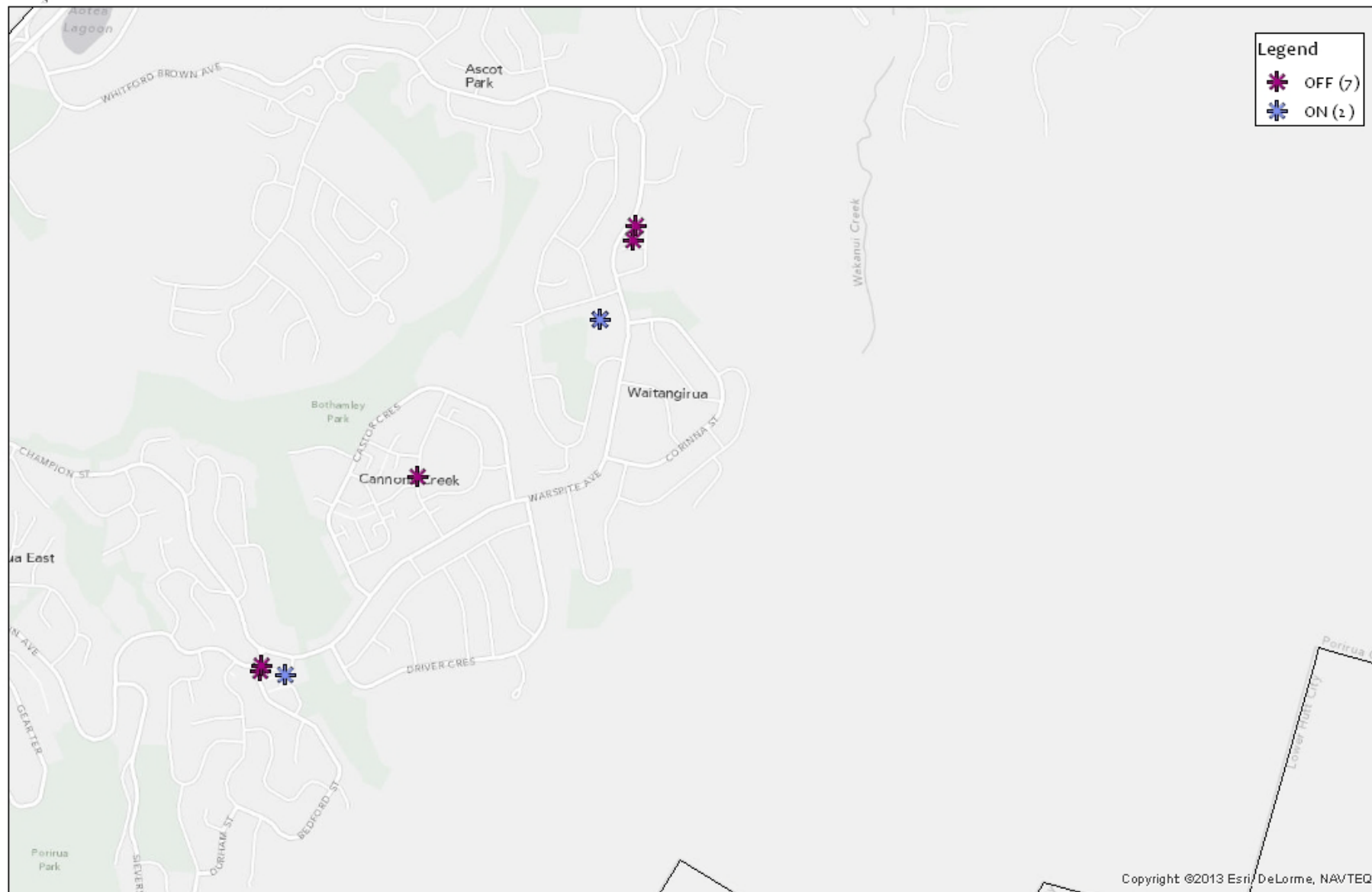




## Map 6 – Waitangirua Licensed Premises

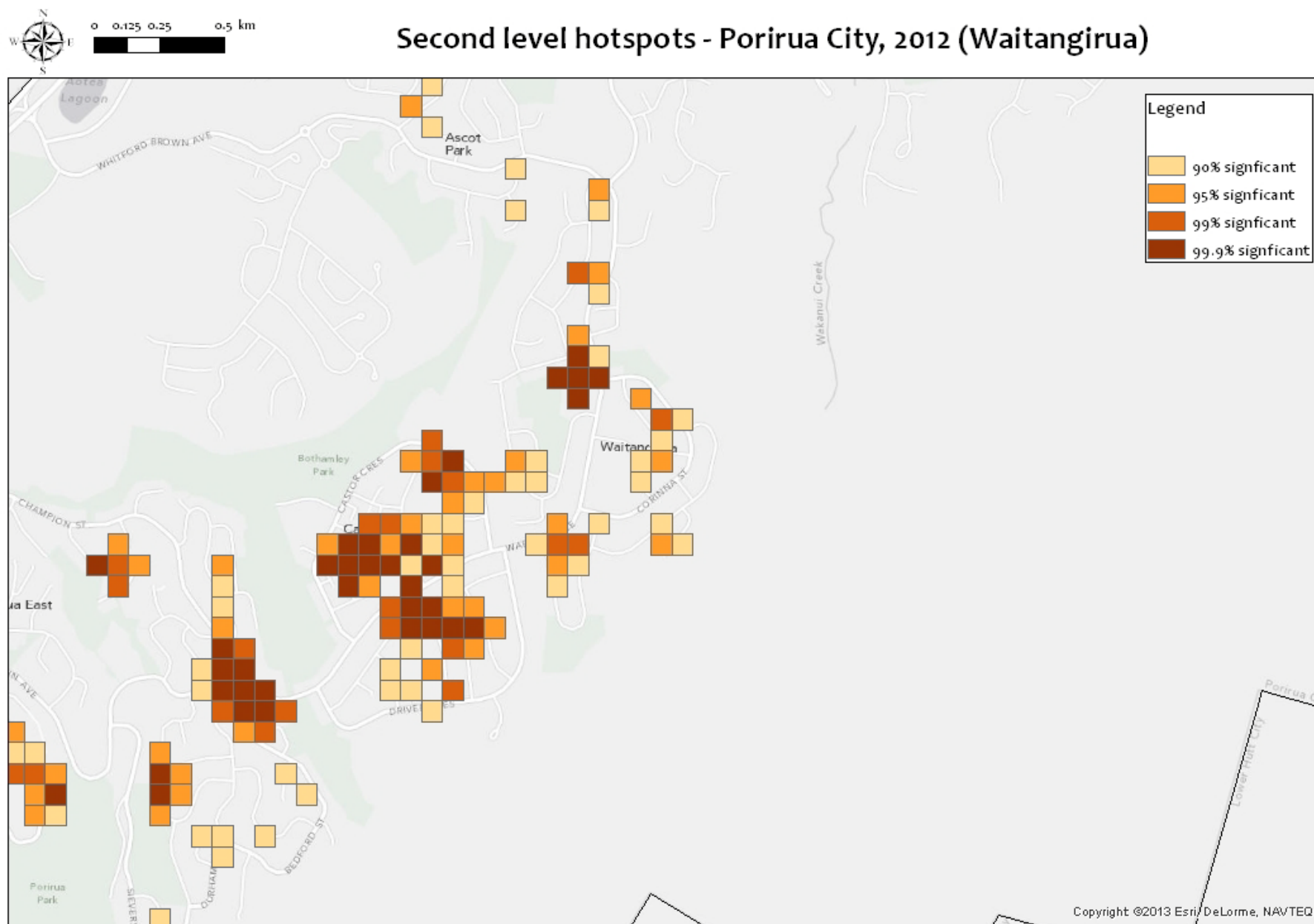


### Porirua City - licensed premises (Waitangirua)

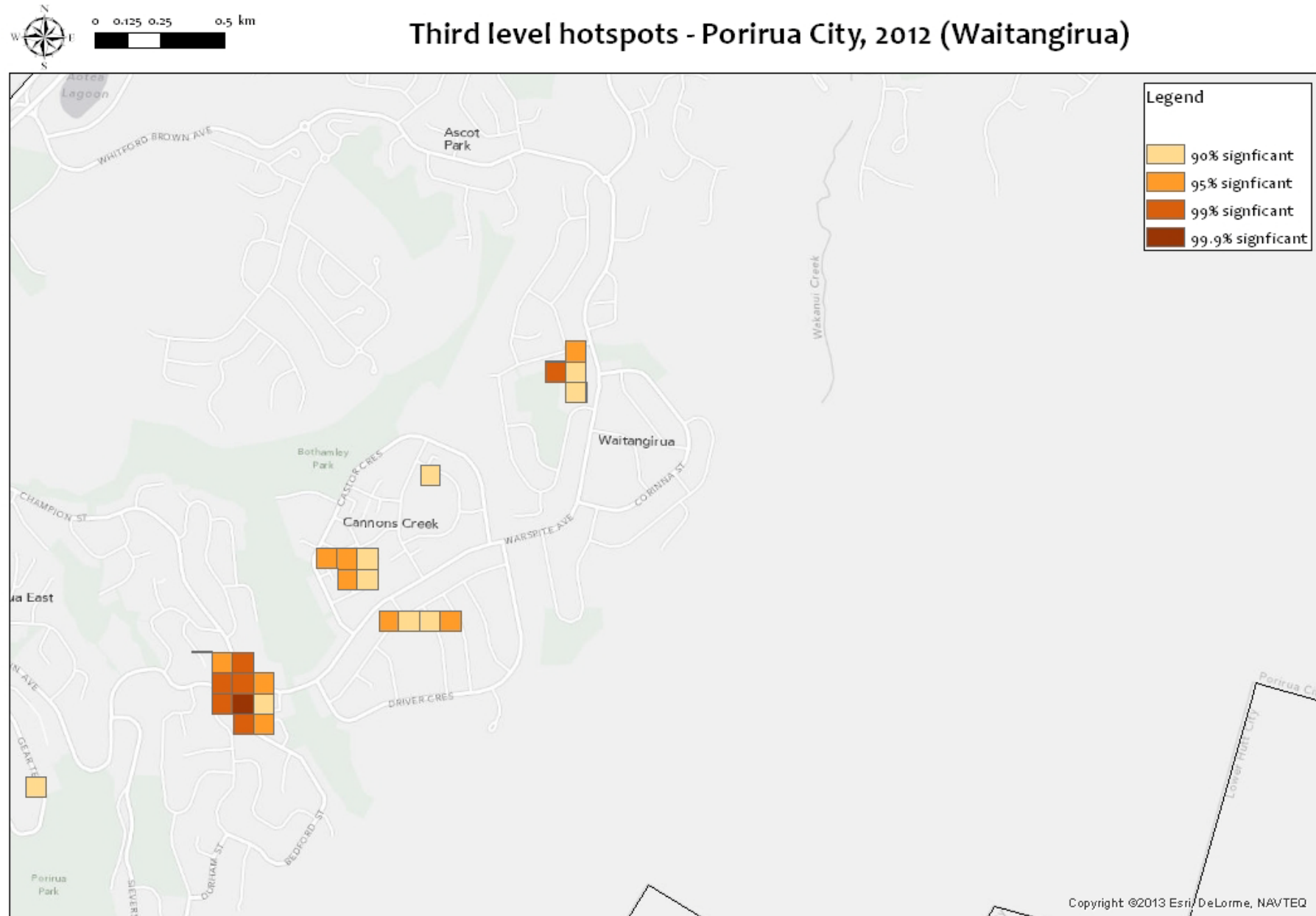




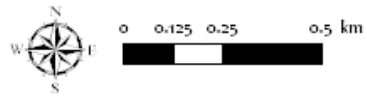
Map 7 – Second Level Hotspot: Waitanirua, 2012



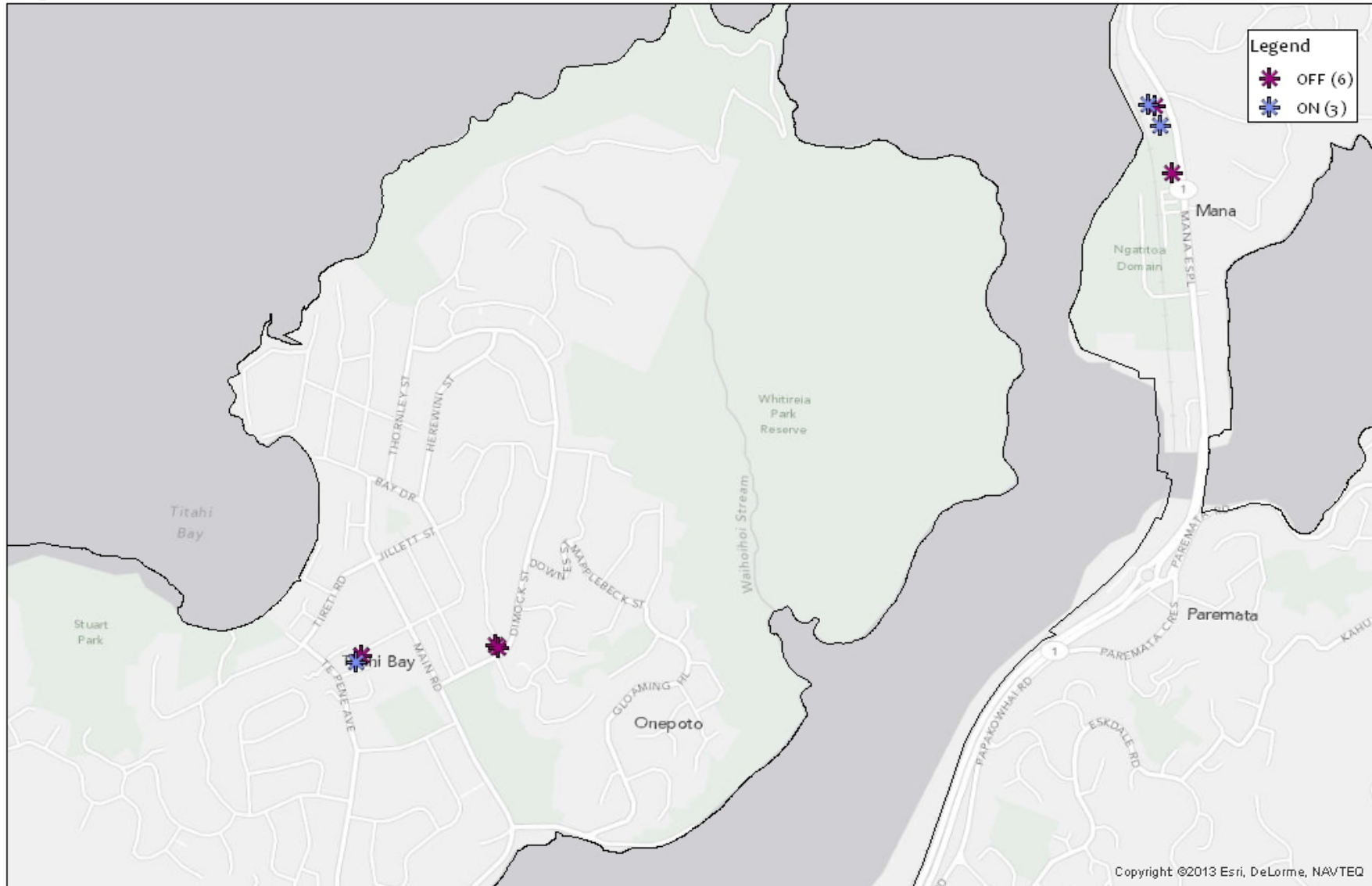
Map 8 – Third Level Hotspot: Waitangirua, 2012



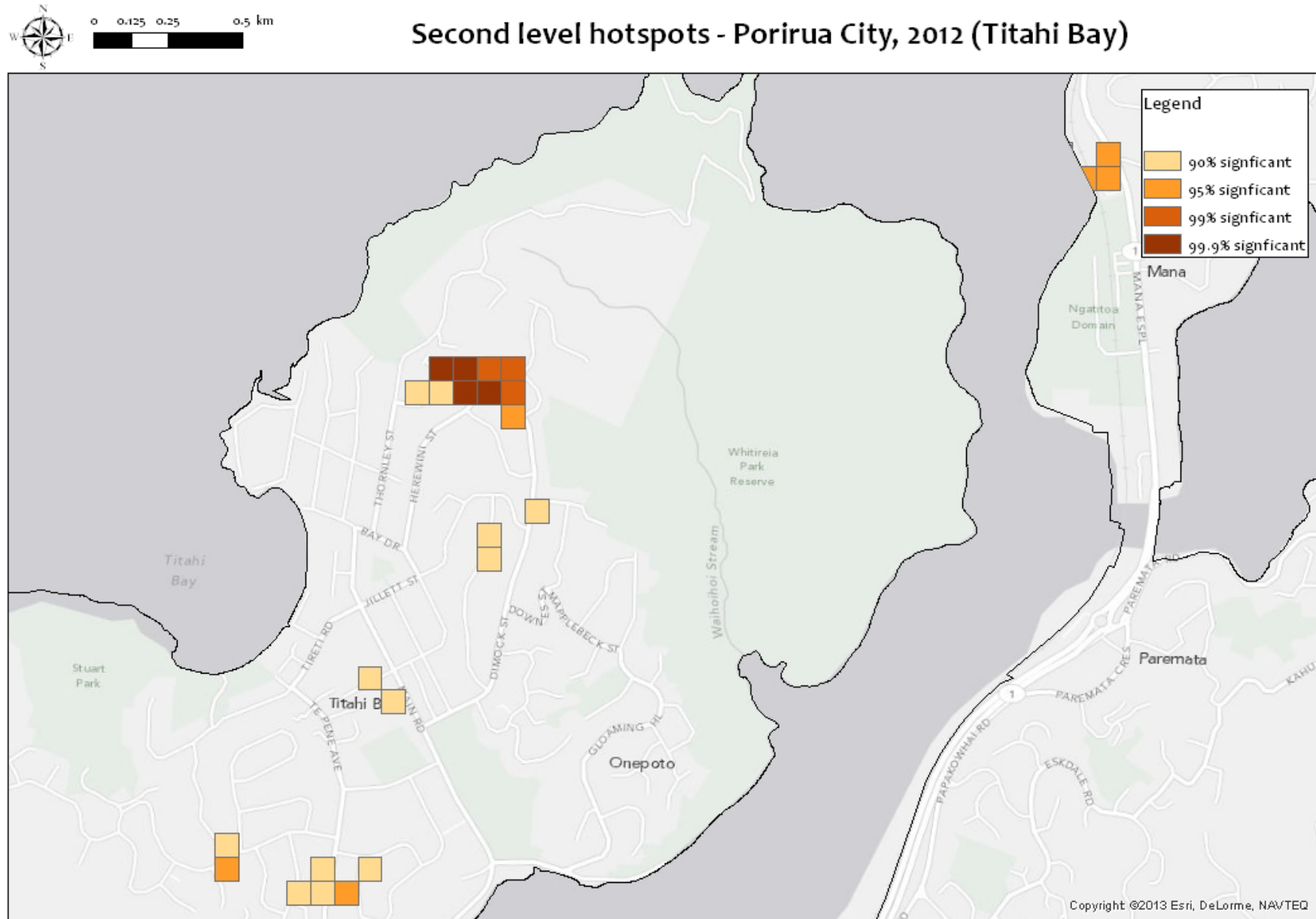
## Map 9 – Titahi Bay Licensed Premises



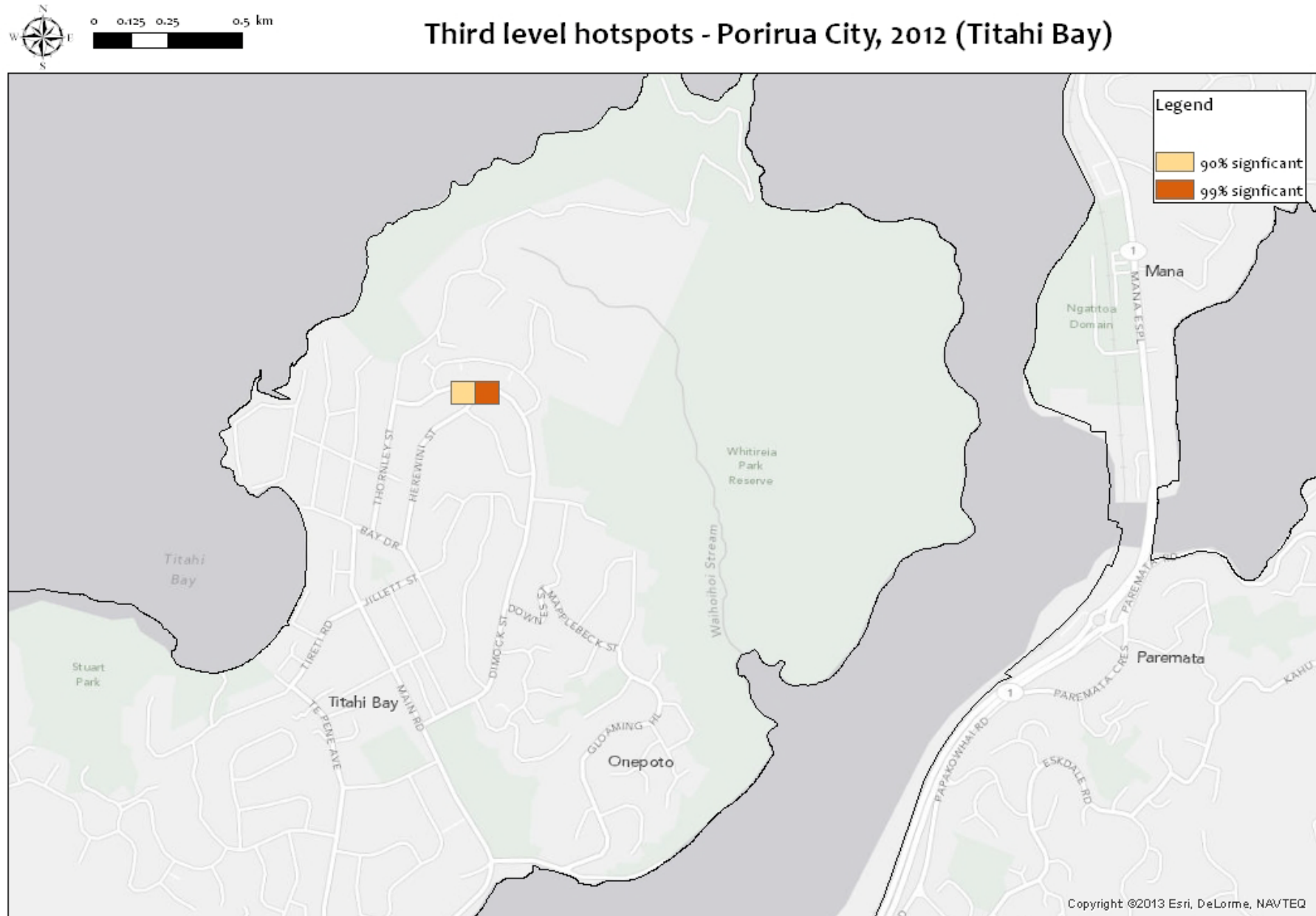
### Porirua City - licensed premises (Titahi Bay)



Map 10 – Second Level Hotspot: Titahi Bay, 2012



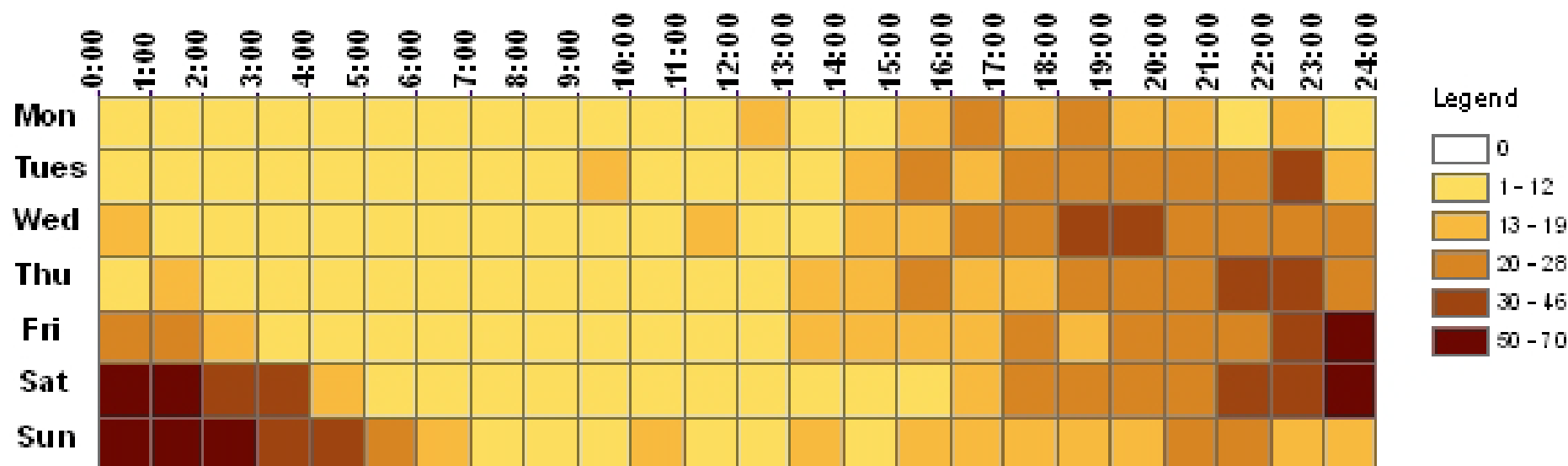
Map 11 – Third Level Hotspot: Titahi Bay, 2012



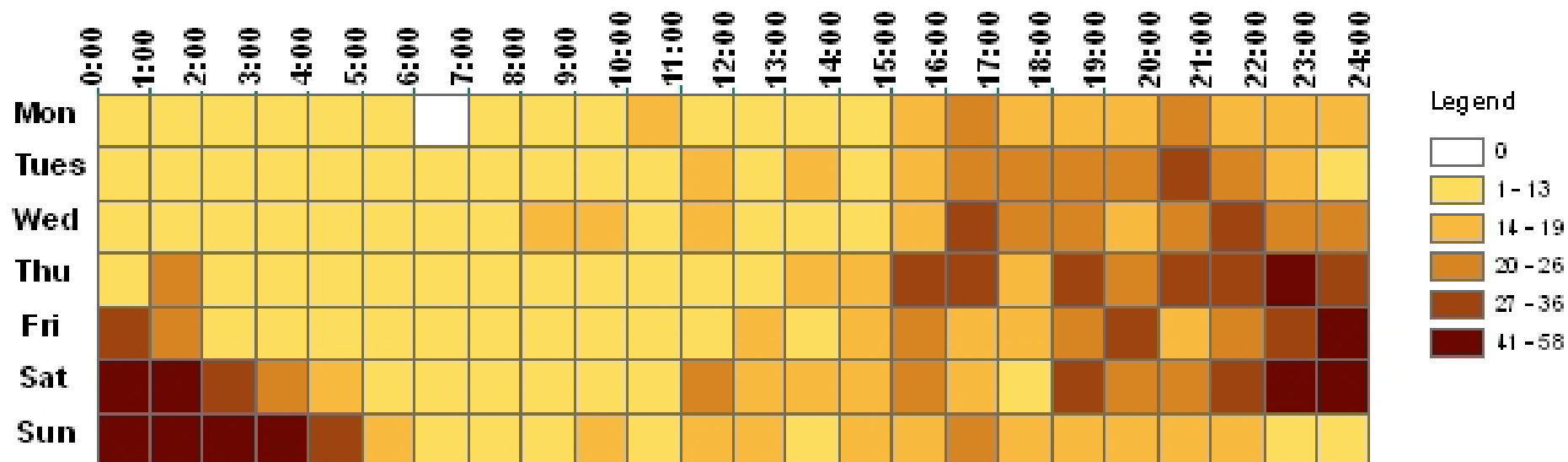
## Appendix – Data Clocks

Data Clock 1: Porirua City, Second Level, 2008

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

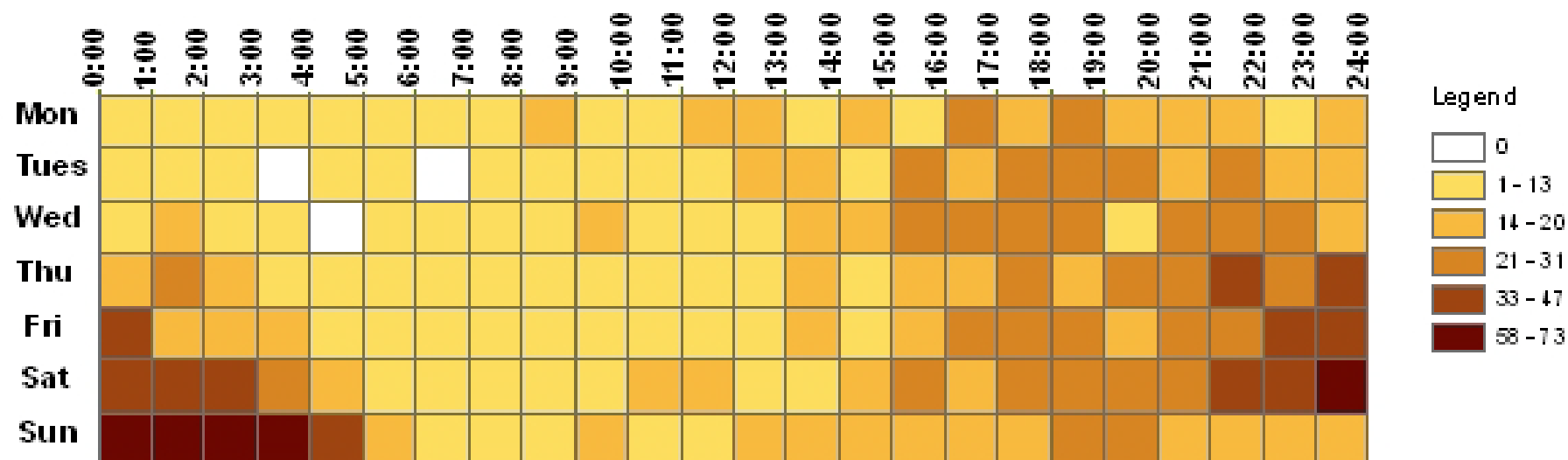


## Alcohol-related calls that occurred in second level hotspots - Porirua City, 2009

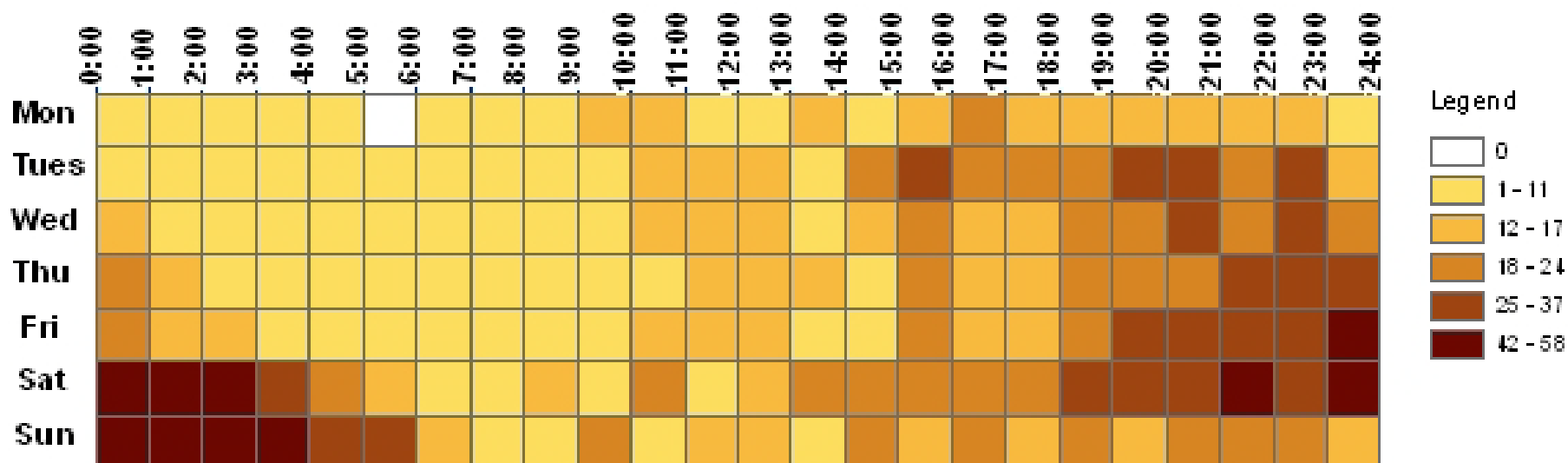




## Alcohol-related calls that occurred in second level hotspots - Porirua City, 2010



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



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

