

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

***Queenstown Lakes District***

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### CAVEAT

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



## Key Findings

Alcohol-related calls to Police in the Queenstown Lakes District (QLD) from January 2008 to December 2012 have been analysed. The analysis found that Queenstown and Wānaka Police received 3,986 alcohol-related calls to Police (approximately 790 per year, or 2.2 per day) during that four year period. It should be noted that this figure does not include self-initiated arrests, or data from Alcolink.

The following has been identified:

- Alcohol-related event hotspots in the QLD are consistently: Queenstown CBD, Frankton Village, Arrowtown, and Wānaka CBD. Albert Town also featured as a hotspot in 2012 for the first time during the reporting period.
- A peak period of increased alcohol-related calls to Police consistently occurs between 28 December and 2 January each year.
- In addition to the above peak period, a consistently recorded peak period occurs each week between Friday at 11:00pm through to Saturday 4:00-5:00am, and Saturday at 11:00pm through to Sunday 4:00-5:00am. These peaks coincide with the hour immediately after on-license premises currently close in Queenstown (4:00am).
- Queenstown has one of the highest liquor outlet densities per capita in New Zealand. High liquor outlet density has been associated by various studies with increased assaults and other alcohol-related crime and harm.

Police would like to strengthen partnerships with the Queenstown Lakes District Council (QLDC) to develop solutions that will reduce the demand currently placed on police resources. Police believe this can be achieved by:

- A Local Alcohol Policy (LAP) which includes:
  - New maximum operating hours (maximum closing time of 2:00am for on-licence premises, 1:00am for club licence premises, 10:00pm for off-licence premises, and midnight for licensed restaurants/cafes).
  - A one-way door policy to apply to all QLD on-licence and club licence premises from midnight.
  - Restrictions on liquor outlet location.
  - Restrictions relating to Special Licences as a distinct subset of liquor licences.
  - Minimum requirements for on-licence and club licence premises training programmes.
  - Public notification of all license applications (including renewals).
- Mandatory conditions imposed upon on-licence and club licence licensees relating to:
  - Maximum occupancy.
  - CCTV camera placement and recording of footage.
  - Implementation of Crime Prevention through Environmental Design (CPTED) principles.
  - Establishing, promoting and enforcing clear rules of conduct for patrons.
- Discretionary conditions which may be adopted by on-licence and club licence licensees relating to:
  - 'Out of one, out of all' policy.
  - Provision of effective exterior lighting.
  - Secure storage facilities at on-licence premises for patrons' jackets and handbags.
  - Practices which actively support and encourage sober drivers.



## 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.

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## Analysis

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### OVERALL TREND

12. Recorded alcohol-related events in the Queenstown-Lakes District (QLD) have decreased slightly throughout the reporting period as a whole (2008-2012 calendar years). They have consistently accounted for at least 16%-17% of all calls to Queenstown and Wānaka Police, as recorded in CARD, during the reporting period.

Year	QLD Alcohol-related events
2008	881
2009	759
2010	793
2011	743
2012	810
Total	3,986

### LOCATION ANALYSIS

13. Analysis of first level hotspot maps in the appendices show that the alcohol-related hotspots in the QLD are consistently: Queenstown CBD, Frankton Village, Arrowtown, and Wānaka. In 2012 (but not the prior four years) Albert Town also featured as a hotspot.
14. Analysis of second level hotspot maps in the appendices revealed the following:

#### Arrowtown

- Alcohol-related events are consistently concentrated in the Arrowtown CBD area. This area is the only place in Arrowtown where licensed premises are located.



## Frankton Village

- Alcohol-related events are consistently concentrated in the Frankton Village area. This is likely due to the fact that it is a popular place for the Southern District Rural Drink Drive (RDD) team to conduct road policing operations (which are then linked in CARD to this location). It is also a major landmark and is used by Police members to advise Comms of a location.
- Alcohol-related events are consistently also concentrated – though to a lesser degree – in two additional areas in Frankton. These are: the Shell (now Z) petrol station at 834 State Highway 6A (Frankton Road), and a section of Frankton Road between Goldfield Heights Road to the west, and Middleton Road to the east. These are common locations for RDD operations, to which related events are linked in CARD (as noted above).

## Queenstown

- Alcohol-related events are consistently concentrated in the Queenstown CBD. This area is densely populated by licensed premises.
- Another consistent area of concentration is located in Fernhill, near the shops. This is a residential area. Qualitative information indicates that this appears in the data as a hot spot due to a single address that had problematic tenants (no longer the case).
- A new<sup>3</sup> area of concentration is located on a section of Frankton Road which runs parallel to Andrews road. Qualitative information suggests this hot spot appears because vehicle turnovers are sometimes conducted here, which – in the event that any alcohol-related offending is detected – are linked in CARD to this location.

## Wānaka

- Alcohol-related events are consistently located throughout the Wānaka CBD. This area contains nearly all of Wānaka's licensed premises.
- An inconsistent area of concentration<sup>4</sup> is a section of Dungarvon Street between Upton Street and Warren Street. Qualitative information indicates that this hot spot was due to the disruptive activities of a particular family which lived at an address in this location (no longer the case).

## TEMPORAL ANALYSIS

15. Temporal analysis was performed for those events that occurred in significant hotspot locations (i.e. second-level hotspots).
16. There are very few consistent temporal trends in respect of alcohol-related calls to Police in second-level hotspots across the QLD. These are detailed below:
  - A peak period of increased alcohol-related calls to Police occurs between 28 December, and 2 January each year. This is almost certainly due to New Year celebrations, and an influx of visitors from outside the area. Both Queenstown and Wānaka Police run annual New Year policing operations, in which a focus on intoxication is included.
  - Peak periods of alcohol-related calls to Police consistently occurred during the reporting period between:
    - Friday 11:00pm through to Saturday 4:00am-5:00am.<sup>5</sup>
    - Saturday 11:00pm through to Sunday 4:00am-5:00am.<sup>6</sup>

The end of these peak periods coincides with the hour immediately after on-licensed premises currently close in Queenstown (4:00am).

<sup>3</sup> This 'hotspot' was present in 2012 only.

<sup>4</sup> Observed in 2008 and 2010.

<sup>5</sup> Through to 0400 hours in 2009, and 0500 hours in 2012, 2011 and 2010. In 2008, the peak period ran through to 0600 hours.

<sup>6</sup> Through to 0400 hours in 2010 and 2009, and 0500 hours in 2012, 2011, and 2008.



17. An inconsistent peak period of alcohol-related calls to Police has also occurred during the reporting period, between Thursdays at 11:00pm through to the early hours of Friday. These peaks were evident only in 2009 (to midnight Thursday) and 2011 (to 4:00am).
18. Qualitative information from Queenstown Police notes that, unlike some other parts of New Zealand, Sunday nights/early Monday mornings are also busy times for alcohol-related calls to Police. This is believed to be because, owing to the high number of visitors, a significant proportion of Queenstown's population is not required to be at work on Monday morning. This also tends to contribute to later peak periods for calls to Police between Monday-Friday.
19. Although not reflected in CARD data, the experience of Queenstown and Wānaka Police is that alcohol-related offending generally increases at Easter. Queenstown is a popular location for holiday makers during the Easter Break. For example, the biennial Warbirds over Wānaka event (held at Easter) results in increased visitors to the QLD. The airshow attracts around 50,000 visitors, and has been cited as the largest Warbird airshow in the Southern Hemisphere.<sup>7</sup> As there are no evening events at the airshow, many visitors choose to stay in accommodation in Queenstown and Wānaka, and visit restaurants and bars while there.

## ADDITIONAL POINTS

### Problems Arising from Special Licences

20. Police have occasionally had issues with events for which Special Licences have been granted. For example, the following Wānaka events in 2012:<sup>8</sup>
  - Event 1: after this event Police were called out twice to family violence incidents where the parties involved had been to this function and were grossly intoxicated. Police were told that young female bar staff at the event had supplied alcohol in an unsafe manner, in some cases four bottles per patron at a time.
  - Event 2: this event ran for three nights, and on the third night the licence allowed trading until 1:00am. Police visited at 1:20am and found the bar still trading without a duty manager on the premises.
21. It is possible that better regulation of the granting of Special Licences will reduce the frequency of such incidents.
22. Qualitative information from Police is that people issued special licenses are generally not publicans, and thus do not have experience managing alcohol-related risks. It is recommended that first-time applicants for Special Licences be required to meet, for risk management purposes, with a Licensing Inspector and a member of Police prior to a licence being granted.

## RISK FACTORS FOR ALCOHOL-RELATED CRIME

### Liquor Outlet Density

23. Queenstown has one of the highest liquor outlet densities per capita in New Zealand.<sup>9</sup> The number of on-licence premises in Queenstown grew by 6% in 2010, and 18% in 2011.<sup>10</sup> In a 2012 Manukau City study, funded by the Alcohol Advisory Council of New Zealand, it was found that a range of alcohol-related harm is associated with increasing liquor outlet density for both on-licence and off-licence premises.<sup>11</sup> This finding echoes the conclusions of

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<sup>7</sup> [http://www.warbirdsoverwanaka.com/about\\_us.html](http://www.warbirdsoverwanaka.com/about_us.html)

<sup>8</sup> Event names are not included here to protect the privacy of the applicants.

<sup>9</sup> Dodgshun, J. (15 April 2012). Queenstown Bars: is 42 too many? Otago Daily Times. Available at: <http://www.odt.co.nz/news/queenstown-lakes/205336/queenstown-bars-42-too-many> (accessed 24 July 2013).

<sup>10</sup> *Ibid.*

<sup>11</sup> Cameron, M. et al. (January 2012). *The Impact of Liquor Outlets in Manukau City – Summary Report (Revised)*. Wellington: Alcohol Advisory Council of New Zealand. Available at:

<http://www.alcohol.org.nz/sites/default/files/research-publications/pdfs/ManukauReportSummaryREVISED.PDF> (accessed 24 July 2013).



research conducted in Western Australia during 2007.<sup>12</sup> A 2013 US study also found a “positive and significant” association between alcohol outlet density and assaults.<sup>13</sup>

### **‘Preloading’**

24. Preloading is the buying and consuming of alcohol from off-licence premises before heading out to on-licence premises to continue drinking. People generally preload because alcohol prices are cheaper at off-licence premises than at on-licence premises, meaning that users can become intoxicated more cheaply than by only going to an on-licence premise. Although preloading is not believed by Queenstown and Wānaka Police to be a significant issue in the QLD, it almost certainly does occur at low levels. Research funded by the Australian National Drug Law Enforcement Research Fund (NDLERF) found that preloading can make it difficult for on-licence managers to manage intoxication.<sup>14</sup> Preloading was also found by researchers to be related to intoxication outside licensed premises.<sup>15</sup> This potentially heightens the risk of alcohol-related crime occurring outside licensed premises.

### **Patron Movement between On-licence Premises**

25. It is the experience of Queenstown and Wānaka Police that many alcohol-related problems occur as people move between premises, rather than inside the premises themselves. The most commonly occurring trigger for violence is when patrons are removed from bars or refused entry. At night in Queenstown and Wānaka, there are very few businesses operating, other than licensed premises, and no witnesses or public deterring some crimes as in the daytime. This sees petty crime such as rubbish bins tipped over, signposts ripped out, offensive behaviour, urination and minor damage. At night almost all offenders are affected by alcohol. Significantly, Queenstown offenders are more likely to have had their last drink in licensed premises, than offenders in other towns.

### **Inappropriate Management of Queues**

26. The experience of Queenstown and Wānaka Police is that queues are uncommon outside licensed premises, even during peak visitor seasons (i.e. winter and summer months). When queues do occur, Police have observed that queue-related problems tend to occur only at the head of the queue, when would-be patrons who are refused entry take exception to this decision.

### **Loitering Around Licensed Premises**

27. The presence of people loitering around outside licensed premises after closing is strongly associated with aggression. Loitering around licensed premises is not a significant issue in the QLD, but as noted above, movement between licensed premises is an issue.
28. Graham and Homel further note that people loitering at closing tends to be mainly a problem in areas where licensed premises are clustered.<sup>16</sup> Research has found that adequate public transport availability, particularly after closing time, reduces competition for transportation, and more quickly clears the streets of intoxicated people.<sup>17</sup> Therefore, there are fewer generators of, and opportunities for, alcohol-fuelled offending to take place.

<sup>12</sup> Chikritzhs, T., Catalano, P., Pascal, R., & Henrickson, N. (2007). *Predicting Alcohol-Related Harms from Licensed Outlet Density: A Feasibility Study*. National Drug Law Enforcement Research Fund (an Initiative of the National Drug Strategy). Monograph Series No. 28. Hobart, Tasmania: Commonwealth of Australia. Available at: [http://www.ndlerf.gov.au/pub/Monograph\\_28.pdf](http://www.ndlerf.gov.au/pub/Monograph_28.pdf)

<sup>13</sup> Pridemore, W. & Grubestic, T. (2013). “Alcohol Outlets and Community Levels of Interpersonal Violence: Spatial Density, Outlet Type, and Seriousness of Assault”. *Journal of Research in Crime and Delinquency* 50(1), 132-159.

<sup>14</sup> Miller, P. et al. (April 2012). *Dealing with Alcohol-Related Harm and the Night-Time Economy (DANTE)*. National Drug Law Enforcement Research Fund (an Initiative of the National Drug Strategy). Monograph Series. No. 43. Canberra: Commonwealth of Australia. p.131. Available at: [http://www.ndlerf.gov.au/pub/Monograph\\_43.pdf](http://www.ndlerf.gov.au/pub/Monograph_43.pdf) (accessed 1 August 2013).

<sup>15</sup> *Ibid.* p.170.

<sup>16</sup> Graham, K. & Homel, R. (2011). *Raising the Bar: Preventing Aggression in and around Bars, Pubs and Clubs*. New York: Taylor & Francis. p.126.

<sup>17</sup> Scott, M. & Dedel, K. (2006). *Assaults in and Around Bars* (2<sup>nd</sup> edition). p.26. Available at: [http://www.popcenter.org/problems/pdfs/Assaults\\_in\\_and\\_Around\\_Bars.pdf](http://www.popcenter.org/problems/pdfs/Assaults_in_and_Around_Bars.pdf) (accessed 25 July 2013).





## Design of Licensed Premises

29. Research has found “clear and consistent relationships” between violence and the physical (and social) on-licence environment, and that these relationships are “strong and predictable.”<sup>18</sup> In particular, the often-restricted movement within licensed premises has been found in various studies to result in irritants and provocation (bumping, spilled drinks) that can lead to aggression. The risk of aggression in these circumstances is heightened when patrons are intoxicated.
30. Research has found that licensed premises with multiple ‘collision points’ (i.e. the points where patron flows intersect and people bump into each other)<sup>19</sup> have a higher risk of aggression.<sup>20</sup> For example, a Surfers Paradise study of crowding in bars found that the ‘low risk’ bars (i.e. those which experienced less aggression than other bars) had fewer patron cross-flows, and hence fewer collision points.<sup>21</sup>
31. There are significant opportunities to apply Crime Prevention through Environmental Design (CPTED) principles during the fit out of licensed premises in the QLD. Adoption of CPTED principles during licensed premises design, and monitoring (by licensed premises staff) of any collision points will likely help to reduce the likelihood of low-level discomfort escalating into aggressive incidents.

## Irresponsible Marketing and Serving Practices

32. Patrons who drink quickly become intoxicated more quickly. Consistent evidence has been found in various studies of the link between patron intoxication and both the frequency and severity of aggression.<sup>22</sup> The United States’ (US) Problem Oriented Policing (POP) Centre 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.<sup>23</sup> Graham and Homel cite a case study at a suburban hotel where the promotion of cheap drinks resulted in lines of people about six deep buying three cheap drinks at a time (the limit), ‘skulling’ these quickly, and then staying in the queue to buy more.<sup>24</sup>
33. Homel et al (1997) found that irresponsible serving practices (e.g. excessive discounting, drinking competitions, and serving intoxicated patrons) in a popular Australian tourist resort significantly contributed to patron aggression. The implementation of a Code of Practice by the licensed premises to encourage responsible serving, and the strengthening of external regulation to enforce liquor licensing laws, “resulted in a significant decrease in alcohol-related violence around the nightclubs” that took part in the study.<sup>25</sup>

## Permissiveness and ‘Lack of Care’ within Licensed Premises

34. A more permissive atmosphere (e.g. tolerance of rowdiness and swearing) in licenced premises has been positively associated with higher levels of aggression.<sup>26</sup> Similarly, overall décor, maintenance and cleanliness within licensed premises contain messages

<sup>18</sup> Graham, K. & Homel, R. (2011). *Raising the Bar: Preventing Aggression in and around Bars, Pubs and Clubs*. New York: Taylor & Francis. pp. 12, 90.

<sup>19</sup> For example, people making their way from a seated area to the bathroom having to cross the flow of people making their way from the dance floor to the bar. Tables and chairs positioned near dance floors have also been positively linked with aggression. Graham, K. & Homel, R. (2011). *Raising the Bar: Preventing Aggression in and around Bars, Pubs and Clubs*. New York: Taylor & Francis. p.111.

<sup>20</sup> Graham, K. & Homel, R. (2011). *Raising the Bar: Preventing Aggression in and around Bars, Pubs and Clubs*. New York: Taylor & Francis. p.127.

<sup>21</sup> *Ibid.* p.107.

<sup>22</sup> Graham and Homel cite: Graham et al 1980; Graham, Osgood et al 2006; and Homel and Clark 1994. Graham, K. & Homel, R. (2011). *Raising the Bar: Preventing Aggression in and around Bars, Pubs and Clubs*. New York: Taylor & Francis. p.126

<sup>23</sup> Scott, M. & Dedel, K. (2006). *Assaults in and Around Bars* (2<sup>nd</sup> edition). p.23. Available at: [http://www.popcenter.org/problems/pdfs/Assaults\\_in\\_and\\_Around\\_Bars.pdf](http://www.popcenter.org/problems/pdfs/Assaults_in_and_Around_Bars.pdf) (accessed 25 July 2013).

<sup>24</sup> Graham, K. & Homel, R. (2011). *Raising the Bar: Preventing Aggression in and around Bars, Pubs and Clubs*. New York: Taylor & Francis. p.27.

<sup>25</sup> Wortley, R. & Mazerolle, L. (Ed.) (2011). *Environmental Criminology and Crime Analysis*. New York: Routledge. p.62.

<sup>26</sup> Scott, M. & Dedel, K. (2006). *Assaults in and Around Bars* (2<sup>nd</sup> edition). p.28. Available at: [http://www.popcenter.org/problems/pdfs/Assaults\\_in\\_and\\_Around\\_Bars.pdf](http://www.popcenter.org/problems/pdfs/Assaults_in_and_Around_Bars.pdf) (accessed 25 July 2013).



about behavioural expectations.<sup>27</sup> Analysis of studies conducted in Sydney and Toronto suggest that unclean or messy environments are associated with “generally permissive and poorly controlled environments.”<sup>28</sup> The research suggests that patrons of messy or unclean licensed premises may therefore be more likely to engage in inappropriate behaviour (including violence) because they believe it will be tolerated.

35. Queenstown and Wānaka Police have noted that many service industry staff in the area – including licensed premises employees – are short term visitors, e.g. for the ski season, or particular events, who are working purely to fund their holiday and/or sporting activities in the district. QLD Police believe that it is more difficult to instil in these employees a sense of workplace and community pride, because they are here temporarily. This also makes it difficult for licensees to ensure their employees consistently have the relevant experience and training, i.e. because turnover of staff tends to be high.

## PREVENTING ALCOHOL-RELATED CRIME: RESEARCH FINDINGS

### Prevention Measures with Limited Effectiveness

36. The POP Centre has noted that the following responses to assaults in and around bars have limited effectiveness.<sup>29</sup> Therefore, enacting these responses is likely to yield few if any benefits in QLD.
  - *Extra police patrols in and around bars.* This appears simply to increase the number of reported offences that might 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 bars responsibly”. The POP Centre further notes 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.* This does not appear to be effective probably because drinkers generally do not view messages about responsible drinking as relevant to their own circumstances, and because media messages about harmful consumption are counteracted by messages about the health benefits of drinking modest amounts of alcohol, and by alcohol industry promotions.
37. In addition, Graham and Homel (2011) note that the *banning of individual ‘troublemakers’* from all drinking establishments in an area “tend to be popular despite the lack of evidence for their effectiveness as a means of reducing overall levels of violence”.<sup>30</sup> This is different from the ‘out of one out of all’ policy, as ‘out of one out of all’ is usually limited to one night, whereas the banning of ‘troublemakers’ is usually for a longer period of time, e.g. six months.

### Prevention Measures with a Greater Chance of Success

38. A literature review undertaken by Christchurch City Council (in preparation for the drafting of its LAP) found that the four<sup>31</sup> most effective ways to reduce alcohol-related harm are to:
  - *Reduce the availability of alcohol* (e.g. minimum age of purchase, hours of availability, number and location of outlets). The literature review found that reducing the opening

<sup>27</sup> Graham, K. & Homel, R. (2011). *Raising the Bar: Preventing Aggression in and around Bars, Pubs and Clubs*. New York: Taylor & Francis. p.105.

<sup>28</sup> *Ibid.* p.106.

<sup>29</sup> Scott, M. & Dedel, K. (2006). *Assaults in and Around Bars* (2<sup>nd</sup> edition). p.29-30.

Available at: [http://www.popcenter.org/problems/pdfs/Assaults\\_in\\_and\\_Around\\_Bars.pdf](http://www.popcenter.org/problems/pdfs/Assaults_in_and_Around_Bars.pdf) (accessed 25 July 2013).

<sup>30</sup> Graham, K. & Homel, R. (2011). *Raising the Bar: Preventing Aggression in and around Bars, Pubs and Clubs*. New York: Taylor & Francis. p.8.

<sup>31</sup> The other two ways are to increase the price of alcohol, and ban alcohol advertising (which may more appropriately fall within the authority of central government, rather than local government).



hours of alcohol outlets reduces alcohol-related crime,<sup>32</sup> and that adding or subtracting just one or two hours of trading after midnight can make a significant difference to alcohol-related violence.<sup>33</sup> A more recent Ministry of Justice (2013) study found a very strong correlation between latest closing time and the rate of alcohol-related offences associated with licenced premises.<sup>34</sup> In particular, the study found that the expected rate of offences associated with licensed premises closing between 2:01am and 3:00am was 4.2 times the expected rate of offences associated with licensed premises closing at midnight or earlier. The rate of expected offences increased with the lateness of closing time: for a closing time of between 3:01am and 5:00am, the rate rose to 8.9 times the expected rate associated with closing time of midnight or earlier.

- *Enforce legislation measures to reduce drink-driving and target already at-risk drivers.*<sup>35</sup> QLD Police have observed that QLD has a 'chronic' issue with drink driving, and believe this is a significantly greater problem in QLD compared with the rest of New Zealand. This includes drink driving by tourists, although it is difficult to quantify who 'tourists' are (due to current Police recording practices). Because it is hard to educate tourists through ongoing media messages (due to the short time they are usually in New Zealand), the onus is on licensees to ensure they do not serve anyone – tourist or not – who is intoxicated.

39. The literature review conducted by Christchurch City Council found that a *one-way door policy* can help address alcohol-related violence and anti-social behaviour, as well as amenity issues.<sup>36</sup>
40. As discussed above in paragraphs 29-31, the *adoption of CPTED measures* will likely help to prevent crime linked to licensed premises.

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## Possible Prevention Measures

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41. The following measures are proposed by Queenstown and Wānaka Police for consideration by QLDC:

### **Mandatory Conditions**

42. The measures that Police believe should be included in the LAP as mandatory conditions are noted below.

#### *Operating Hours*

- The following maximum operating hours in the QLD:
  - On-licences: between 8:00am and 2:00am the following day (outside areas between 8:00am and 10:00pm the same day). It should be noted here that when Queenstown's on-licence closing time was reduced in 1996, Police found that disorder and other alcohol-related problems were not displaced to suburbs.
  - Club licences: between 8:00am and 1:00 am the following day.

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<sup>32</sup> See:

<http://resources.ccc.govt.nz/files/TheCouncil/policiesreportsstrategies/policies/groups/alcohol/SummaryofMinistryofHealthandWellingtonCityCouncilstudies.pdf> (accessed 25 July 2013).

<sup>33</sup> See:

<http://resources.ccc.govt.nz/files/TheCouncil/policiesreportsstrategies/policies/groups/alcohol/SummaryofMinistryofHealthandWellingtonCityCouncilstudies.pdf> (accessed 25 July 2013).

<sup>34</sup> Ministry of Justice (June 2013). *Establishing a New Fee Regime for the Alcohol Licensing System: A Public Consultation Paper*. Wellington: Ministry of Justice. Available at: <http://www.justice.govt.nz/publications/global-publications/a/alcohol-licensing-system-new-fee-regime-public-consultation-paper> (accessed 31 July 2013).

<sup>35</sup> See:

<http://resources.ccc.govt.nz/files/TheCouncil/policiesreportsstrategies/policies/groups/alcohol/SummaryofMinistryofHealthandWellingtonCityCouncilstudies.pdf> (accessed 25 July 2012).

<sup>36</sup> See:

<http://resources.ccc.govt.nz/files/TheCouncil/policiesreportsstrategies/policies/groups/alcohol/SummaryofMinistryofHealthandWellingtonCityCouncilstudies.pdf> (accessed 25 July 2013).



- Restaurants/cafes: between 8:00am and midnight the same day.
- Hotel in bedroom (mini bars): 24 hours.
- Off-licences: between 8:00am and 10:00pm the same day.
- A one-way door policy from midnight for all QLD on-licence and club licence premises.<sup>37</sup>

#### *Liquor Outlet Density and Locations*

- Any new licences (all types) to be in QLDC-designated business zones only.
- Public notification of all new liquor licence applications (all types), followed by a robust and transparent consultation and decision process.
- No new licences (or renewals of existing ones) to be approved if they are located within a prescribed distance from schools, and bus stops servicing schools.

#### *CCTV*

- The following CCTV requirements should be made formal conditions of all on-licences and club licences (for new licences, and at the time of renewal of existing licences):
  - Licensee/entity is responsible for funding a CCTV camera external to each premise. The camera should be positioned facing the principal entrance.
  - The type of camera purchased by the licensee is to be approved by QLDC in consultation with QLD Police prior to the licence being granted.
  - Footage from this camera is to be connected to the QLDC CCTV network.
  - The licensee is responsible for ensuring that the camera and associated equipment remains in good working condition, and that any camera or equipment failures are fixed (or the items replaced) within a maximum of seven working days.

#### *General Requirements*

- Maximum occupancies (i.e. relating to fire safety) of on-licences and club licences to be set and enforced as part of licence conditions.
- Secure but convenient storage facilities to be provided at all on-licence premises for patrons' jackets and handbags. Storage facilities do not have to be in the form of lockers or a labour-intensive 'check in' system; other options include anti-theft furniture and retro-fitted bag clips.<sup>38</sup>
- All new licensees required to consult with Police in the early stages of premises design, to enable appropriate CTPED principles to be considered and adopted.
- All on-licences and club licences are required to establish clear rules of conduct for patrons, and enforce these. A strict 'no drugs' policy should be included in these rules of conduct. These rules of conduct must be prominently displayed.
- Training of on-licence and club licence staff to include the following elements:
  - Identifying indicators of patron drunkenness. The POP Centre notes that servers are generally not good at identifying whether or not a patron is intoxicated because the indicators are largely subjective.<sup>39</sup>

<sup>37</sup> This has been proposed in the Christchurch draft LAP. See: <http://resources.ccc.govt.nz/files/TheCouncil/policiesreportsstrategies/policies/groups/alcohol/LAPConsultationFlier.pdf> (accessed 25 July 2013).

<sup>38</sup> More information about such options can be found at: [www.designagainstcrime.org](http://www.designagainstcrime.org), [www.grippaclip.com](http://www.grippaclip.com) and [www.stopthiefchair.com](http://www.stopthiefchair.com) (accessed 25 July 2013).

<sup>39</sup> Scott, M. & Dedel, K. (2006). *Assaults in and Around Bars* (2<sup>nd</sup> edition). p.22. Available at: [http://www.popcenter.org/problems/pdfs/Assaults\\_in\\_and\\_Around\\_Bars.pdf](http://www.popcenter.org/problems/pdfs/Assaults_in_and_Around_Bars.pdf) (accessed 25 July 2013).



- Communication skills focusing on communication between servers to identify and share information about patrons at risk of becoming intoxicated, so that patrons attempting to become intoxicated do not succeed at obtaining more drinks from multiple servers.
- Conflict resolution skills to enable servers and other licenced 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.<sup>40</sup>
- Queue management skills. Queues need to be managed fairly and non-aggressively by door staff, and people who cause problems in the queue should be denied entry to the premises.

#### *Requirements Related to Special Licences in Particular*

- No more than 12 special licences per premises to be issued per year.
- For premises not already operating under an on-licence, a Special Licence to allow a maximum of 1:00am closing time.
- All first-time Special Licence applicants to be required to attend a risk management meeting with a Licensing Inspector and a Police member, before a Special Licence is granted.
- For Special Licence applicants already holding an on-licence, the on-licence closing time applies. In other words, a Special Licence cannot be used to extend operating hours beyond 2:00am, even if the on-licence begins operation later than 8:00am on the previous or same day.
- No special licence for licensed premises to be issued for statutory holidays or St Patrick's Day beyond the trading hours of the usual operating licence.
- Qualified duty manager to be on site when more than 100 persons are going to be present.
- For Special Licences relating to outdoor events, the following is also to apply:
  - Alcohol to be sold only by wet pour or in plastic cups/bottles
  - A limit on the number of drinks per patron for the duration of the event (and an appropriate method to be used by the licensee to monitor this)
  - Bar close down periods (within the maximum time set by the Special Licence) to be at the discretion of the senior member of Police present (if applicable).

#### *Marketing Practices*

- Practices which encourage patrons to drink quickly to be banned, including (but not limited to) announcing "last call", having happy hours, serving multiple drinks at one time, and the promoting or tolerating by licensees of drinking contests and games.<sup>41</sup>
- Restricting alcohol price discounts. The POP Centre notes that competitive pressure to reduce drink prices can threaten bars' profitability, and as such, some licensees may actually appreciate restrictions on price discounting.<sup>42</sup>
- No shots served after midnight.
- Water to be made freely available (and promoted as such) to patrons of on-licences, club licences and special licences.

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<sup>40</sup> Scott, M. & Dedel, K. (2006). *Assaults in and Around Bars* (2<sup>nd</sup> edition). p.25. Available at: [http://www.popcenter.org/problems/pdfs/Assaults\\_in\\_and\\_Around\\_Bars.pdf](http://www.popcenter.org/problems/pdfs/Assaults_in_and_Around_Bars.pdf) (accessed 25 July 2013).

<sup>41</sup> Scott, M. & Dedel, K. (2006). *Assaults in and Around Bars* (2<sup>nd</sup> edition). p.22. Available at: [http://www.popcenter.org/problems/pdfs/Assaults\\_in\\_and\\_Around\\_Bars.pdf](http://www.popcenter.org/problems/pdfs/Assaults_in_and_Around_Bars.pdf) (accessed 25 July 2013).

<sup>42</sup> *Ibid.* p.23.



#### *Other Measures*

- QLDC to actively encourage local transport operators to increase coverage of Arrowtown, Frankton Village, Queenstown CBD and Wānaka CBD at and after licenced premises closing time. This may include encouraging licenced premises to offer courtesy vans or similar.

#### **Discretionary Conditions**

43. Police believe a suite of discretionary conditions, together with guidelines for their use, should be available to licensing authorities as part of the LAP. Conditions that Police believe are appropriate for on-licence premises such as nightclubs and late night bars are noted below:

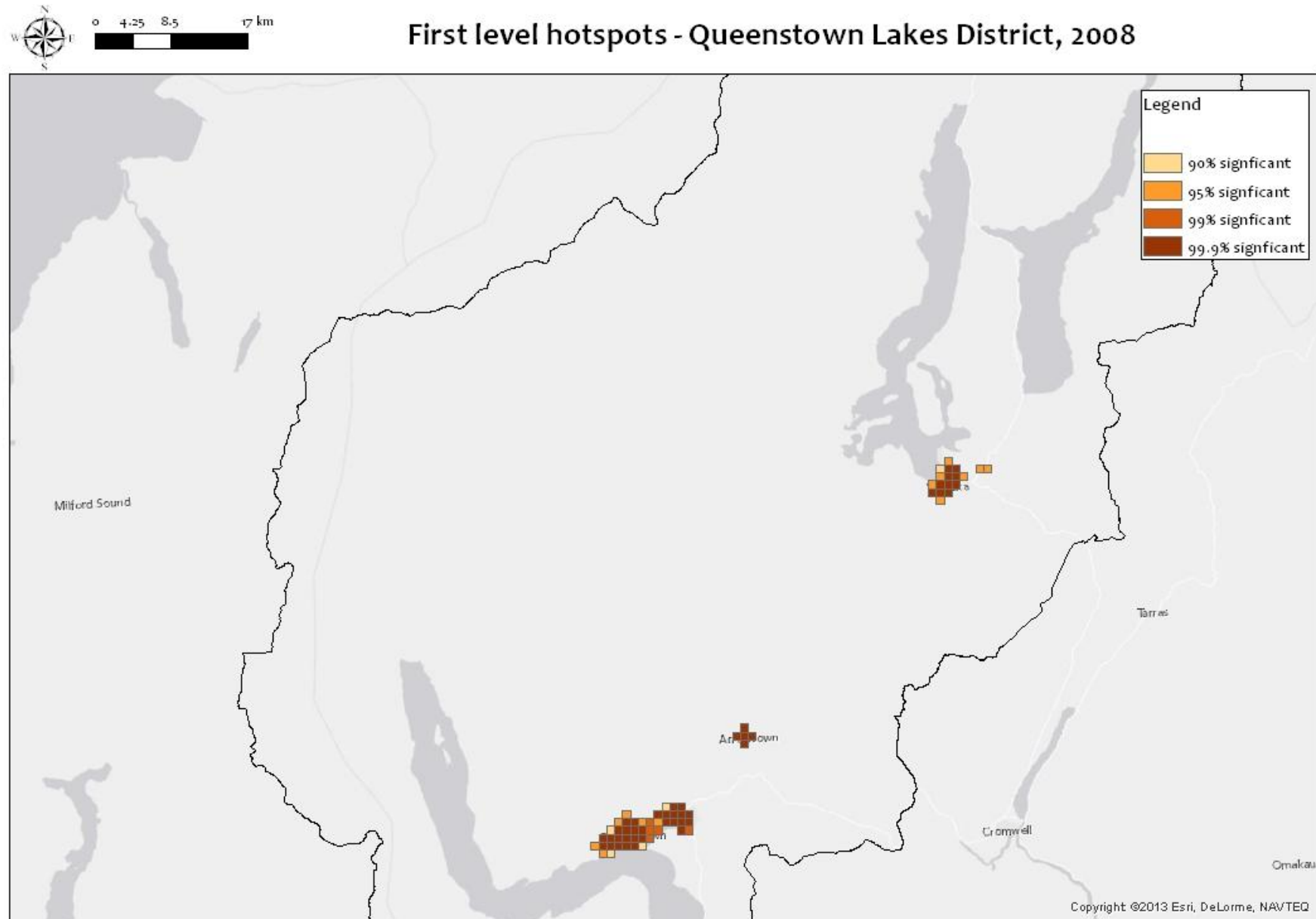
##### *'Out of one, out of all'*

- This refers to a policy whereby a patron removed from a licenced premise because of intoxication or behavioural issues is not permitted to enter other premises that night. Security staff in a licenced premises precinct could be equipped with hand held radios or mobile phones, to enable them to notify security staff at other licenced premises of any patrons who have been removed.

##### *Supporting Sober Drivers*

- Licensees could consider supporting sober drivers, by providing free or reduced-price non-alcoholic drinks (i.e. soft drinks), meals and/or nibbles.

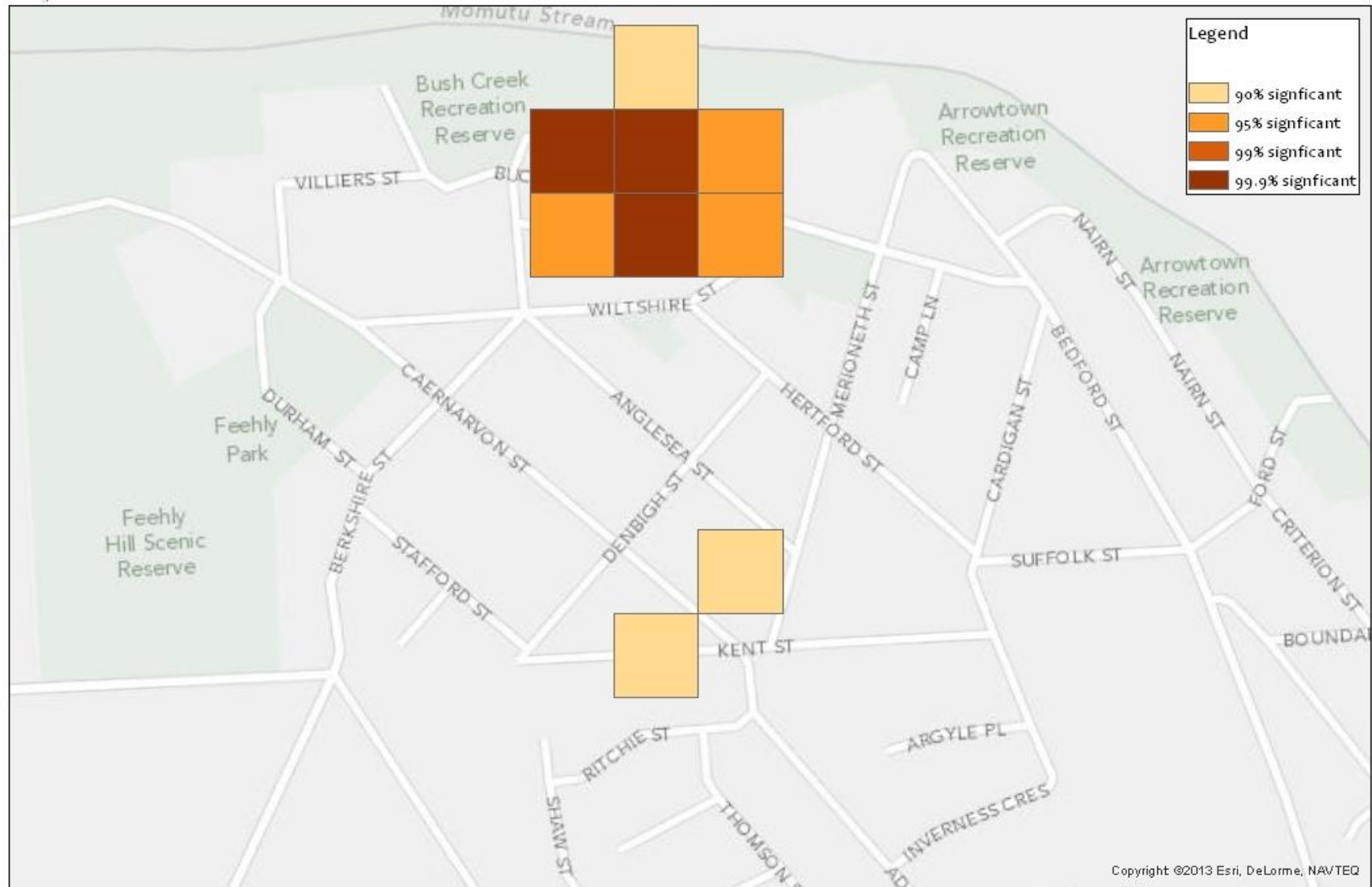
## Appendix 1: Hotspot Maps and Data clocks (2008)







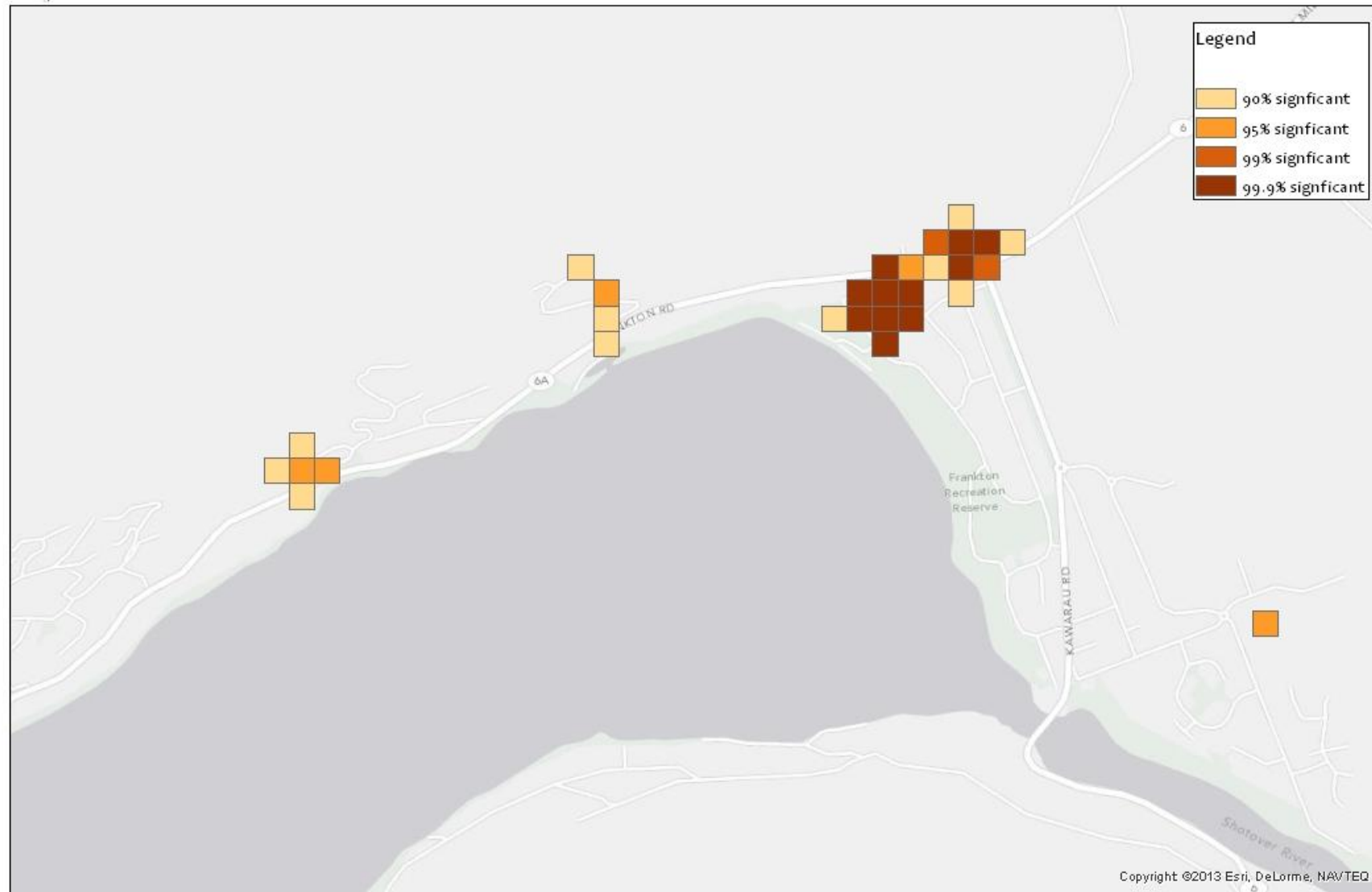
## Second level hotspots - Queenstown Lakes District, 2008 (Arrowtown)







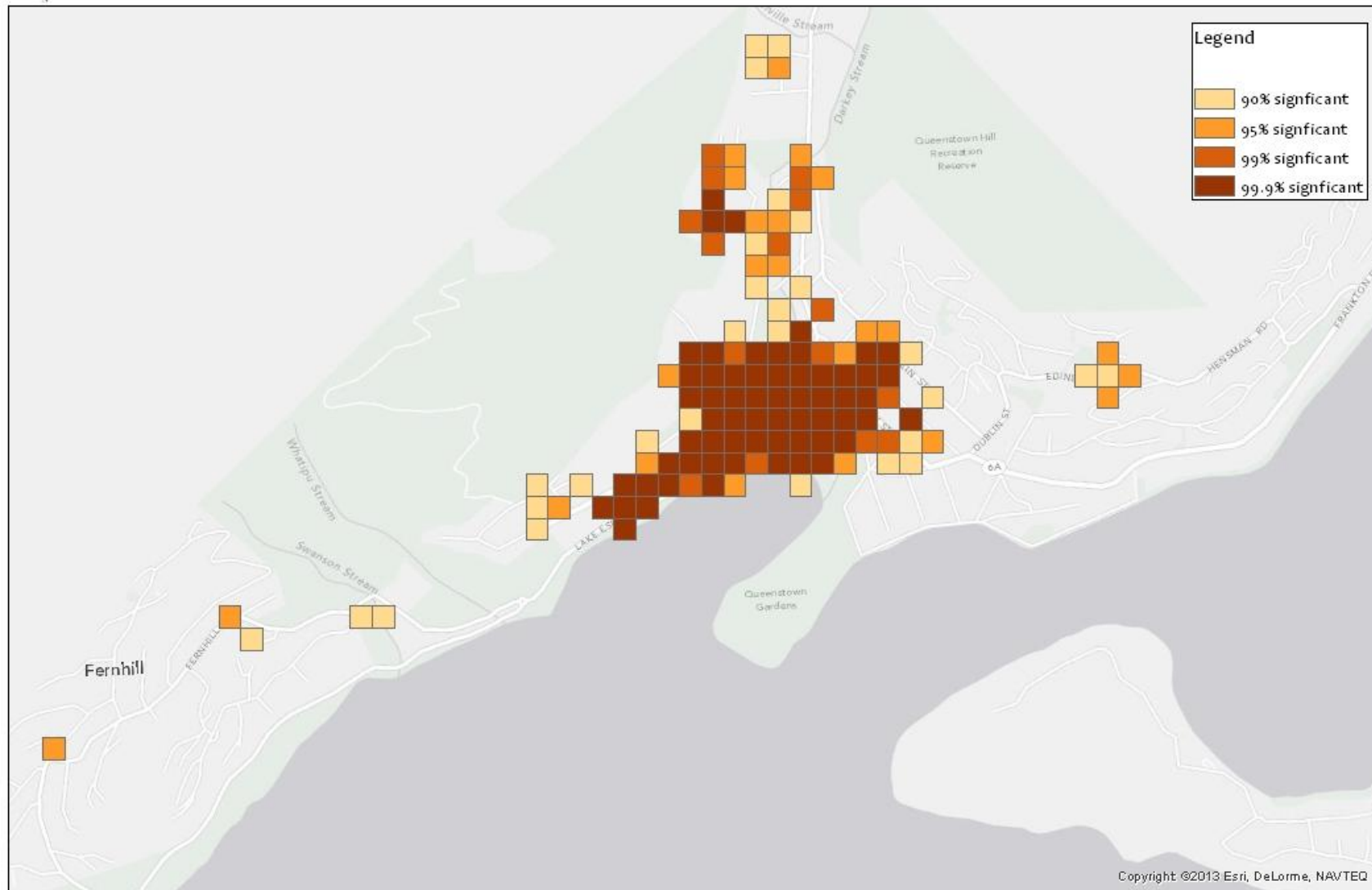
## Second level hotspots - Queenstown Lakes District, 2008 (Frankton)





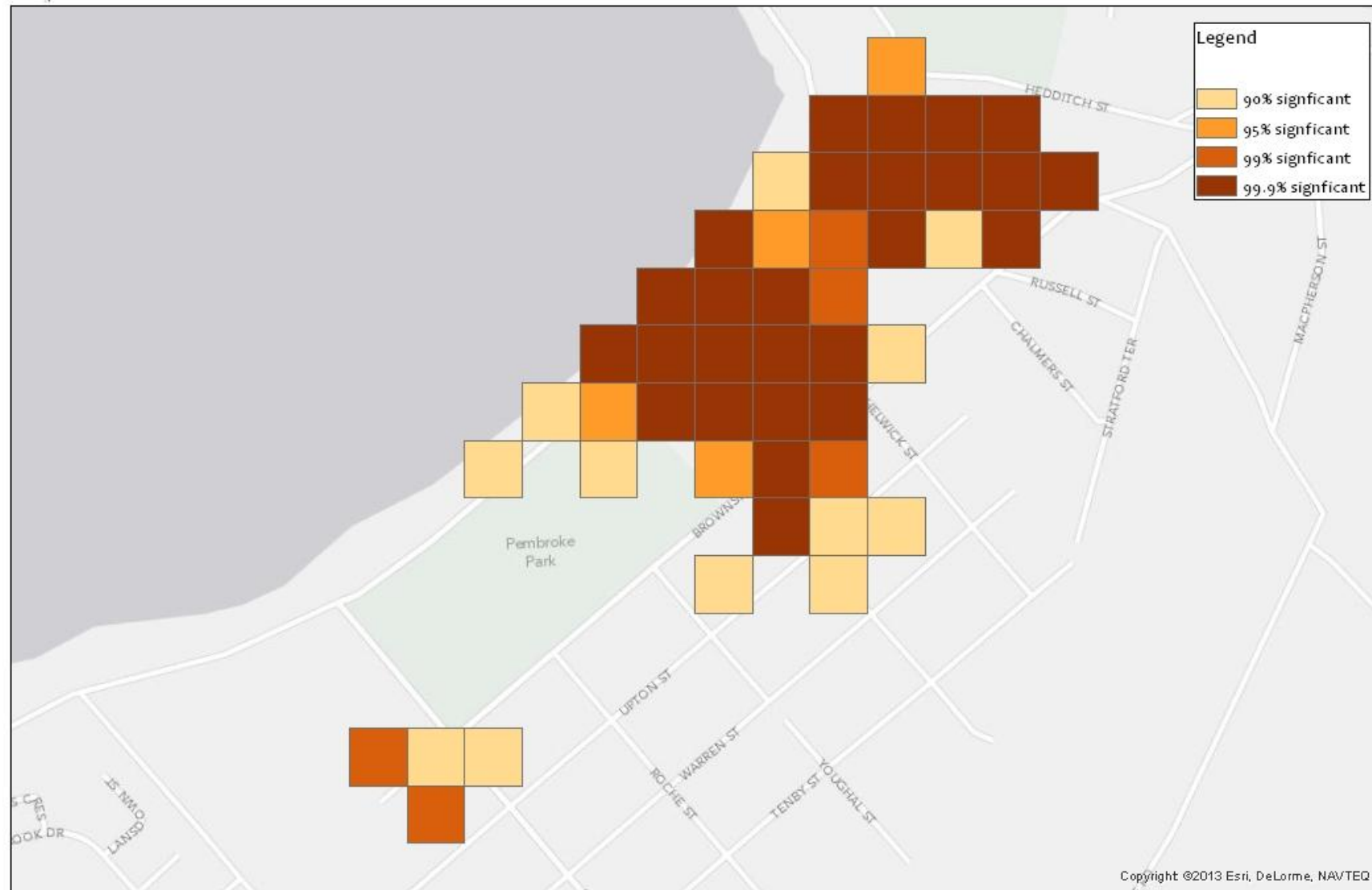
0 0.125 0.25 0.5 km

## Second level hotspots - Queenstown Lakes District, 2008 (Queenstown)

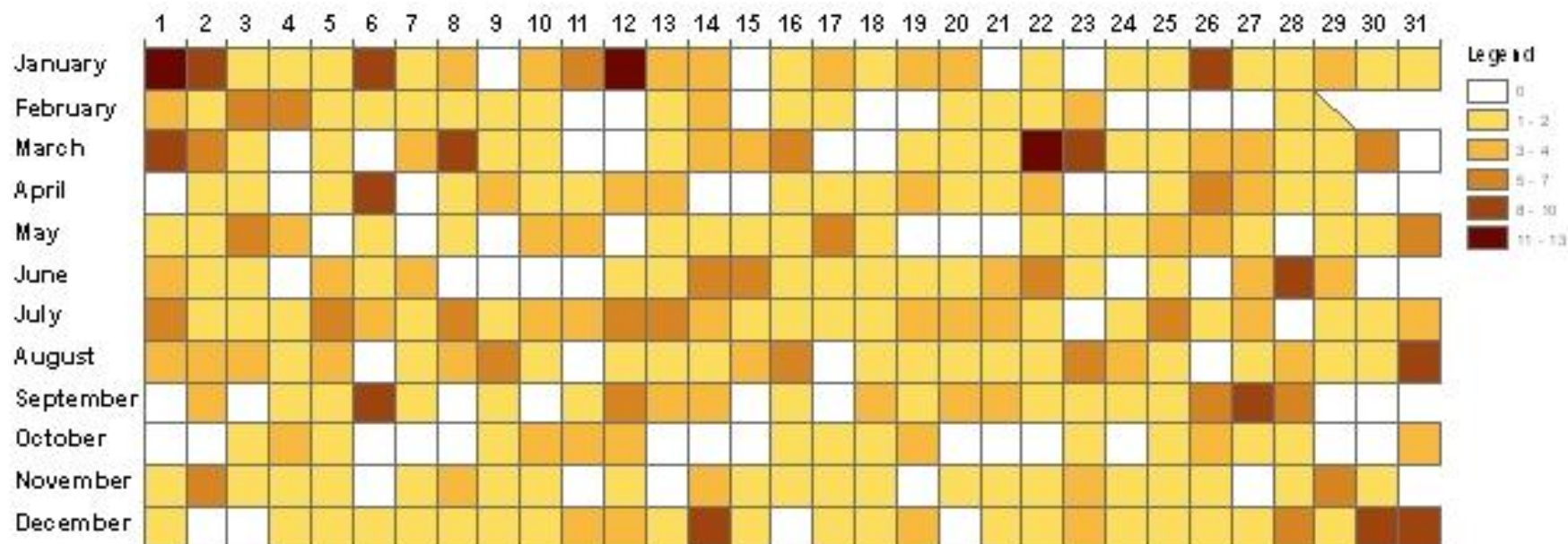




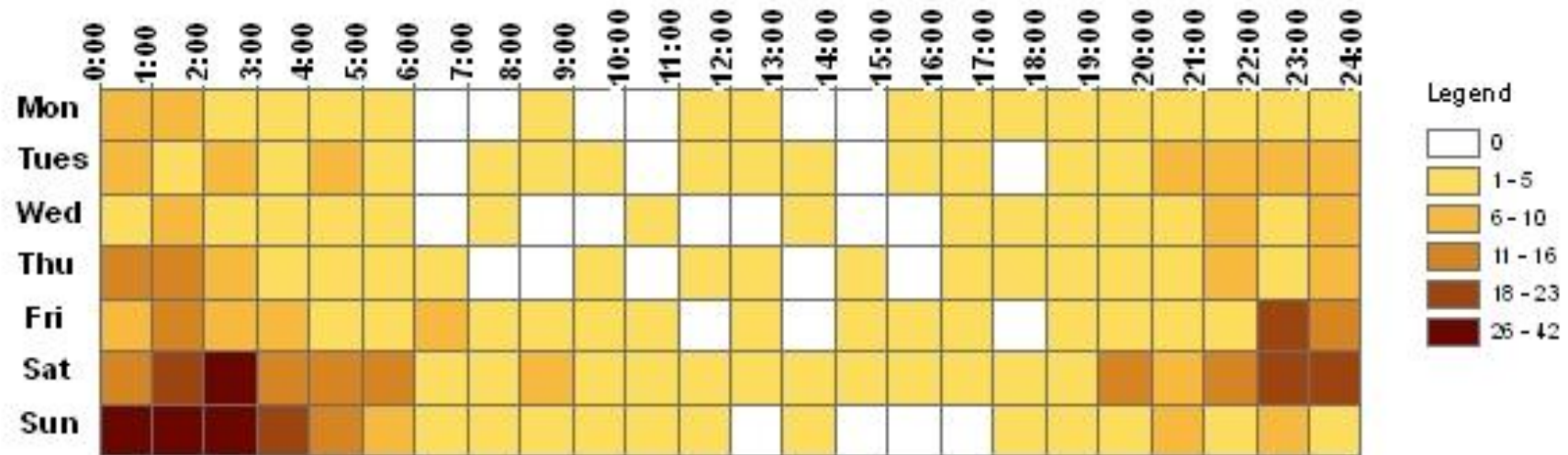
## Second level hotspots - Queenstown Lakes District, 2008 (Wanaka)



# Alcohol-related calls that occurred in second level hotspots - Queenstown Lakes District, 2008

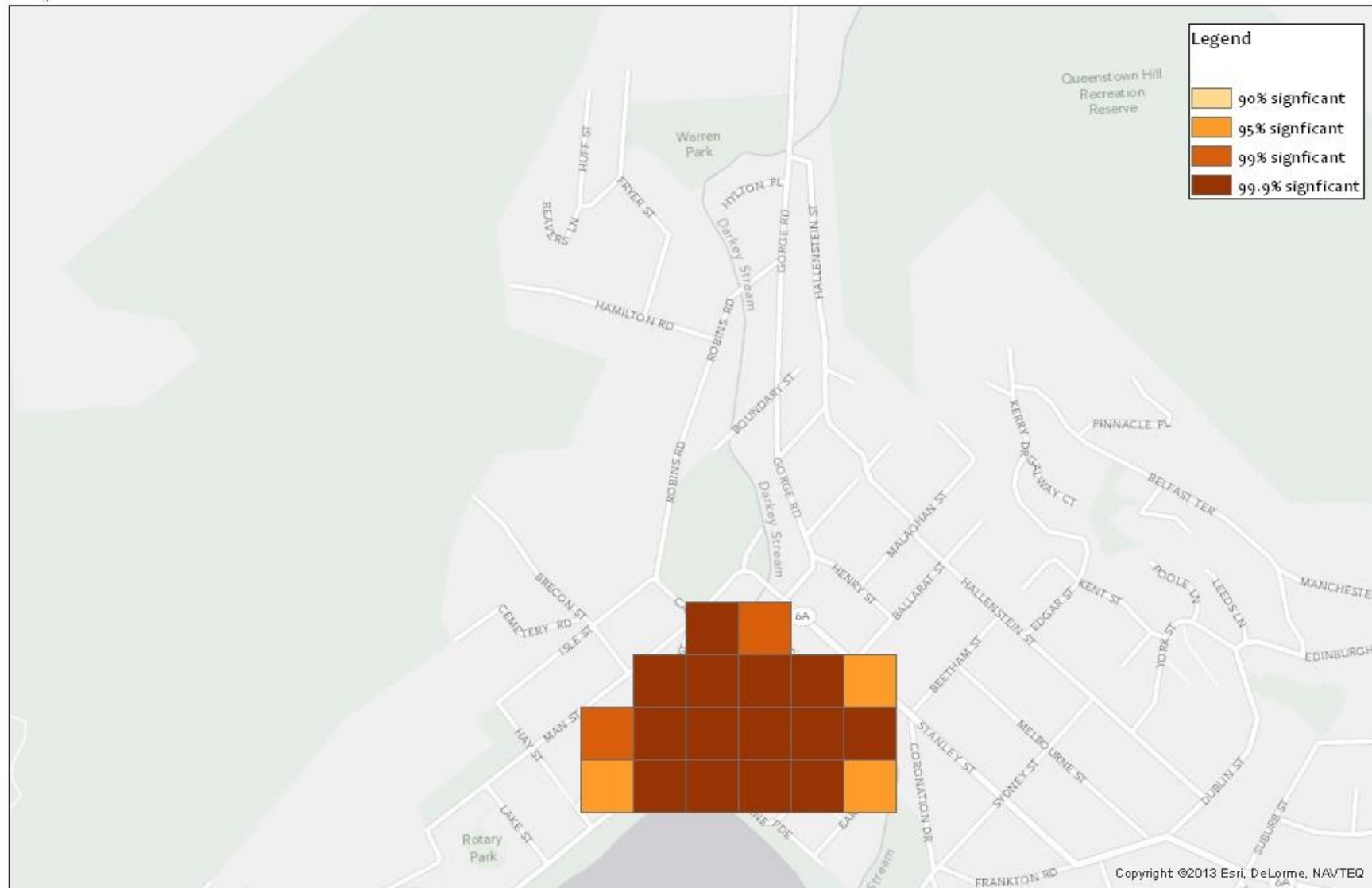


# Alcohol-related calls that occurred in second level hotspots - Queenstown Lakes District, 2008



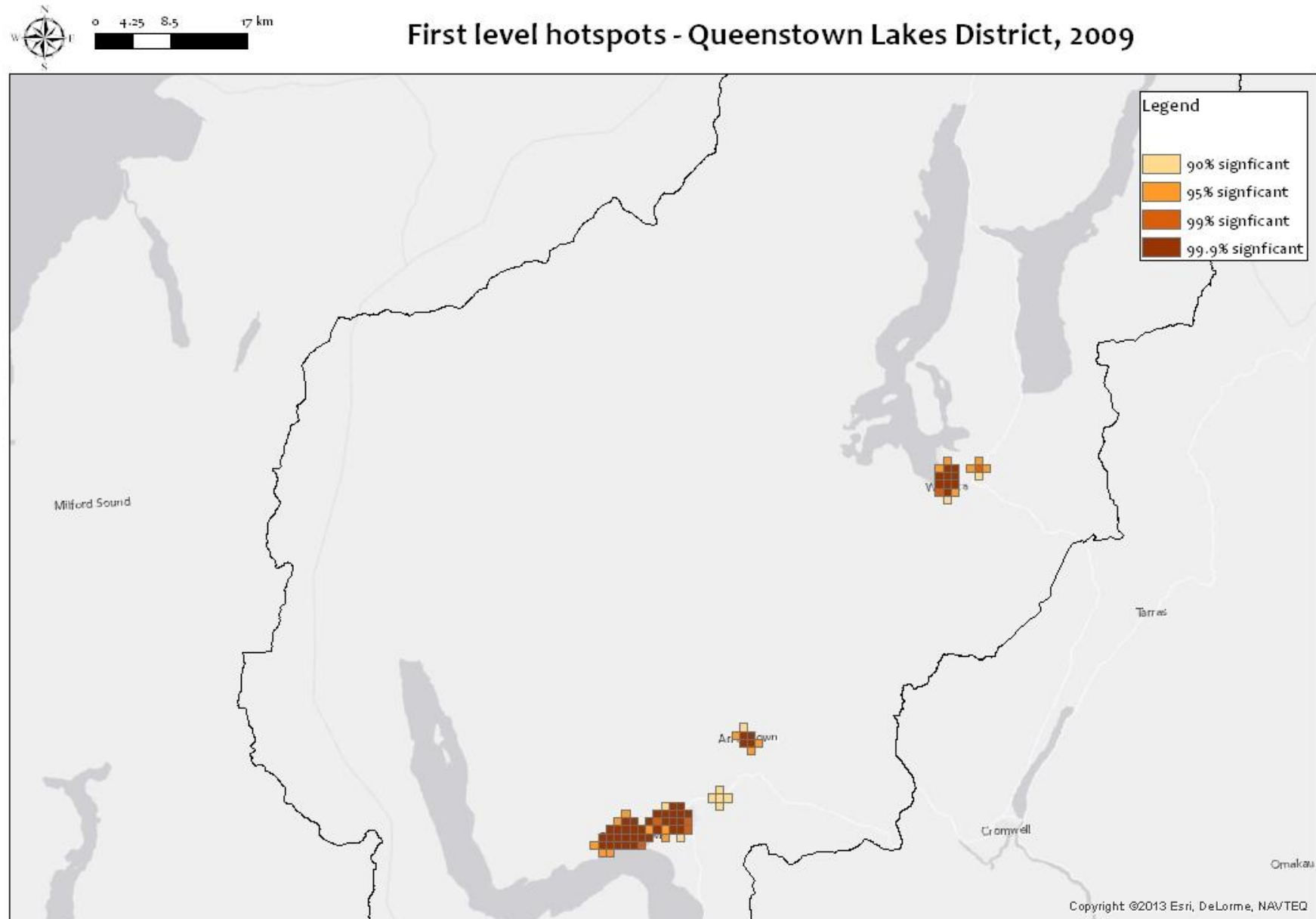


## Third level hotspots - Queenstown Lakes District, 2008



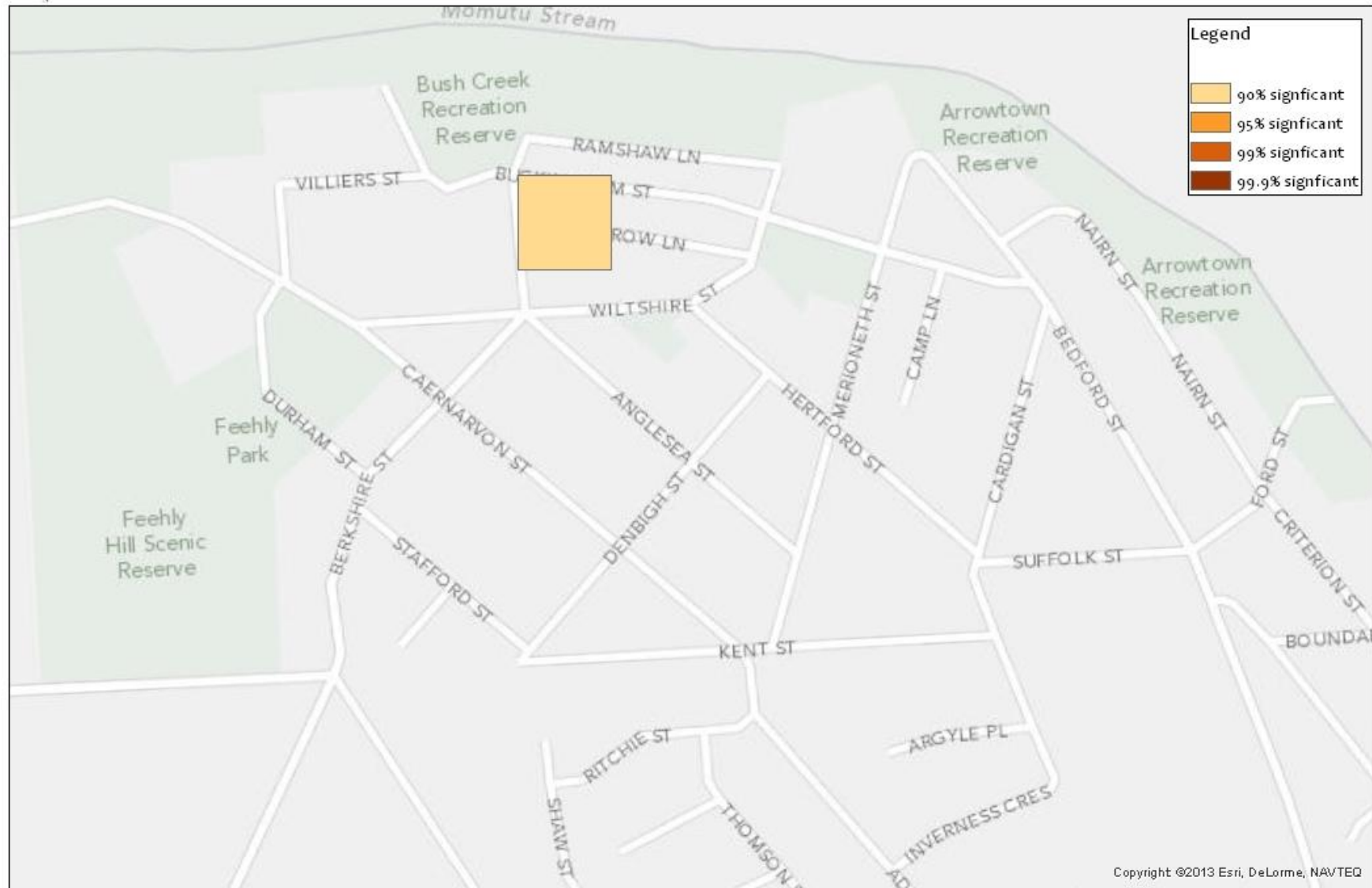


## Appendix 2: Hotspot Maps and Data clocks (2009)





## Second level hotspots - Queenstown Lakes District, 2009 (Arrowtown)





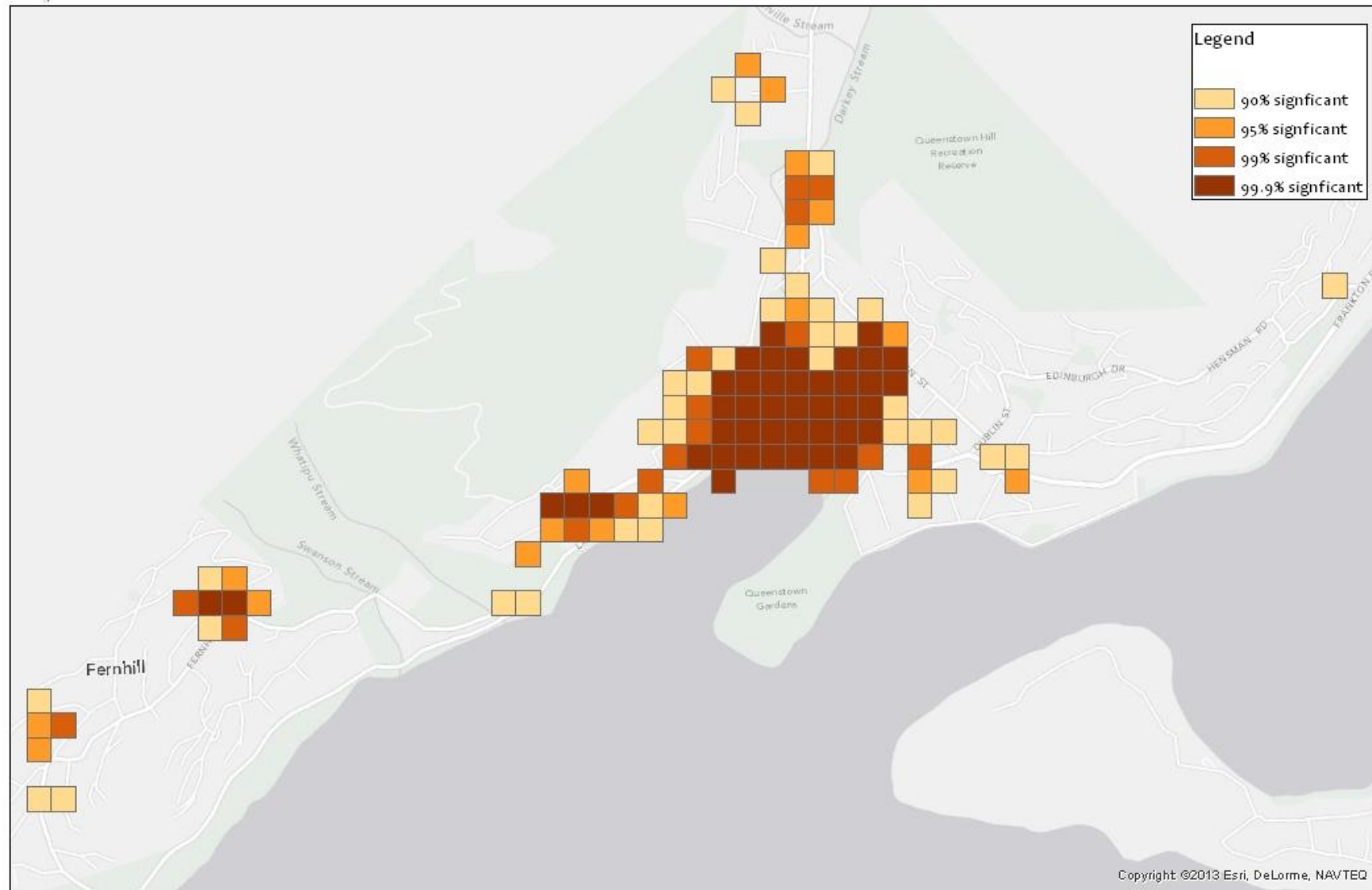


## Second level hotspots - Queenstown Lakes District, 2009 (Frankton)



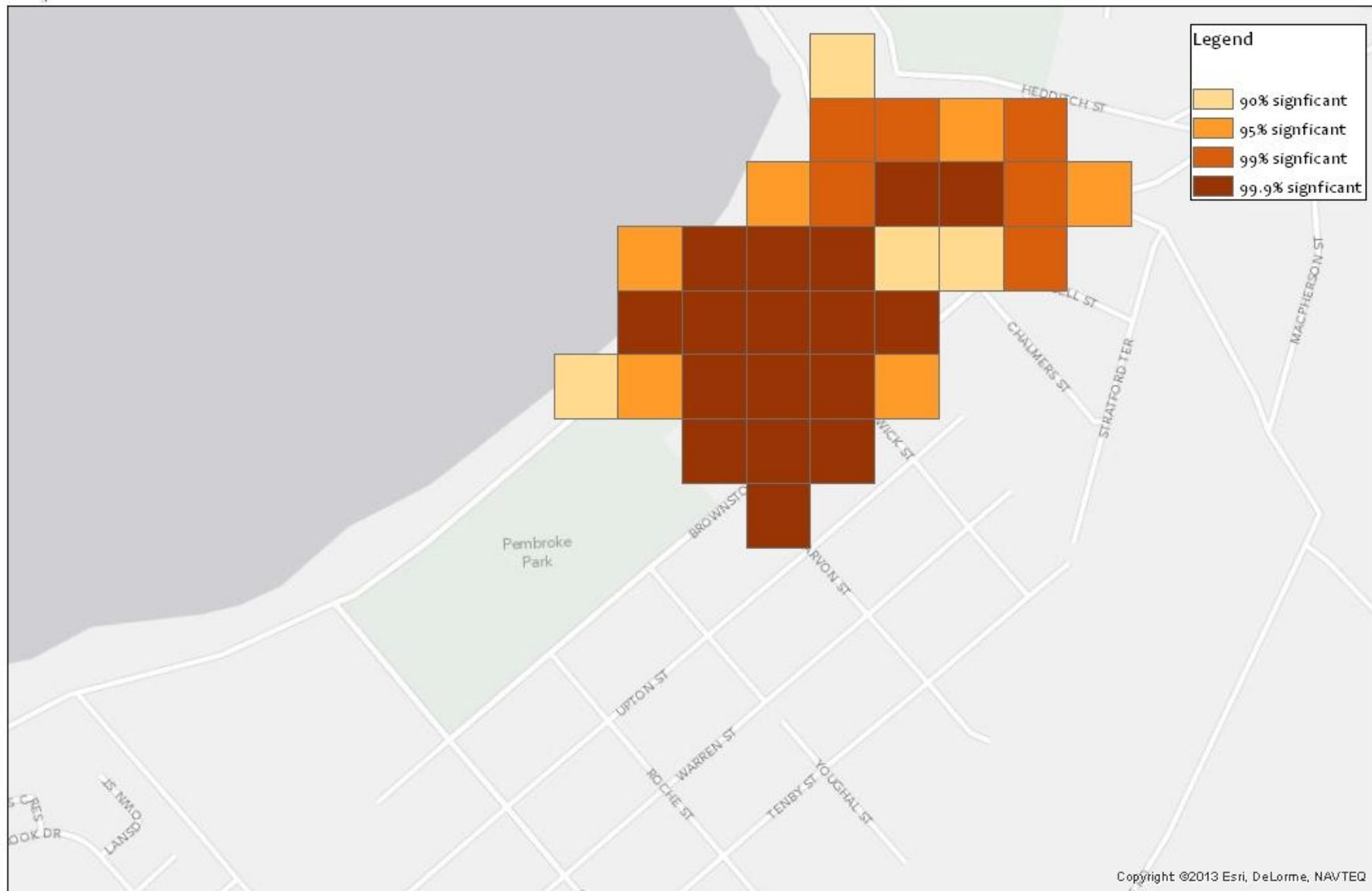


## Second level hotspots - Queenstown Lakes District, 2009 (Queenstown)

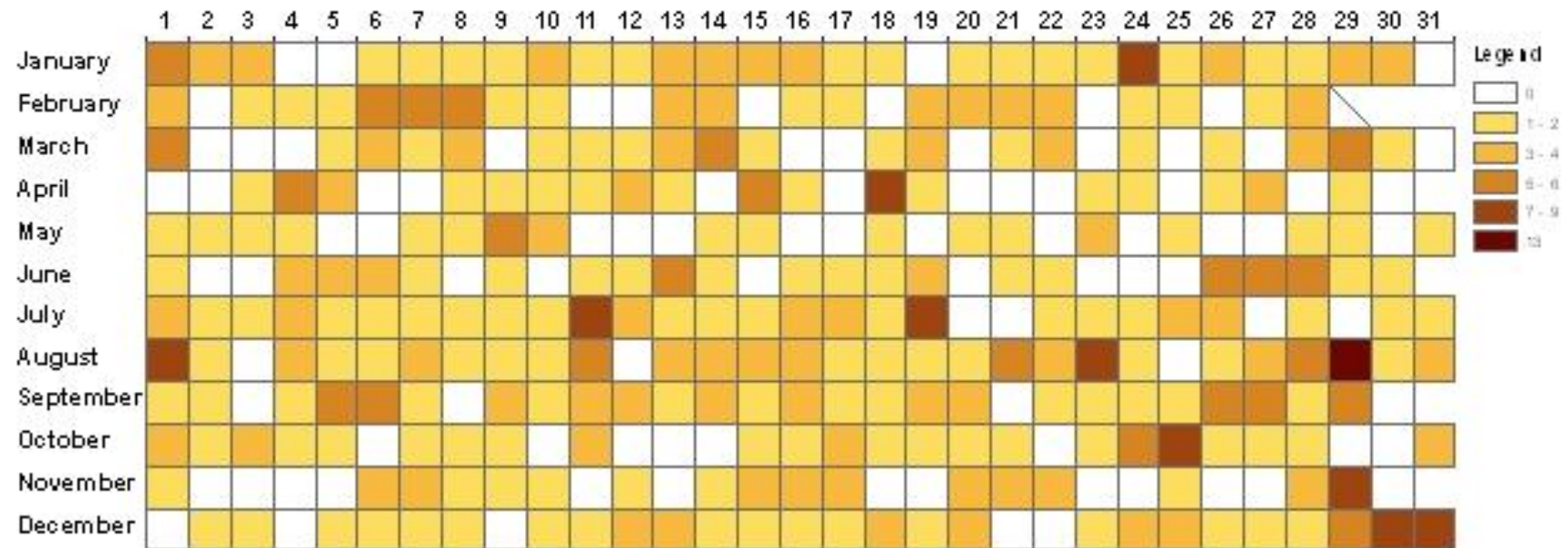




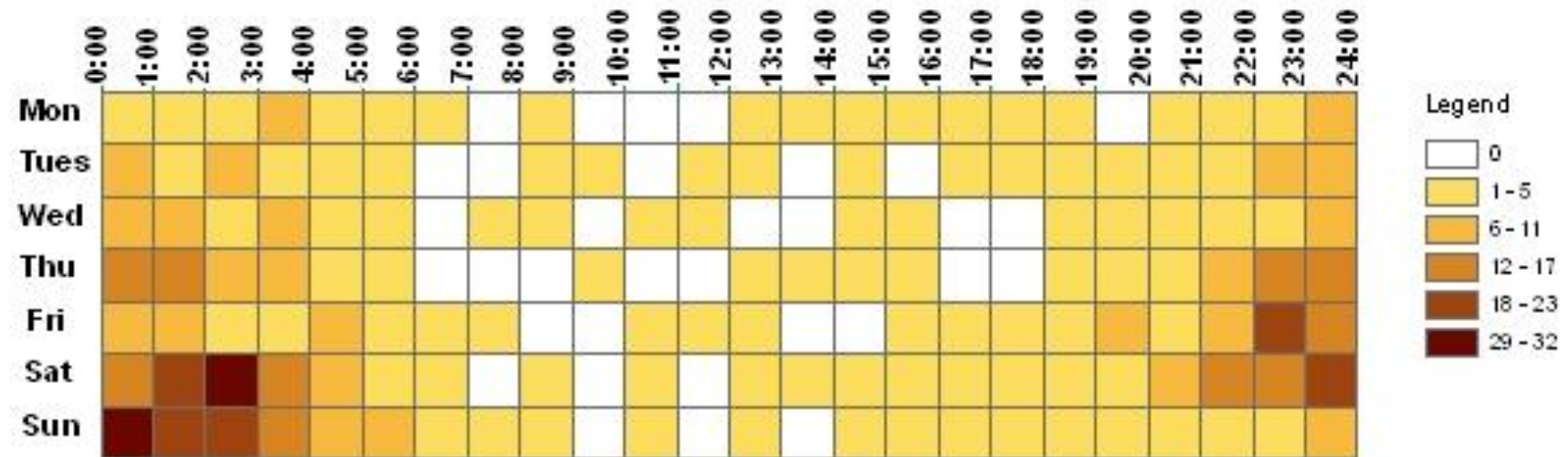
## Second level hotspots - Queenstown Lakes District, 2009 (Wanaka)



# Alcohol-related calls that occurred in second level hotspots - Queenstown Lakes District, 2009

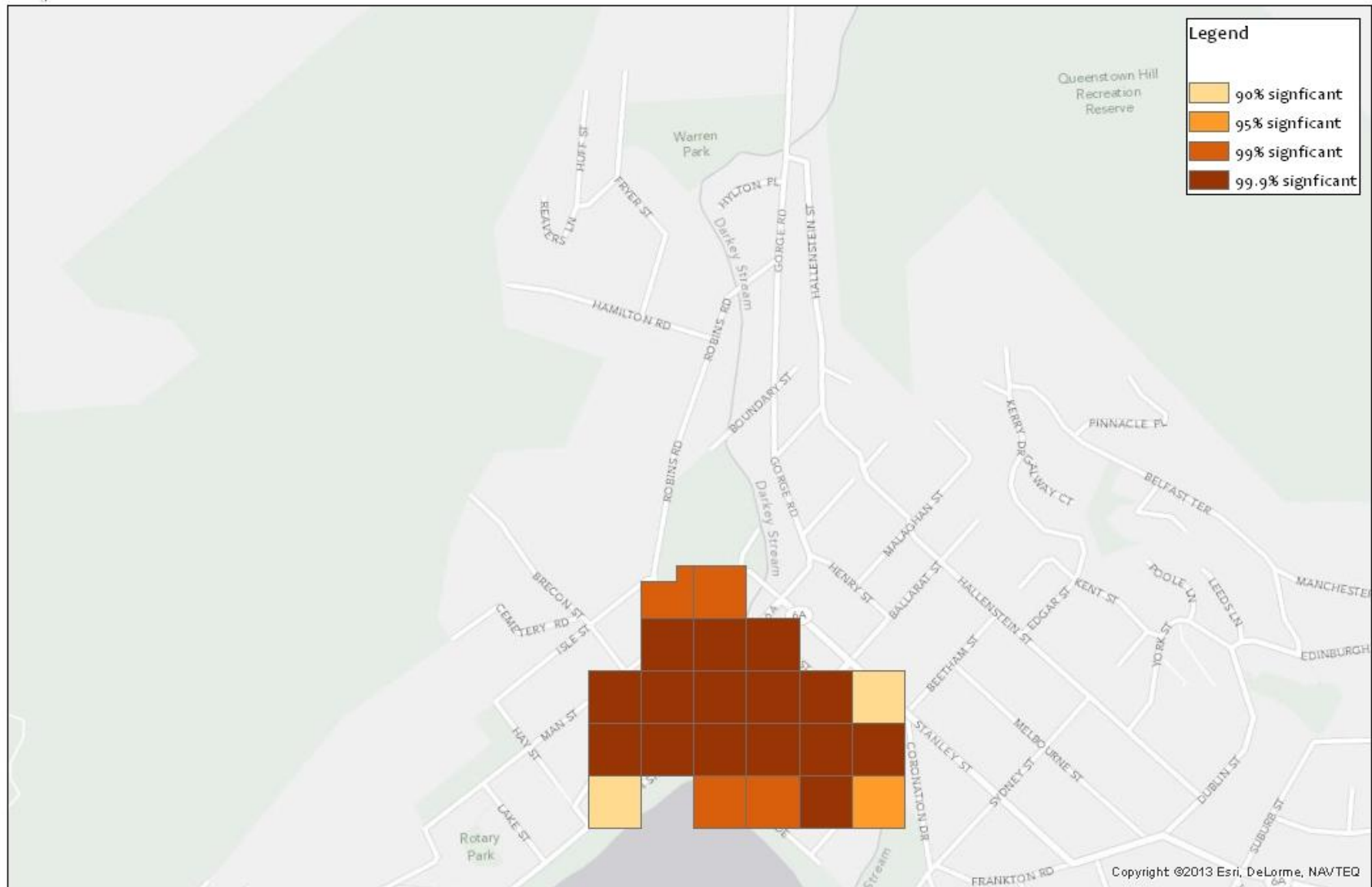


## Alcohol-related calls that occurred in second level hotspots - Queenstown Lakes District, 2009



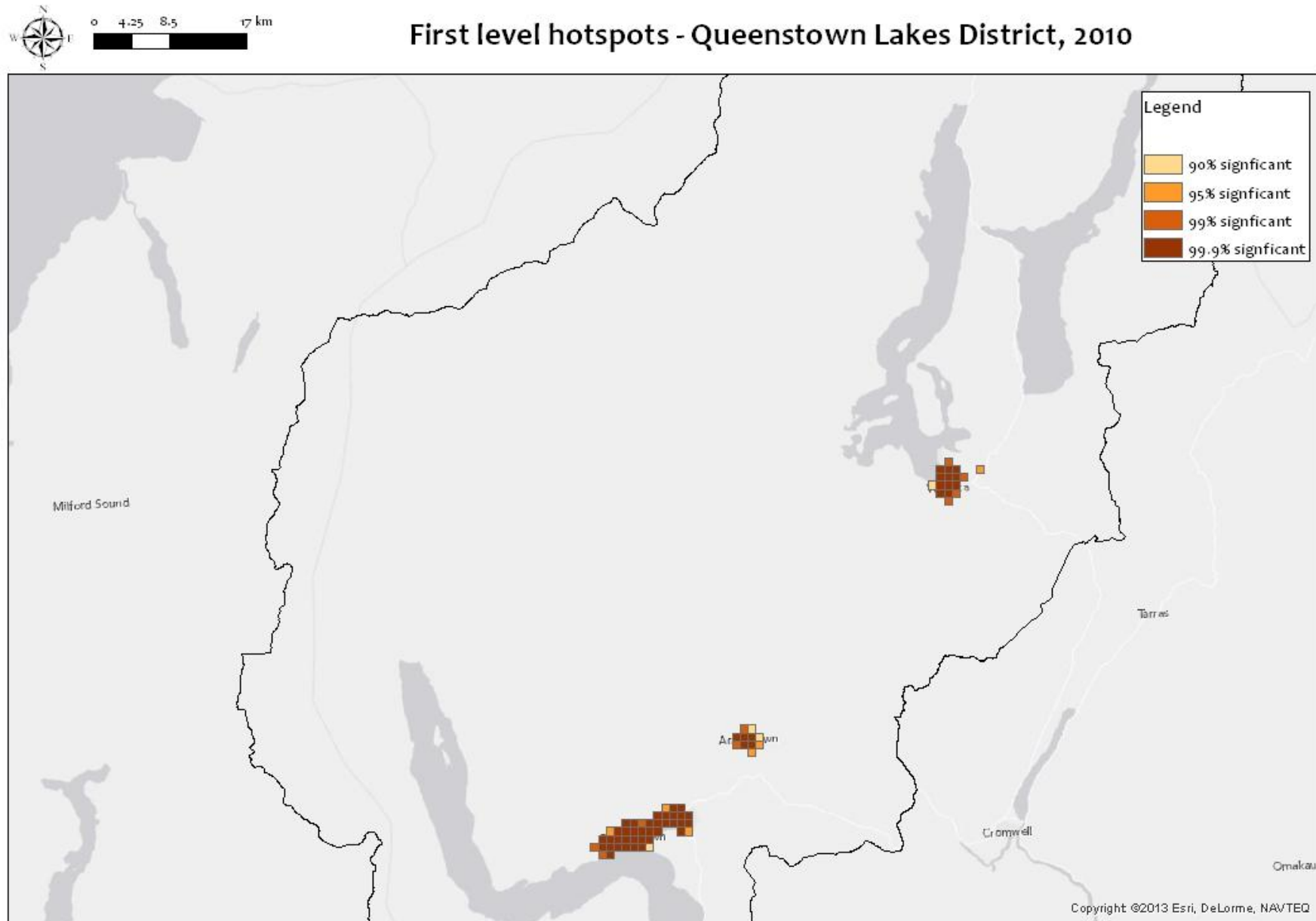


## Third level hotspots - Queenstown Lakes District, 2009



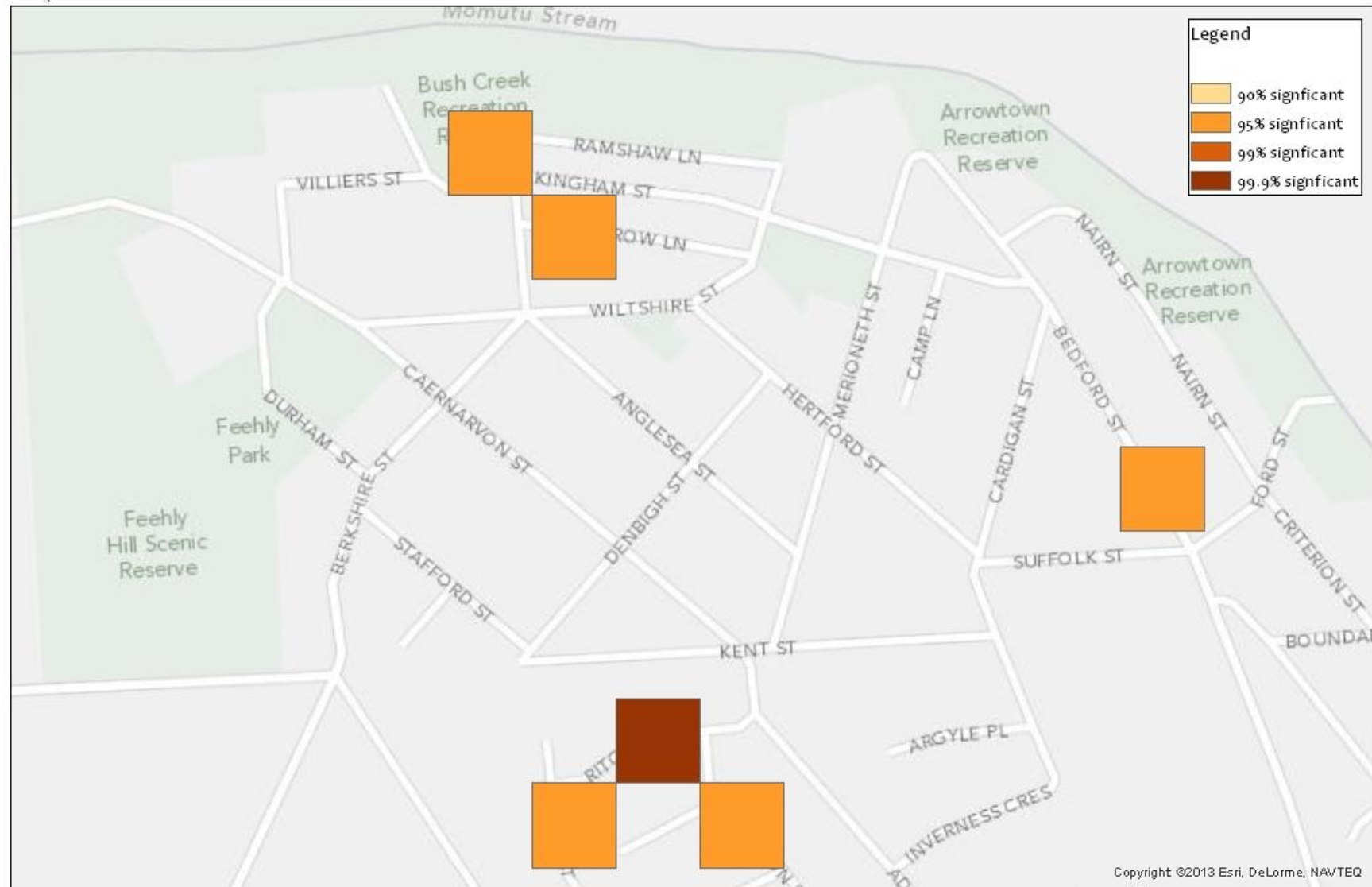


## Appendix 3: Hotspot Maps and Data clocks (2010)





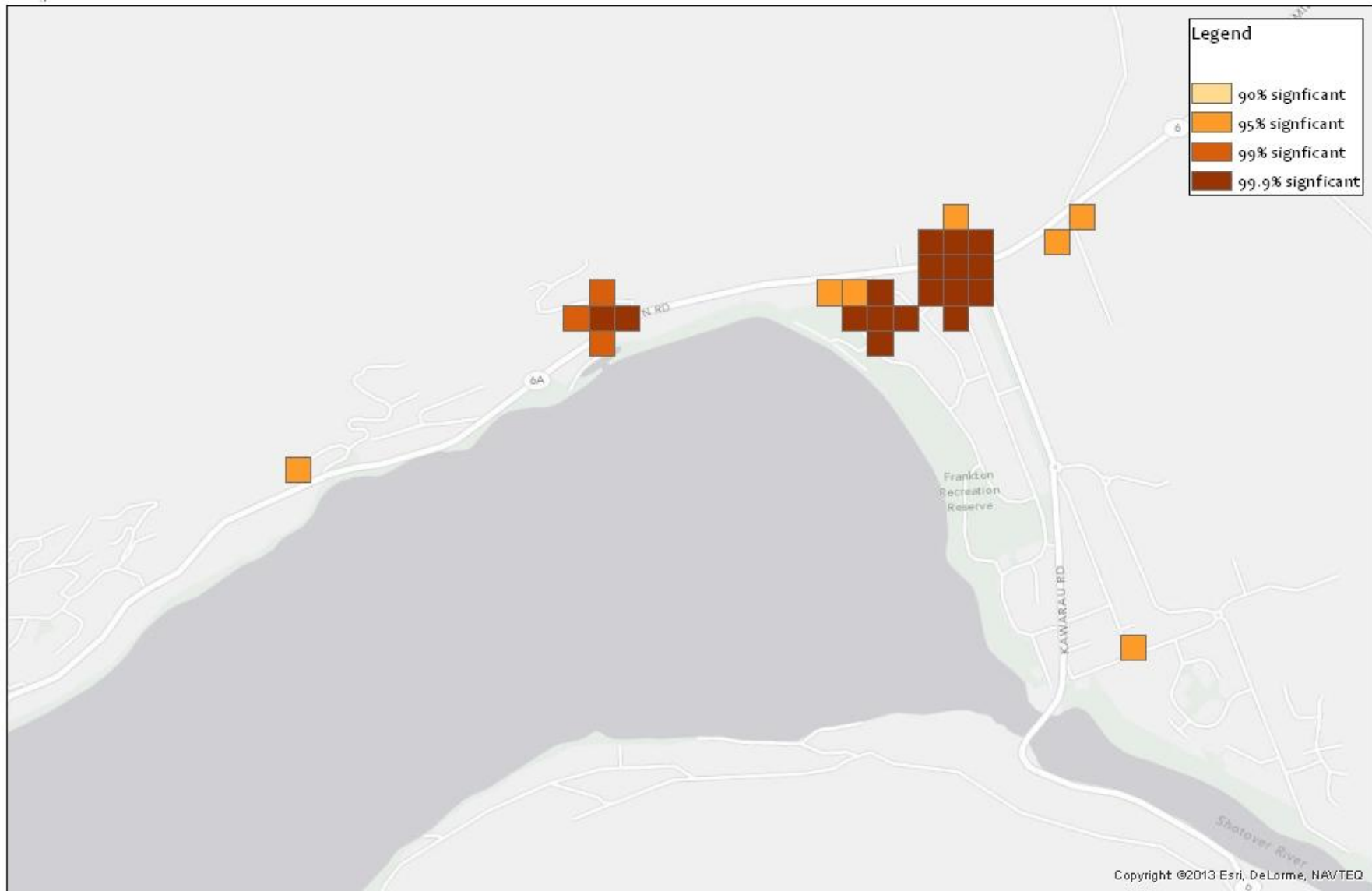
## Second level hotspots - Queenstown Lakes District, 2010 (Arrowtown)





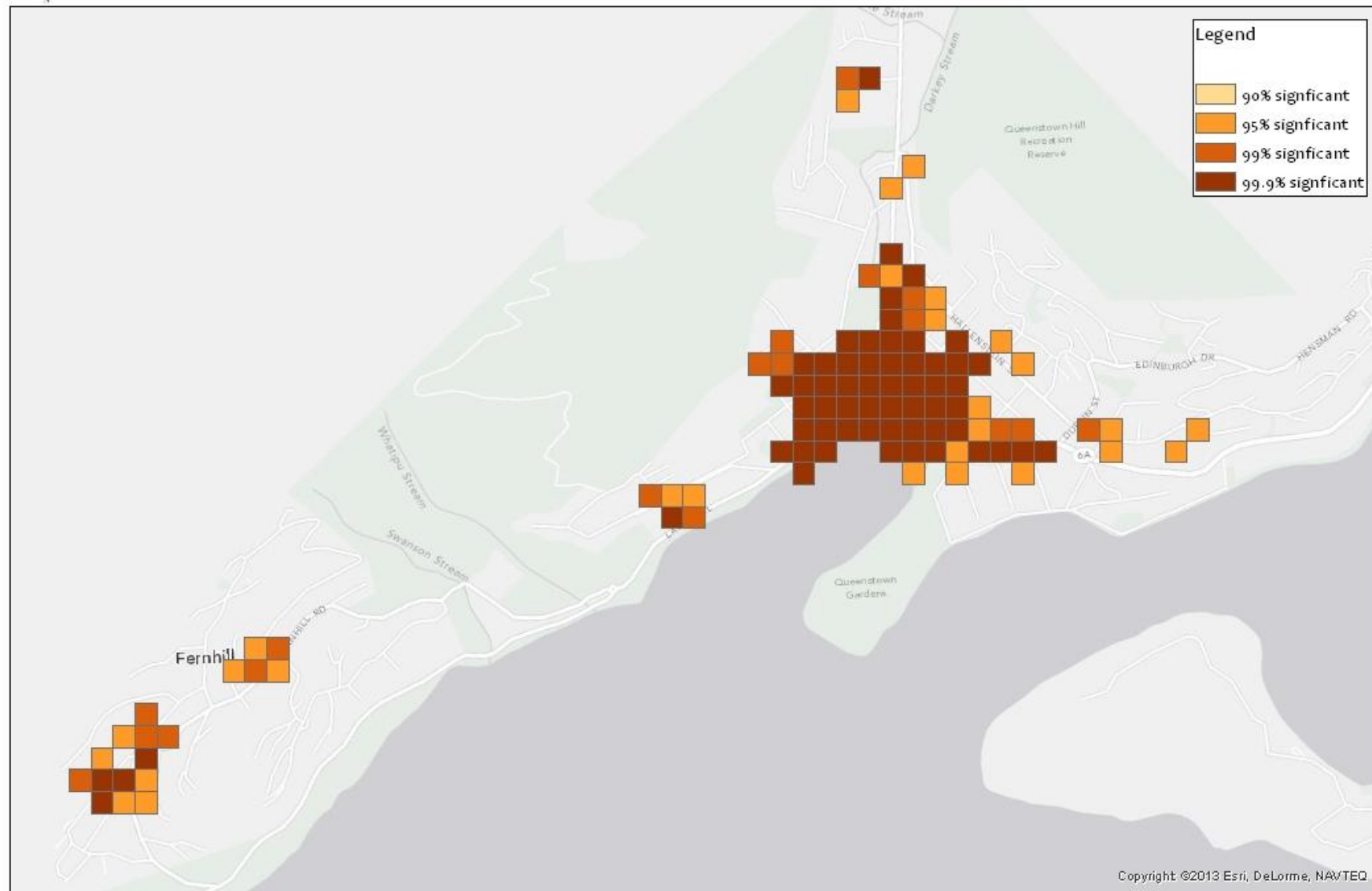


## Second level hotspots - Queenstown Lakes District, 2010 (Frankton)



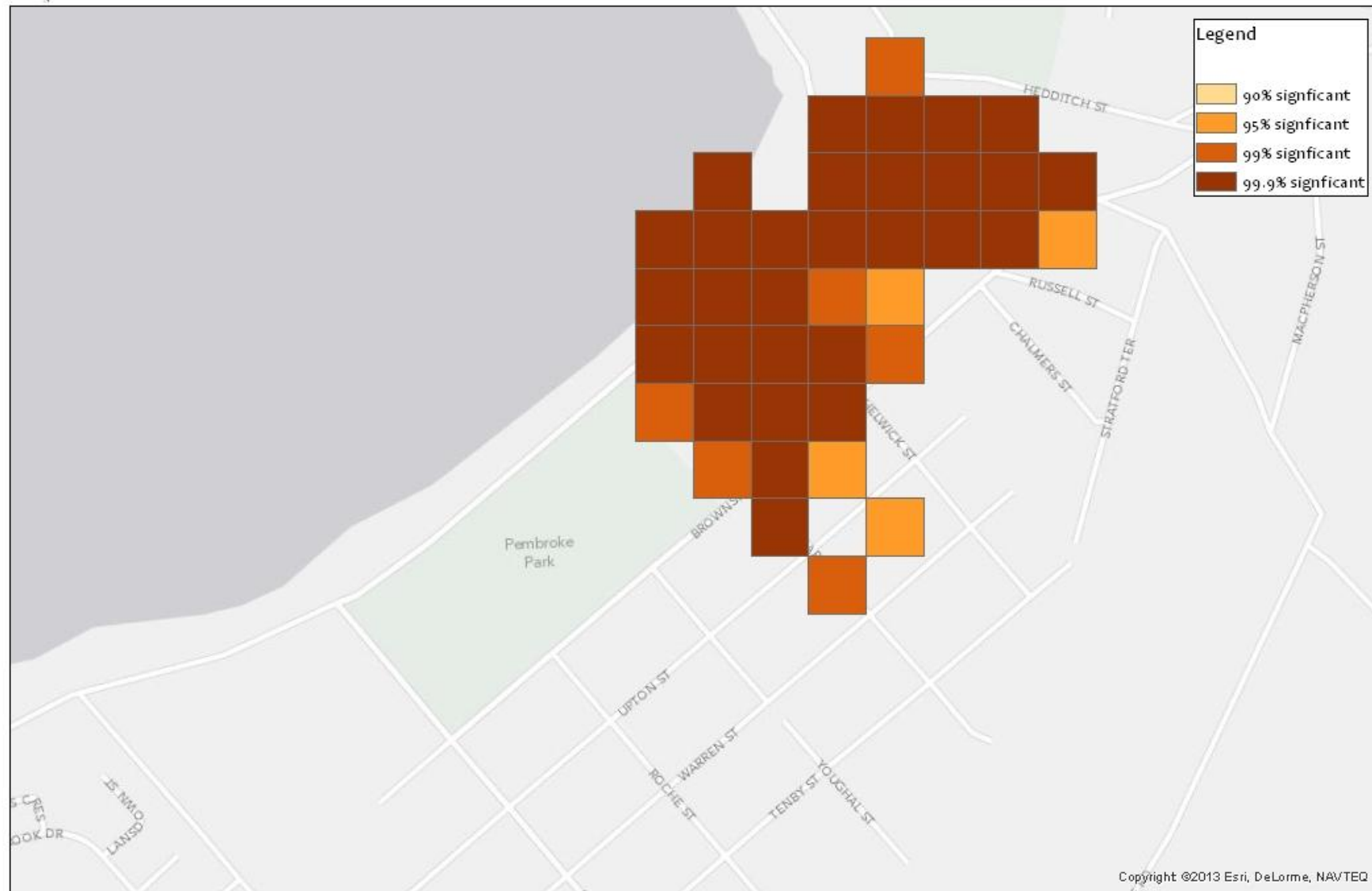


## Second level hotspots - Queenstown Lakes District, 2010 (Queenstown)

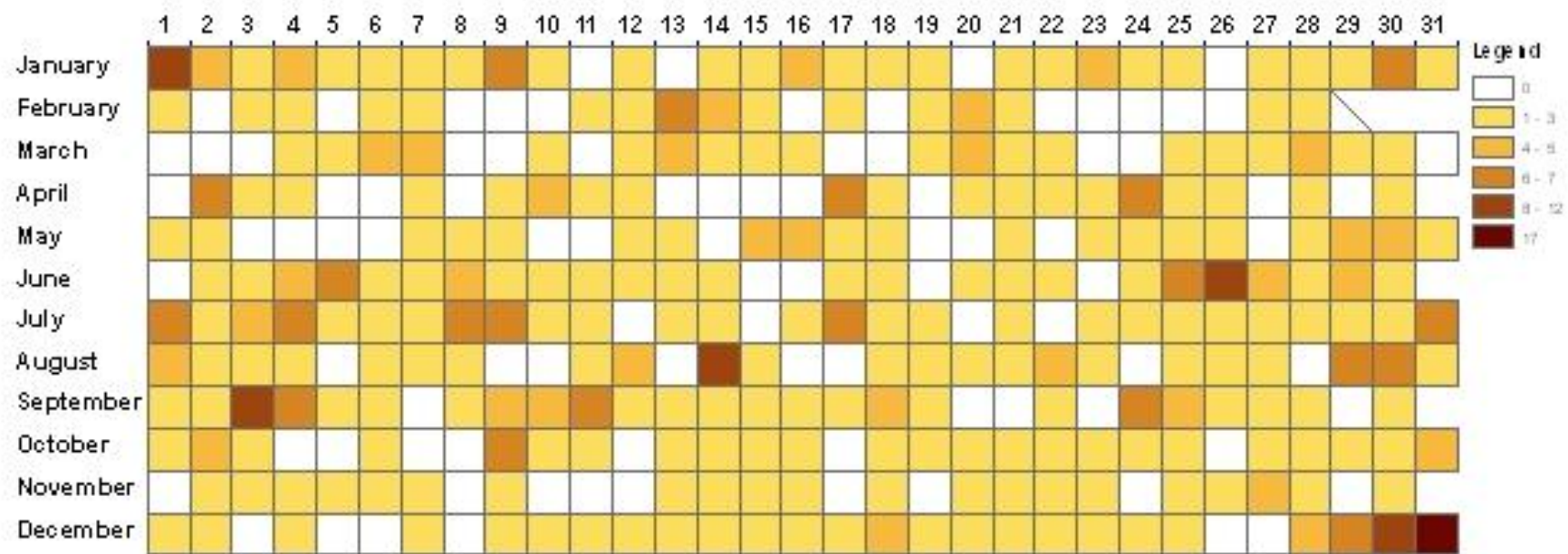




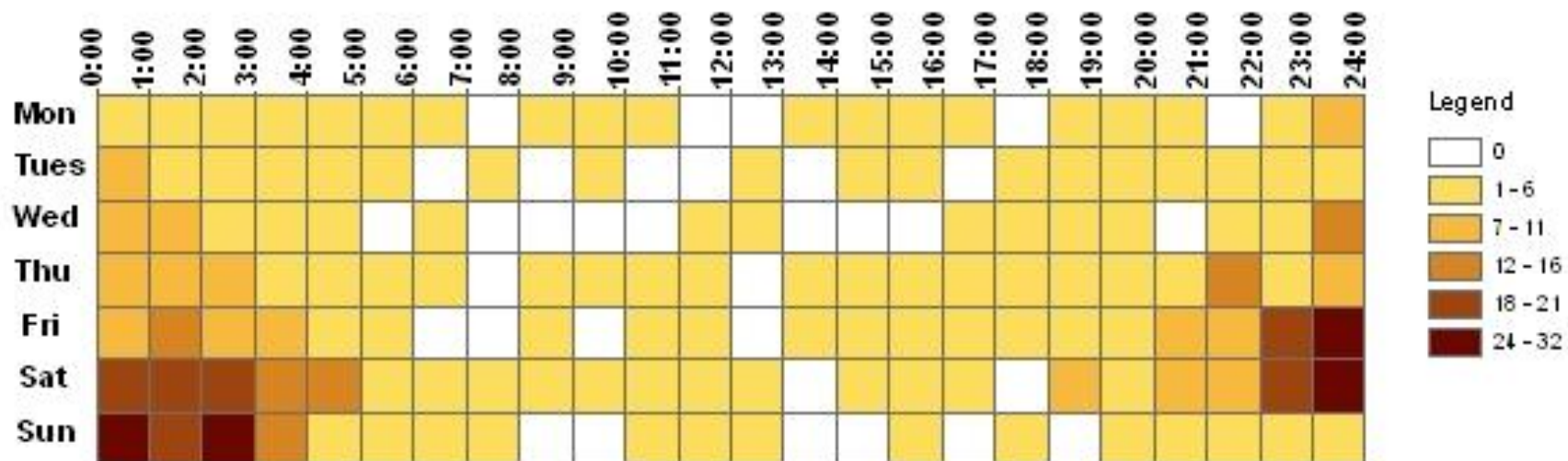
## Second level hotspots - Queenstown Lakes District, 2010 (Wanaka)



# Alcohol-related calls that occurred in second level hotspots - Queenstown Lakes District, 2010

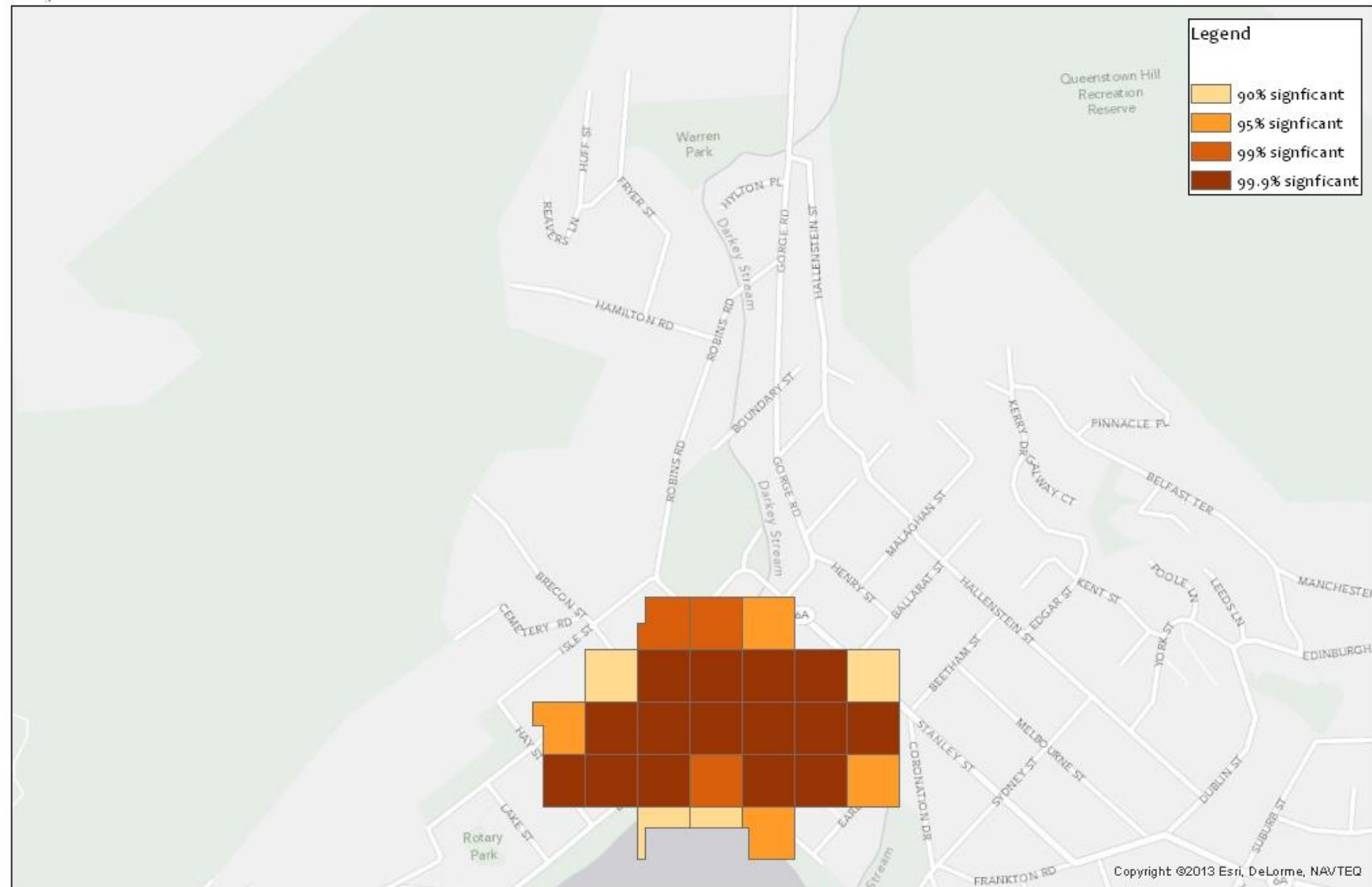


## Alcohol-related calls that occurred in second level hotspots - Queenstown Lakes District, 2010



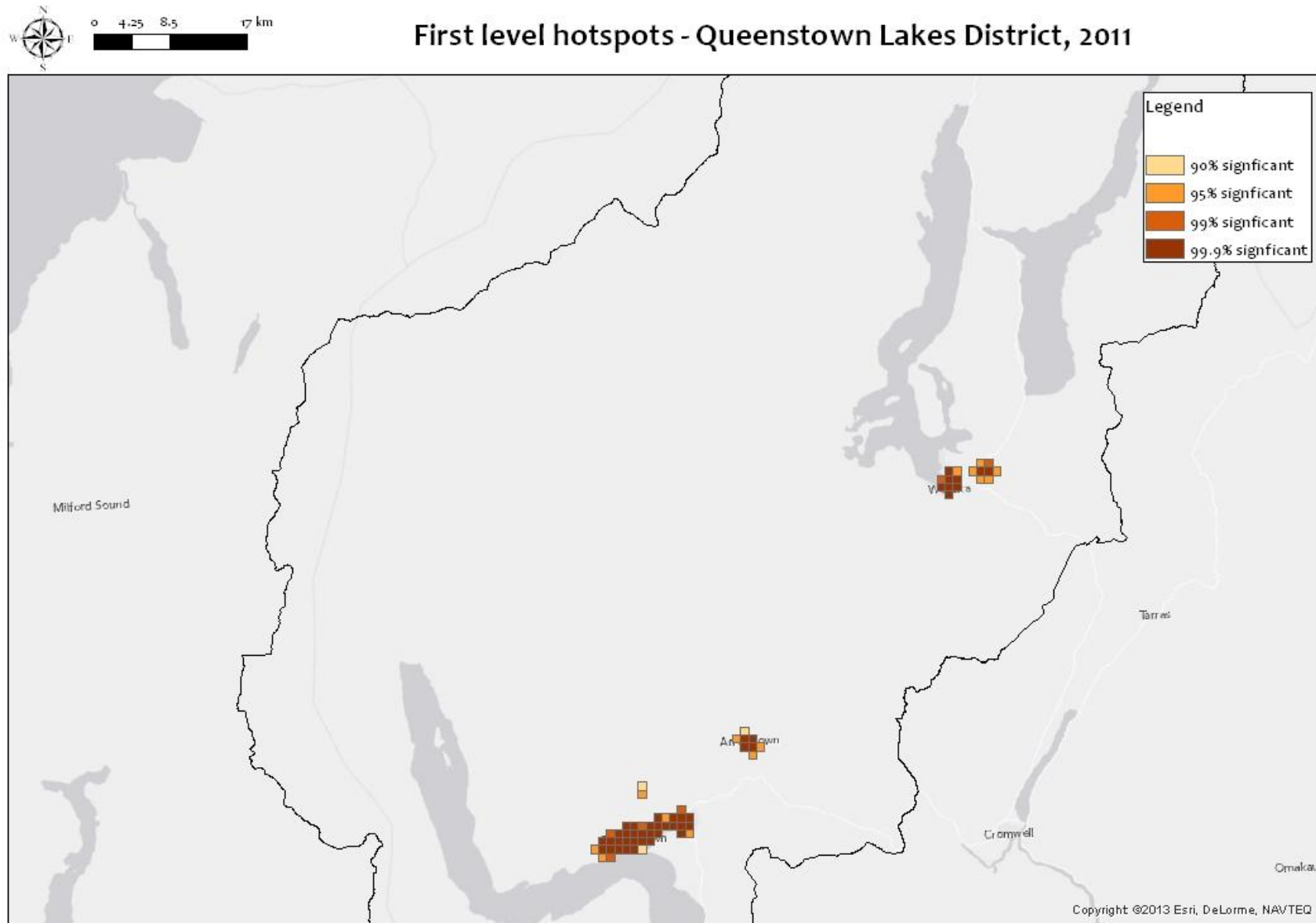


### Third level hotspots - Queenstown Lakes District, 2010



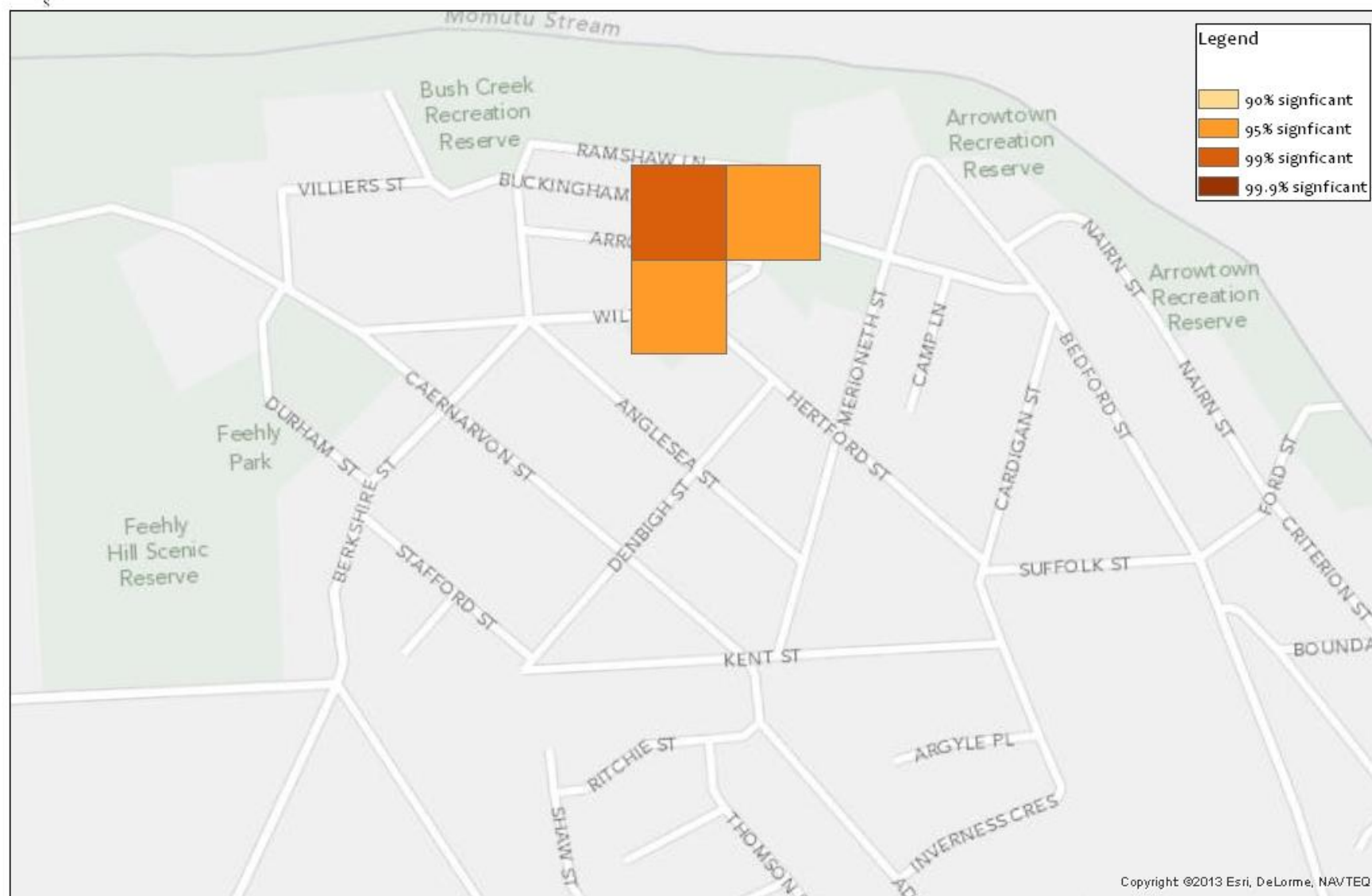


## Appendix 4: Hotspot Maps and Data clocks (2011)





## Second level hotspots - Queenstown Lakes District, 2011 (Arrowtown)







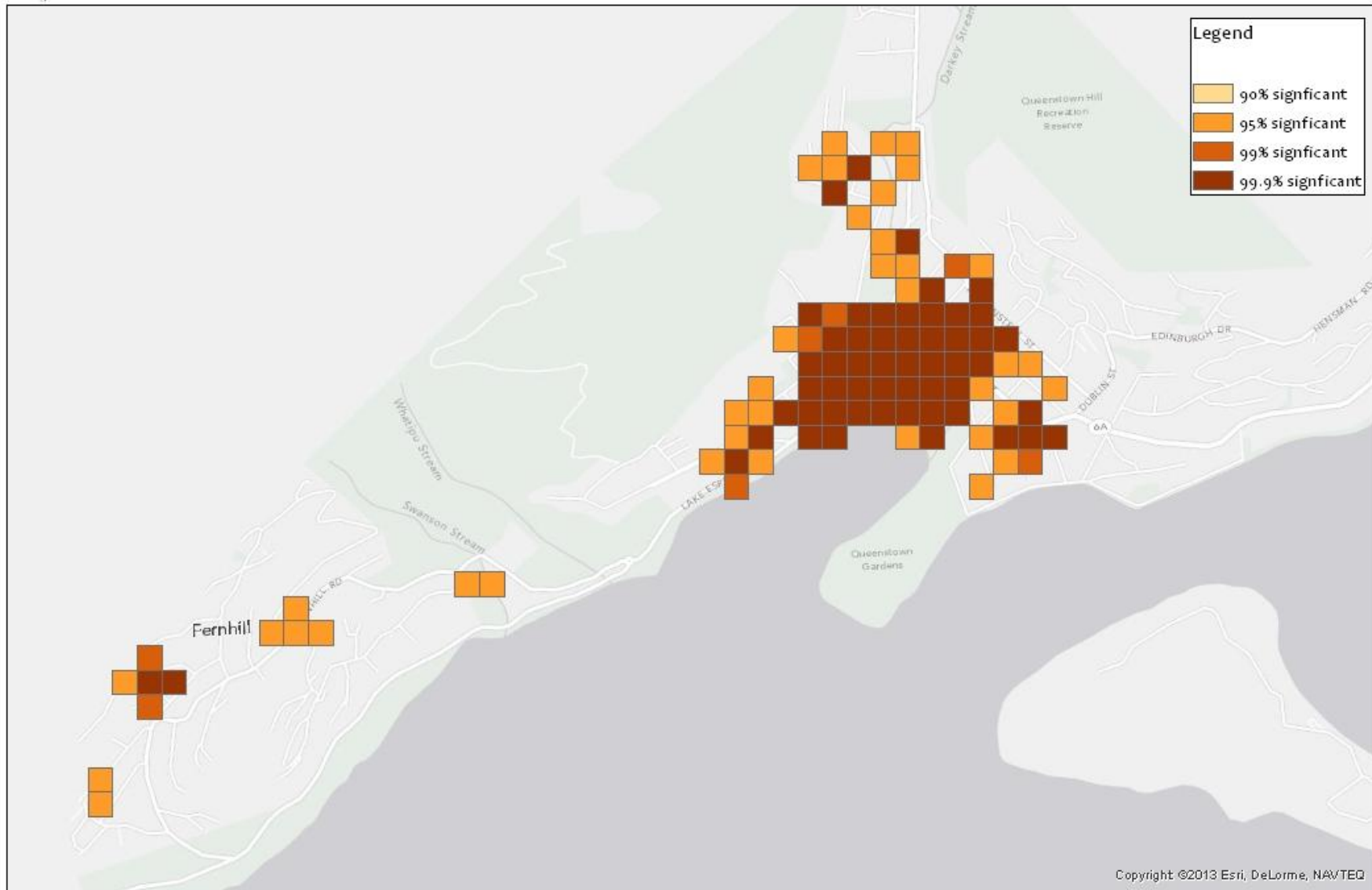
## Second level hotspots - Queenstown Lakes District, 2011 (Frankton)





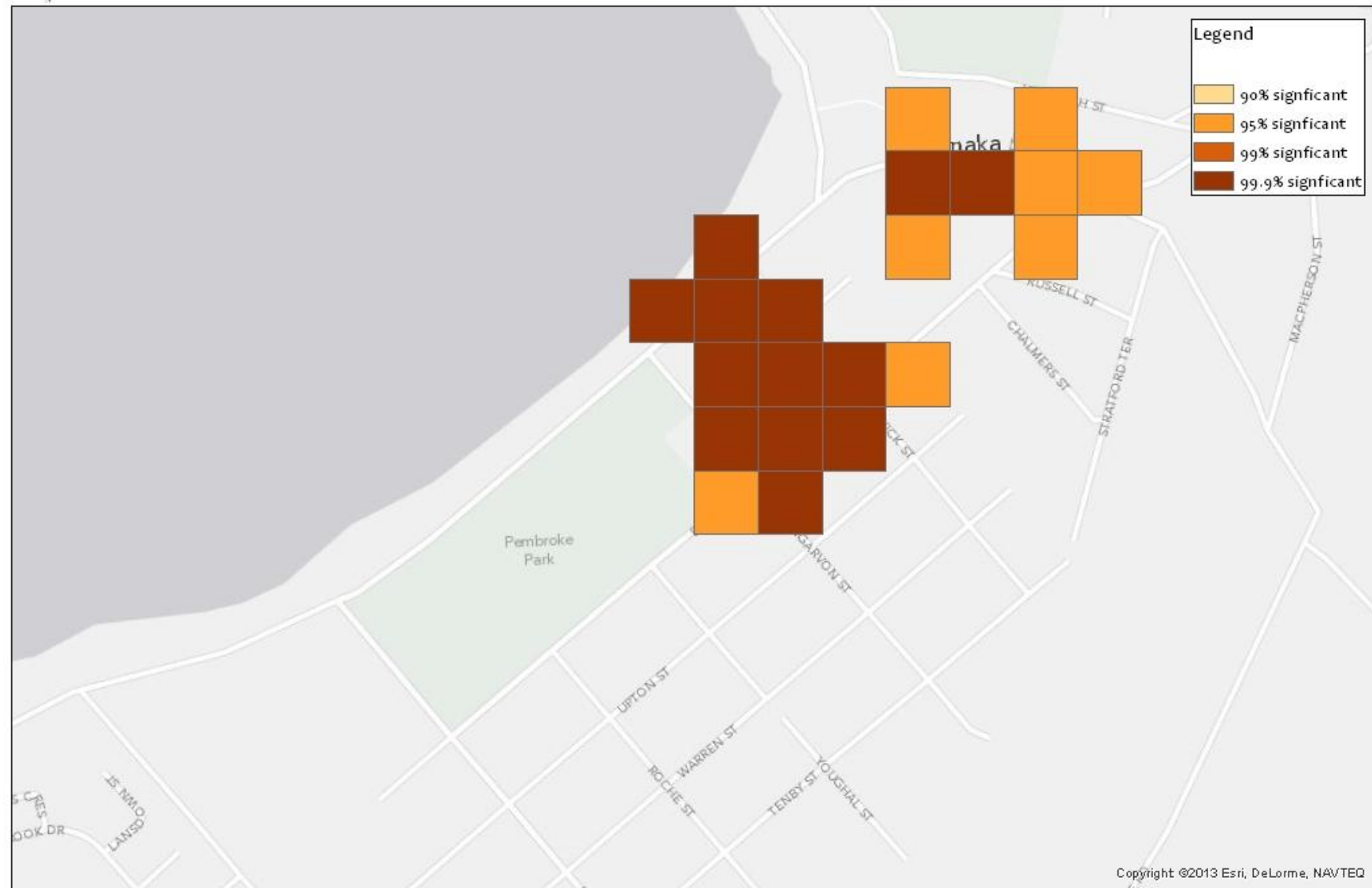
0 0.125 0.25 0.5 km

## Second level hotspots - Queenstown Lakes District, 2011 (Queenstown)

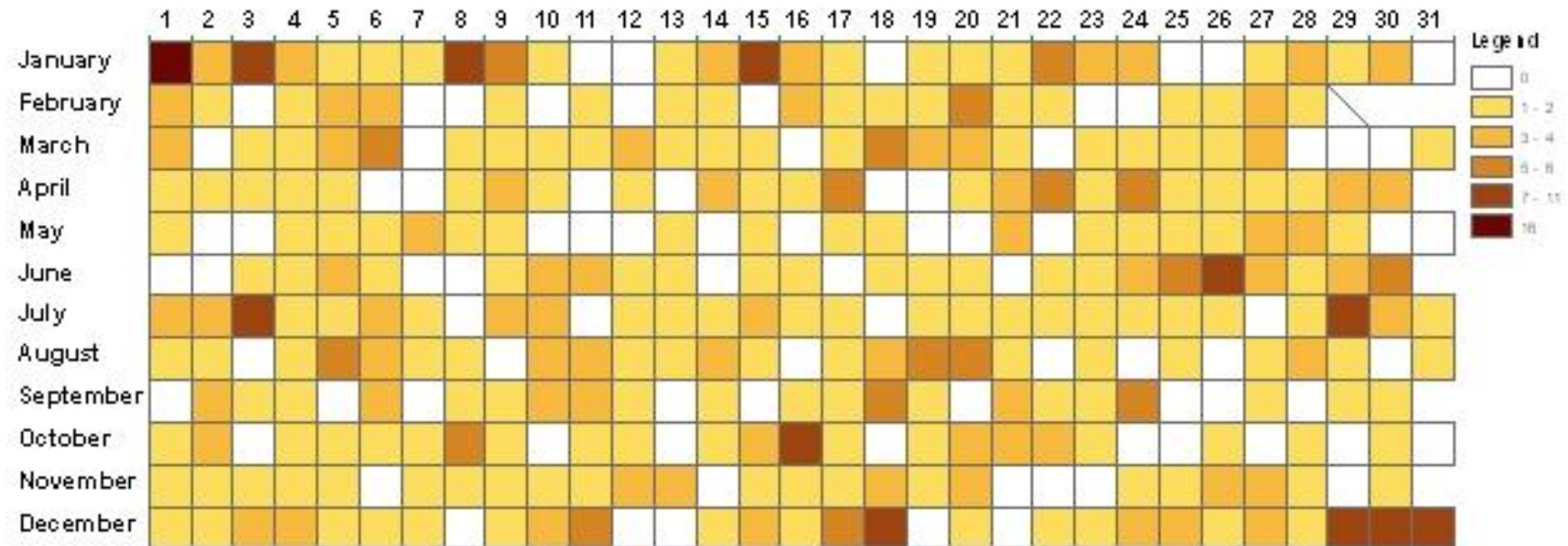




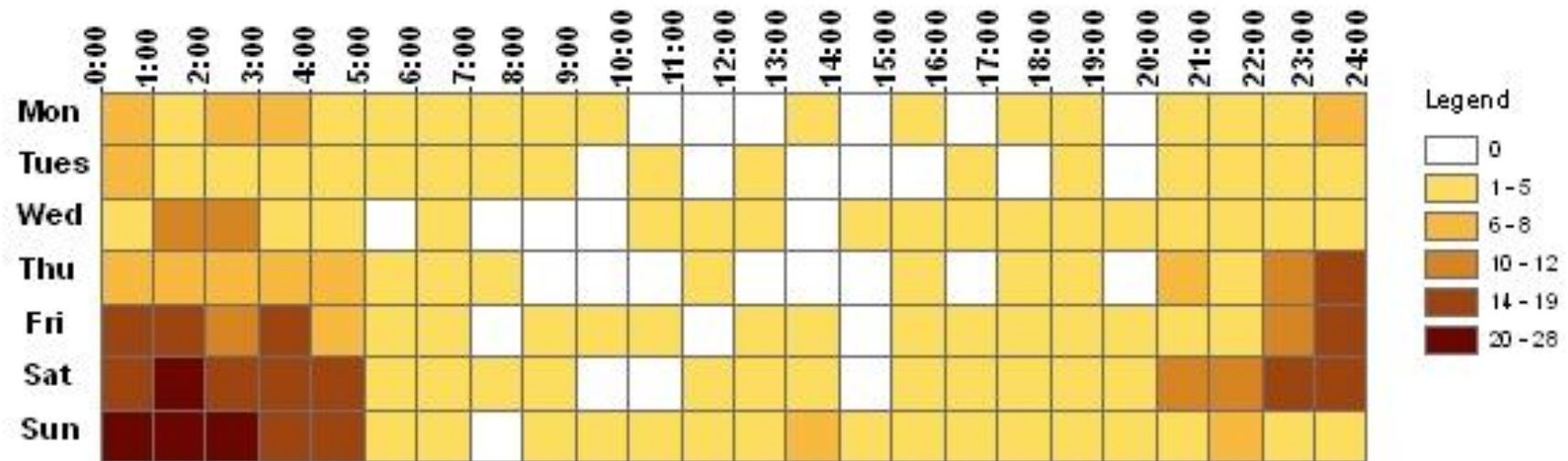
## Second level hotspots - Queenstown Lakes District, 2011 (Wanaka)



# Alcohol-related calls that occurred in second level hotspots - Queenstown Lakes District, 2011



# Alcohol-related calls that occurred in second level hotspots - Queenstown Lakes District, 2011



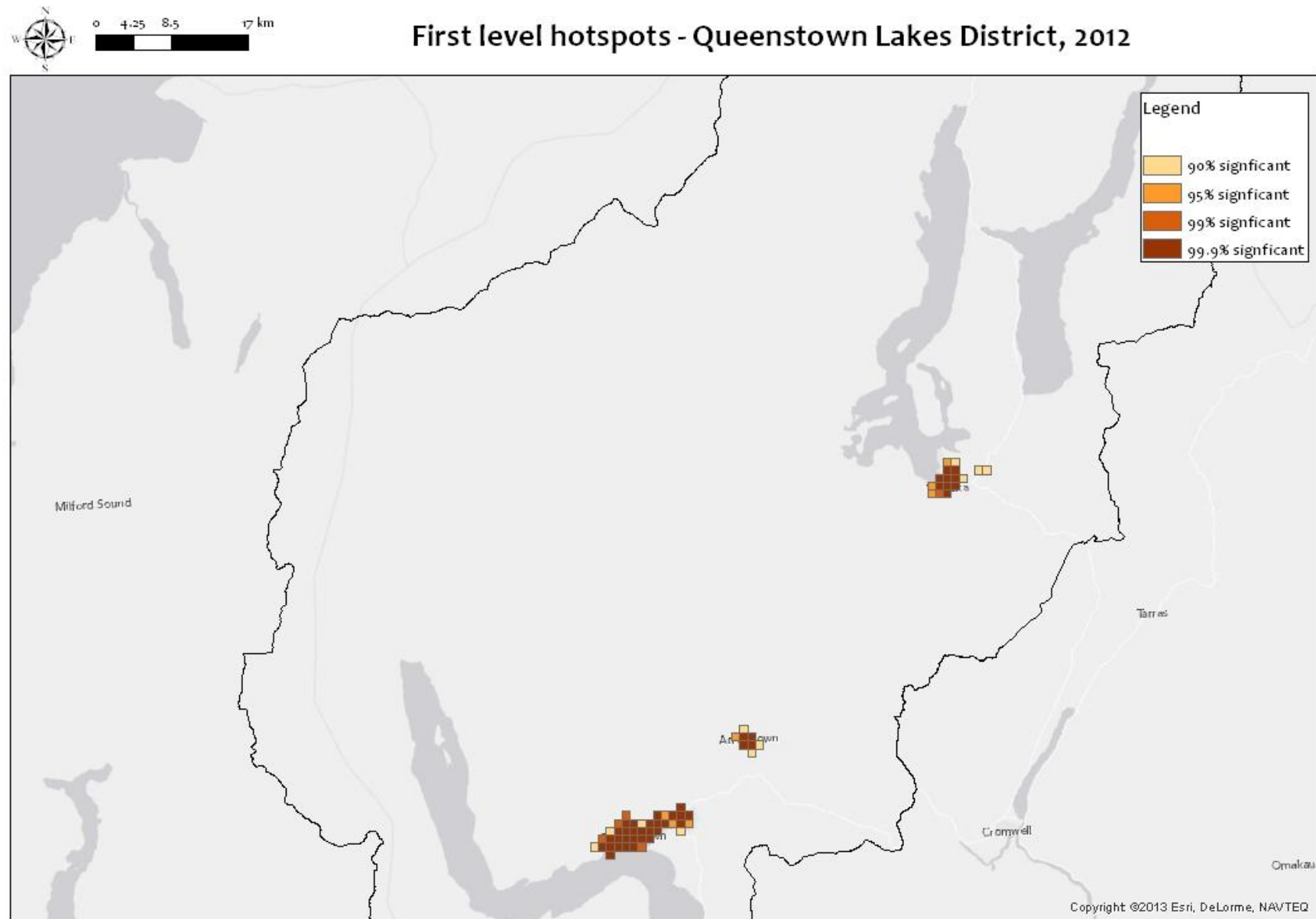


**Legend**

- 90% significant
- 95% significant
- 99% significant
- 99.9% significant



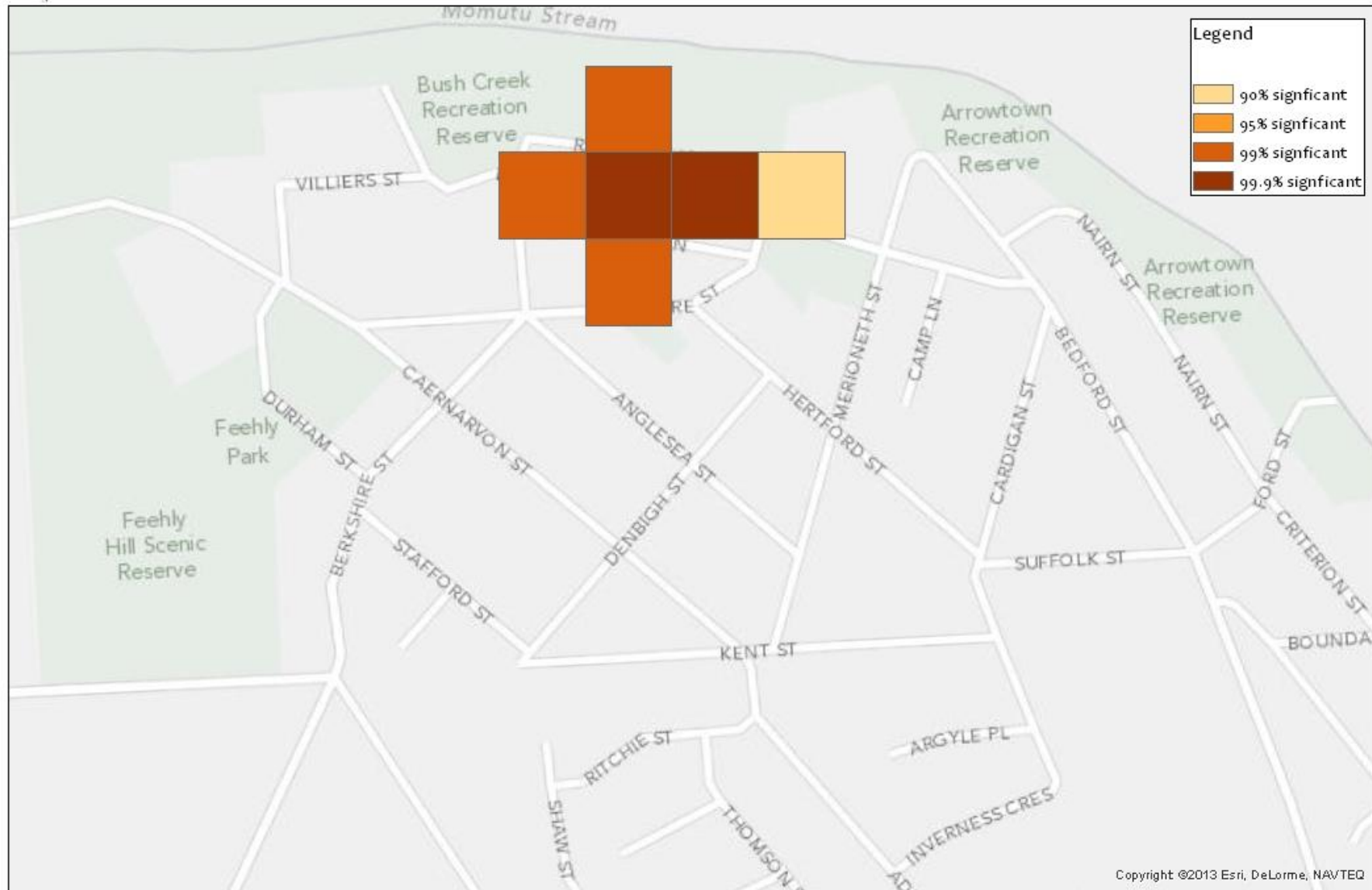
## Appendix 5: Hotspot Maps and Data clocks (2012)





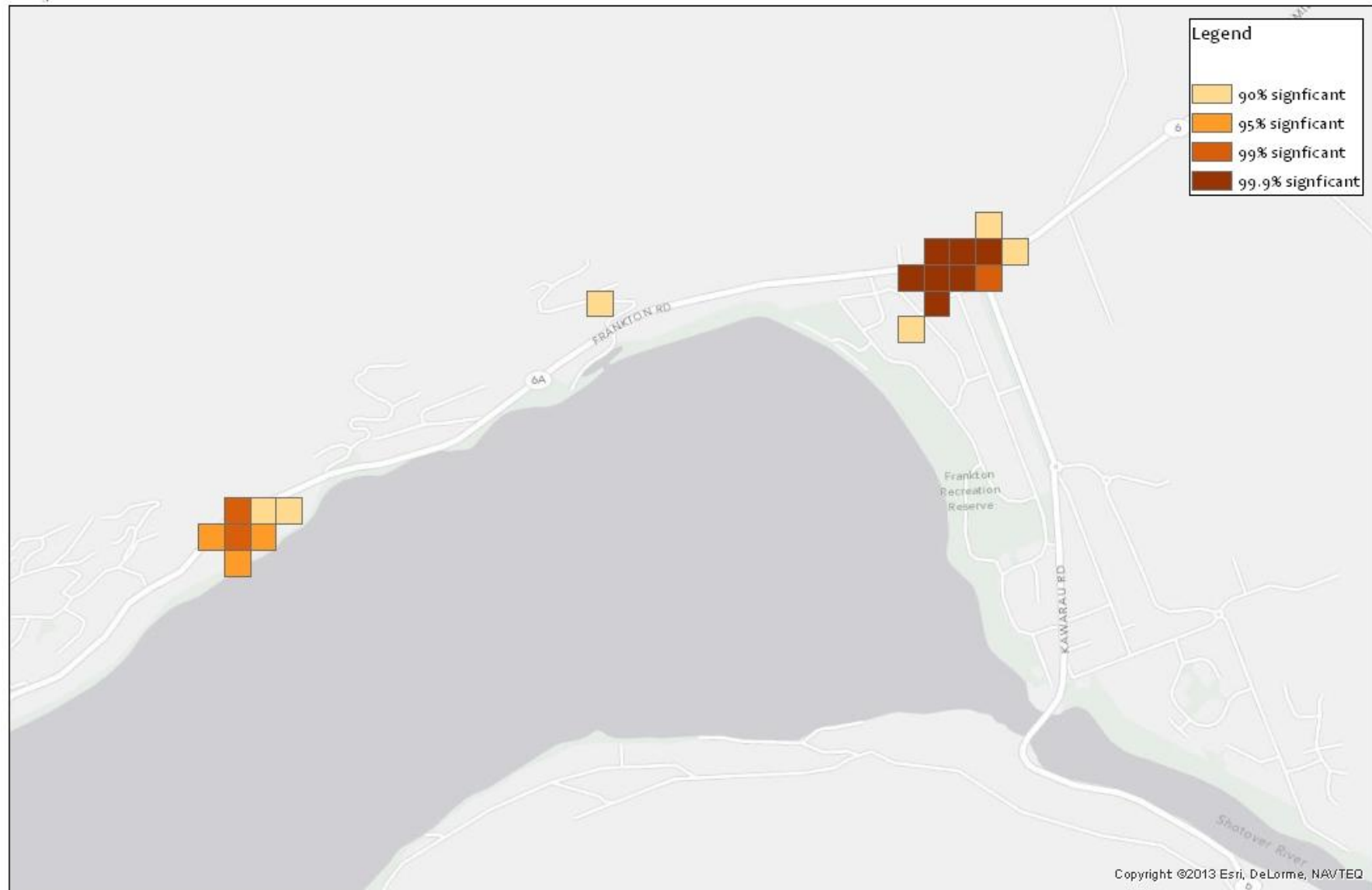
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## Second level hotspots - Queenstown Lakes District, 2012 (Arrowtown)



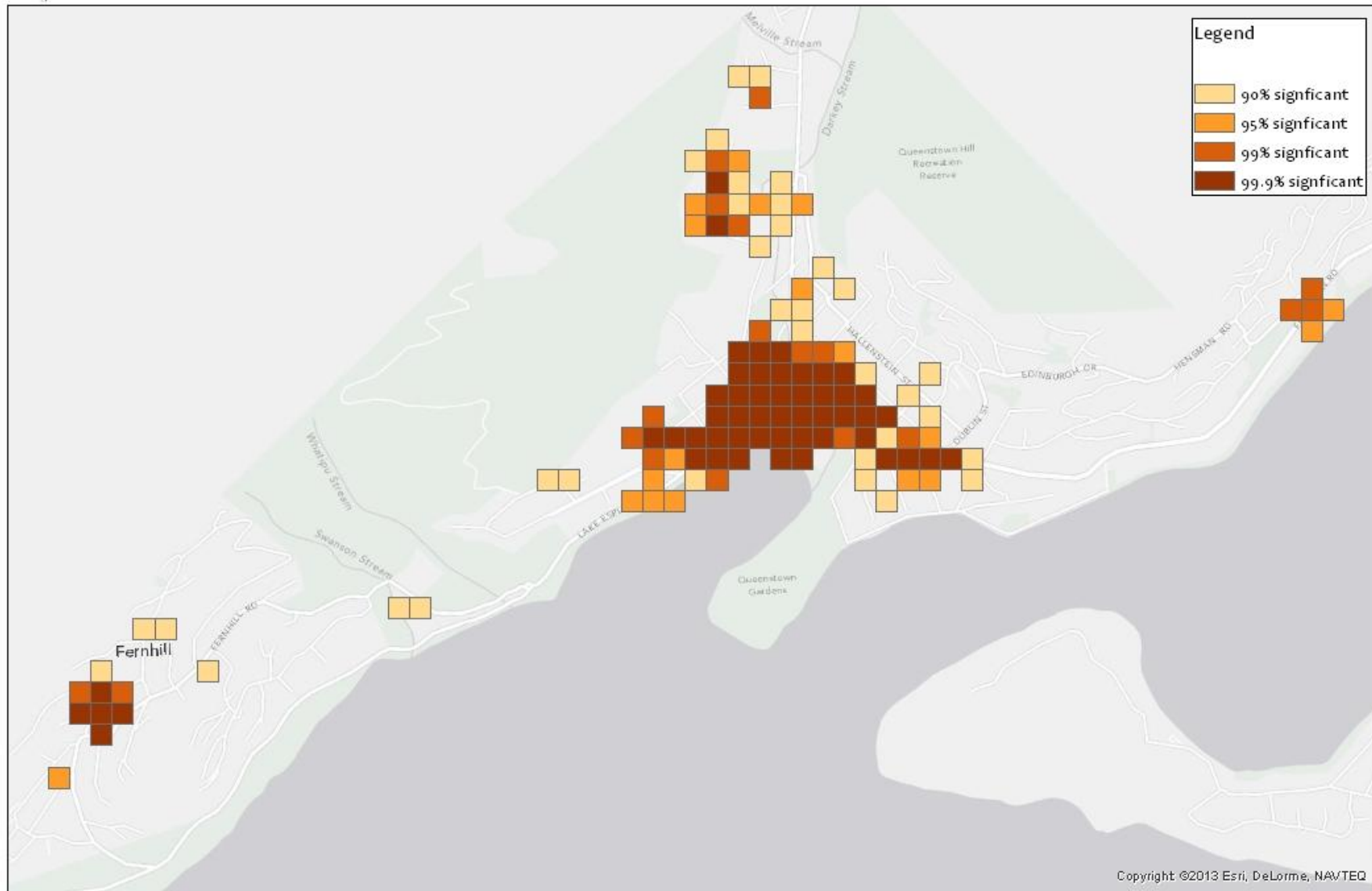


## Second level hotspots - Queenstown Lakes District, 2012 (Frankton)



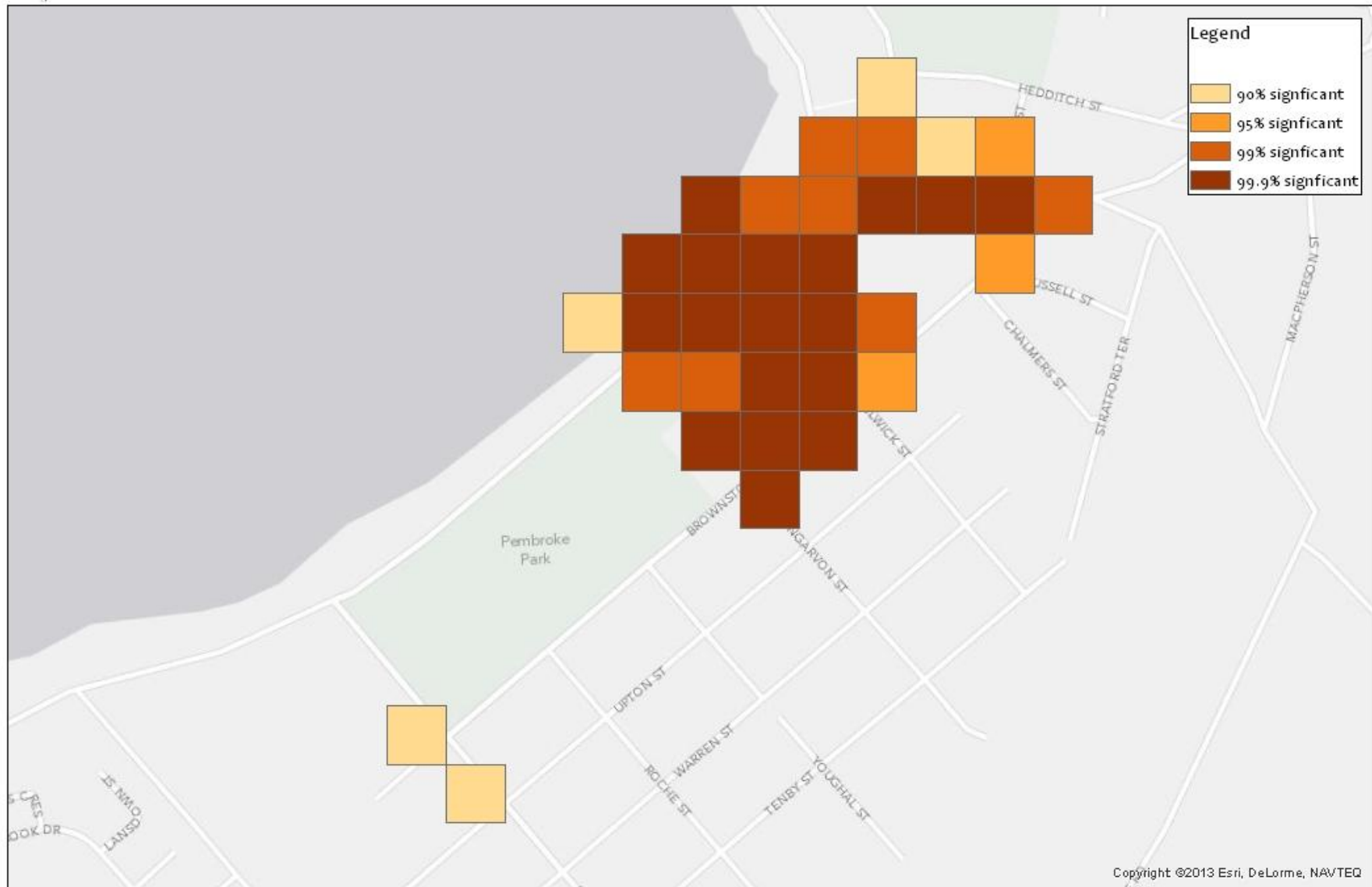


## Second level hotspots - Queenstown Lakes District, 2012 (Queenstown)

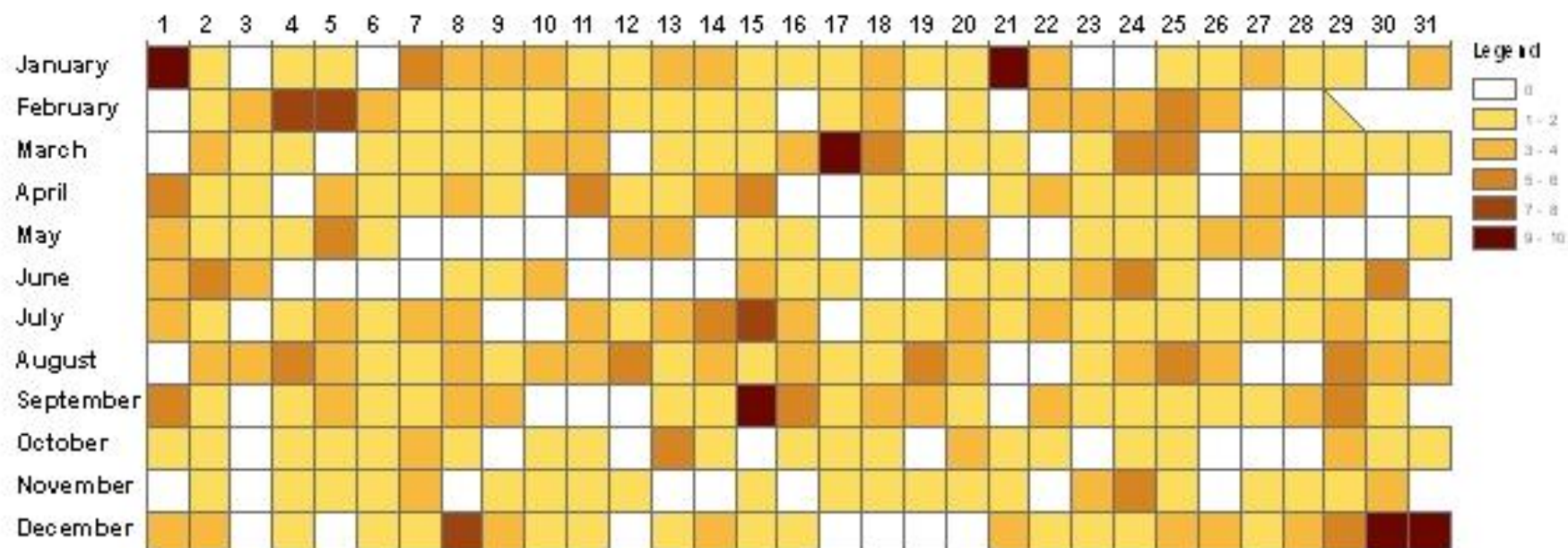




## Second level hotspots - Queenstown Lakes District, 2012 (Wanaka)

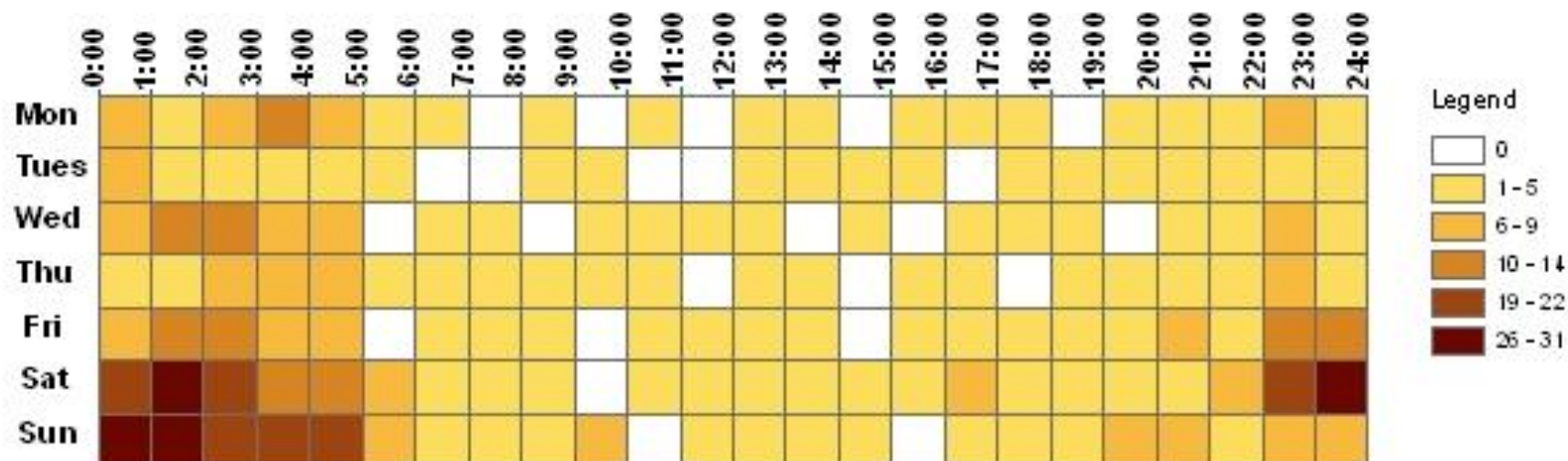


### Alcohol-related calls that occurred in second level hotspots - Queenstown Lakes District, 2012



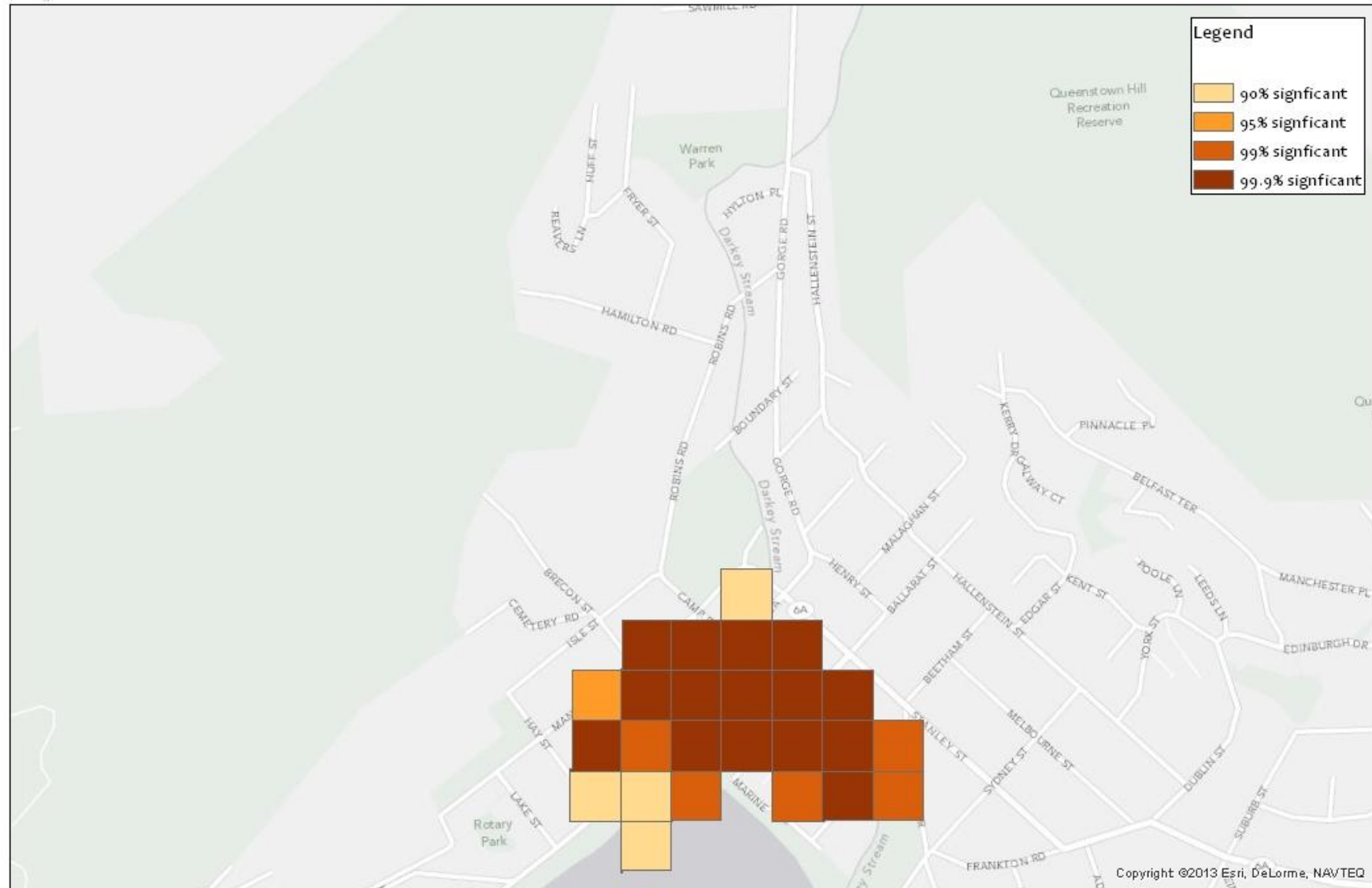


## Alcohol-related calls that occurred in second level hotspots - Queenstown Lakes District, 2012

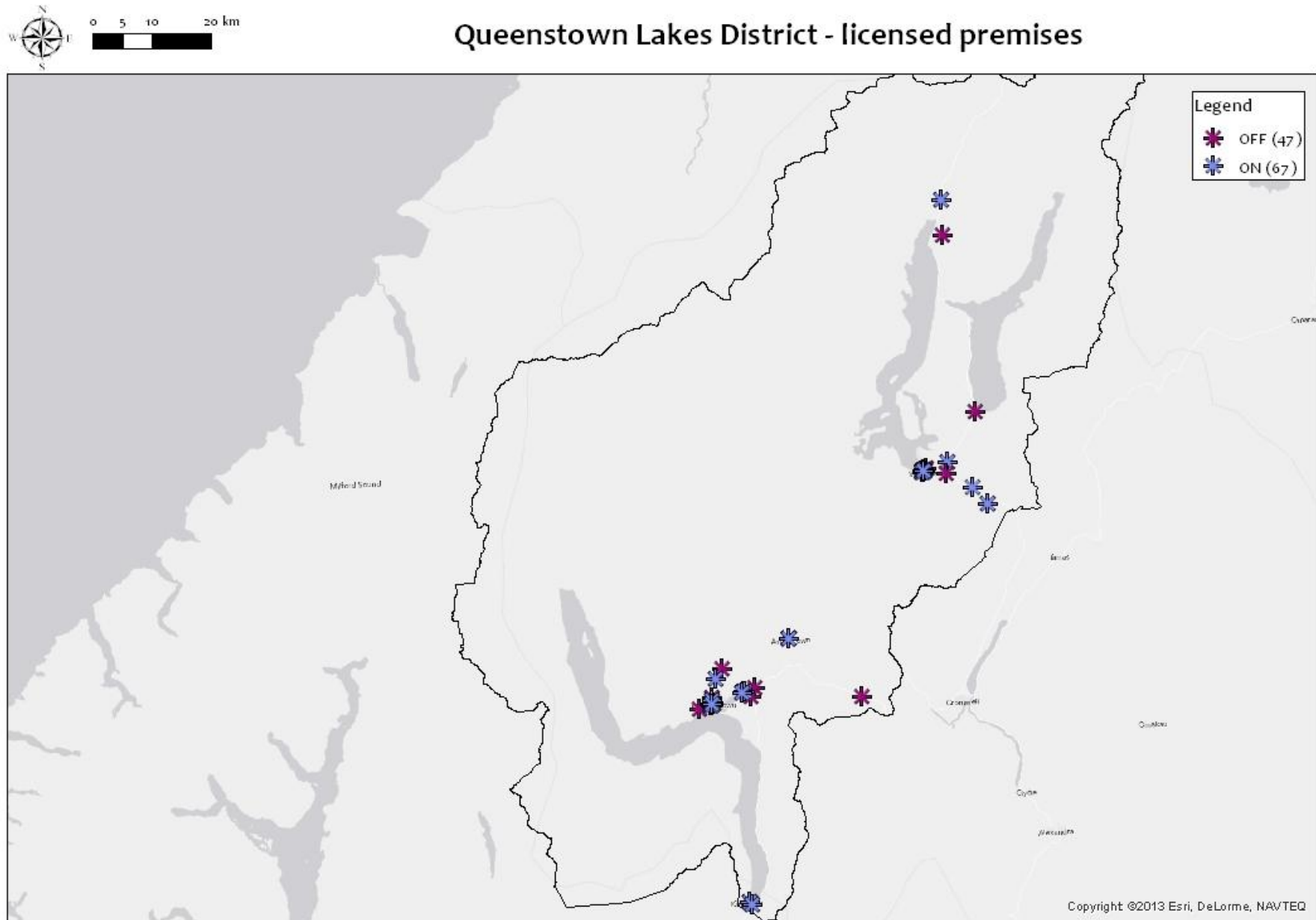




### Third level hotspots - Queenstown Lakes District, 2012

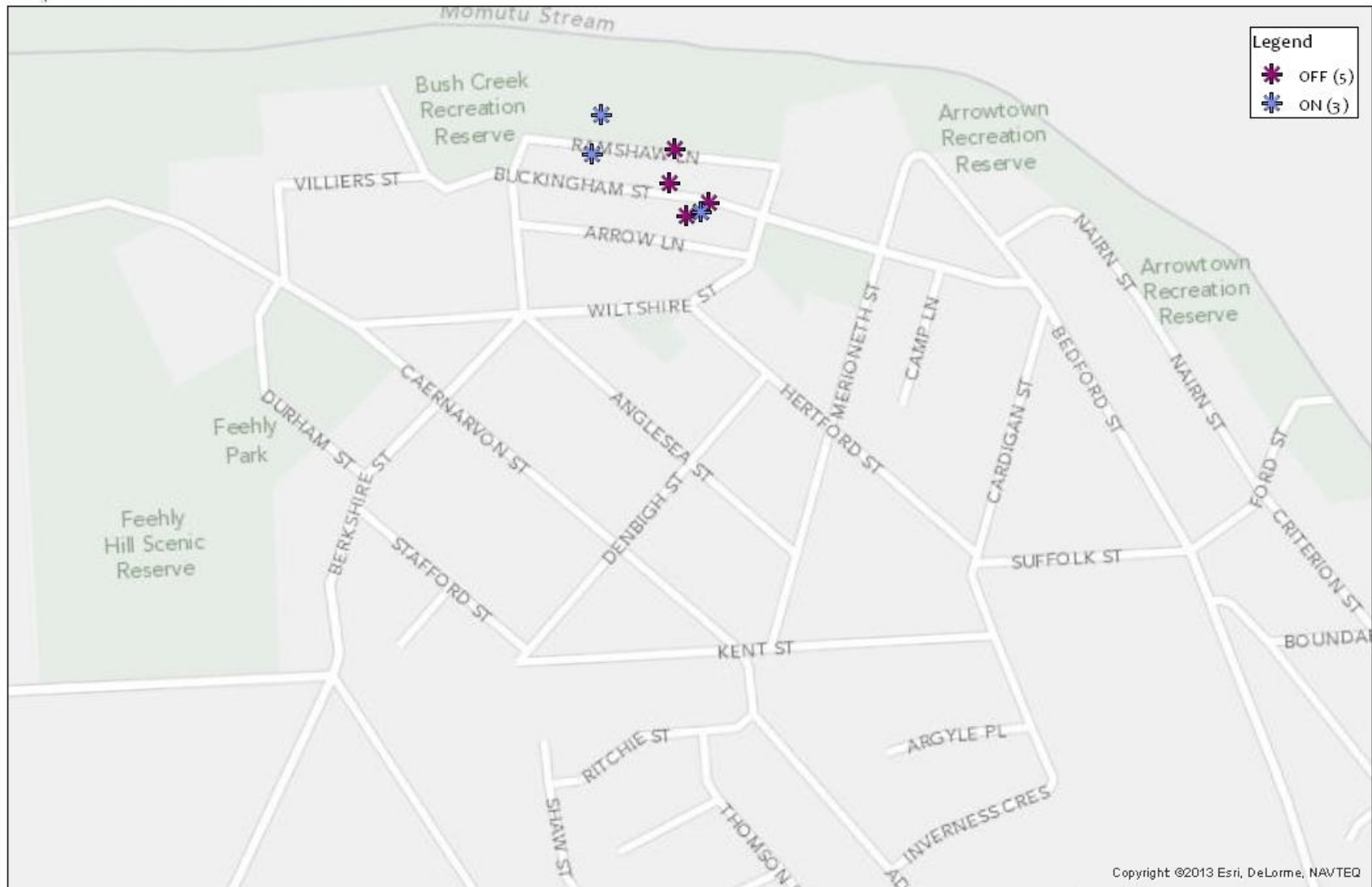


## Appendix 6: Licensed Premises Maps



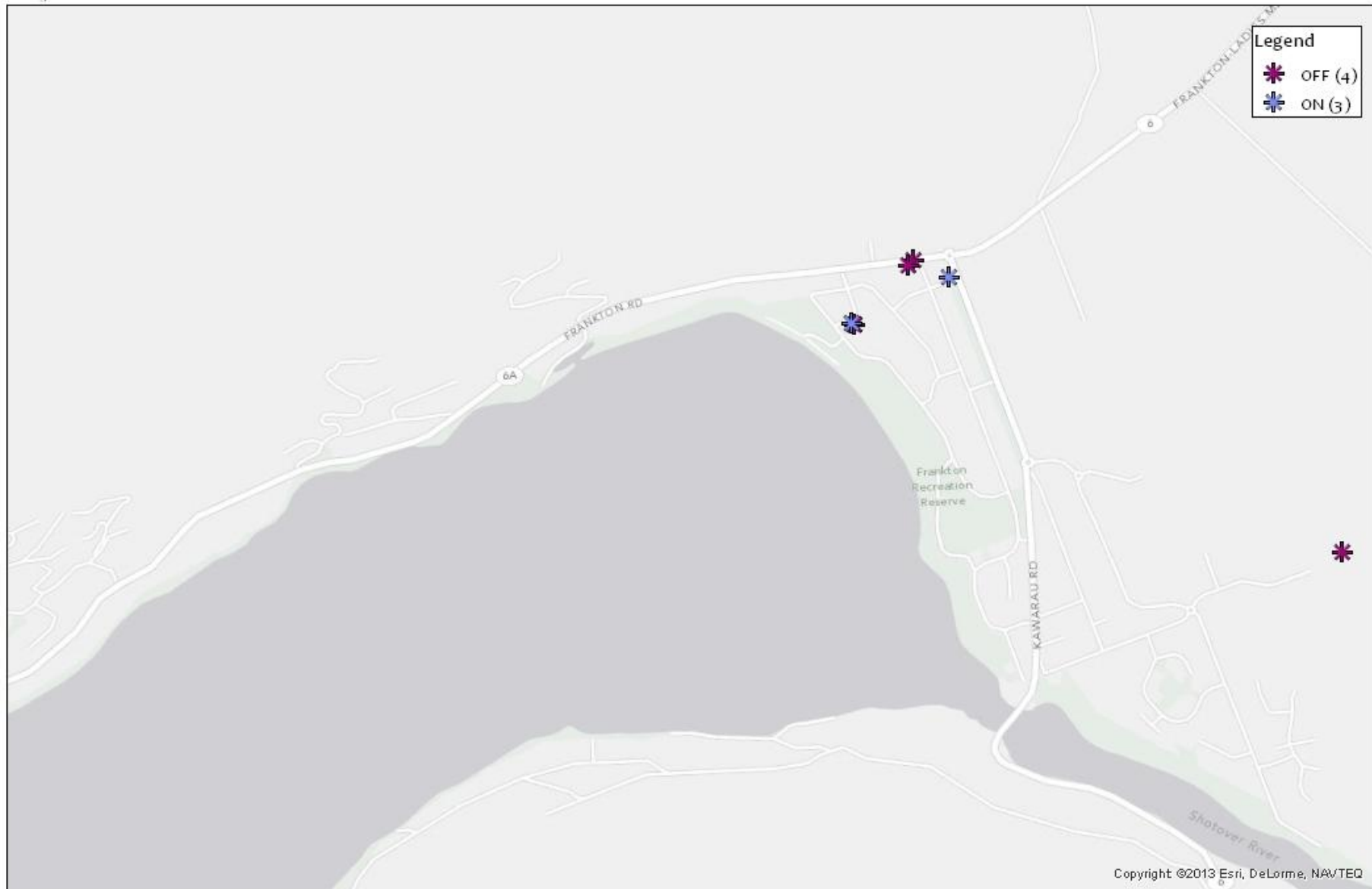


## Queenstown Lakes District - licensed premises (Arrowtown)



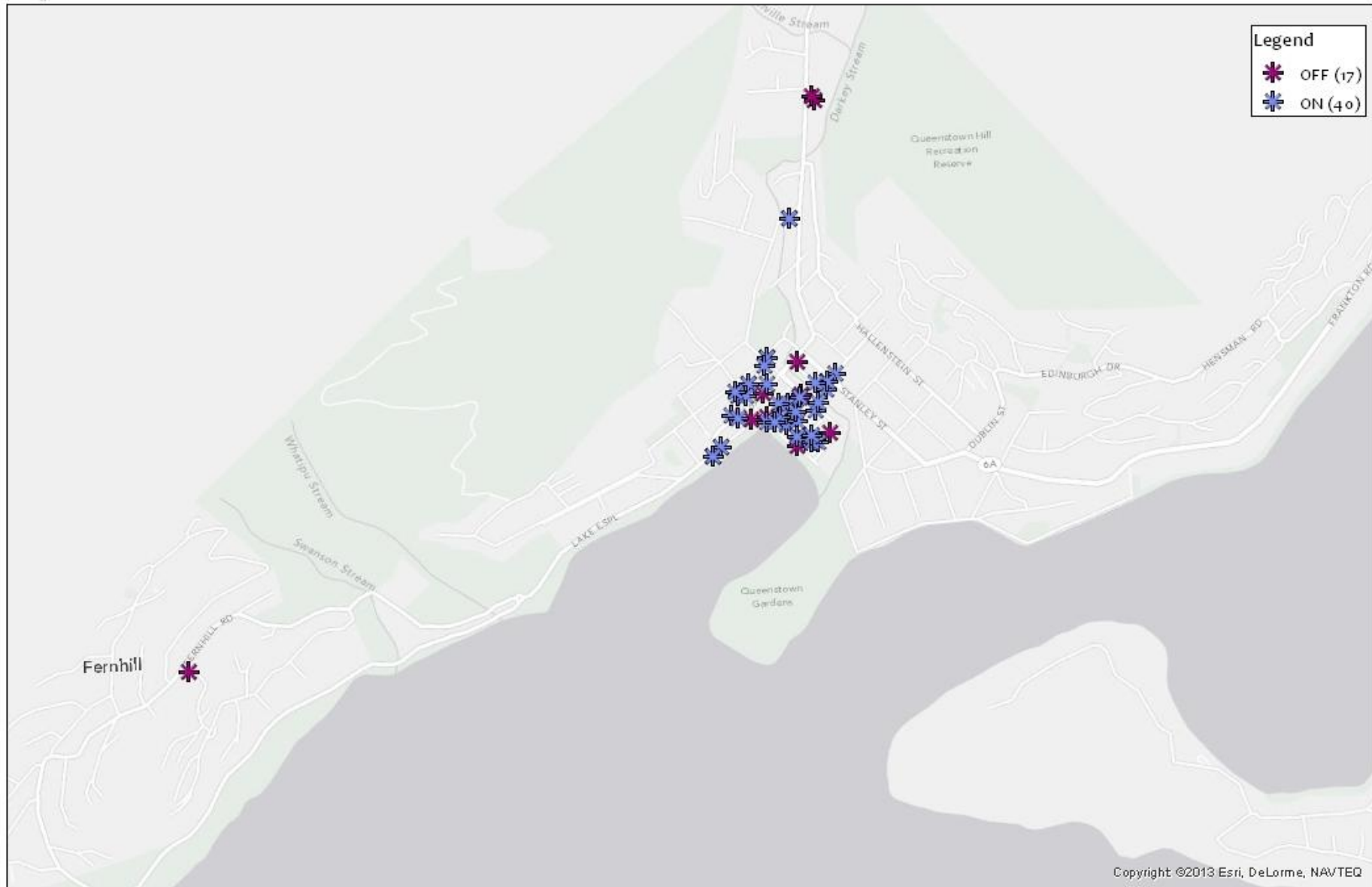


## Queenstown Lakes District - licensed premises (Frankton)





## Queenstown Lakes District - licensed premises (Queenstown)







## Queenstown Lakes District - licensed premises (Wanaka)

