

Calls to Police Related to Alcohol

South Taranaki District

Released 06 December 2013



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CAVEAT

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



Key Findings

Analysis of calls to Police was conducted in relation to events occurring within South Taranaki from January 2008 to December 2012. During that time, Police received 4,584 calls for types of events that are typically alcohol related (approximately 916 per year).

The following has been identified:

- Alcohol related events have increased in significance over the five year time period.
- Hotspot locations have had high levels of harm throughout the five years with Hawera, Opunake, Eltham, Pātea, Waverley, Manaia and Normanby featuring as hotspots.
- Kaponga and Waitotara are emerging hotspot locations with increases in alcohol related harm over the last two years.
- Peak time periods for alcohol related harm are Thursday, Friday and Saturday from approximately 6pm to 5am the following day.
- Weekdays between the hours of 5pm and 11pm are periods of high calls to police.
- The summer months of December, January and February consistently record a higher number of calls to police throughout the five year period.
- During 2012, public holidays and the day prior to them show a corresponding increase in calls to police.
- Special events, (often coinciding with public holidays) consistently show a higher number of calls to police.
- Low socio-economic communities have a high prevalence for alcohol related harm, with police being called for family violence, disorder and assaults.
- Schools, parks, reserves and sports grounds are attractors for alcohol related incidents, particularly with young people; alcohol related litter are often left in these locations.

Maintaining the status-quo will not be sufficient to make reductions in alcohol related harm and create a safe drinking environment. Police would like to strengthen partnerships with the Territorial Authority to develop solutions that will reduce the demand on Police resources and make our community safer.

This can be achieved by:

- Aligning on-licence closing times to 2am for the Hawera CBD and to midnight for all other suburbs and towns.
- Enforcing a one-way-door policy from 1am in the Hawera CBD.
- Aligning off-licence closing times to 9pm.
- Restricting the density of licensed premises in the CBD and the proximity of licensed premises to sensitive or vulnerable sites.
- Making it a mandatory requirement for all on-licence premises with a closing time after midnight to have recordable CCTV installed; the footage of which must be viewable and kept for at least 14 days.
- Making it a mandatory requirement for on-licence premises to refuse entry to patrons wearing gang insignia.



- Making it a mandatory requirement to report any drug related activity at on-licence premises to police.
- Ensuring new on-licence premises applications conform to CPTED¹ principals certified by a licensing inspector.
- Ensuring on-licence and club-licence premises in areas with no public transport provide a system to ensure patrons get home safely after 9pm.
- Prohibiting single serve sales from off-licence premises located within the alcohol ban area.
- All off-licence premises to limit the amount of alcohol-related signage that can be publicly displayed to 30%.

¹ Crime Prevention Through Environmental Design



Introduction

1. The operating strategy for New Zealand Police to 2015 is *Prevention First*. The strategy is aimed at preventing crime before it occurs 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 district². 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 hold³.
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 hot-spotting 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.

² Sections 78 and 79(2) of the Act

³ 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

CALLS TO POLICE

12. In the South Taranaki District between 2008 and 2012 there were 4,584 alcohol related calls to Police; approx 916 per year.

Year	Alcohol related events
2008	921
2009	914
2010	854
2011	872
2012	1,023
Total	4,584

13. Alcohol related events have trended upwards over this five year time period.

HOT-SPOT LOCATIONS

14. Hawera, Opunake, Eltham, Pātea, Manaia, Waverley and Normanby are Hotspot locations that have sustained a high level of alcohol related harm which has increased over the five year period.
15. Kaponga and Waitōtara are emerging hotspots with a notable increase in calls to police during 2012. These areas will require special consideration in future licensing applications.



HAWERA

16. Hawera has a population of approximately 9000 and has a diverse household demographic. Oil and gas reserves, sheep, beef and dairy farming contribute significantly to the local economy.
17. The CBD has a high density of licensed premises with six on-licence and eight off-licence premises within a 400m radius of the centre of town. In addition to this three club-licence premises operate in the same vicinity. The community has several schools, churches, parks, reserves and sports grounds throughout the high risk area. There is a 24 hour alcohol ban that encompasses the CBD and includes parks, reserves and sports grounds.⁴
18. The risk of alcohol related harm increases when there are a number of licensed premises situated in close proximity to each other.⁵
19. The Hawera Central Business District (CBD) is a key area of alcohol related harm in South Taranaki; it has maintained a high level of alcohol related calls to police throughout the five year period, which increased significantly in 2012.
20. Local police indicate that calls to police are predominantly for disorder, domestic violence, assault and intoxicated people held for detoxification.
21. A local police sergeant states:
"I found a partially undressed male in his vehicle in the CBD. He was in an extremely intoxicated state, ambulances were called and they told me his body temperature was so low he would have been dead in an hour".
22. Supermarkets and off-licence premises are situated along main arterial routes providing easy access to alcohol for people walking or travelling into the CBD.
23. The residential areas surrounding the Hawera CBD have maintained a high level of alcohol related harm throughout the five year period; with significant increases between 2011 and 2012. Vulnerable residential communities situated to the south-east and north-west of the CBD show alcohol related calls to police has increased.

TOWNS AND SUBURBS

24. Opunake has a population of approximately 1400 which is boosted during holiday periods particularly Christmas. The community has four centrally located licensed premises, two on-licence premises that provide off-licence service and two grocery stores with off-licenses.
25. A 24 hour alcohol ban encompasses Opunake and includes the cemetery, beach, parks and reserves but excludes the Opunake Beach Holiday Park. Alcohol harm is predominantly in the CBD, public reserves and at the beach. Calls to police for alcohol related events have increased throughout the five years, with a notable increase from 2011 to 2012. Local police officers indicate calls are usually for domestic violence, disorder and assault.
26. Normanby is a small community situated just north of Hawera. The community has two on-licence premises and the community hall which is frequently used for social events. A

⁴ South Taranaki District Council. 2012, *Statement of Proposal - Public Places: Liquor Control Bylaw*

⁵ Fitzgerald, Mason and Borzycki, 2010



24 hour alcohol ban was introduced in 2012 to cover the domain and car park adjacent to the hall; this was a preventative measure to target alcohol harm that was occurring during social events. Normanby had a consistent number of calls to police over the five year period.

27. Eltham is a small community situated approximately 20km north of Hawera on State Highway 3. The area has significant industry including Riverland's Meat Processing, Fonterra and Mainland Products, all of which attract workers into the area. There are two on-licence premises that provide off-licence service and a grocery store with an off-licence. The township has a 24 hour alcohol ban which includes the cemetery. Eltham shows a consistently high level of alcohol related calls throughout the five year period. Local police indicate that the calls are usually for domestic violence, assault and disorder.
28. Manaia is a small community with a population of approximately 1000 located 15 minutes from Hawera on State Highway 45. The town includes one on-licence, one grocery store with an off-licence and a centrally located primary school. The town has a 24 hour alcohol ban that covers the main street between Hassard and Kaipī Streets. Calls to police increased between 2011 and 2012.
29. Pātea is predominantly a low socio-economic town with a strong cultural identity. The town has one on-licence premises that provides an off-licence service, a grocery store with an off-licence, the Patea Area School and places of cultural importance. The on-licence tends to close early if patronage is low and locals are known to travel to nearby Kakaramēa Tavern to utilise the on and off-licence services.
30. The entire township has a 24 hour alcohol ban which includes the Pātea beach, cemetery, public parks and reserves. Alcohol related harm calls to police has increased particularly over the last three years. Local police indicate that calls are generally for domestic violence, disorder and assault.
31. Waverley is South Taranaki District's southern most town; it supports the local farming population and has a primary school in the township. Waverley has two on-licence premises that provide off-licence service and a grocery store with an off-licence. Alcohol related harm has increased during the five year period and local police state that calls are generally for family violence and disorder.
32. A local prosecution sergeant states:

"There is a common thread to alcohol related prosecutions. The offender invariably states in explanation, I was too smashed to remember, It was only because I was drunk or I wanted to get more alcohol."
33. Liquor bans were introduced into South Taranaki to address community concerns regarding the harmful and negative effects associated with drinking in public places⁶. They were last reviewed in December 2012.
34. A local police sergeant states:

"Single serve is common. I recently arrested a guy who had purchased a single RTD can despite having just attended an A&D counselling session, he was on the main street in the

⁶ South Taranaki Council Website, "Why does South Taranaki have liquor bans?"



liquor ban area at ten in the morning. When I told him to tip it out he became violent in front of the morning shoppers.”

TEMPORAL PATTERNS

DAY AND TIME

35. Data clocks have been created for alcohol related hotspots; they show that significant Police resources are used responding to calls, particularly at peak times.
36. Peak days and times covering the five year period are as follows:
 - Saturday nights from 6pm to 5am on Sunday morning. It should be noted that the number of calls police receive throughout this time is higher than any other.
 - Friday night from 6pm to 4am on Saturday morning.
 - Thursday night from 5pm to 3am on Friday morning.
 - Weekday patterns show that calls to Police begin at around 5pm and continue until around 11pm.
37. Peak days and times for local data support that of national and international research; that 11pm to 5am are the peak hours for alcohol related harm, with the highest peaks being at weekends.⁷
38. Research conducted by Ministry of Justice in June 2013, showed that there is a positive correlation between later closing times and the rate of alcohol-related offences associated with licensed premises. The expected rates of offences associated with licensed premises closing between:
 - Midnight and 1am is 1.6 times that of a premise that closes midnight or earlier
 - 1am and 2am is 2.2 times that of a premise that closes midnight or earlier
 - 2am and 3am is 4.2 times that of a premise that closes midnight or earlier
 - 3am and 5am is 8.9 times that of a premise that closes midnight or earlier⁸
39. This is supported by the proposed new risk-based licensing fee.⁹
40. This same study shows that 70% of attributable alcohol-related offences occur between the hours of 10pm and 5am.¹⁰

MONTHS

41. The summer months of December, January and February recorded the most significant number of calls during the five years.

EVENTS

42. Public holidays (including the long weekends associated with public holidays) and the day prior to them show an increase in calls, especially during 2012. These holidays include New Year, Waitangi Day, Labour Day, Easter and Christmas. Events that coincide with public holidays need to be given special consideration due to the higher potential of alcohol harm occurring.

⁷ From the Ministry of Justice; Risk Based Licensing Fees, June 2013.

⁸ *ibid*

⁹ *ibid*

¹⁰ *ibid*



43. The dates of the Push Bike Pub Crawl (Alt Fest), Americana and Egmont A&P Show correspond to an increase in calls to police for alcohol related harm. This is clearly evident in the 2012 temporal maps.

SPECIAL LICENCES

44. South Taranaki has experienced a significant increase in special licence applications.
45. Problems can arise when the applicant has no experience in managing alcohol related risk. Further, the policing of them can be problematic as no sanctions exist for those event organisers exhibiting bad practice.

Prevention Measures

46. "Police have had enough of pouring at least 18% of the total Police budget into alcohol-related issues". Howard Broad, ex-Commissioner of Police, March 2010.
47. The following measures are likely to have a significant impact on reducing alcohol related harm and calls to Police in South Taranaki District:

MEASURES TO REDUCE ALCOHOL RELATED HARM

- Alignment of on-licence closing times to 2am for the Hawera CBD and to midnight for all other suburbs and towns in South Taranaki District.
- Enforcing a one-way-door policy in the Hawera CBD from 1am at on-licence premises to prevent patrons from bar-hopping at the most at-risk times.
- Reducing the late night availability of alcohol by aligning off-licence closing times to 9pm.
- Restricting the density of licensed premises and consequently the risk of an increase in the level of alcohol related harm.
- Restricting the proximity of licensed premises to sites that are vulnerable or sensitive; including low-socio economic areas, public spaces, churches and schools.
- Maximum occupancy to be regularly checked and enforced by the New Zealand Fire Service, particularly during large events and public holidays.

ON LICENCE

- CCTV installed in all on-licensed premises that have a closing time later than midnight. Cameras must be able to record, have adequate lighting (to make viewing possible) and be kept for 14 days.
- No gang related insignia, patches or colours to be worn in on-licence premises.
- A mandatory requirement that any drug activity discovered on on-licence premises is immediately reported to Police.
- Premises of new on-licence applications must conform to CPTED principals and be certified by the Licensing Inspector.
- On-licence, club-licence and special-licence premises in rural locations with no public transport after 9pm must have a system in place to transport patrons home safely.

OFF LICENCE

- No single serve sales within the alcohol ban area.
- A maximum of 30% advertising coverage in off-licence stores and front windows.

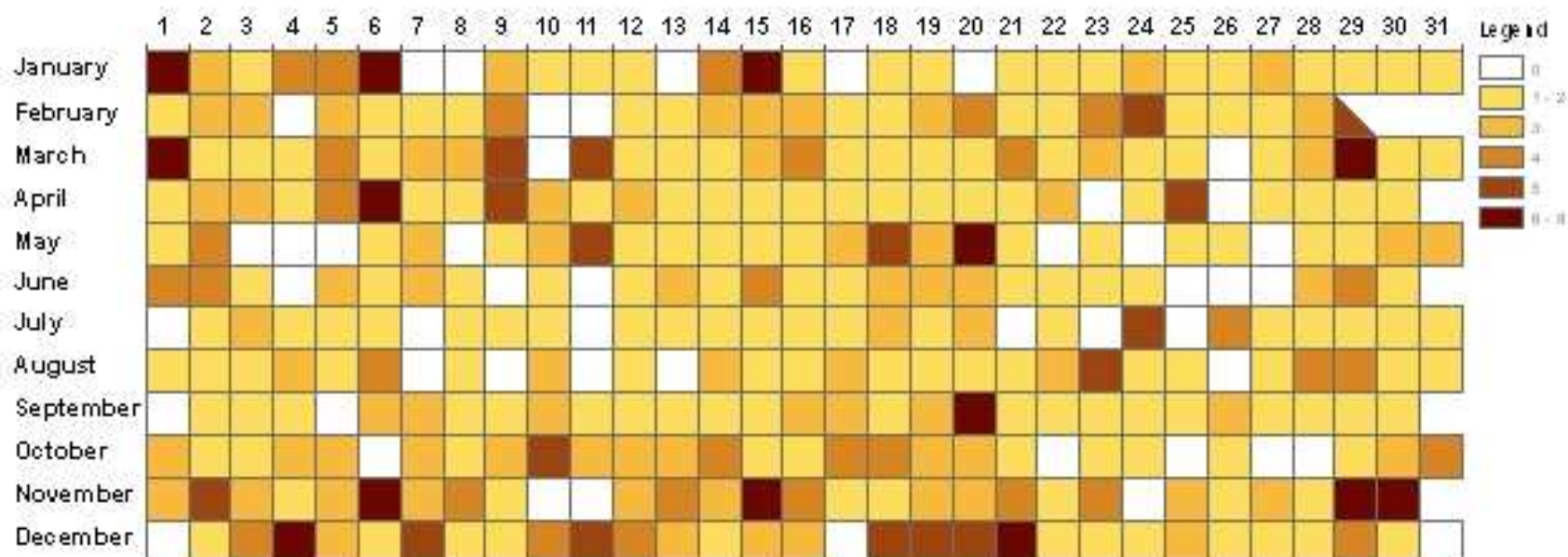


SPECIAL LICENCE

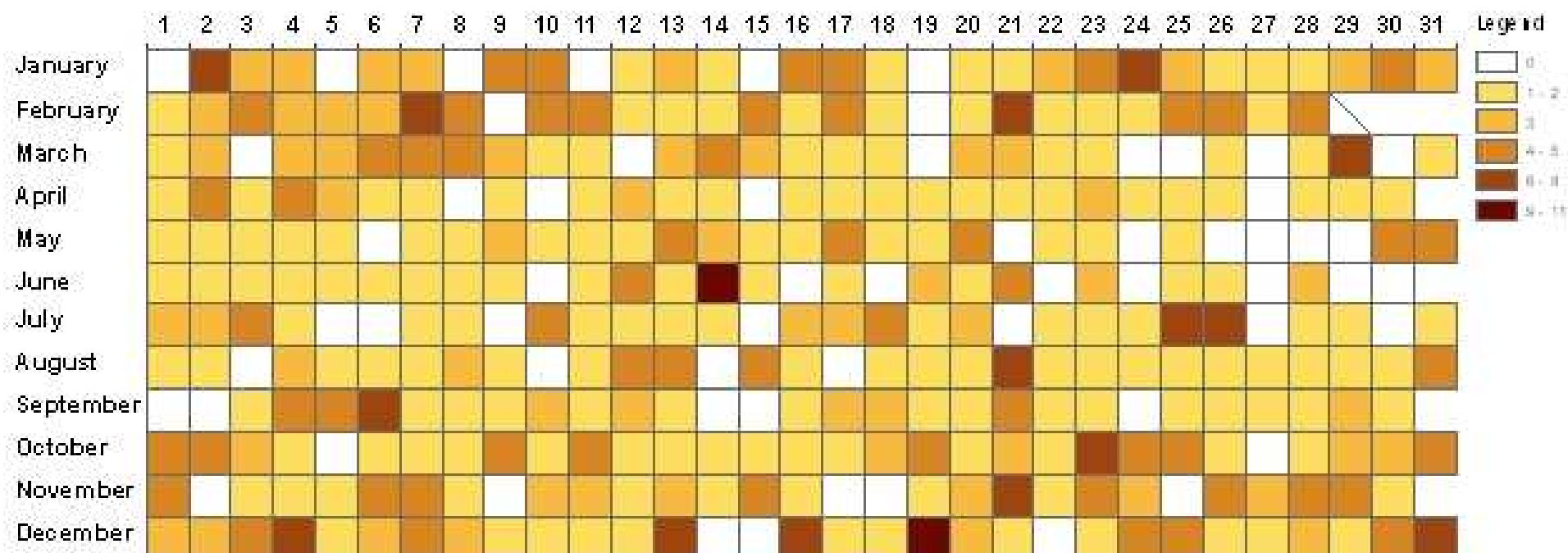
- Rigorous scrutiny of special licence applications; first time applicants to meet with local police and licensing inspectors if required to discuss risk management prior to the licence being granted.
- An alcohol management plan must be provided by the applicant when required by agencies.
- Qualified duty managers to be on duty for events that are expected to have more than 100 attendees.

Appendix – Hotspot Maps and Data clocks

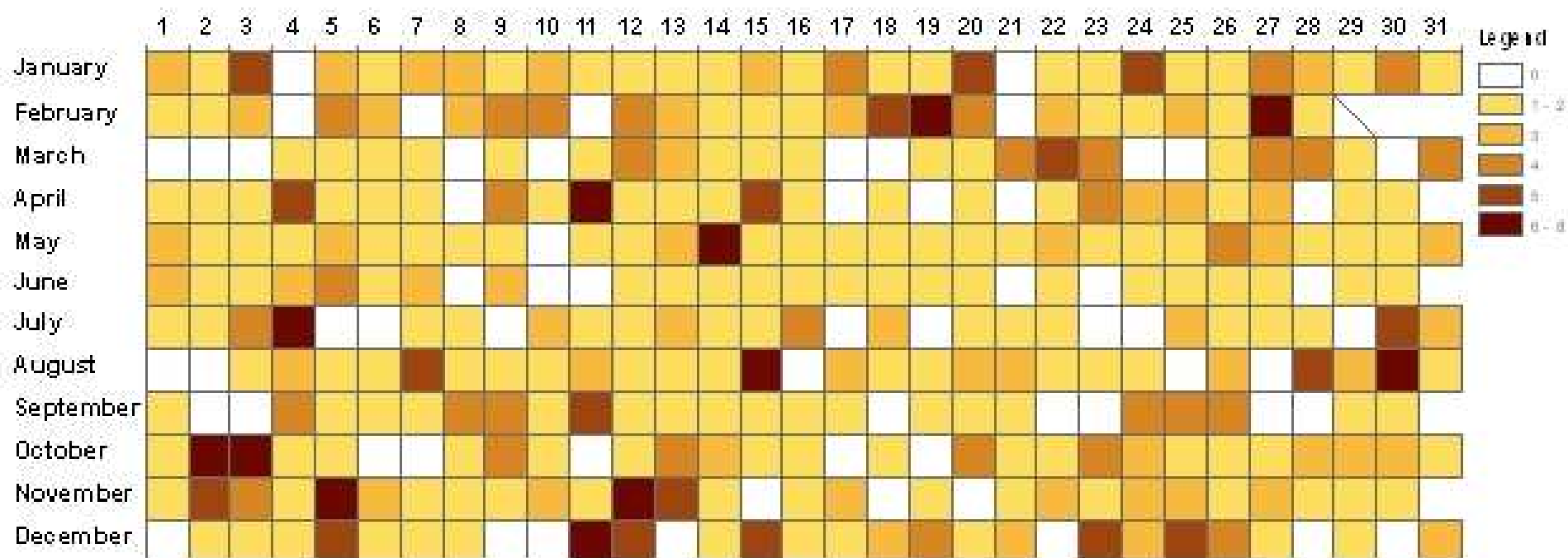
Alcohol-related calls that occurred in second level hotspots -
South Taranaki District, 2008



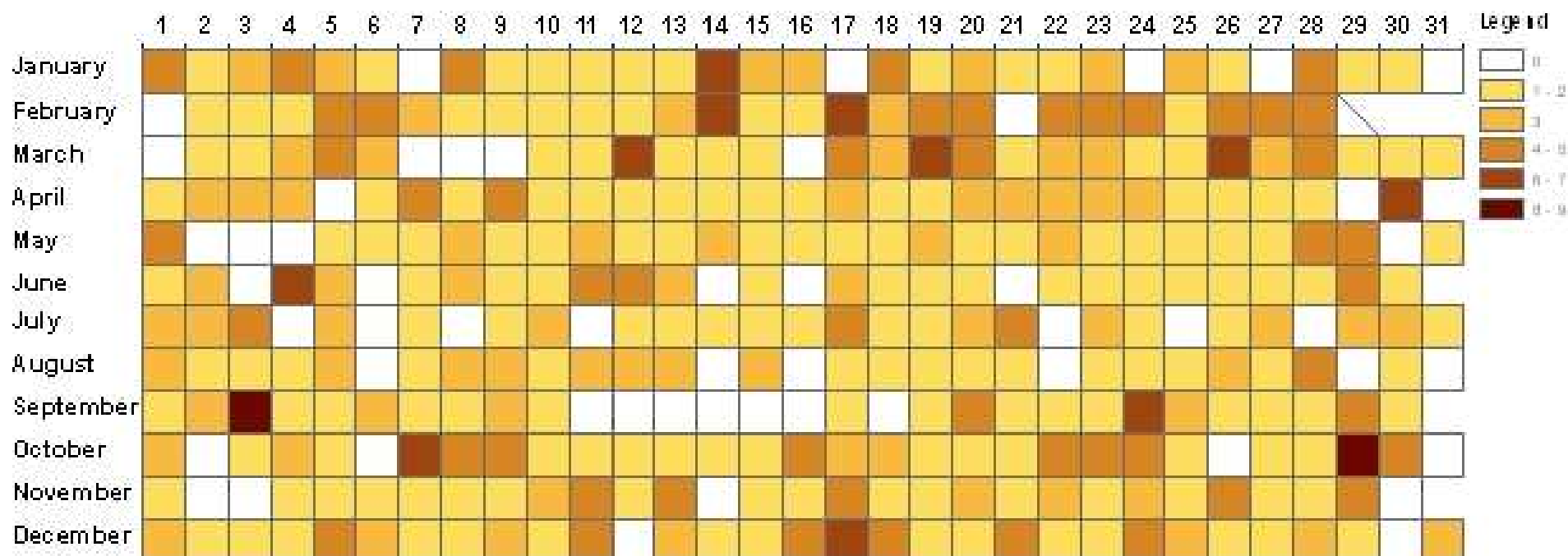
Alcohol-related calls that occurred in second level hotspots - South Taranaki District, 2009



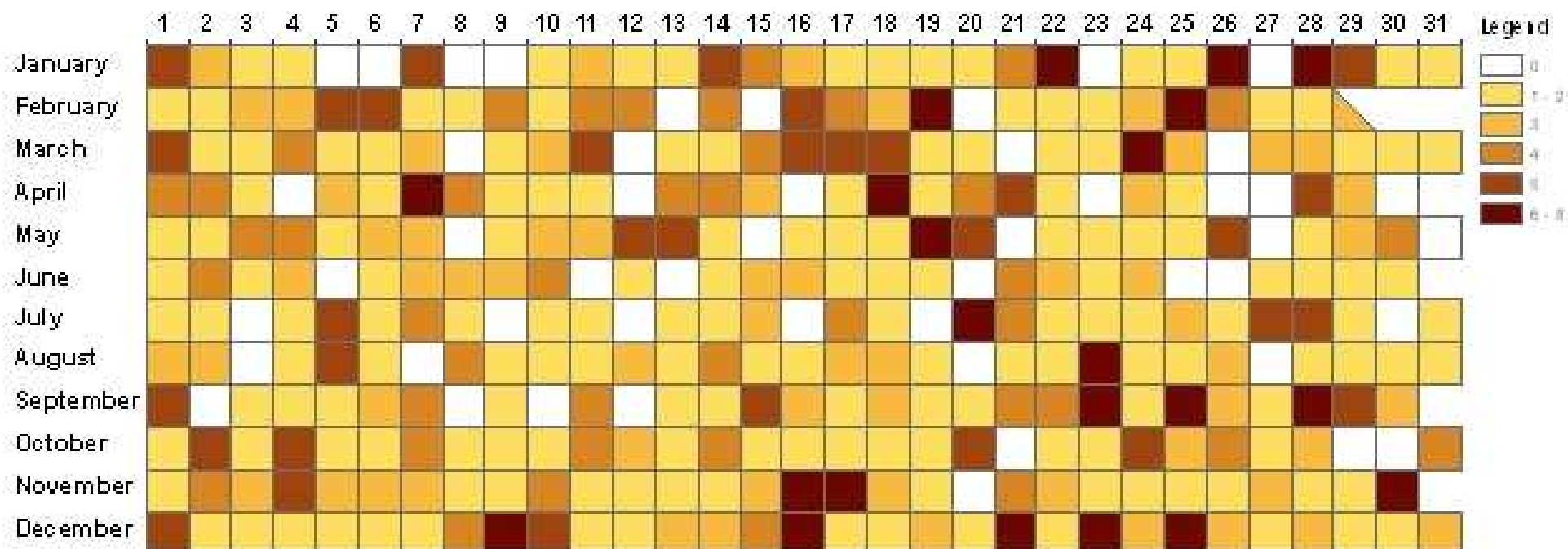
Alcohol-related calls that occurred in second level hotspots - South Taranaki District, 2010



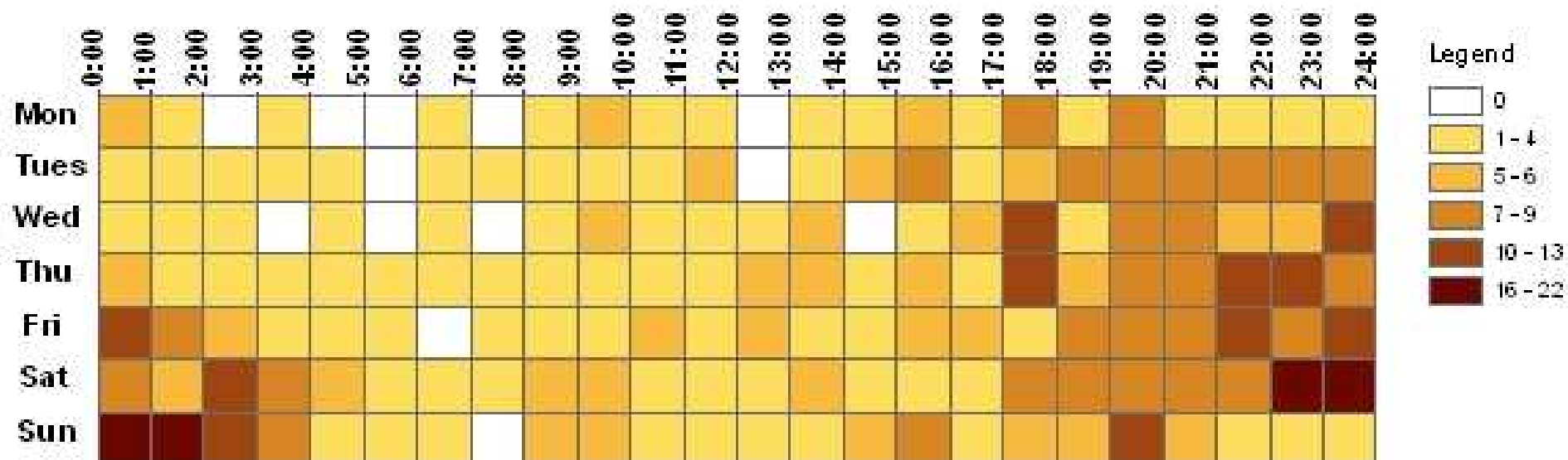
Alcohol-related calls that occurred in second level hotspots - South Taranaki District, 2011



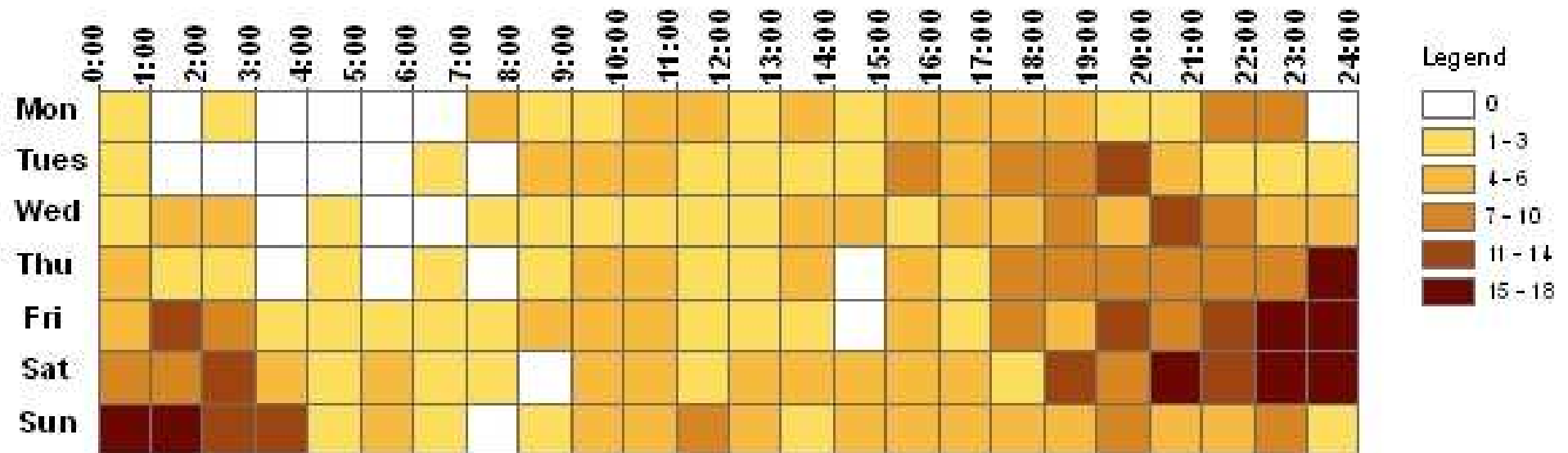
Alcohol-related calls that occurred in second level hotspots - South Taranaki District, 2012



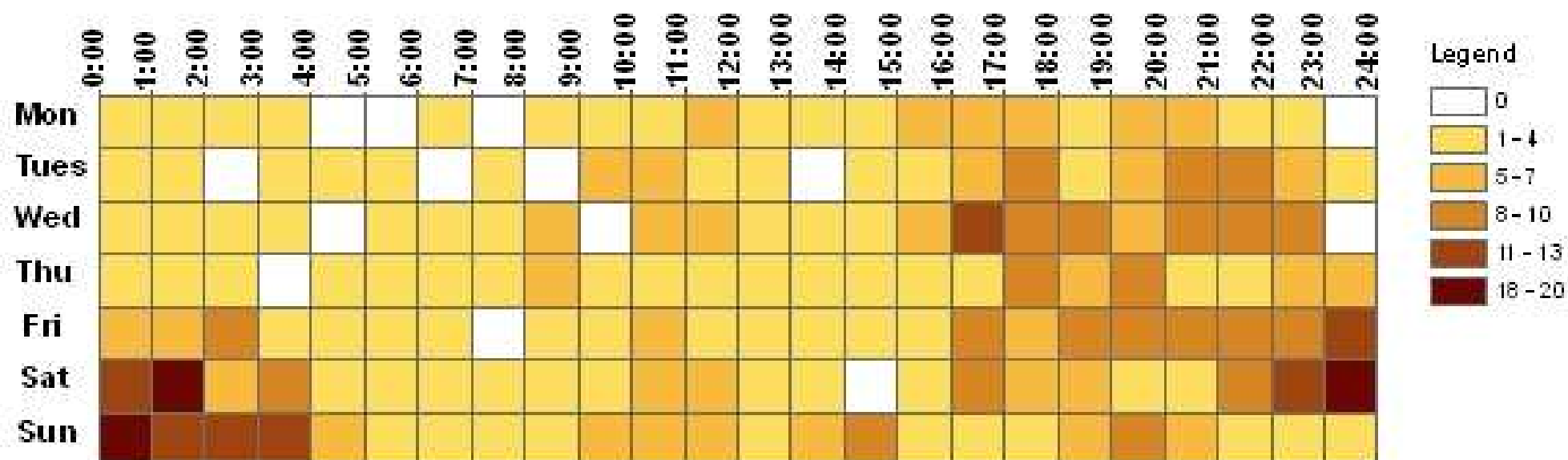
Alcohol-related calls that occurred in second level hotspots - South Taranaki District, 2008



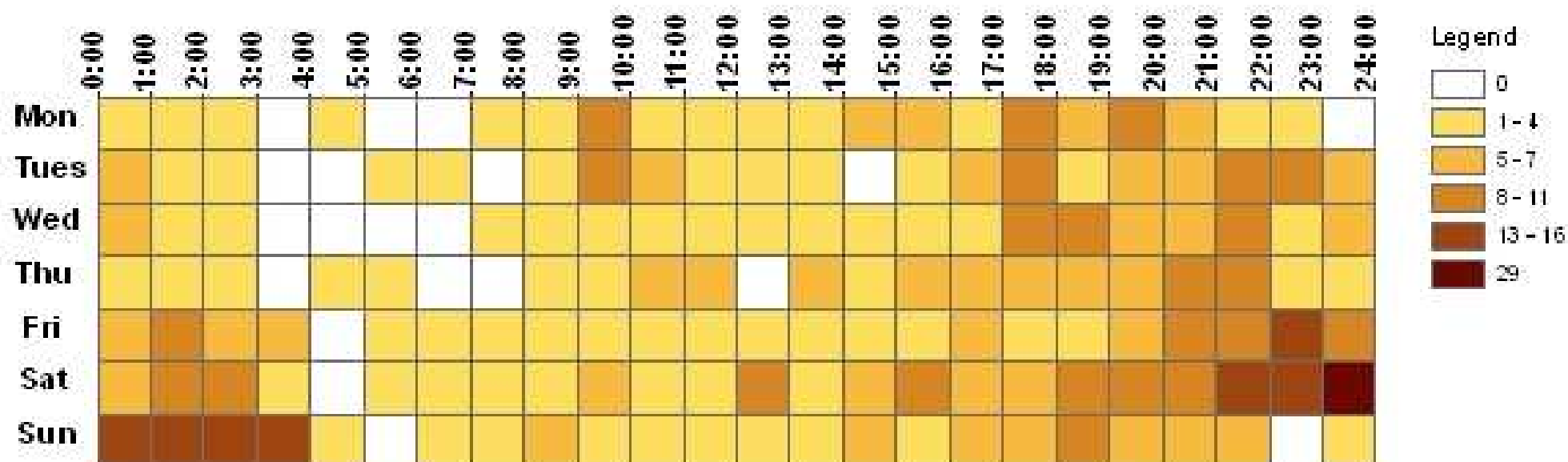
Alcohol-related calls that occurred in second level hotspots - South Taranaki District, 2009



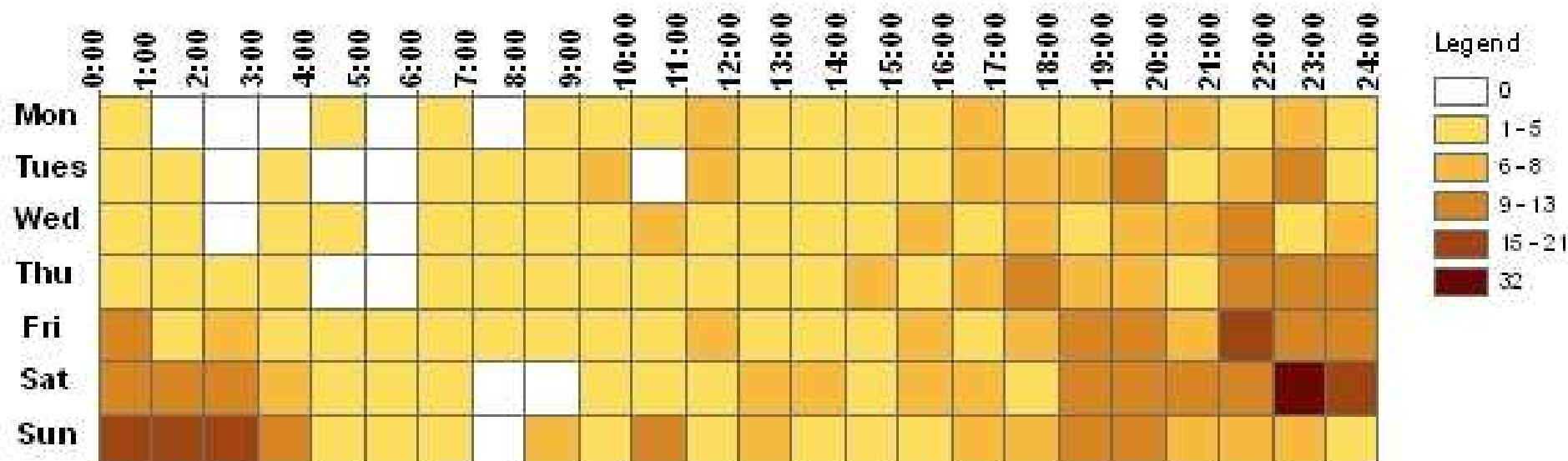
Alcohol-related calls that occurred in second level hotspots - South Taranaki District, 2010



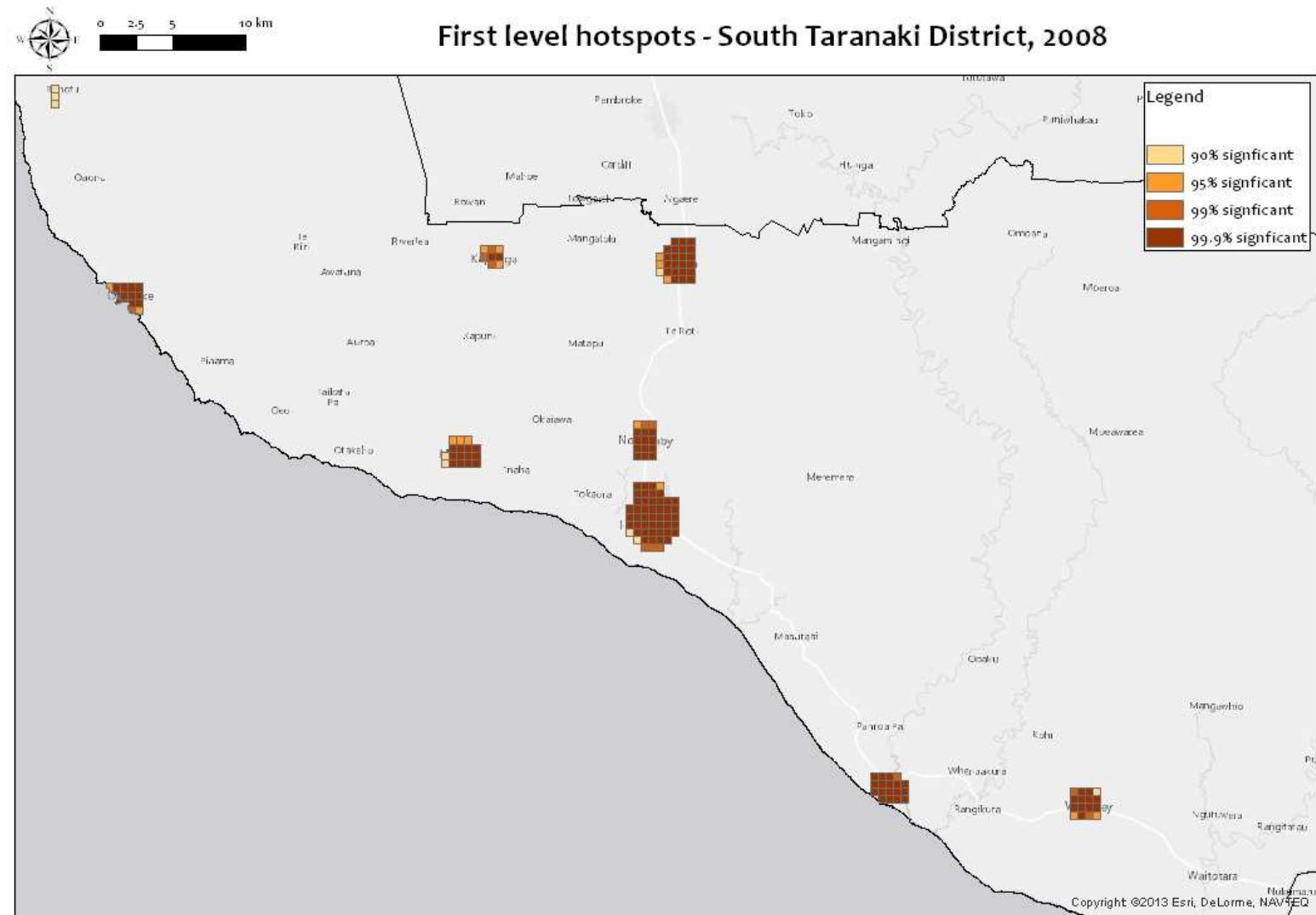
Alcohol-related calls that occurred in second level hotspots - South Taranaki District, 2011



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

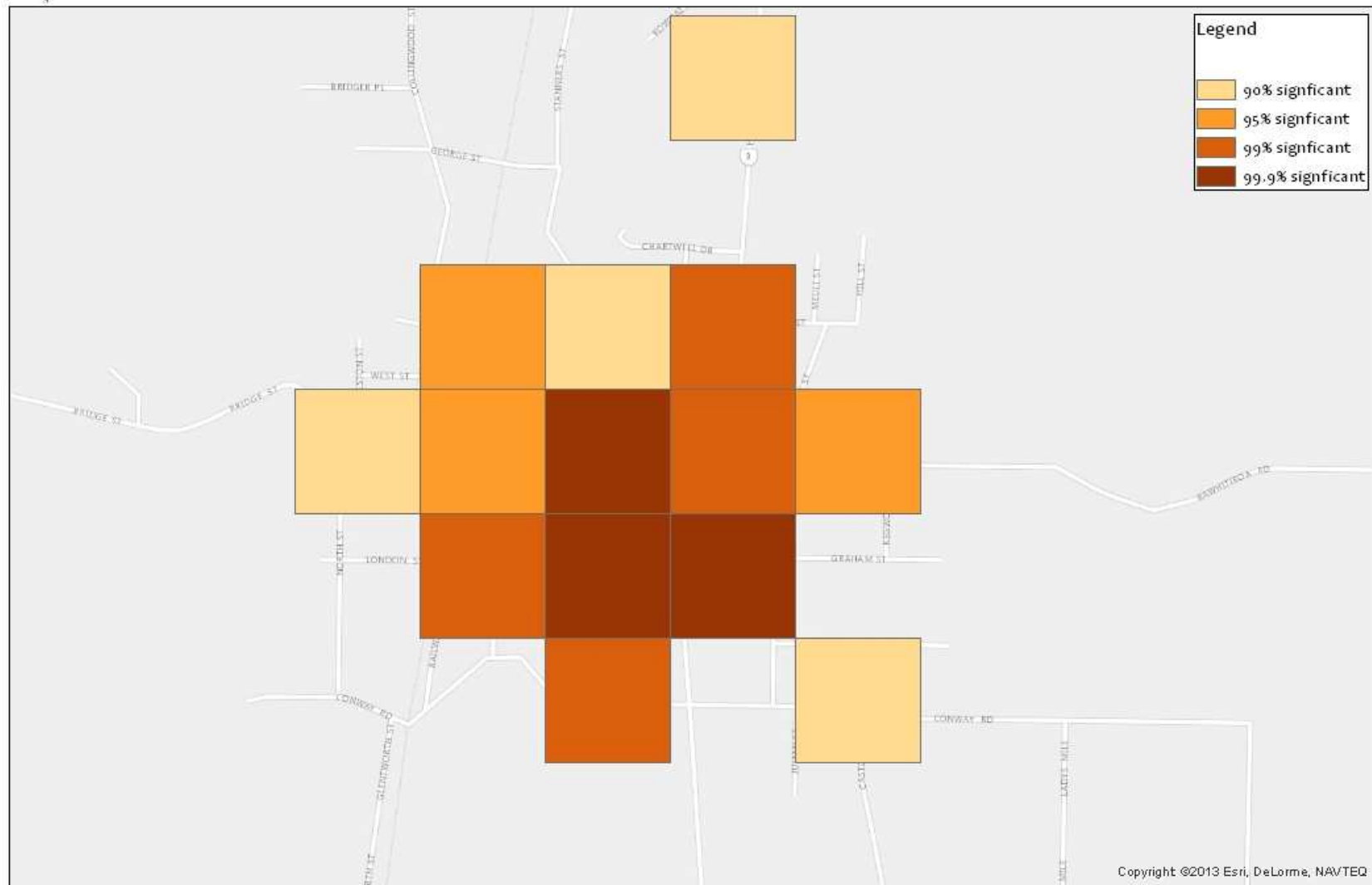


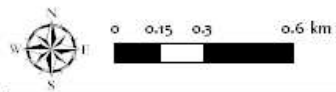
2008



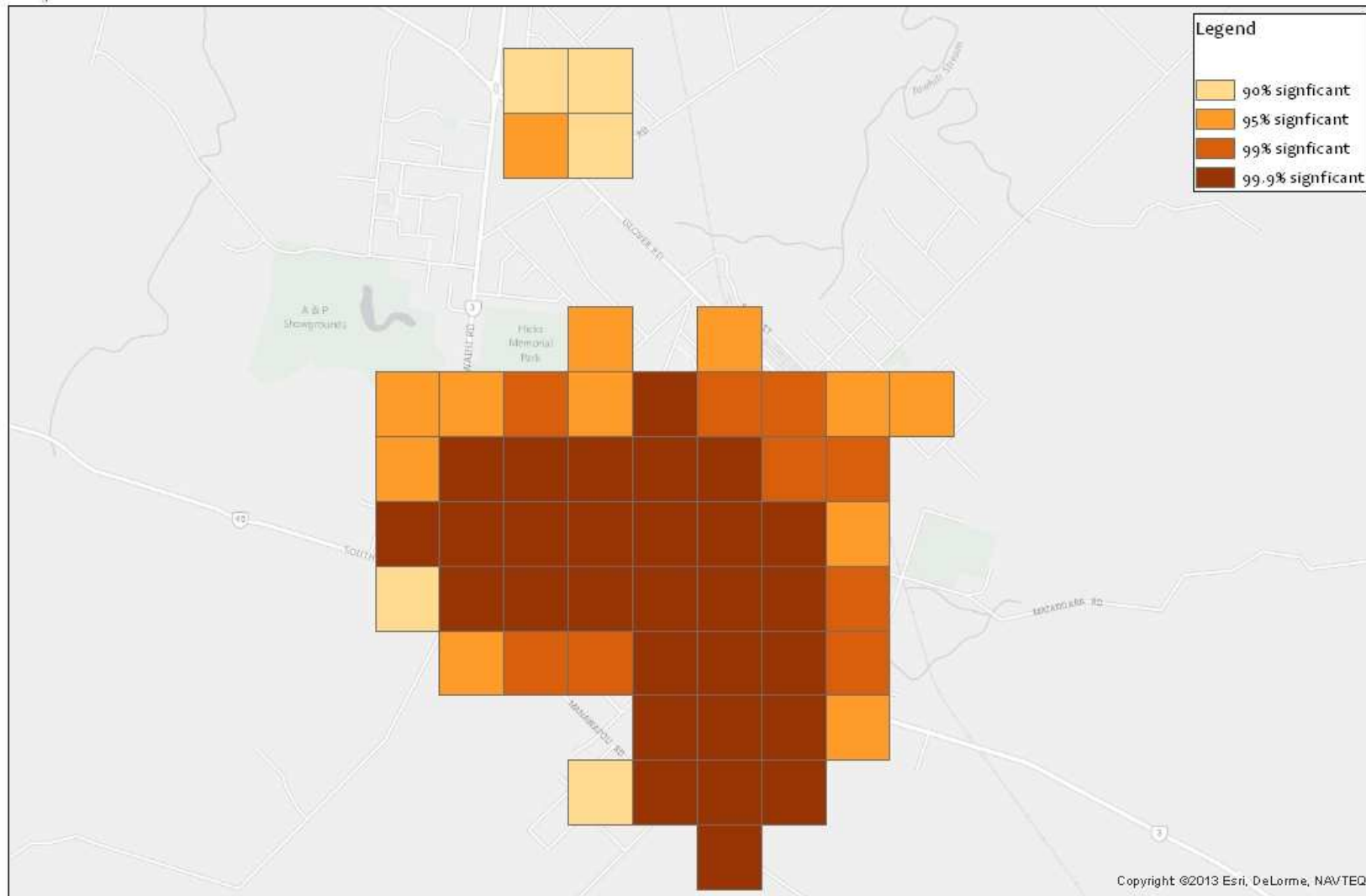


Second level hotspots - South Taranaki District, 2008 (Eltham)



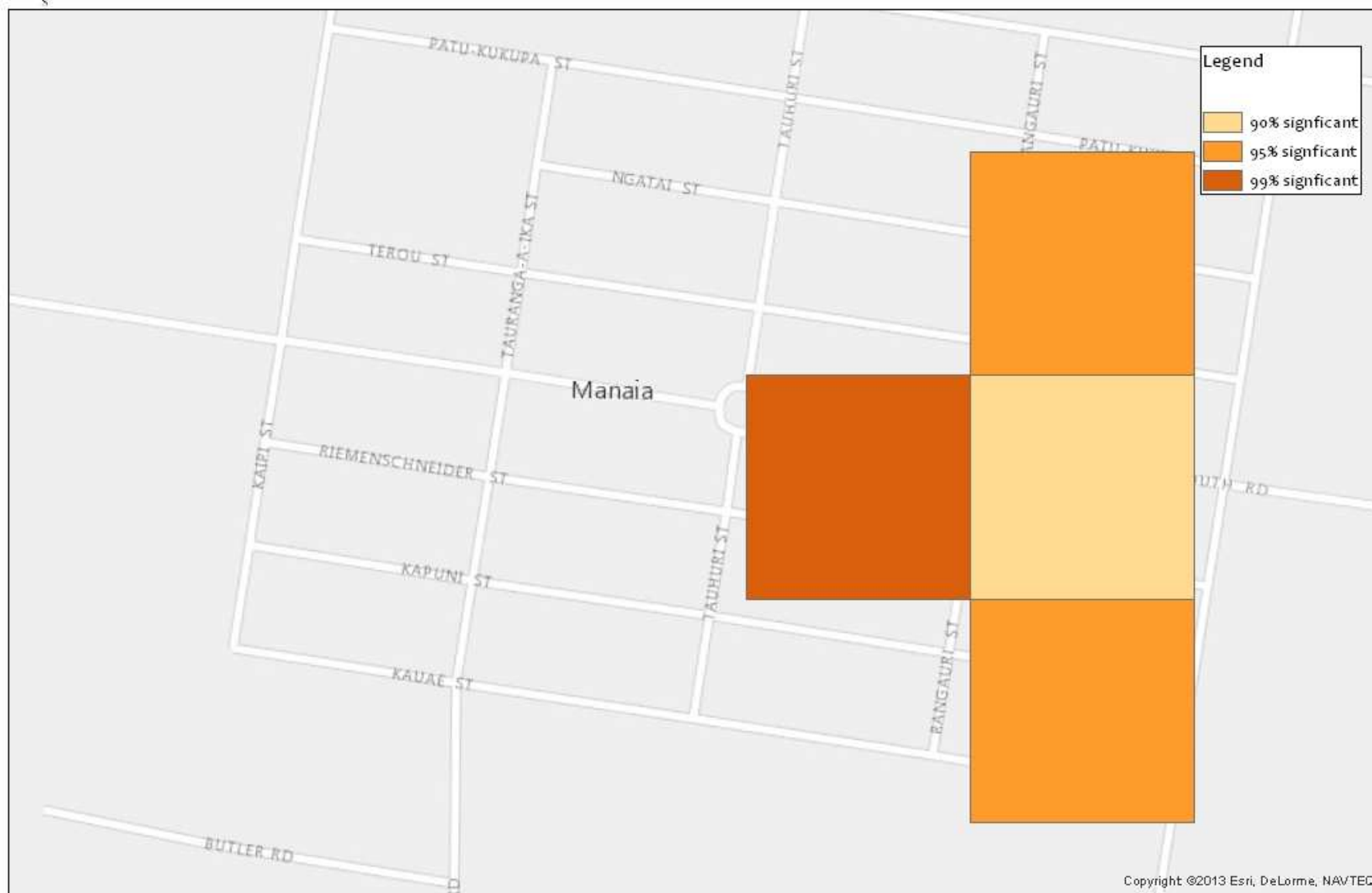


Second level hotspots - South Taranaki District, 2008 (Hawera)



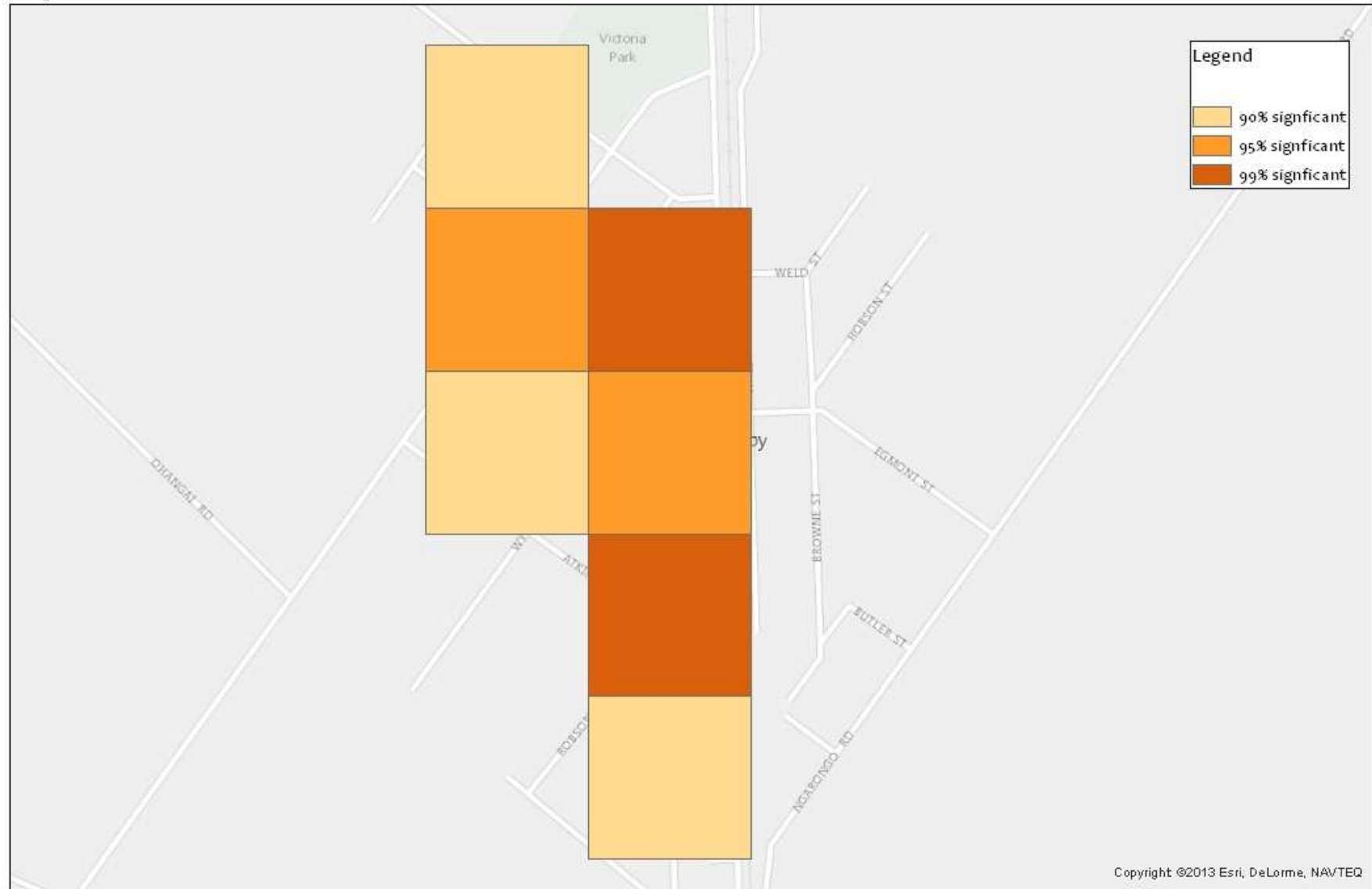


Second level hotspots - South Taranaki District, 2008 (Manaia)



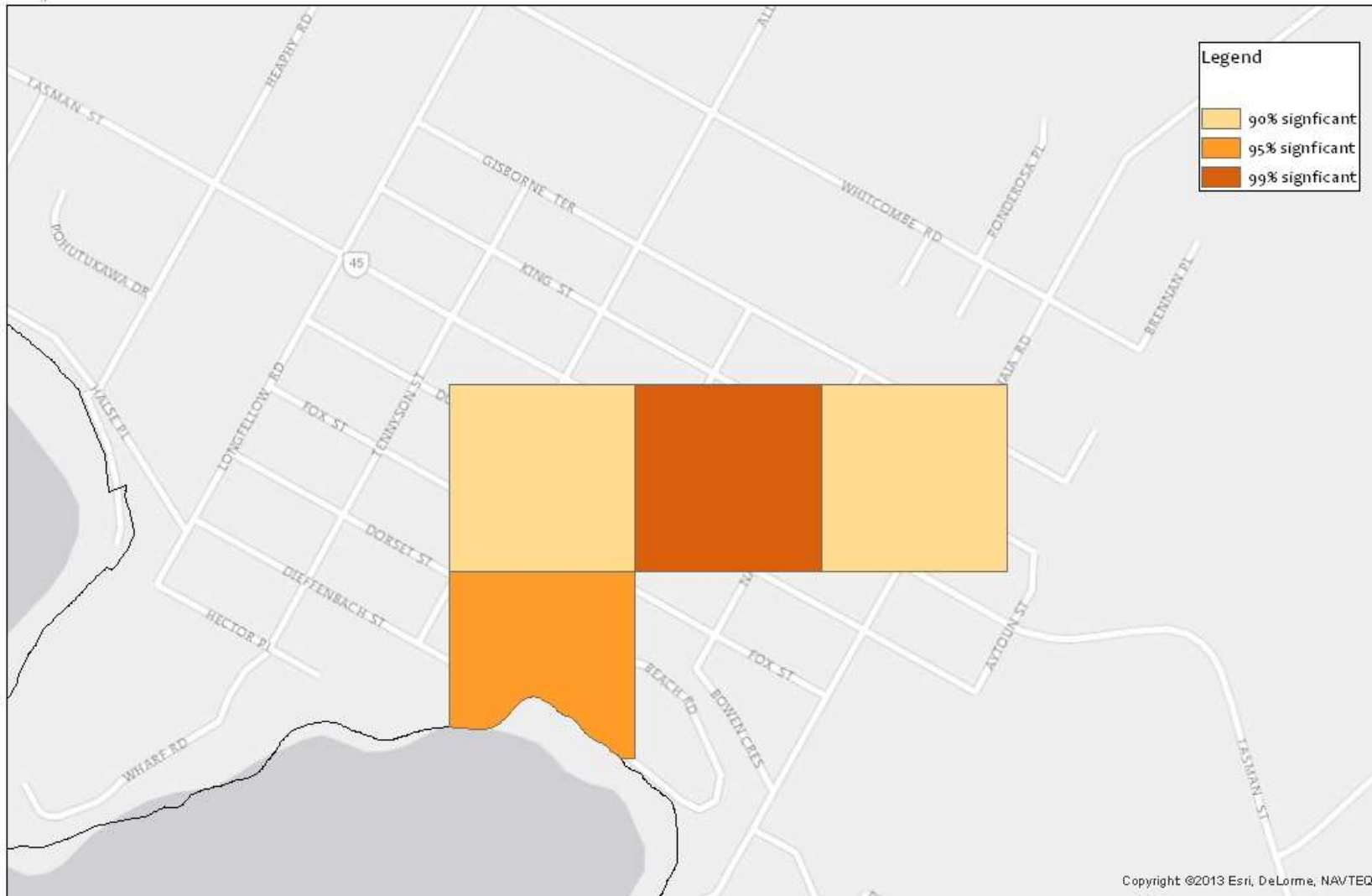


Second level hotspots - South Taranaki District, 2008 (Normanby)



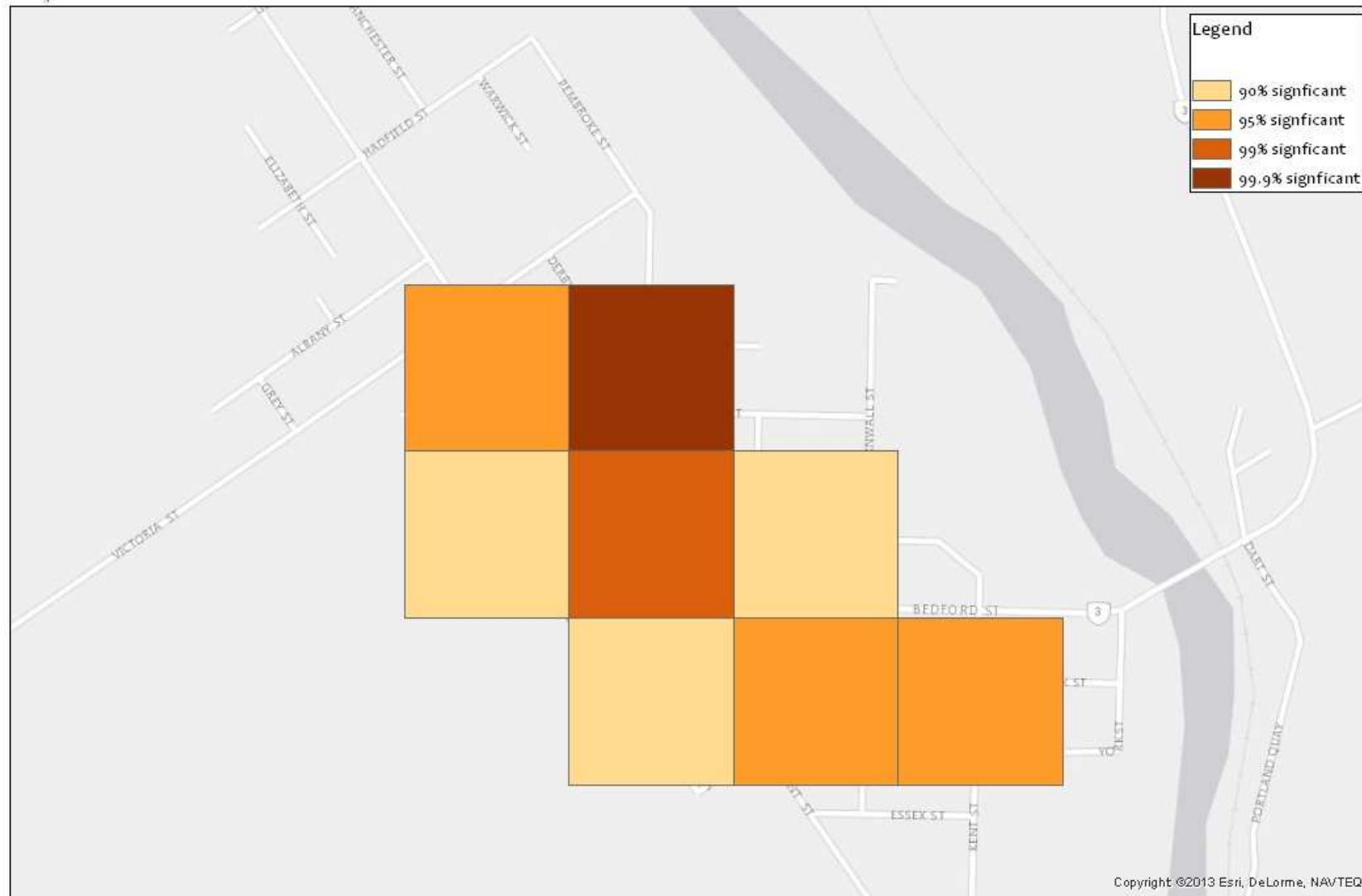


Second level hotspots - South Taranaki District, 2008 (Opunake)



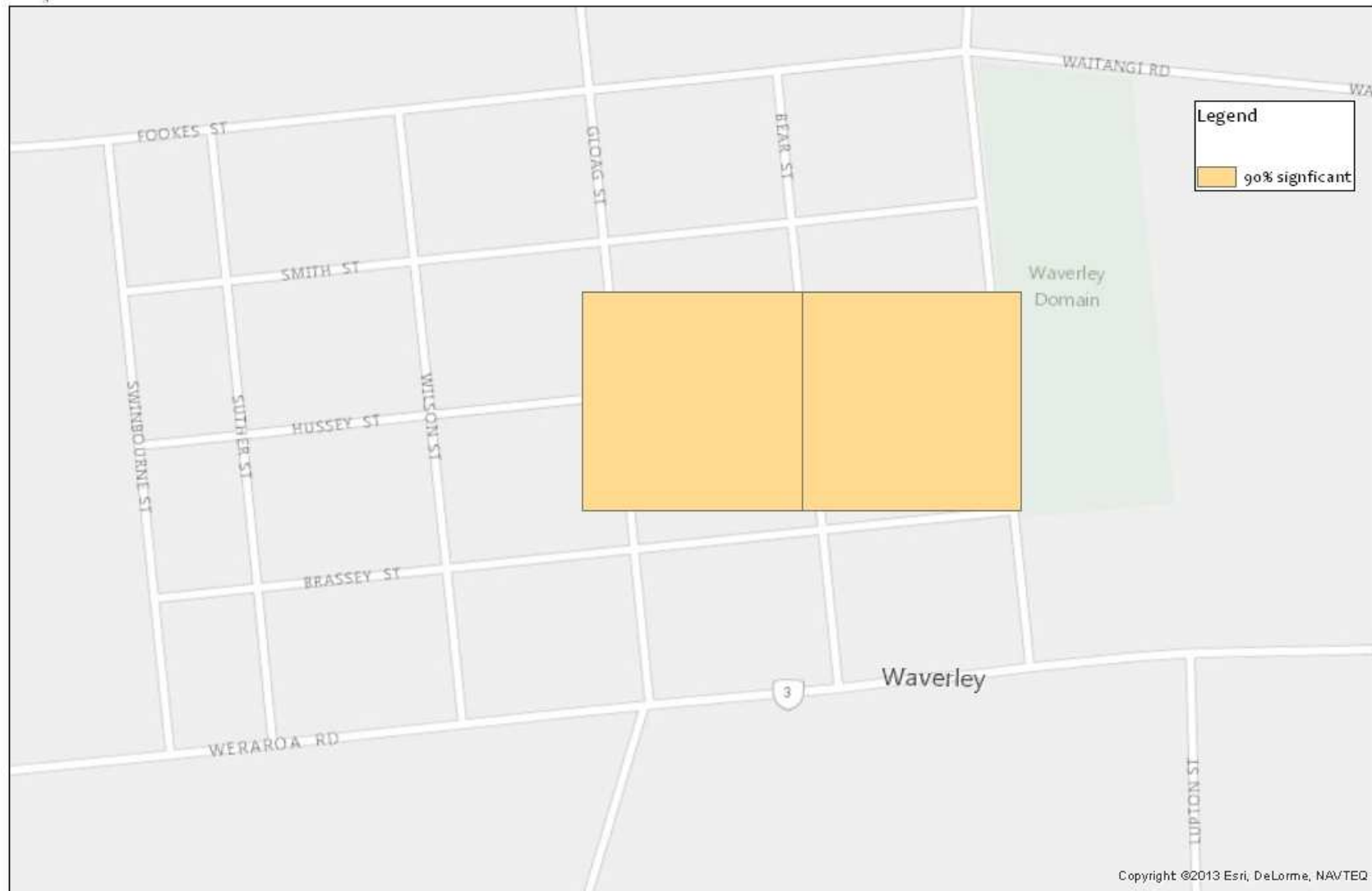


Second level hotspots - South Taranaki District, 2008 (Patea)



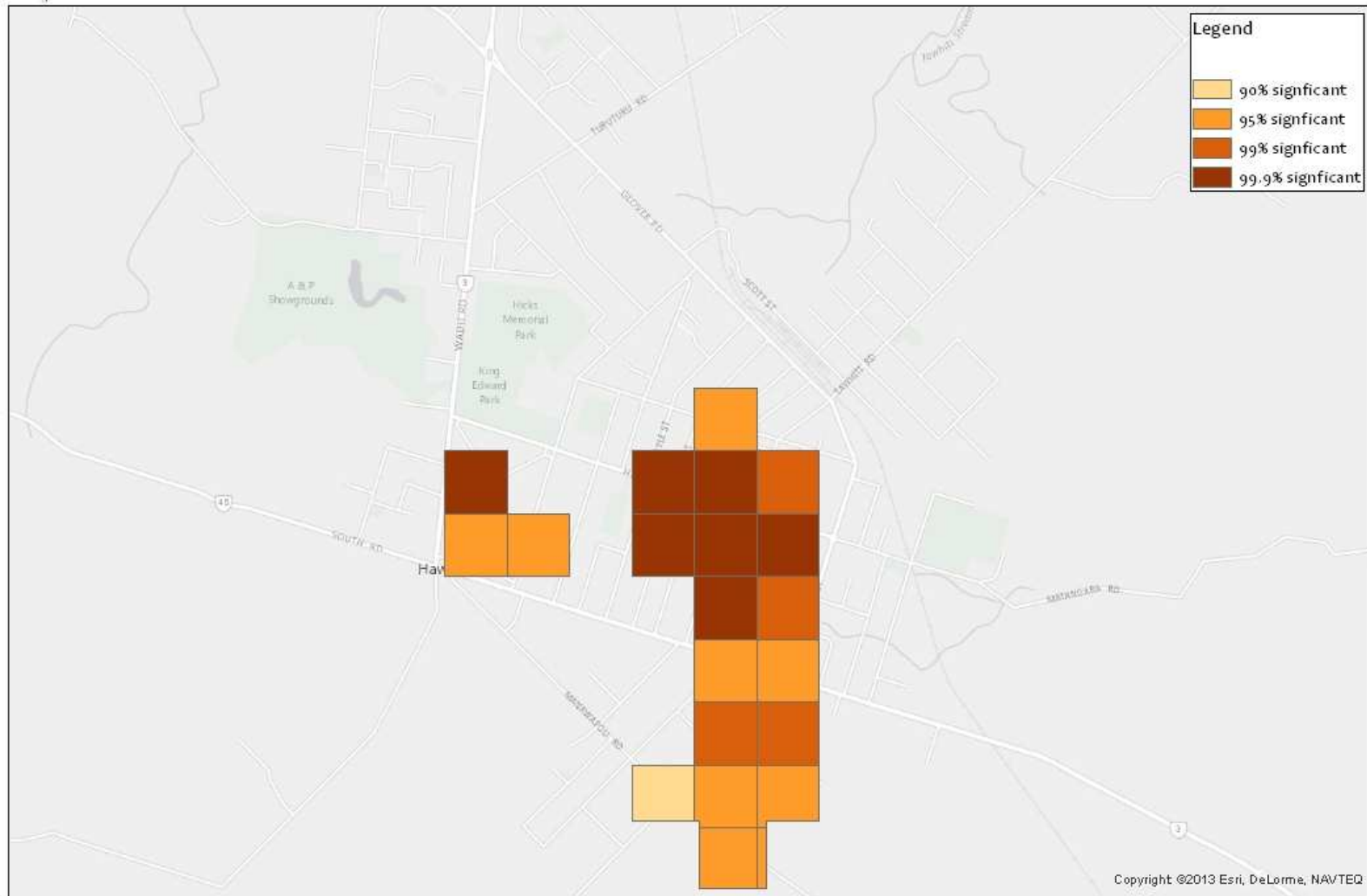


Second level hotspots - South Taranaki District, 2008 (Waverley)

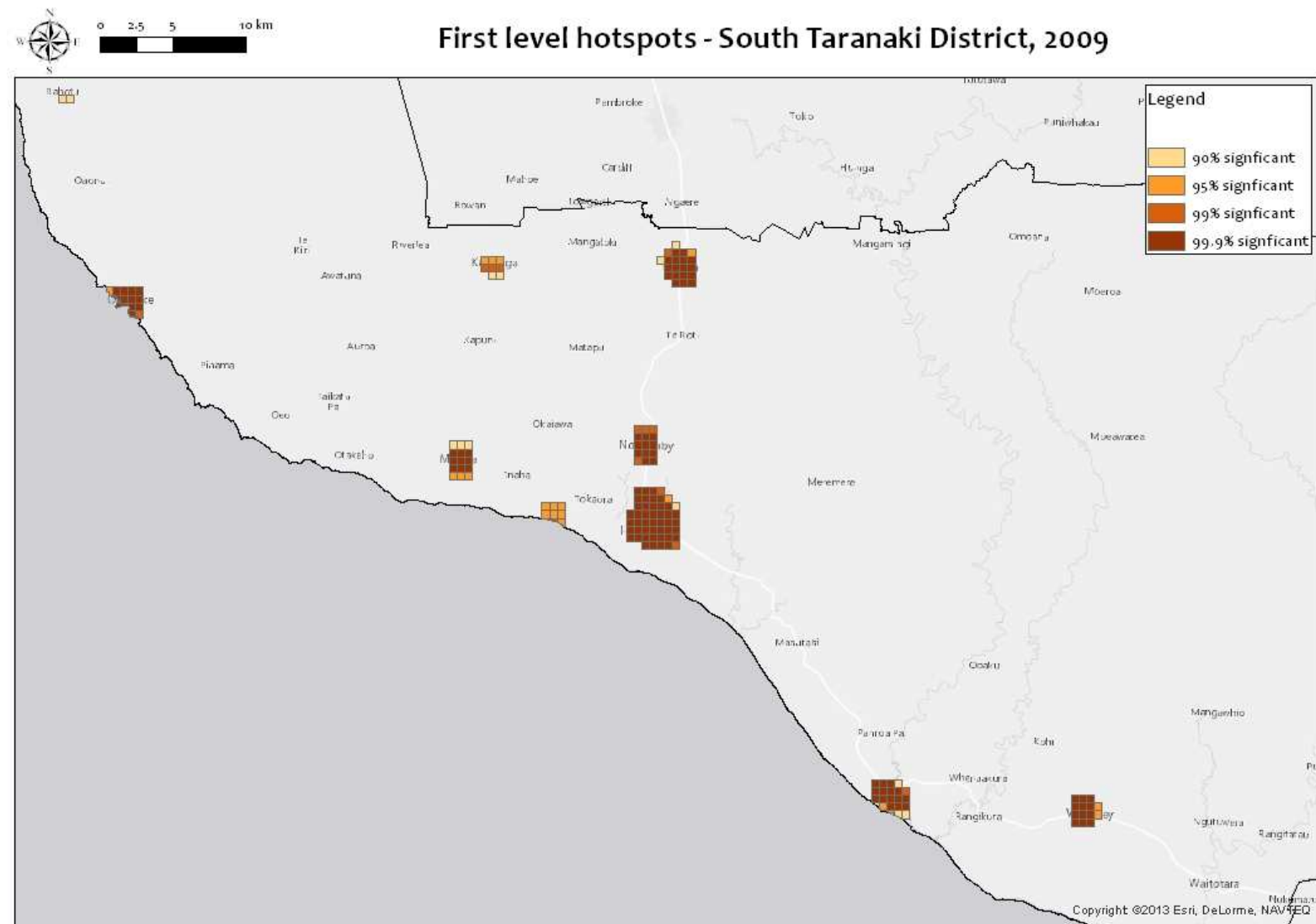


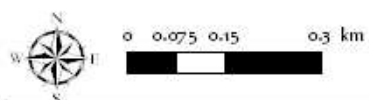


Third level hotspots - South Taranaki District, 2008 (Hawera)

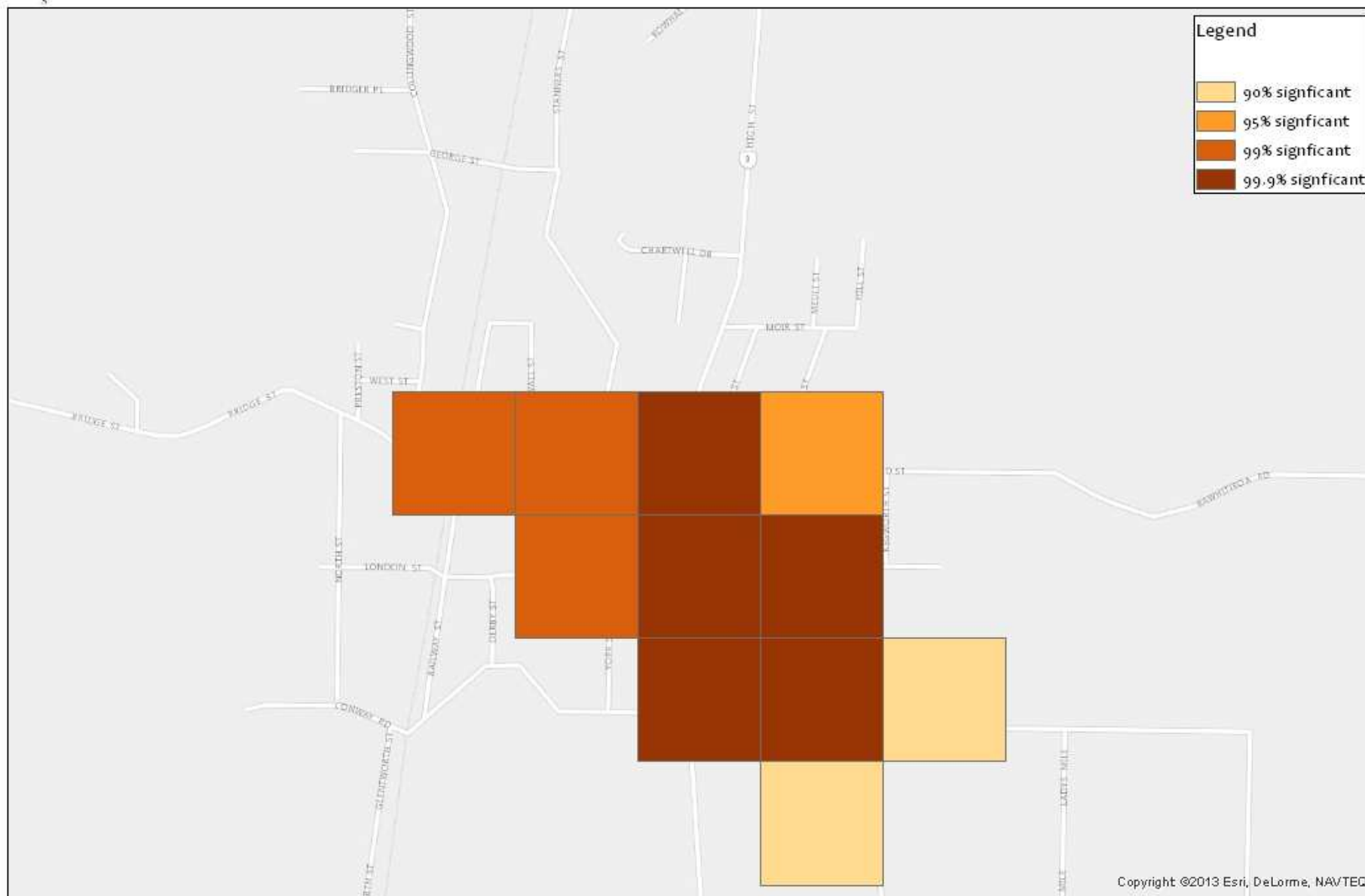


2009



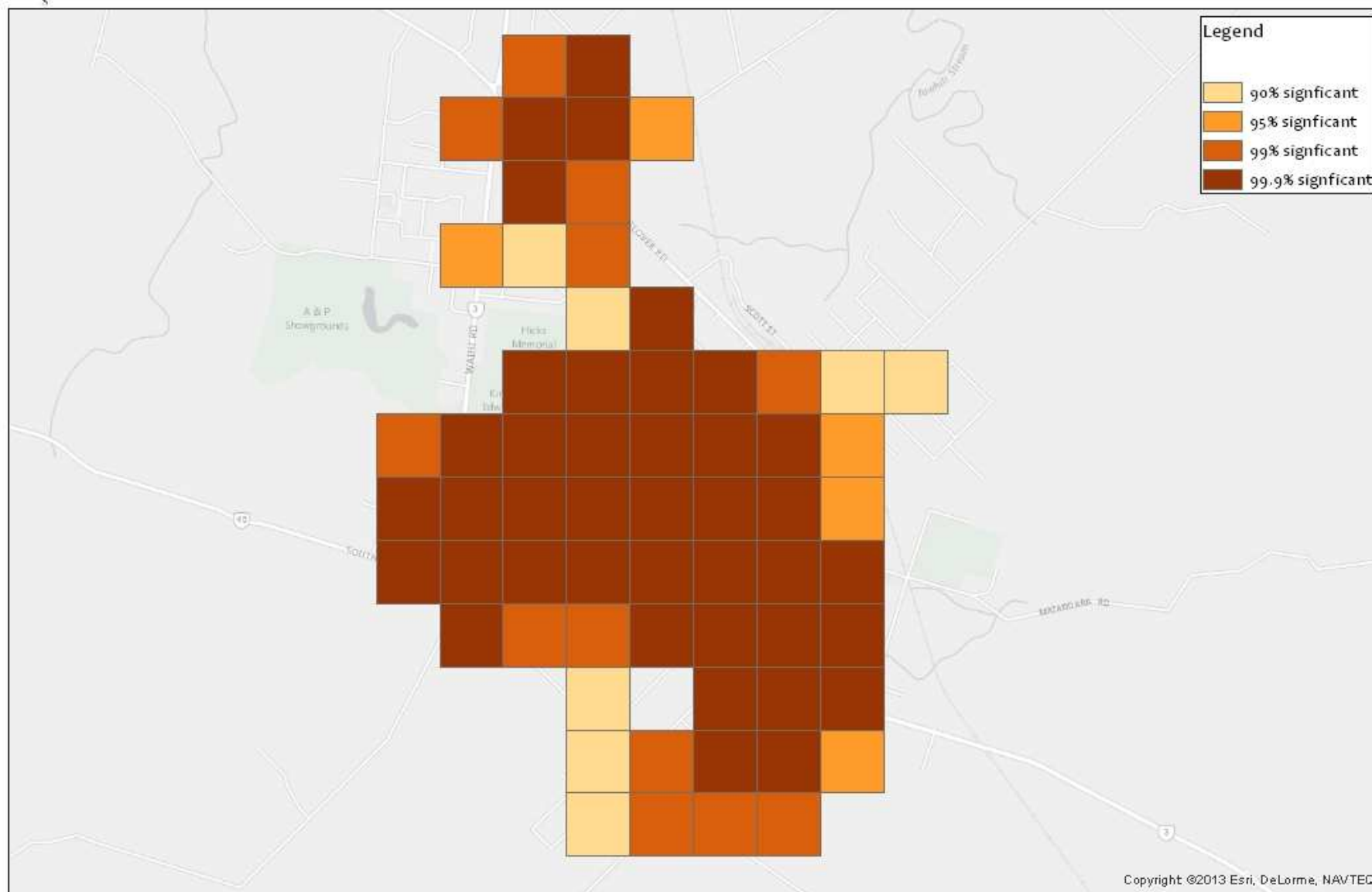


Second level hotspots - South Taranaki District, 2009 (Eltham)



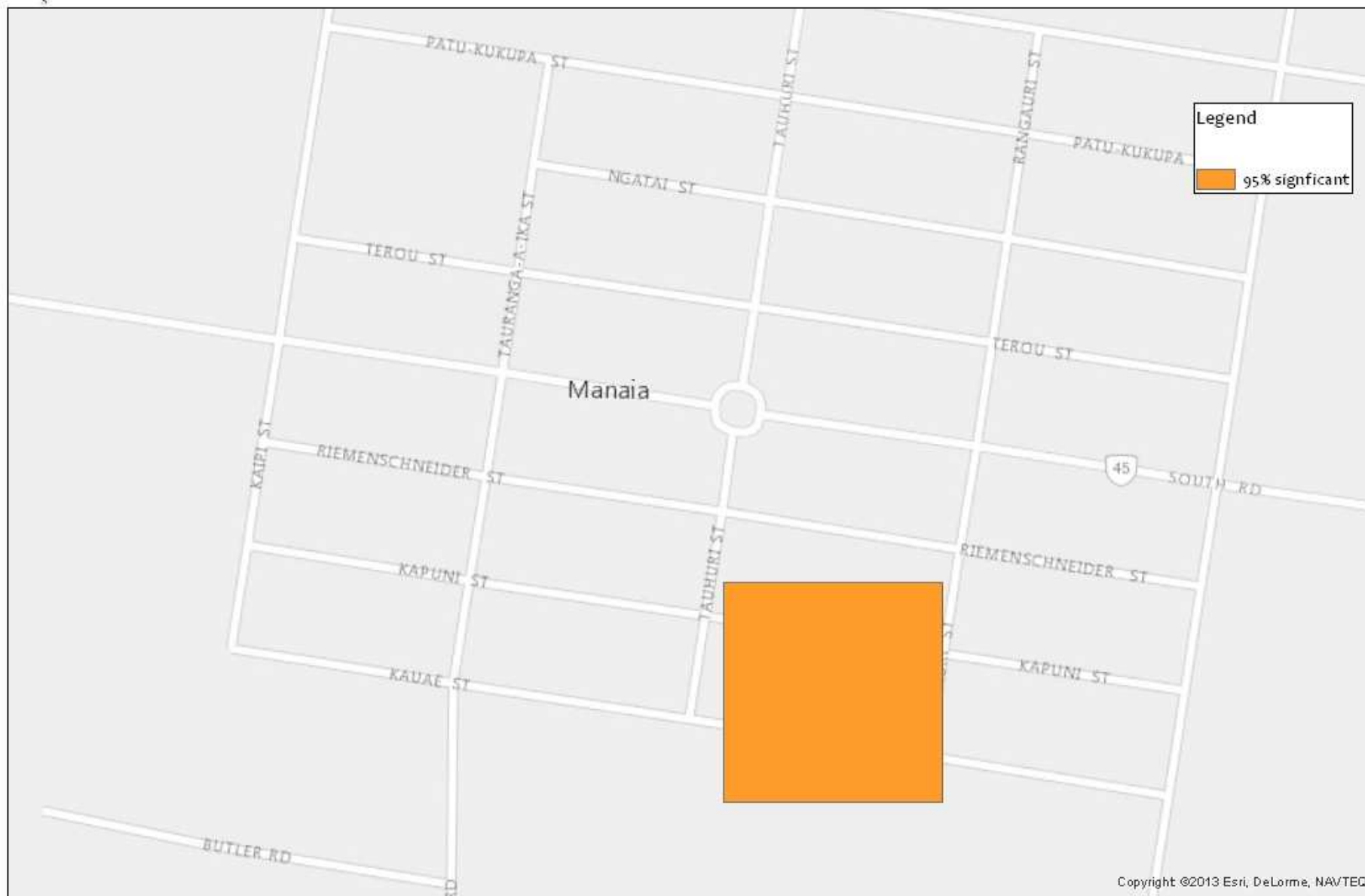


Second level hotspots - South Taranaki District, 2009 (Hawera)



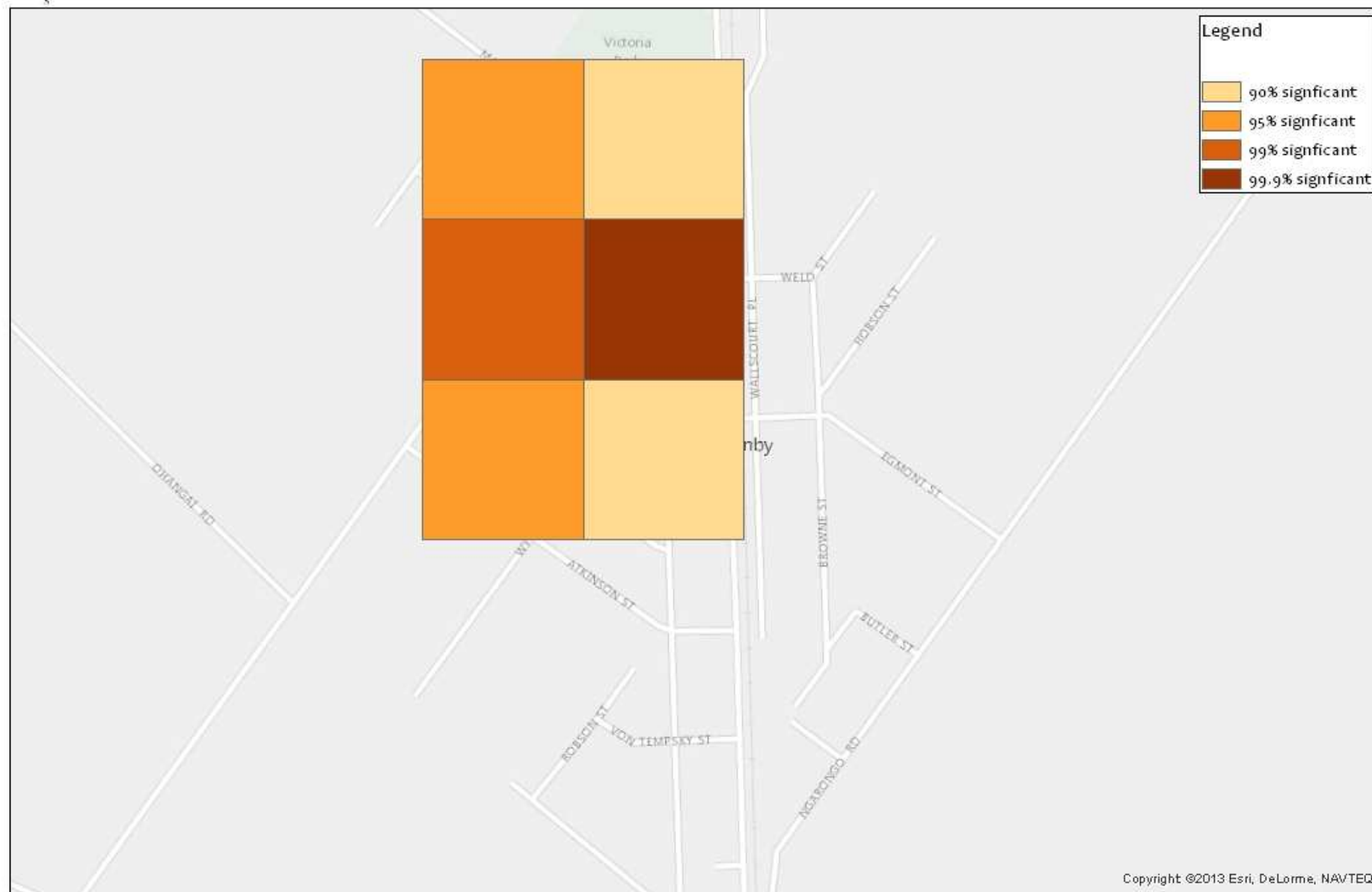


Second level hotspots - South Taranaki District, 2009 (Manaia)



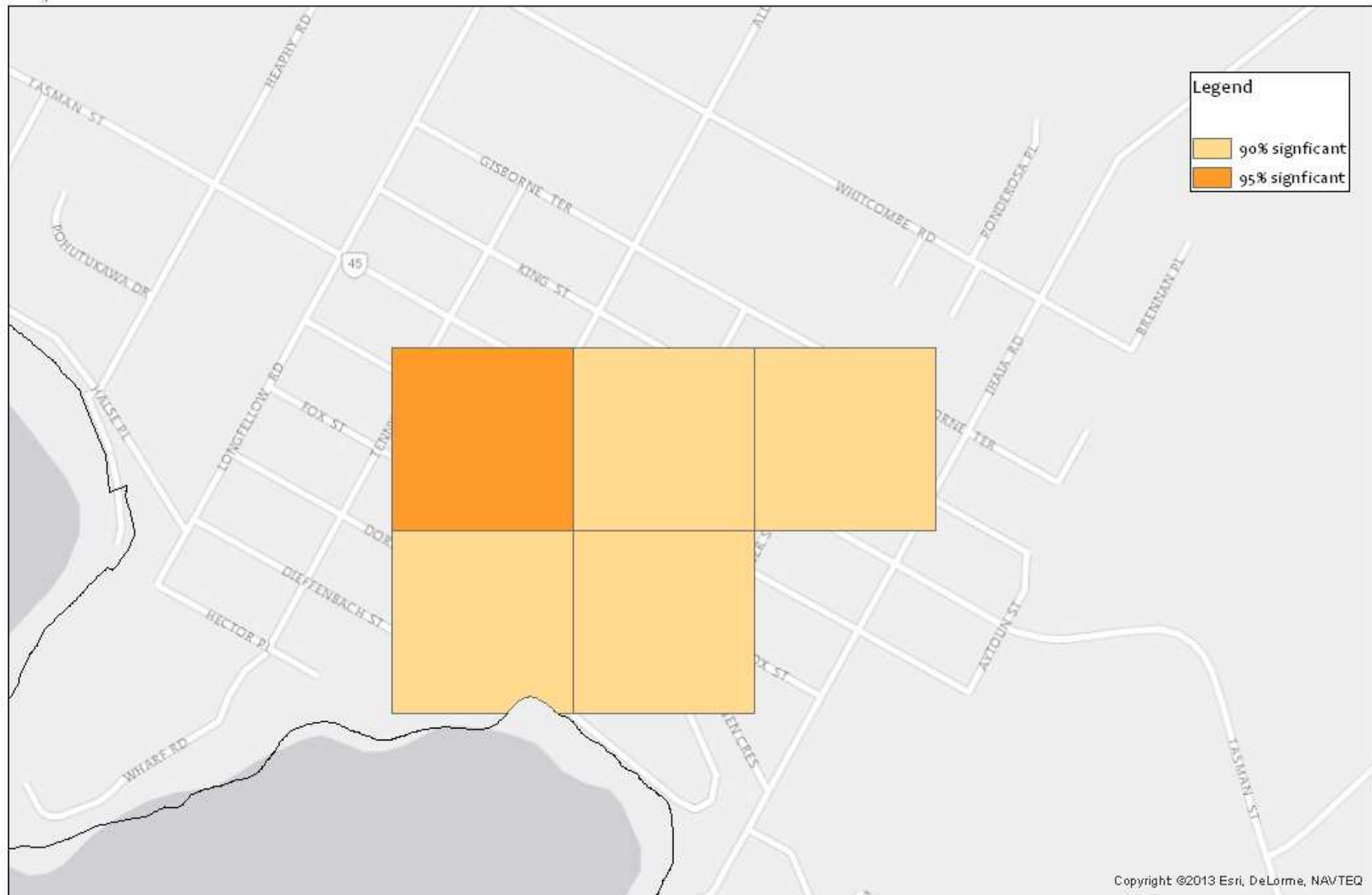


Second level hotspots - South Taranaki District, 2009 (Normanby)



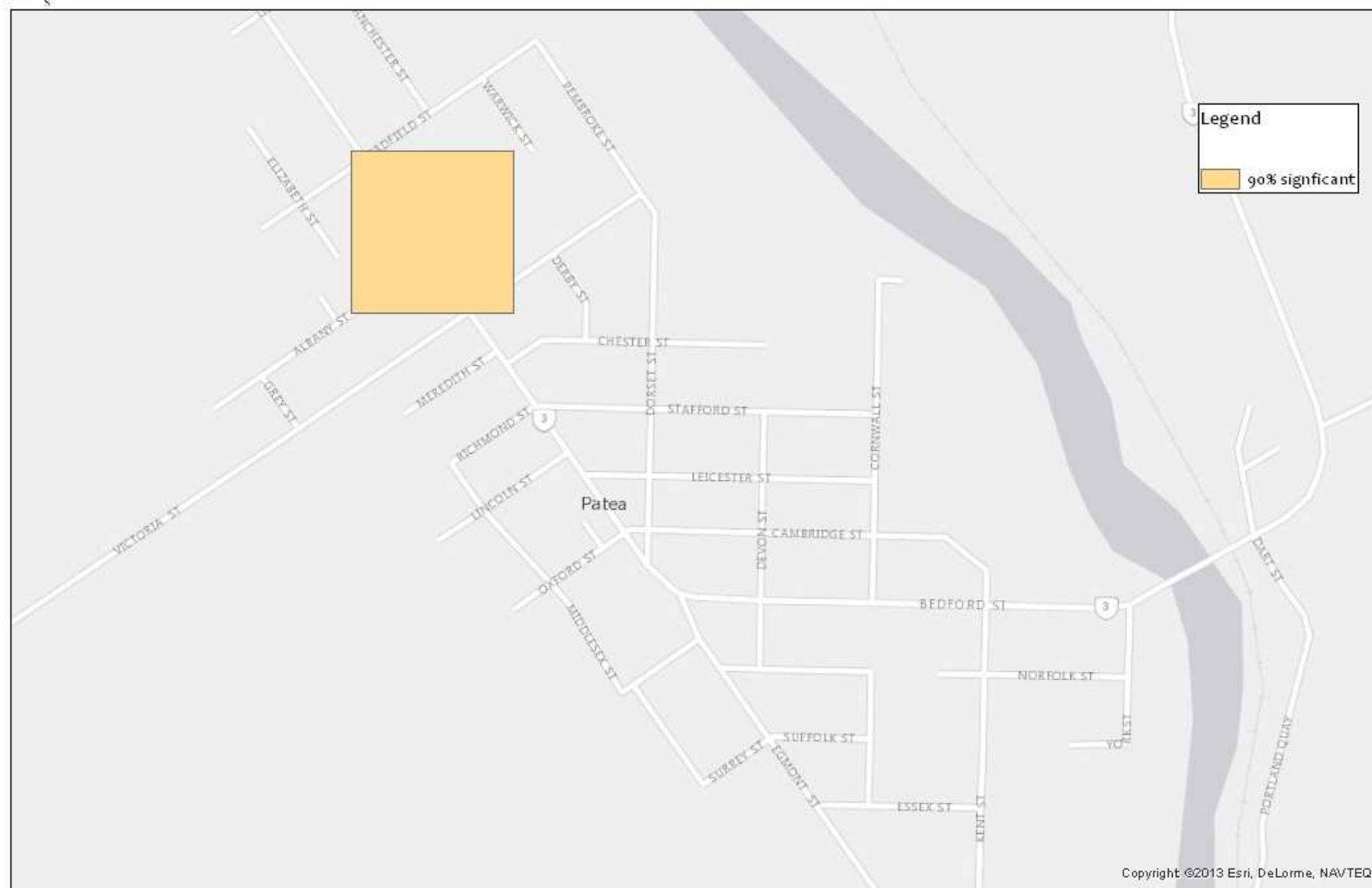


Second level hotspots - South Taranaki District, 2009 (Opunake)



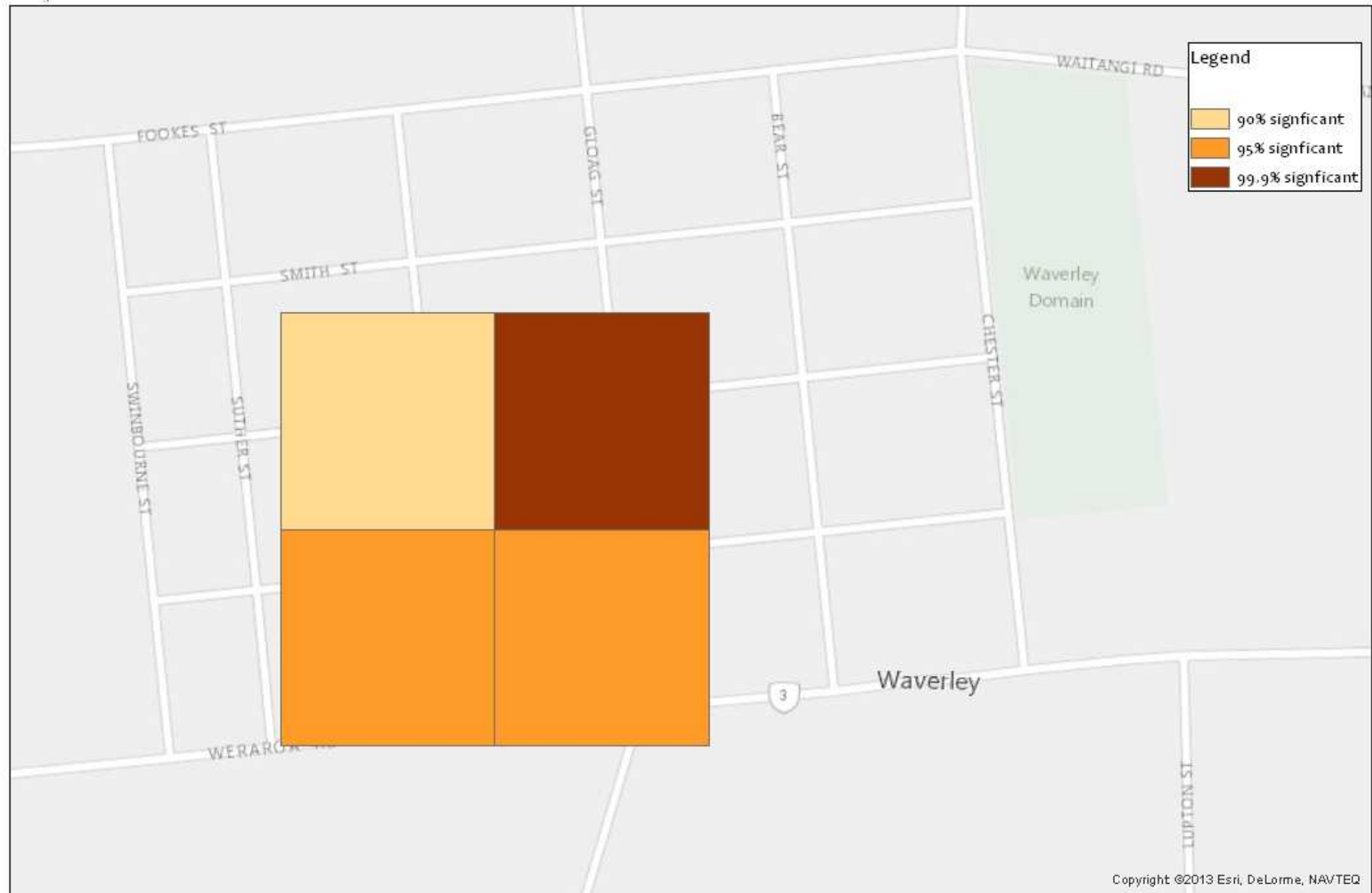


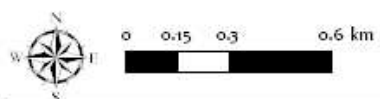
Second level hotspots - South Taranaki District, 2009 (Patea)



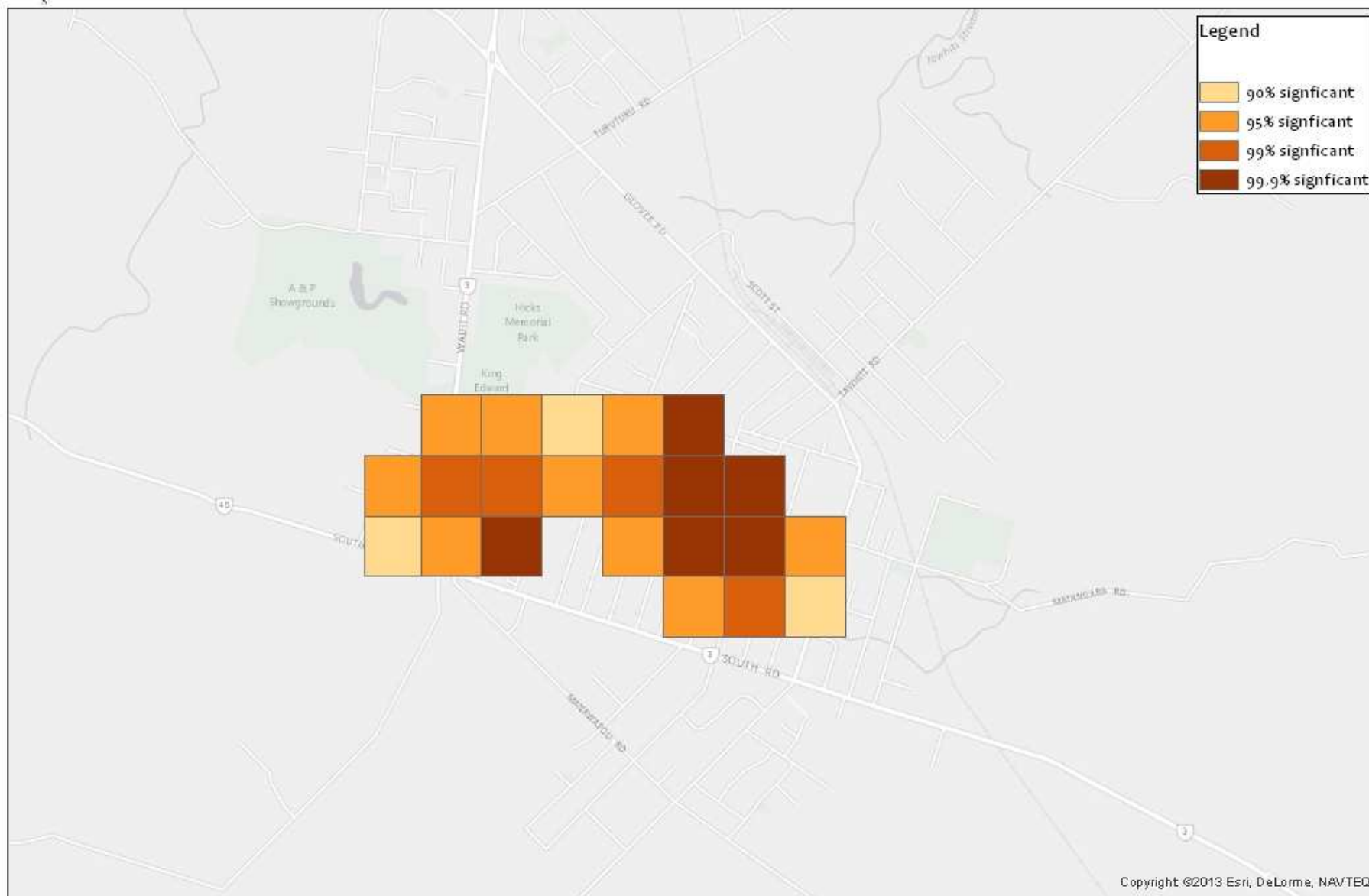


Second level hotspots - South Taranaki District, 2009 (Waverley)

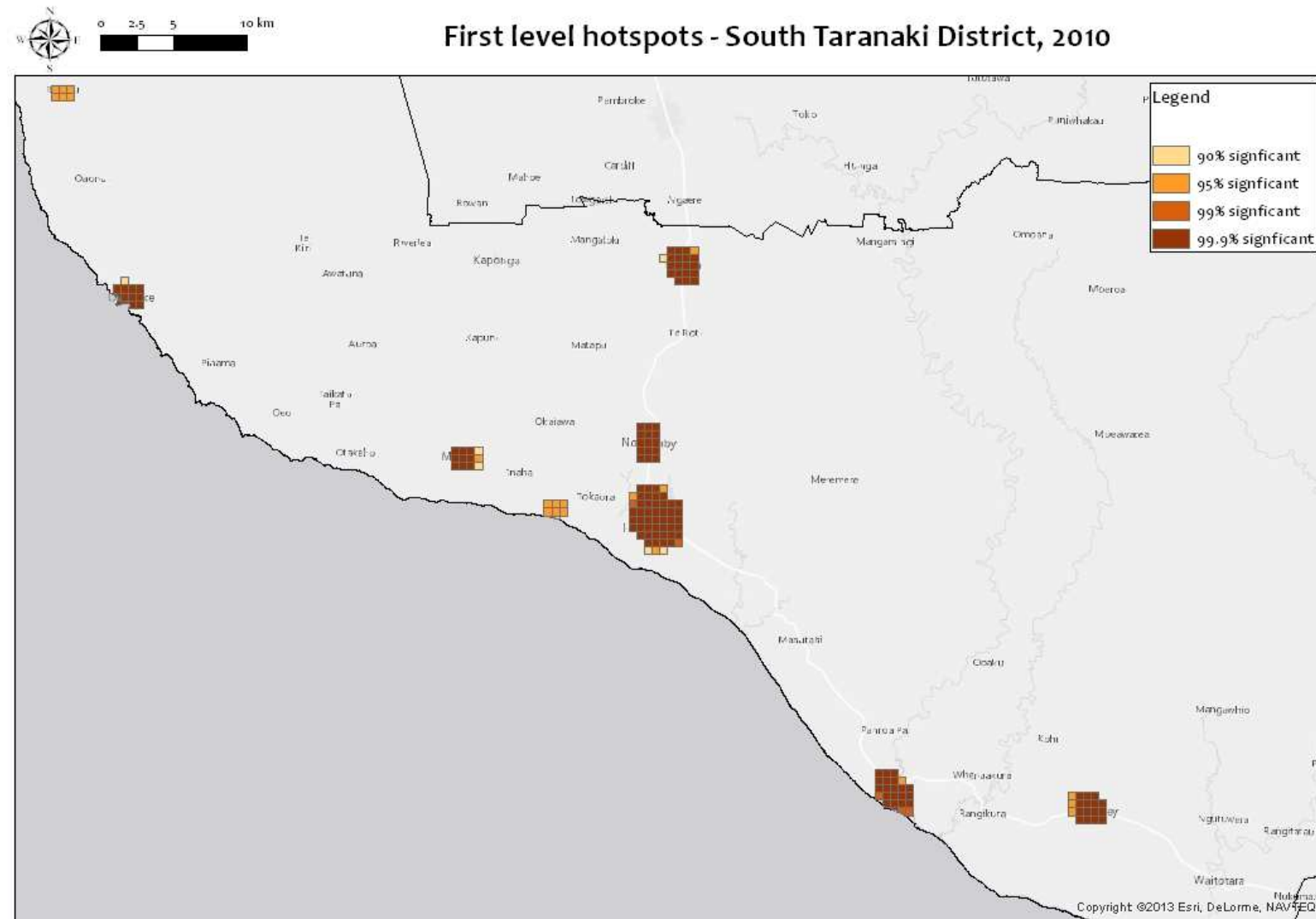




Third level hotspots - South Taranaki District, 2009 (Hawera)

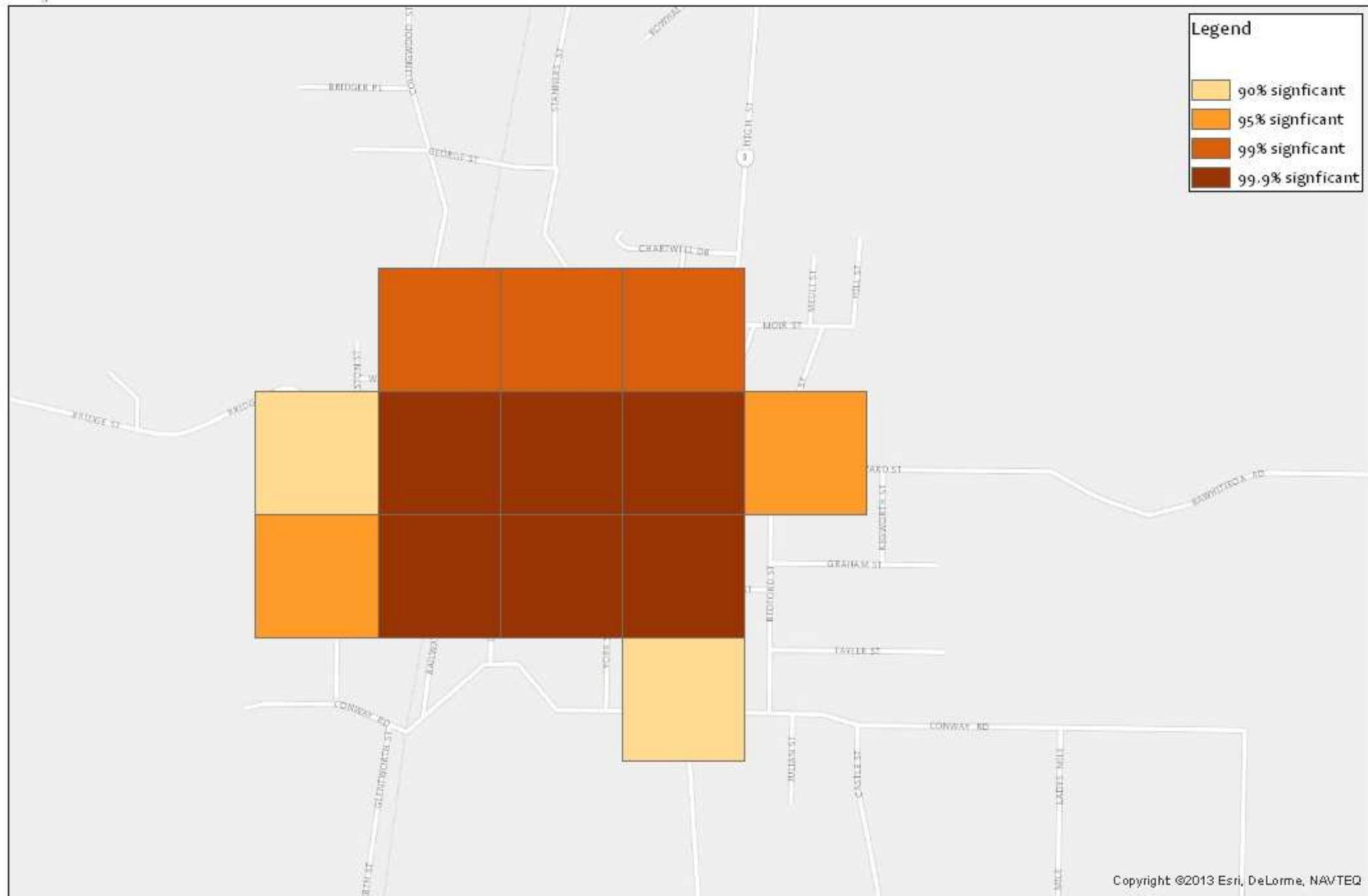


2010



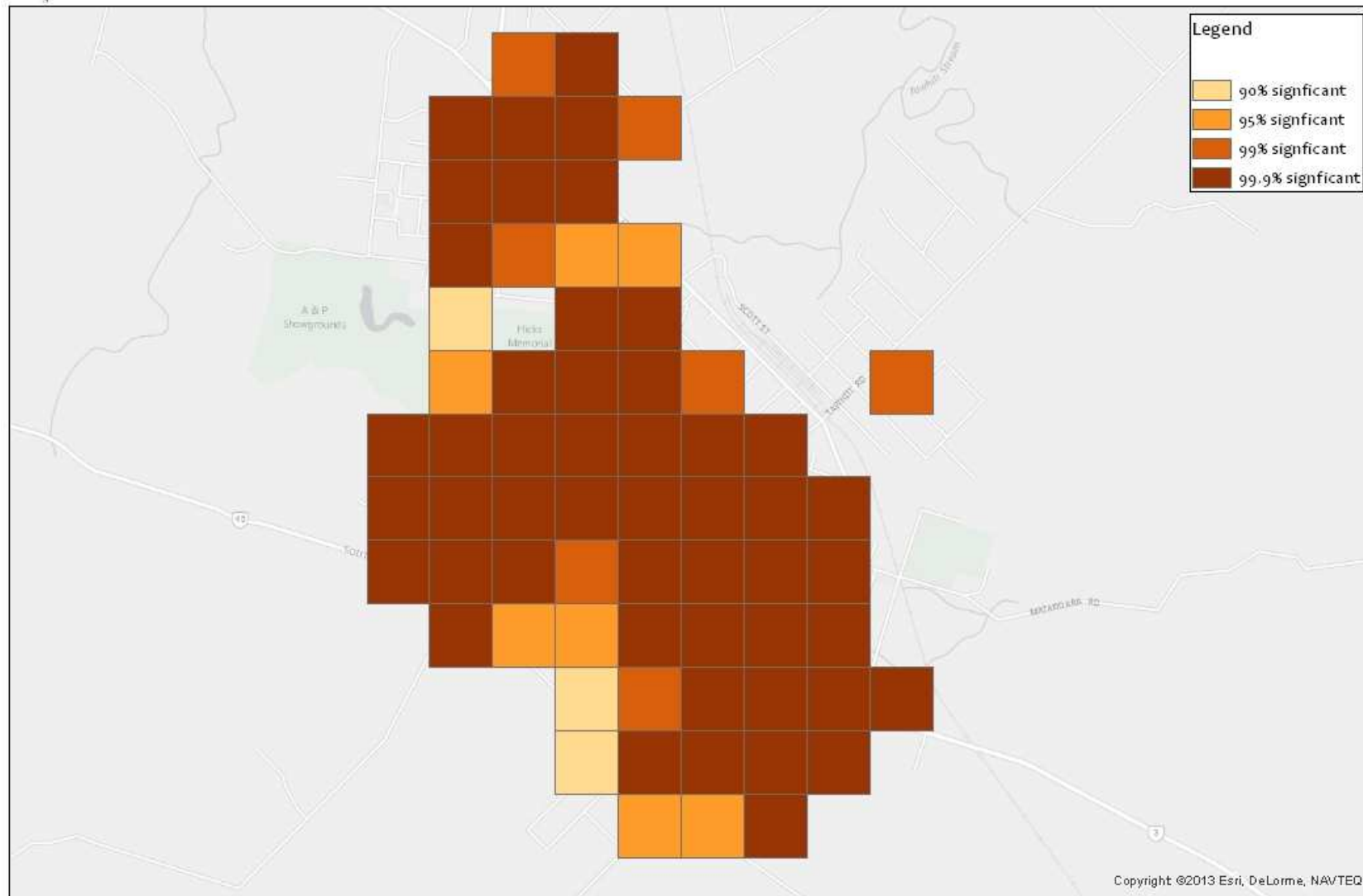


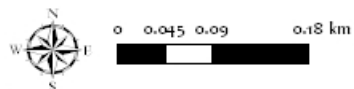
Second level hotspots - South Taranaki District, 2010 (Eltham)



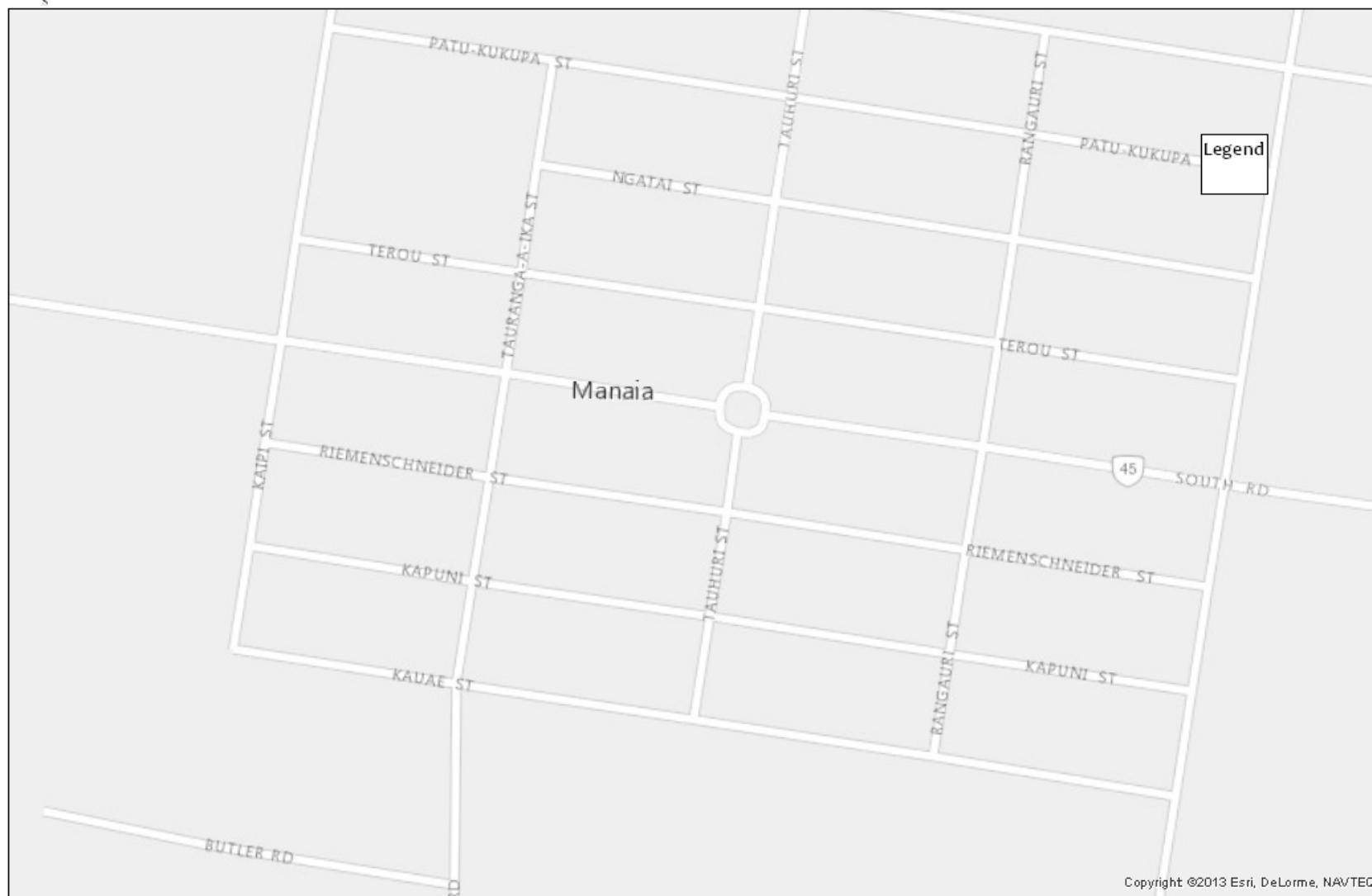


Second level hotspots - South Taranaki District, 2010 (Hawera)



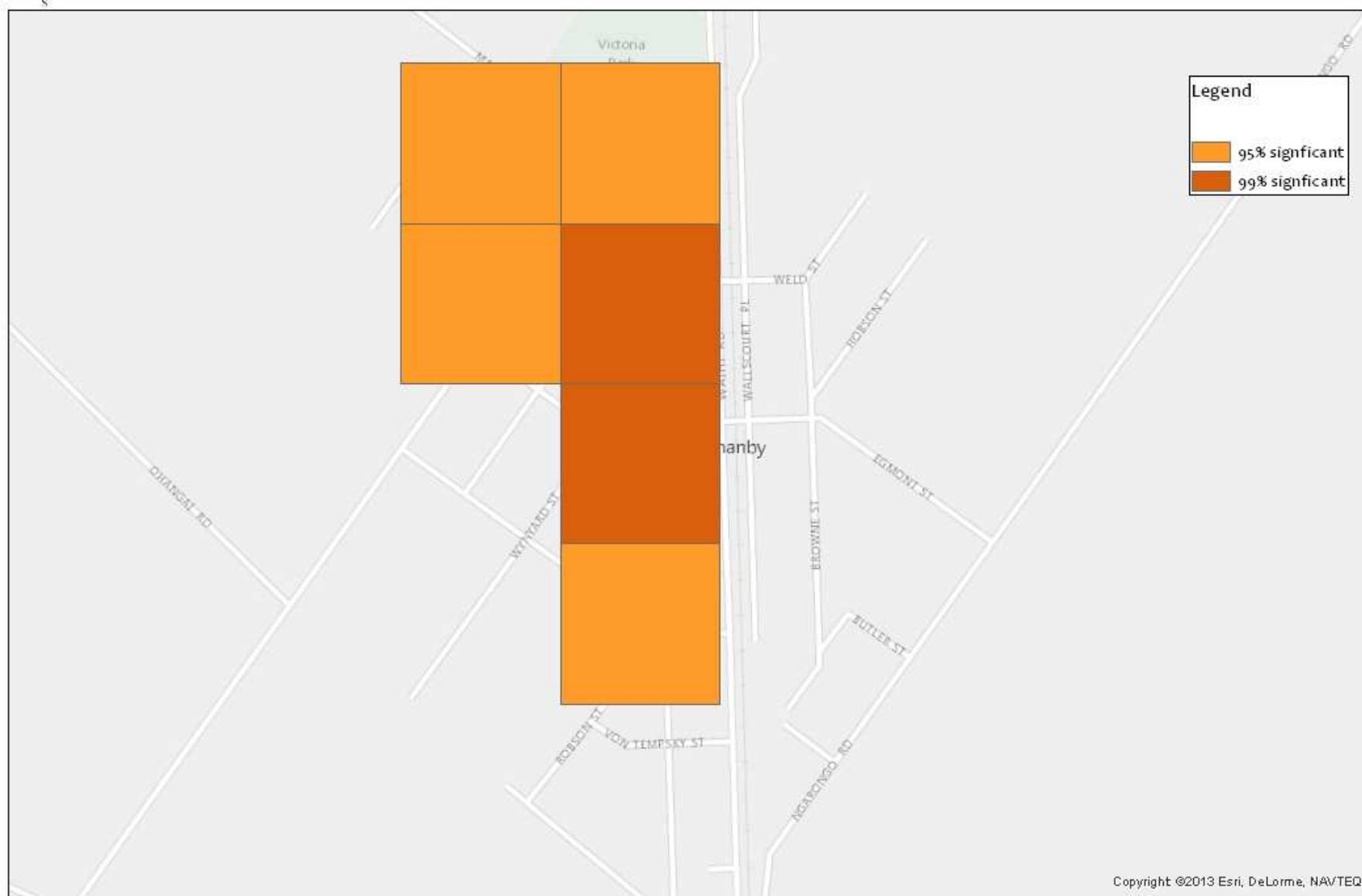


Second level hotspots - South Taranaki District, 2010 (Manaia)



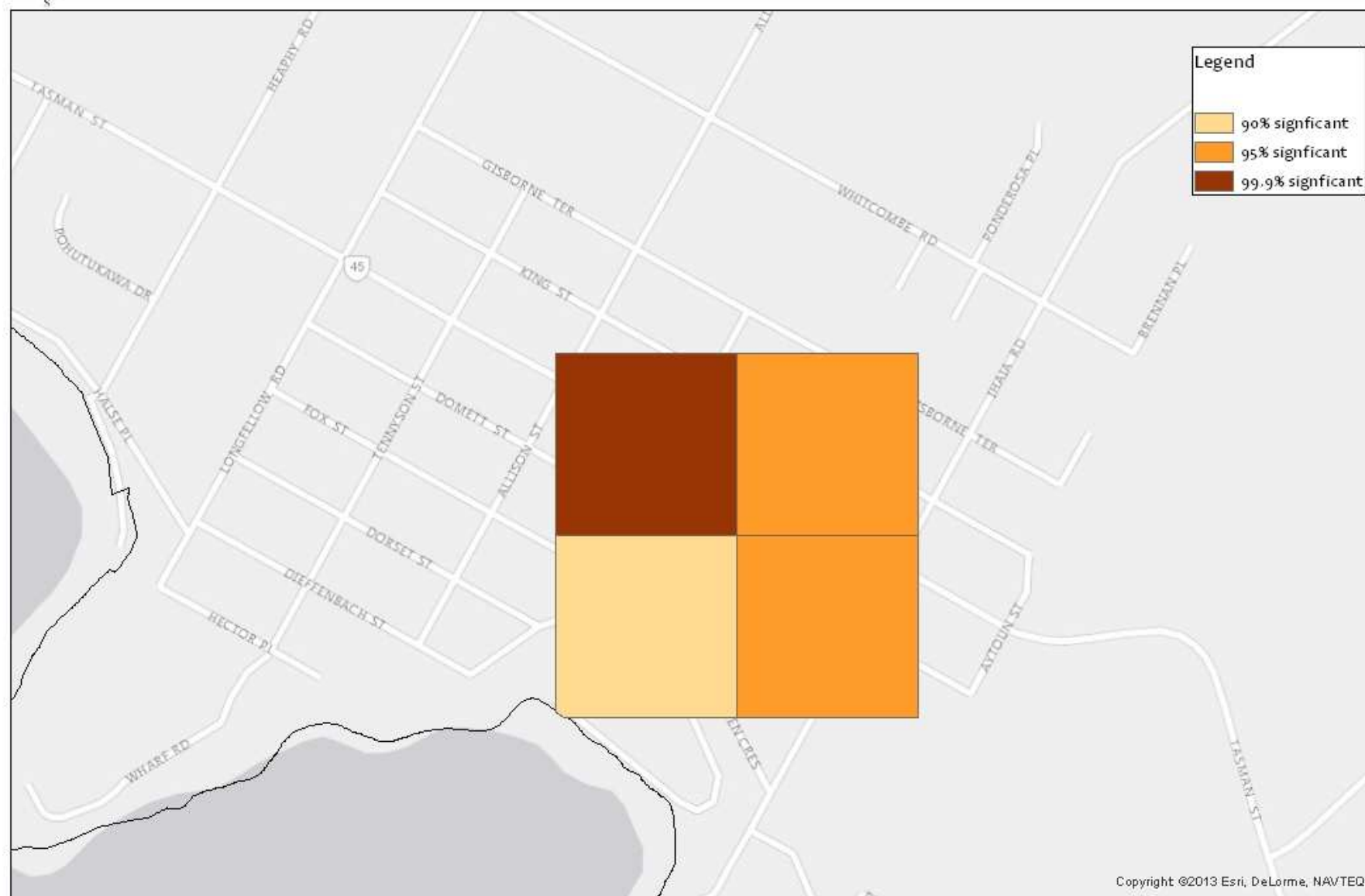


Second level hotspots - South Taranaki District, 2010 (Normanby)



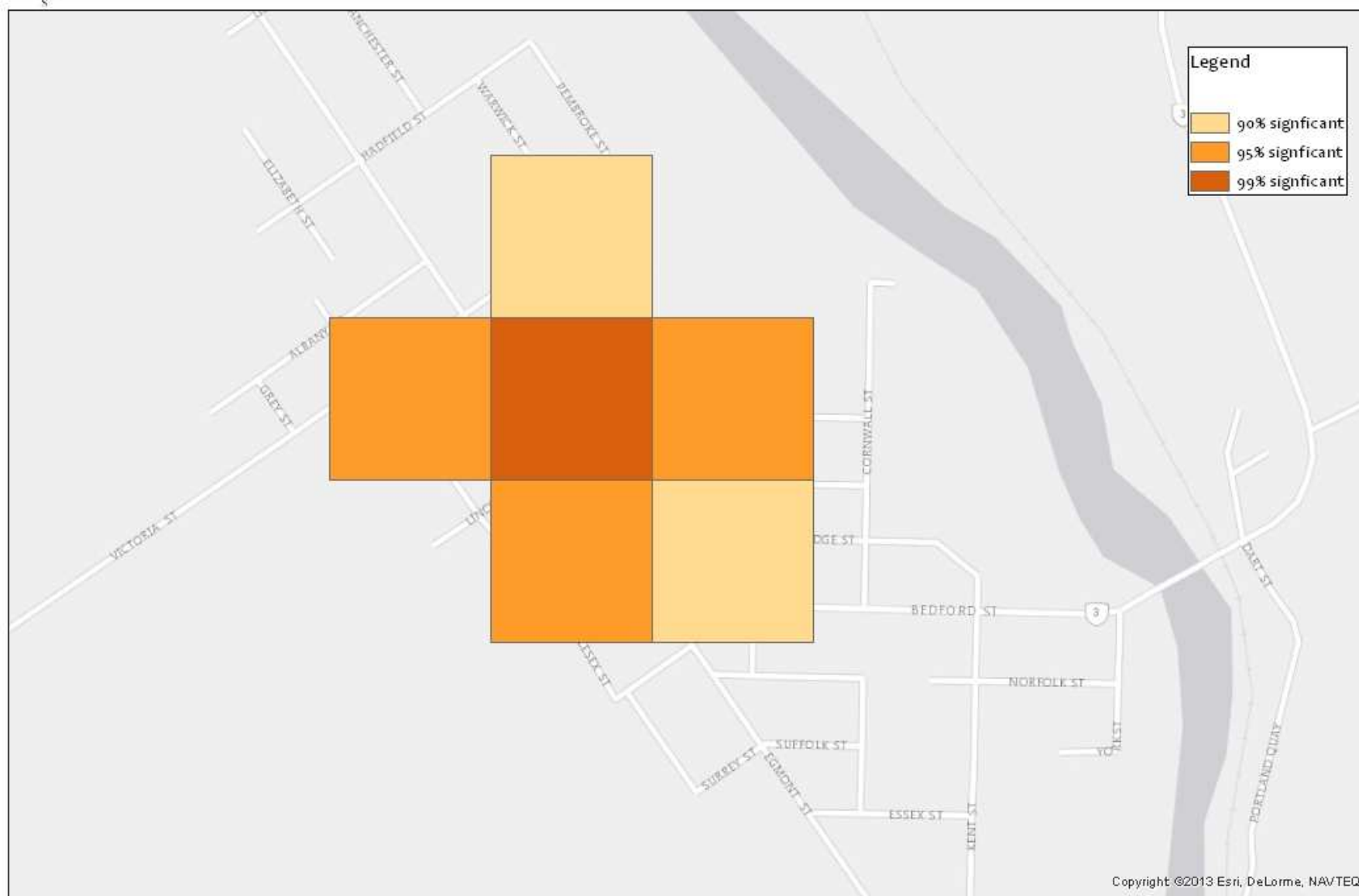


Second level hotspots - South Taranaki District, 2010 (Opunake)



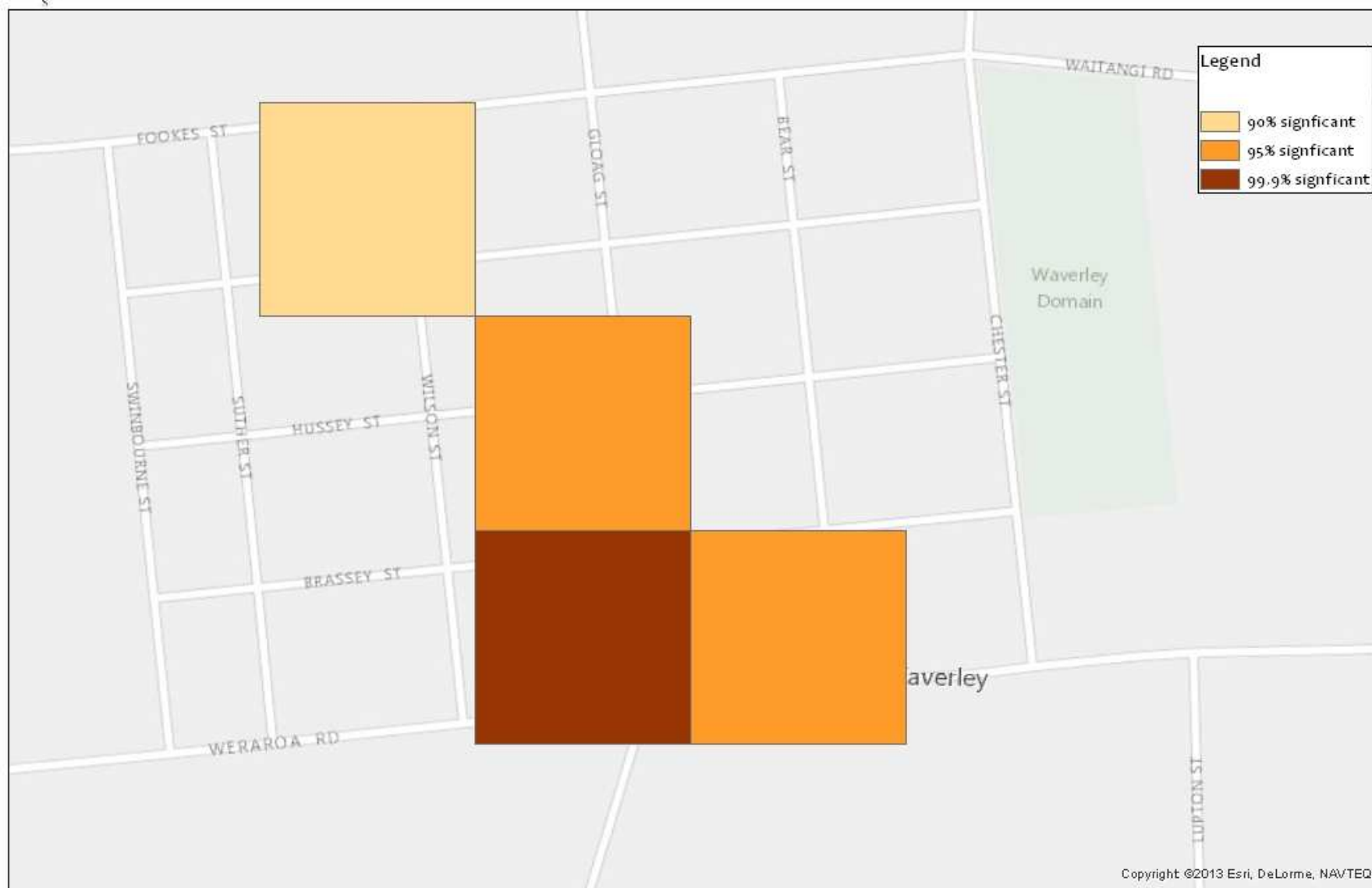


Second level hotspots - South Taranaki District, 2010 (Patea)



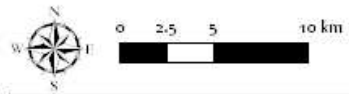


Second level hotspots - South Taranaki District, 2010 (Waverley)

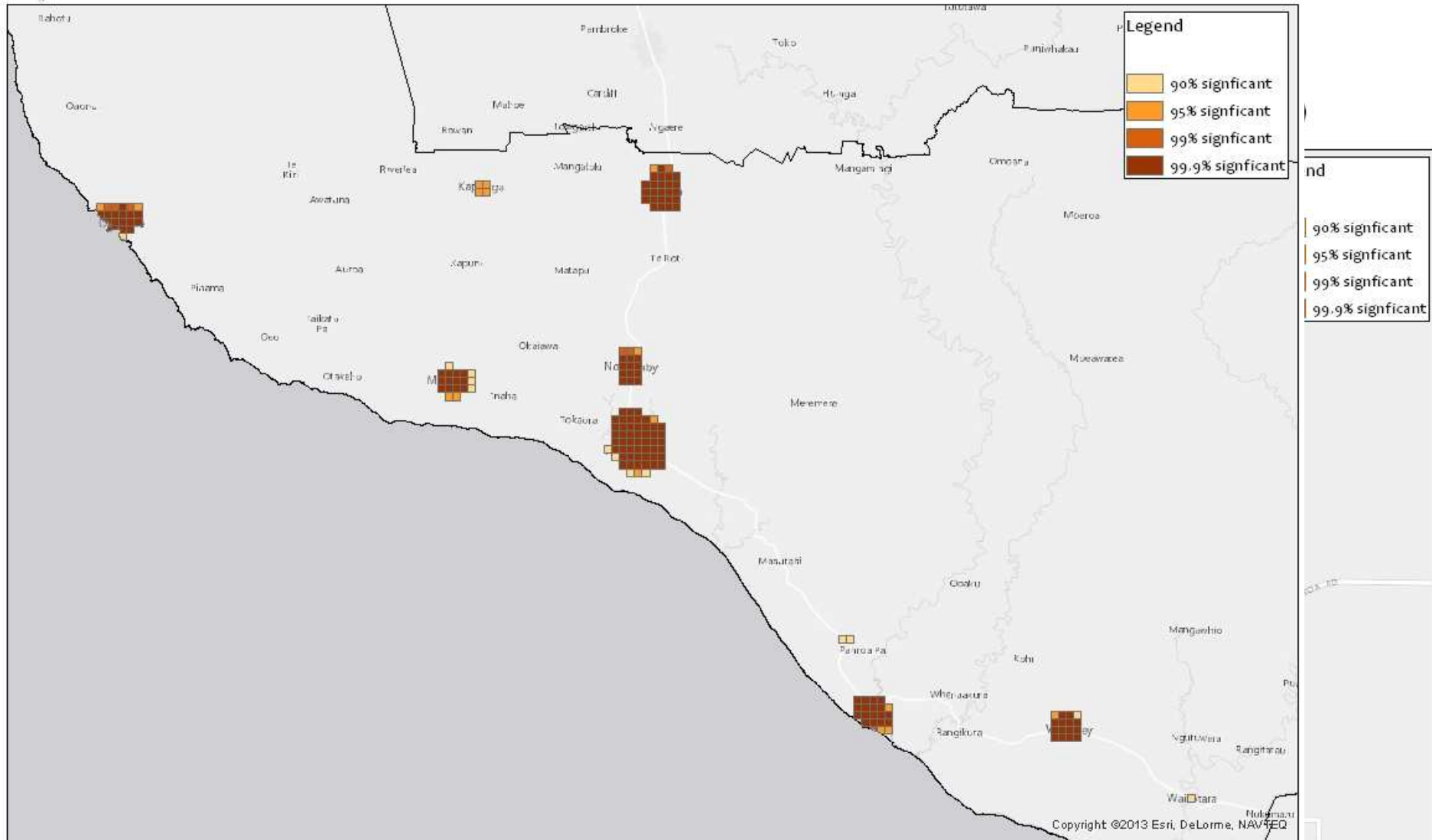




2011

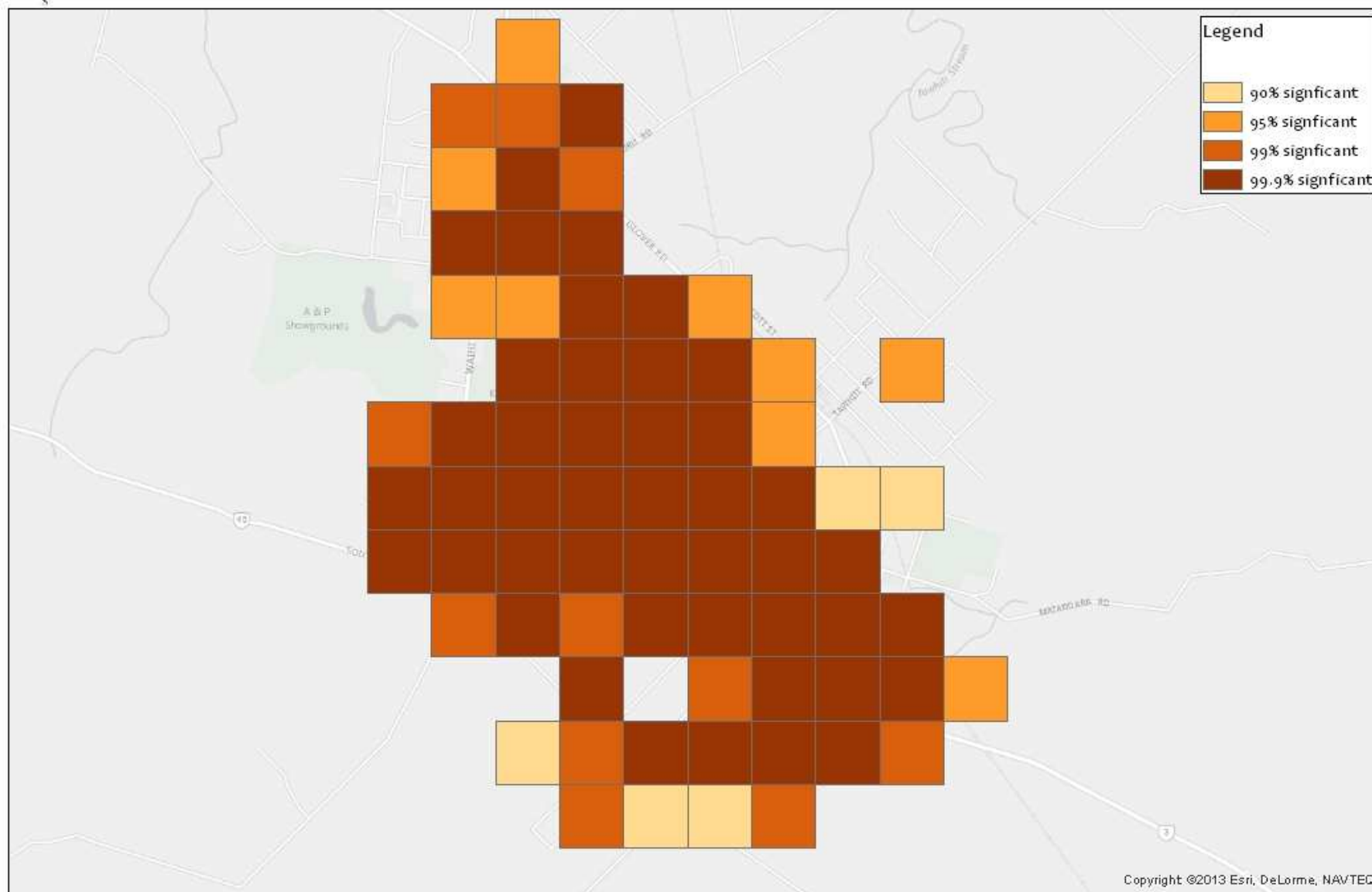


First level hotspots - South Taranaki District, 2011



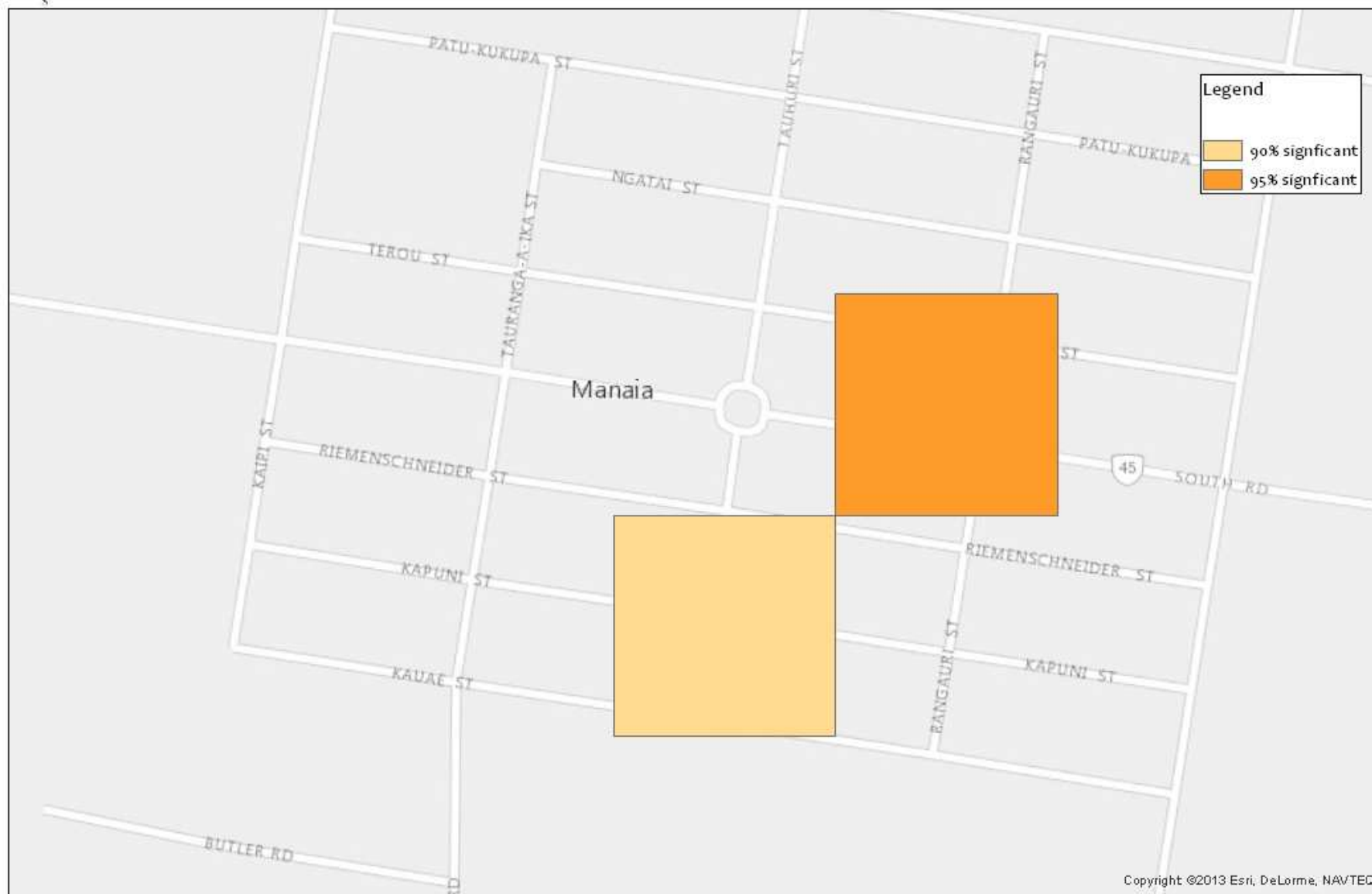


Second level hotspots - South Taranaki District, 2011 (Hawera)



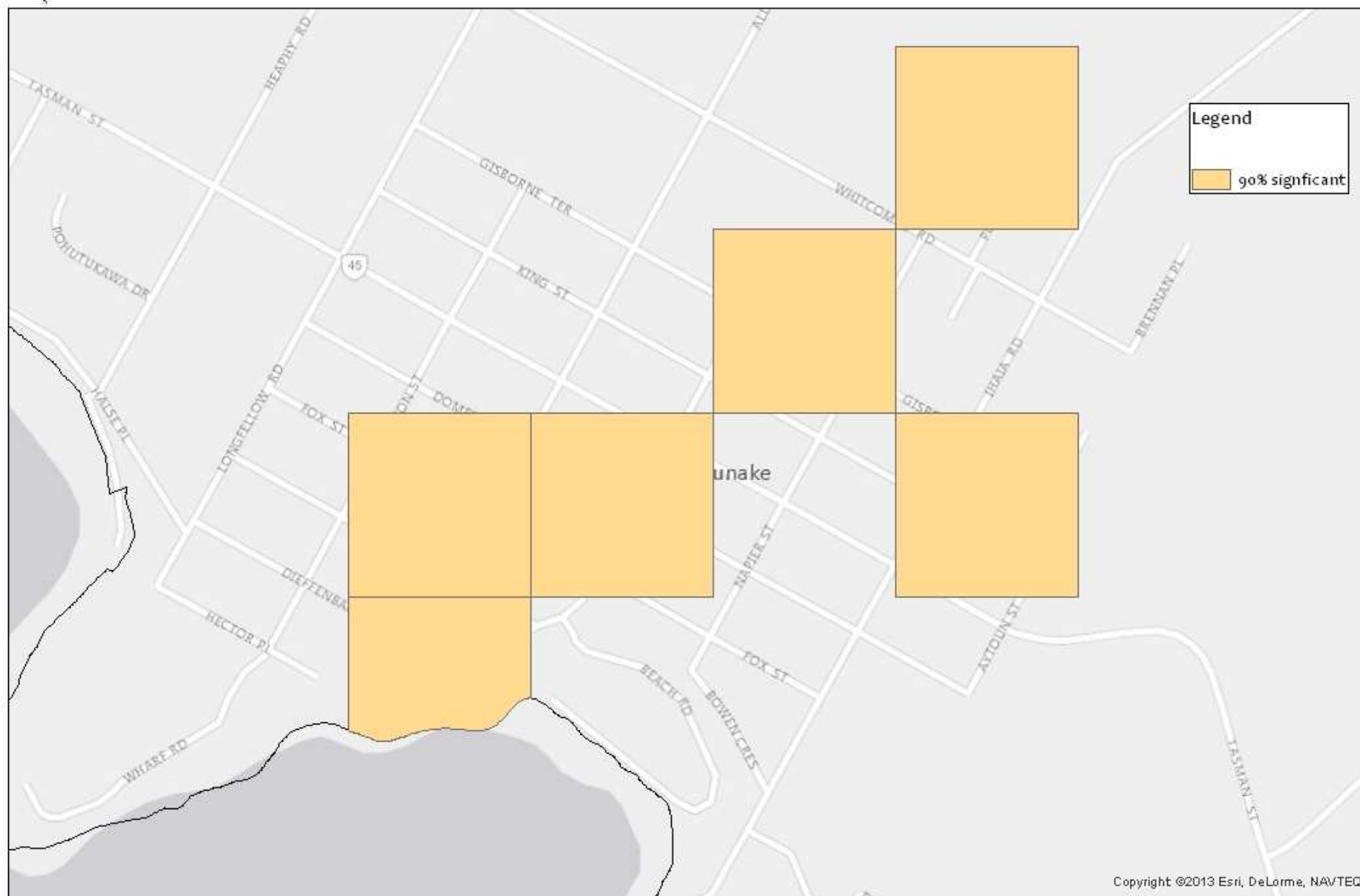


Second level hotspots - South Taranaki District, 2011 (Manaia)



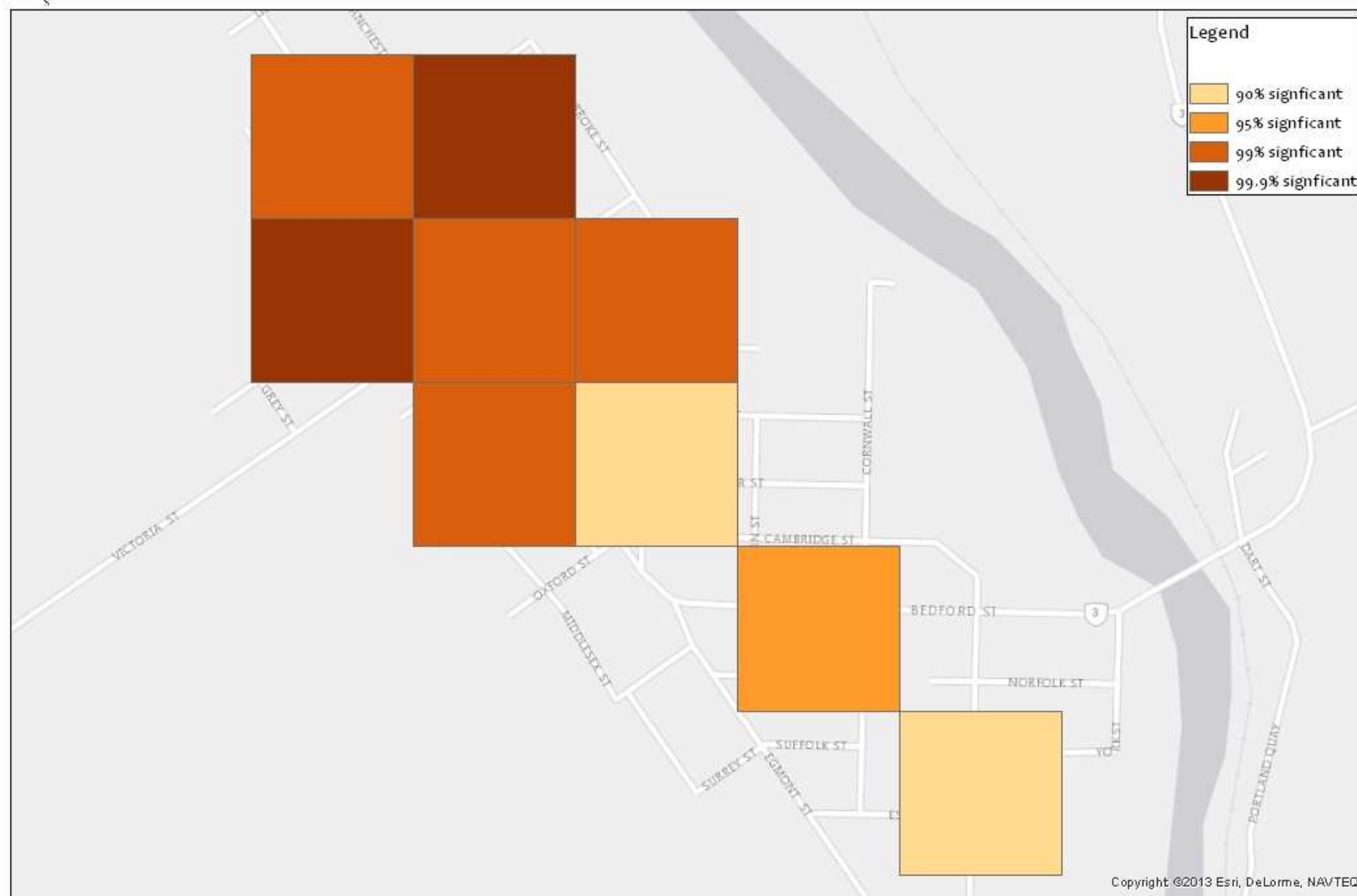


Second level hotspots - South Taranaki District, 2011 (Opunake)



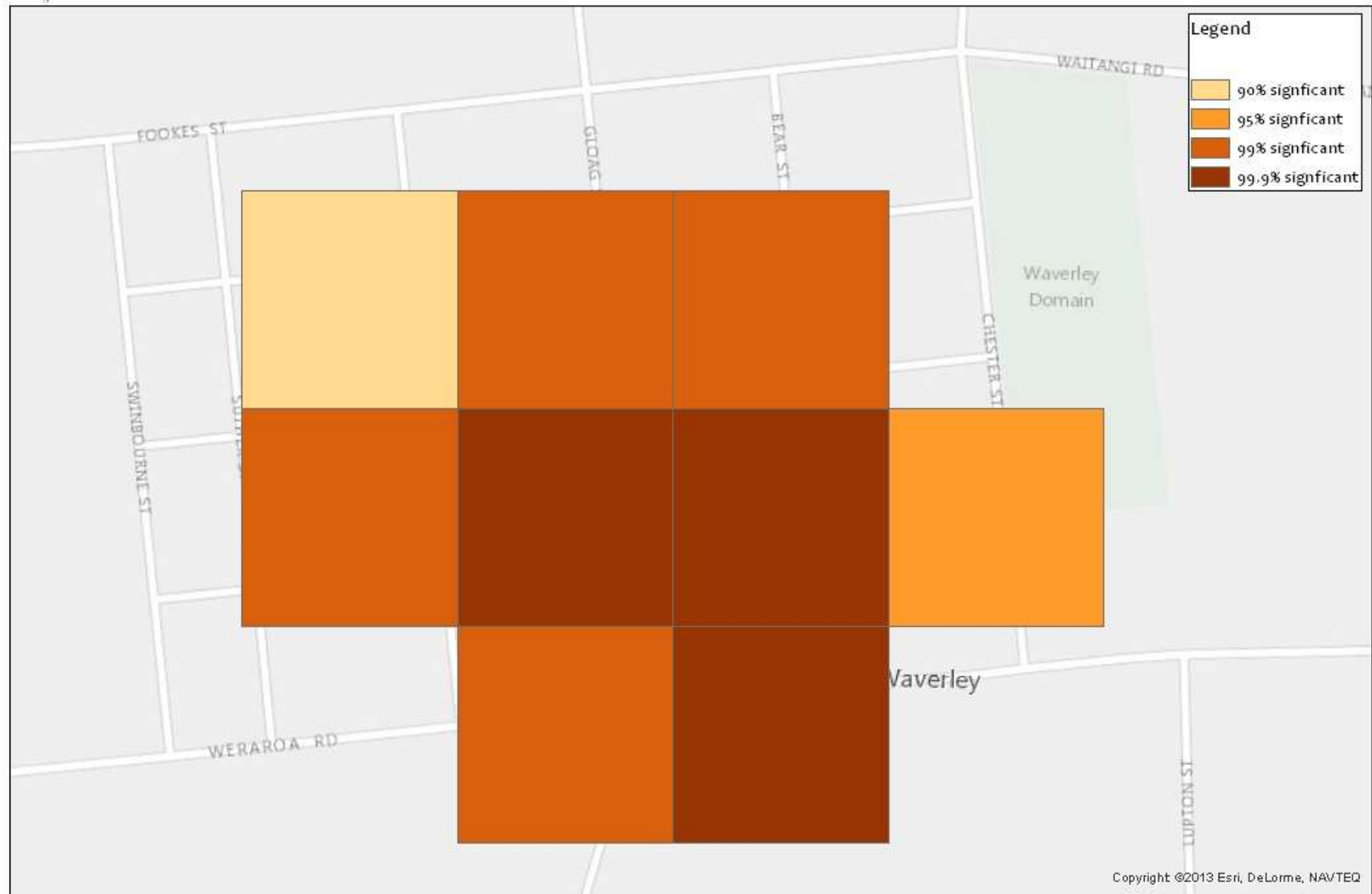


Second level hotspots - South Taranaki District, 2011 (Patea)





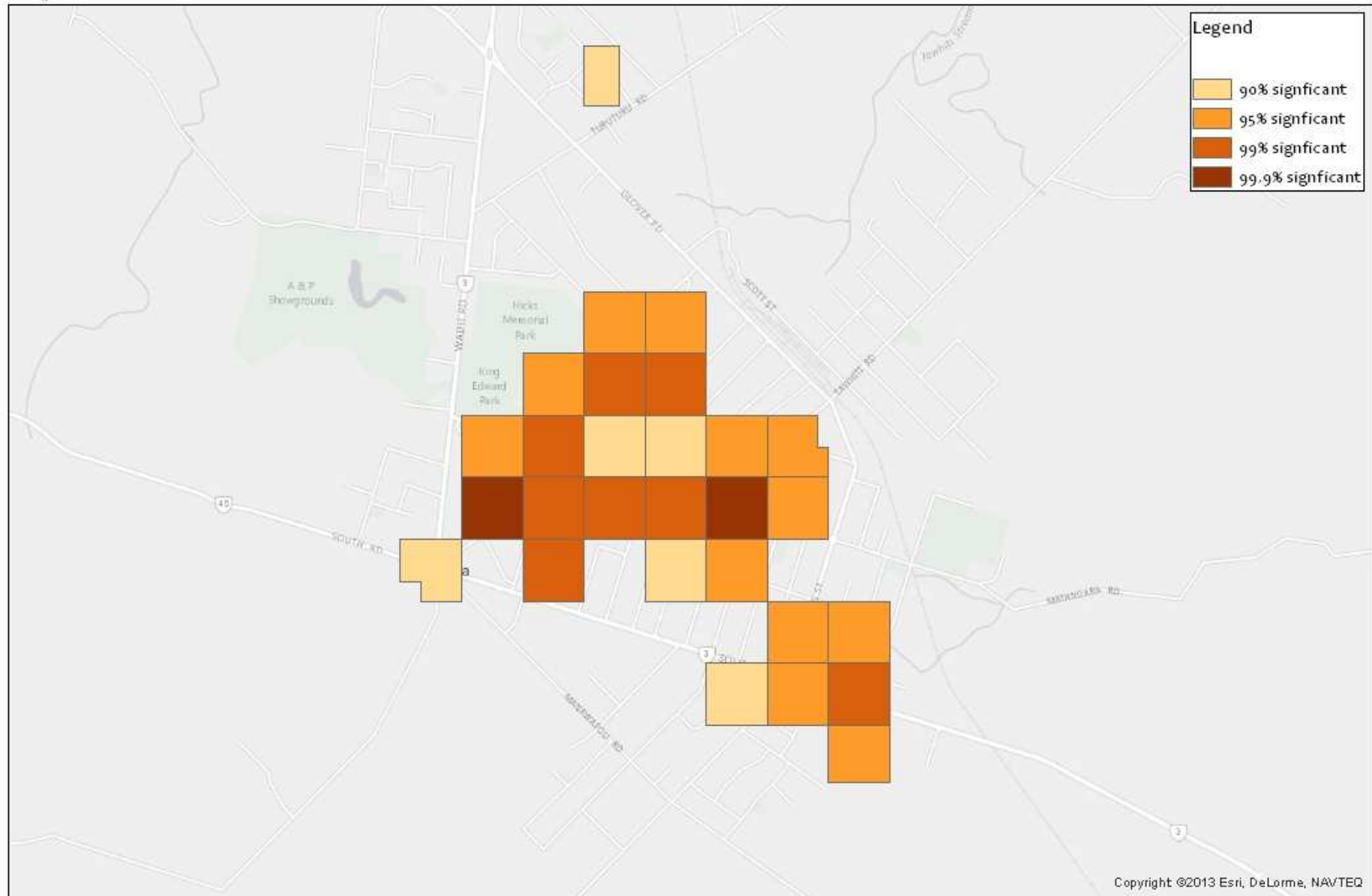
Second level hotspots - South Taranaki District, 2011 (Waverley)



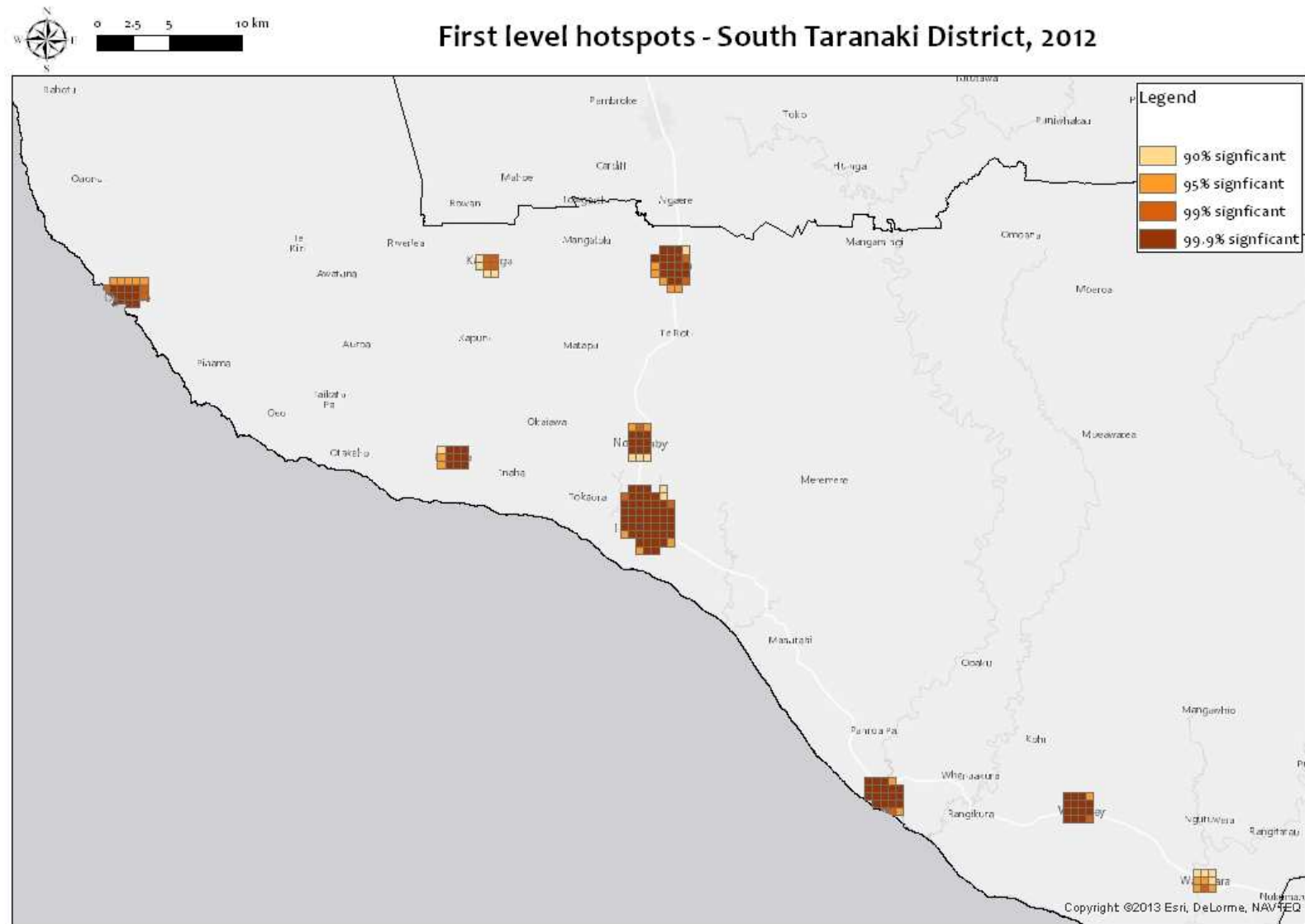




Third level hotspots - South Taranaki District, 2011 (Hawera)

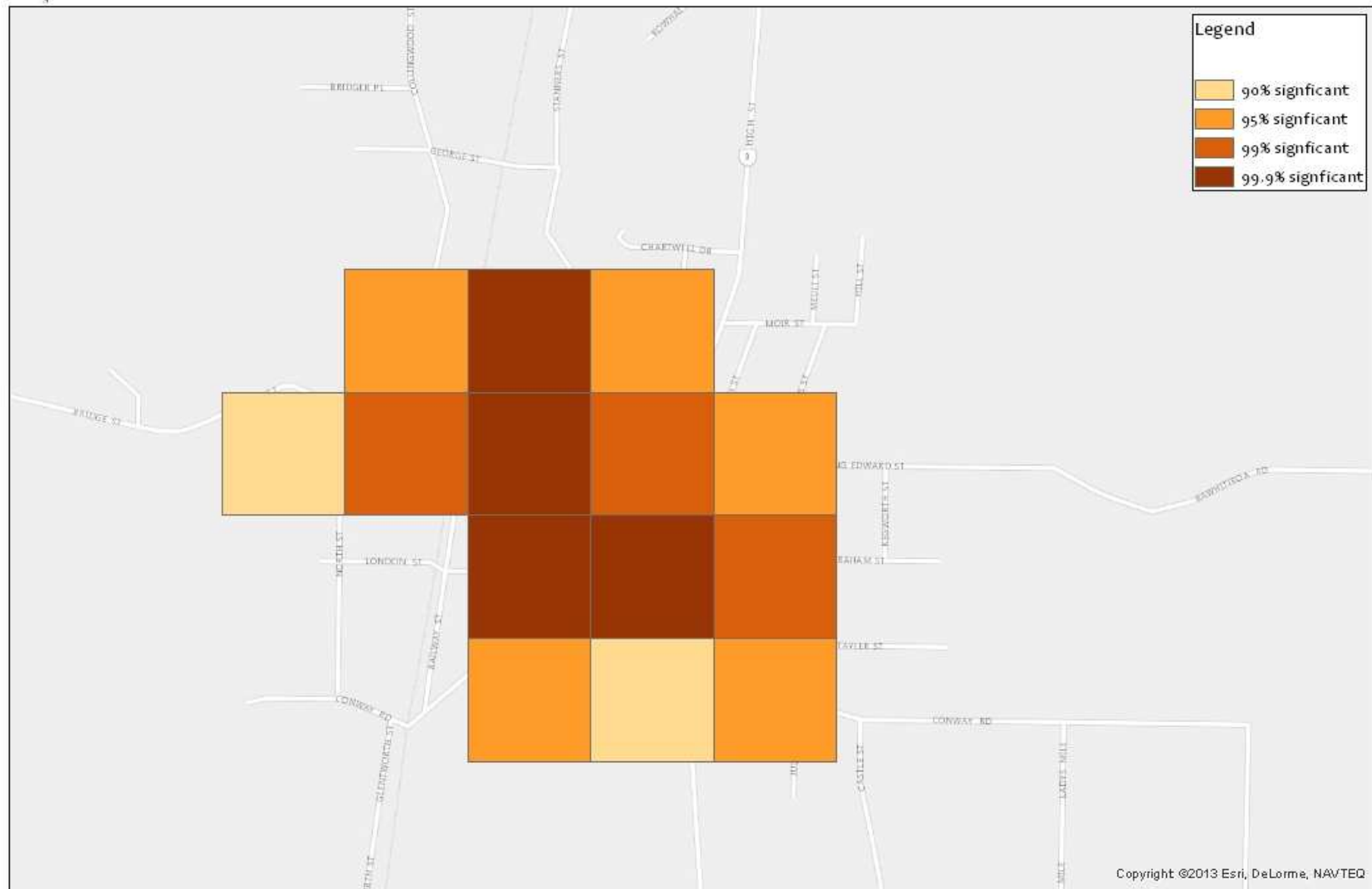


2012



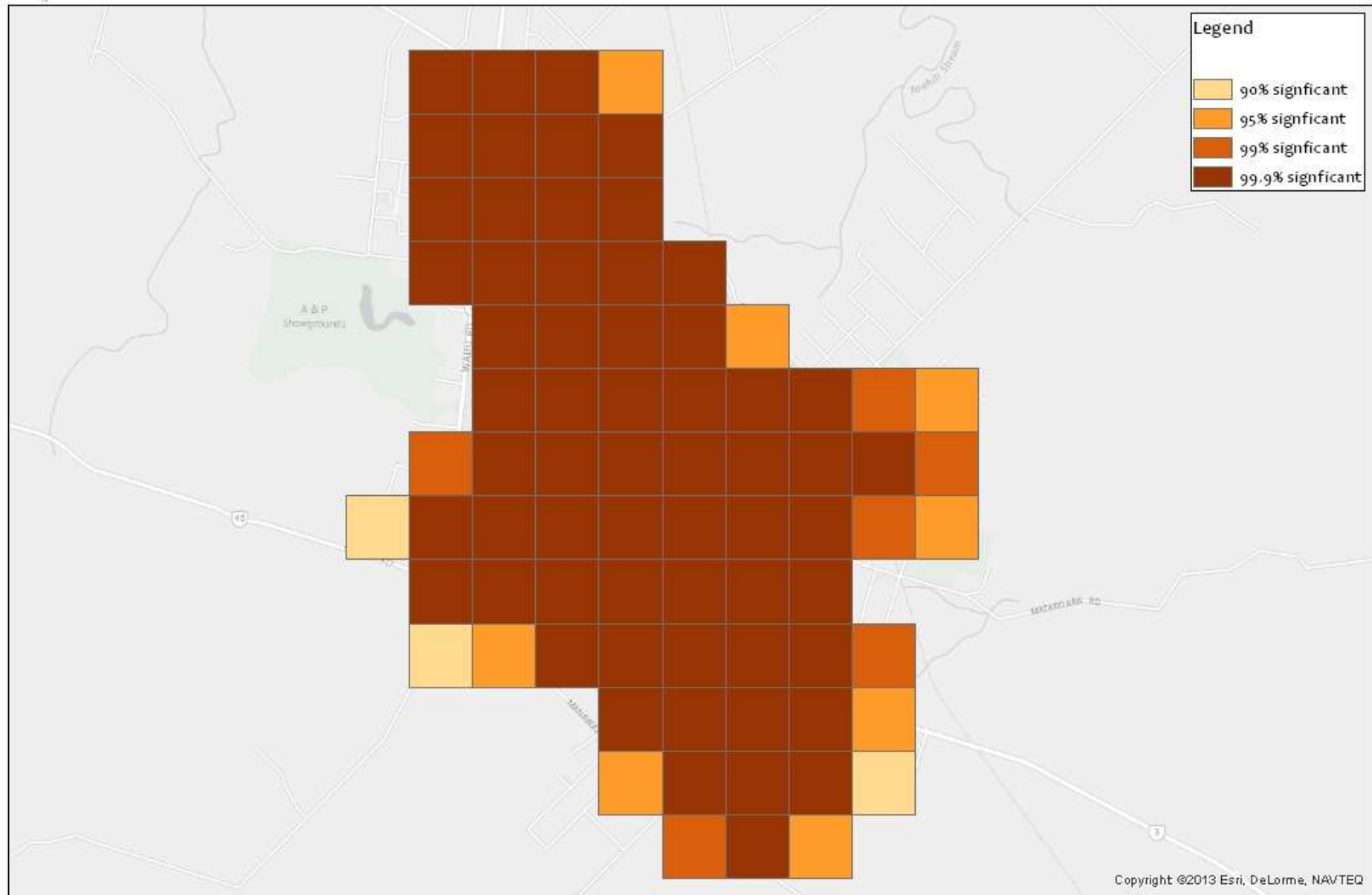


Second level hotspots - South Taranaki District, 2012 (Eltham)





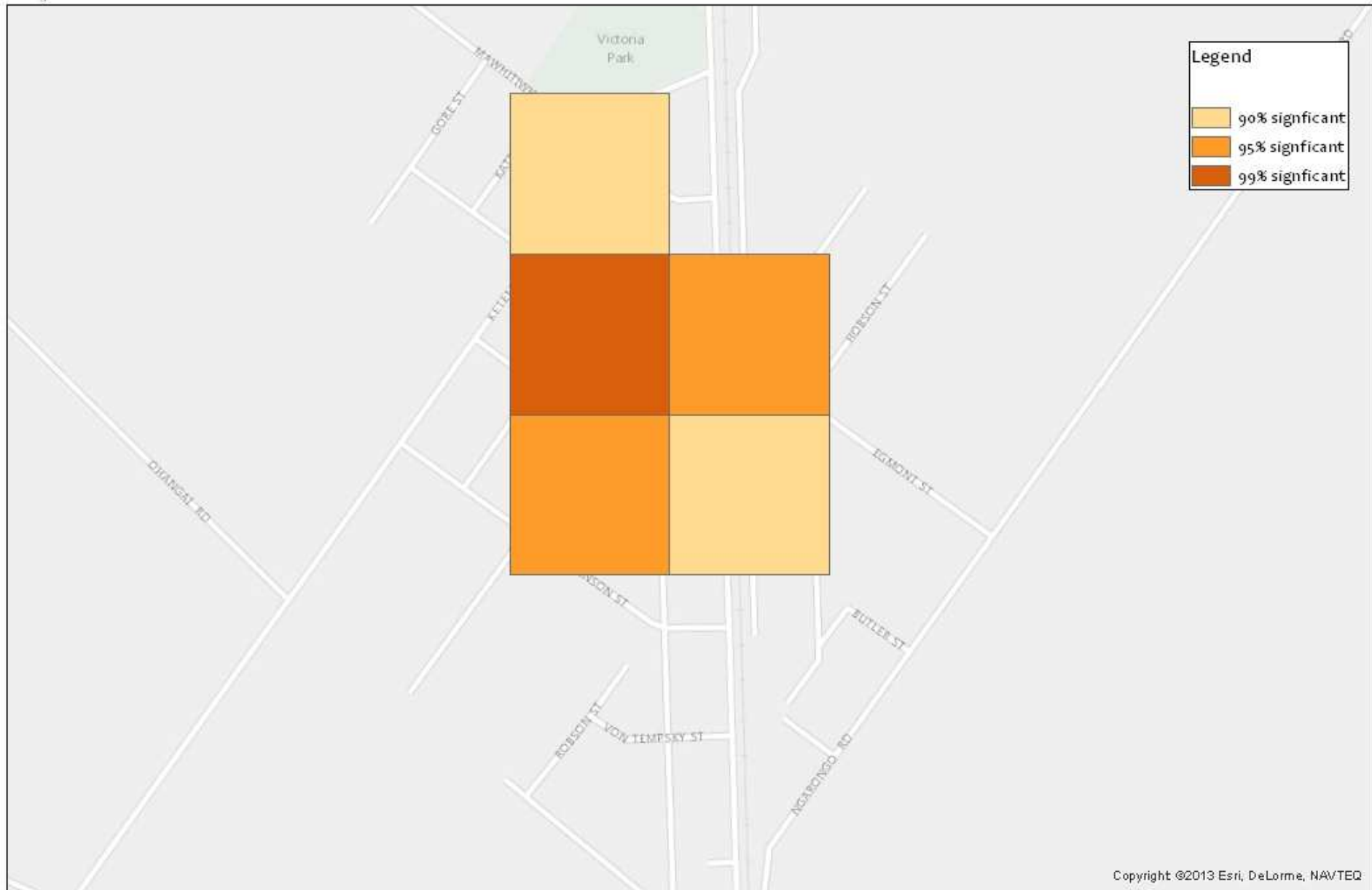
Second level hotspots - South Taranaki District, 2012 (Hawera)



[illegible]

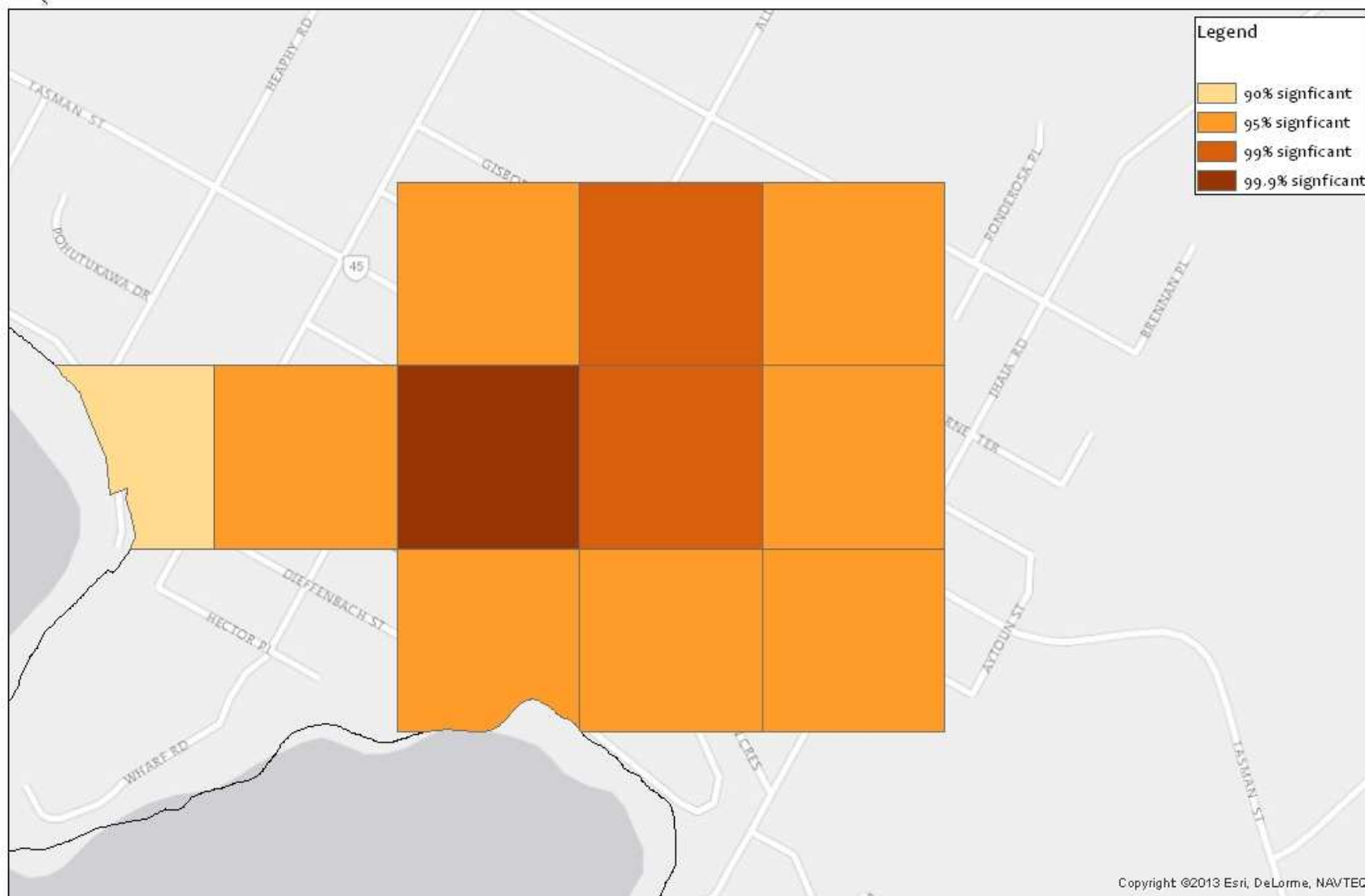


Second level hotspots - South Taranaki District, 2012 (Normanby)





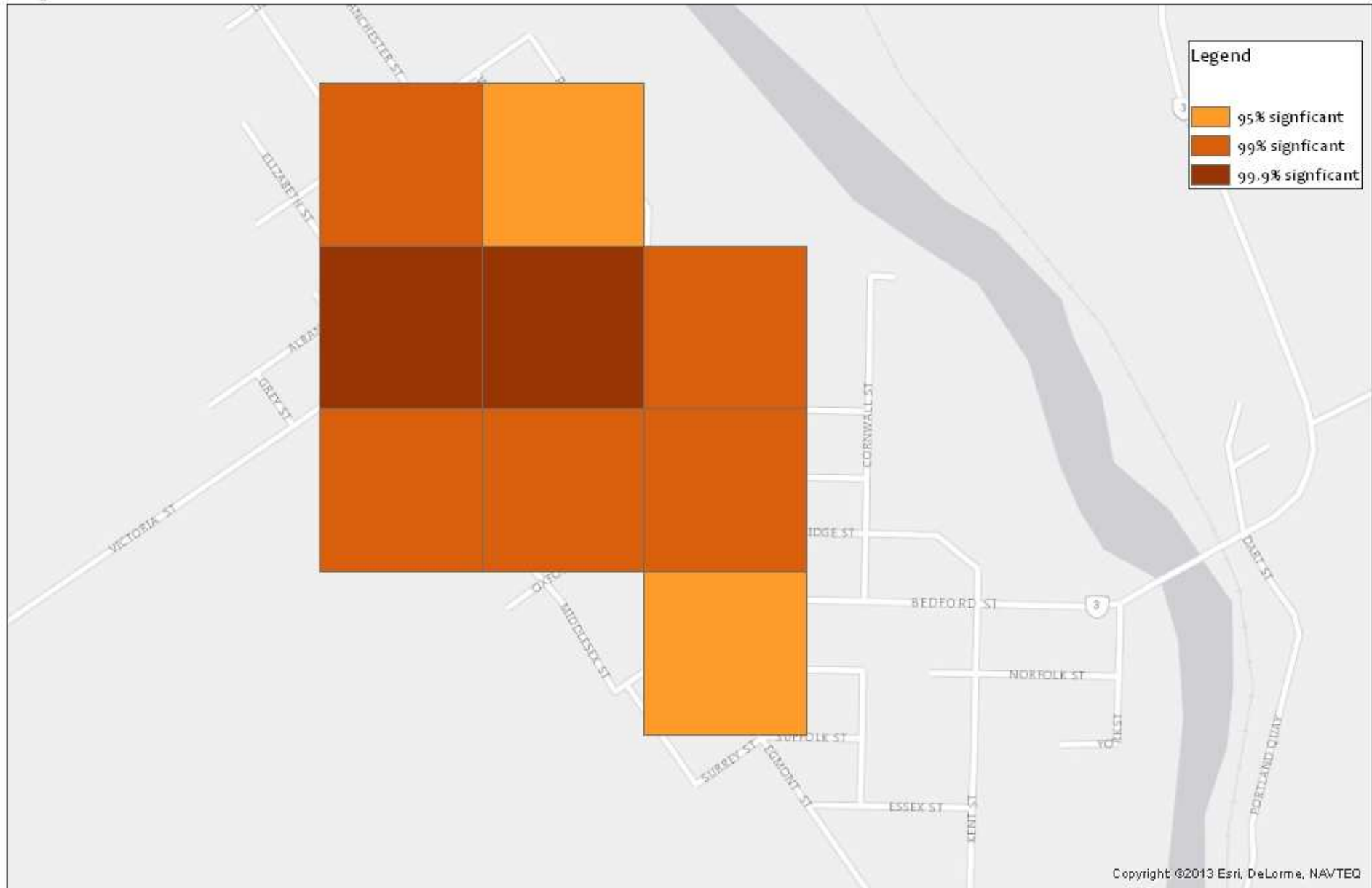
Second level hotspots - South Taranaki District, 2012 (Opunake)





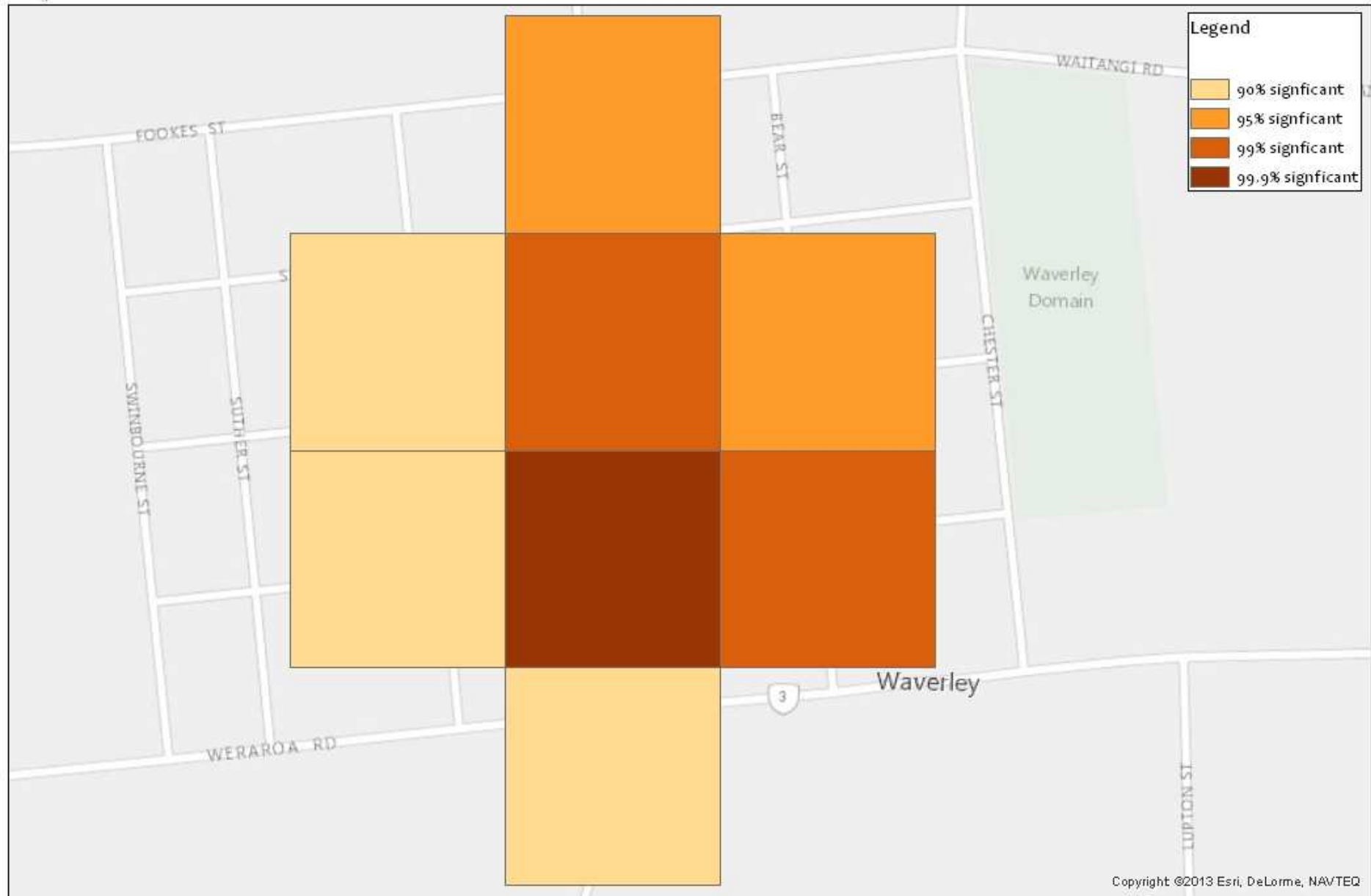
0 0.05 0.1 0.2 km

Second level hotspots - South Taranaki District, 2012 (Patea)

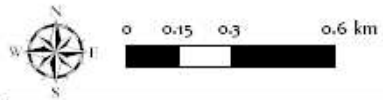




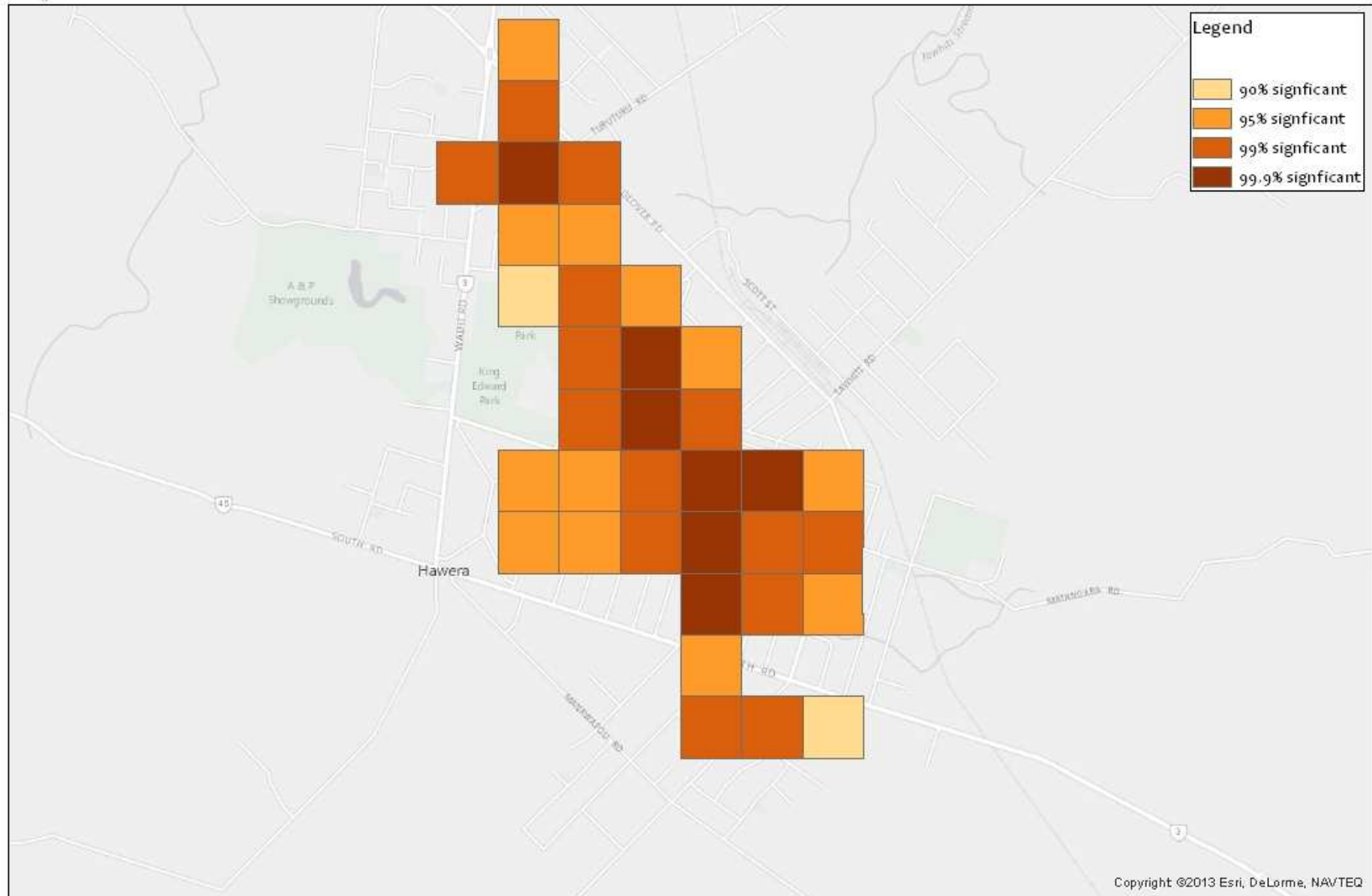
Second level hotspots - South Taranaki District, 2012 (Waverley)



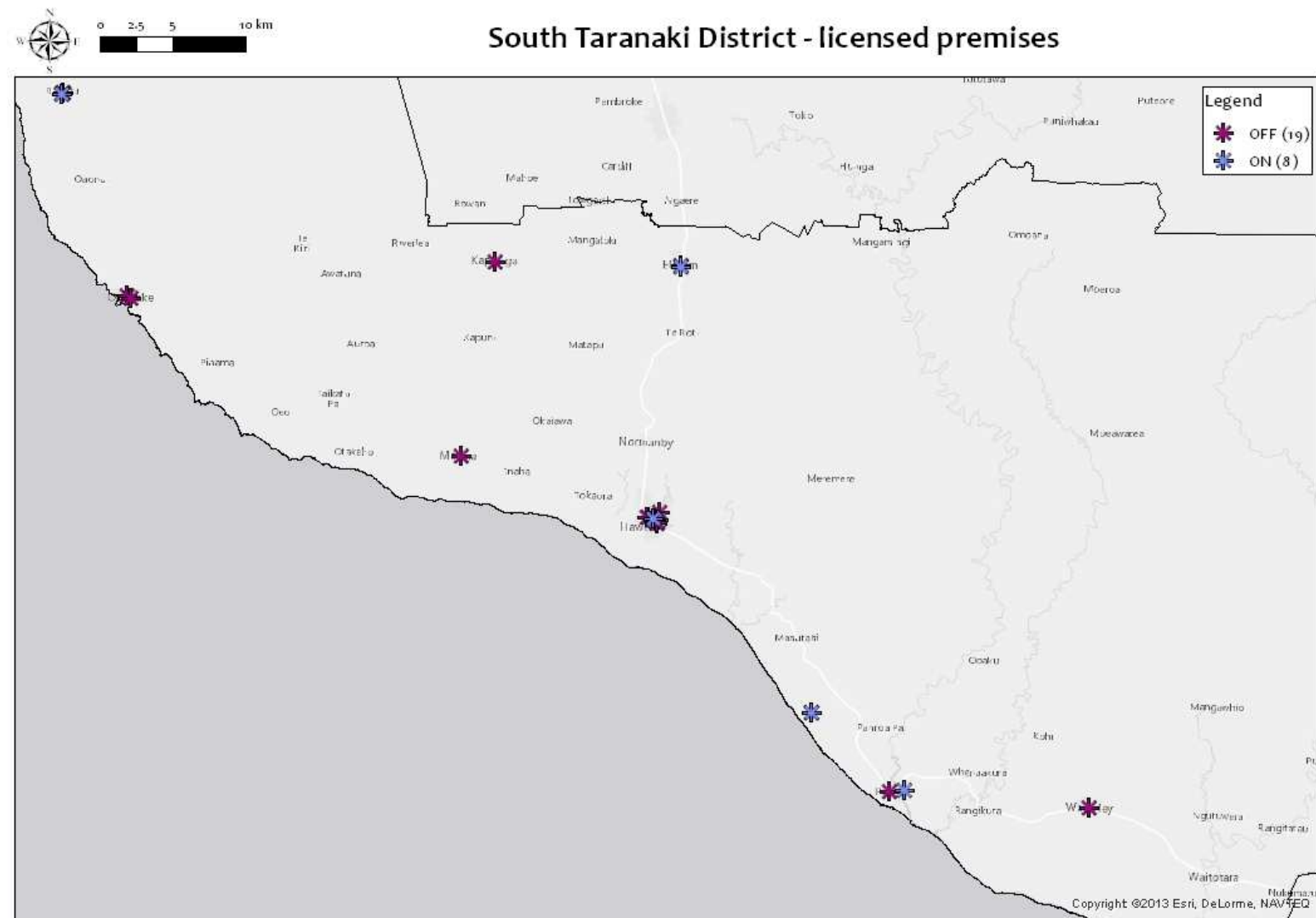




Third level hotspots - South Taranaki District, 2012 (Hawera)

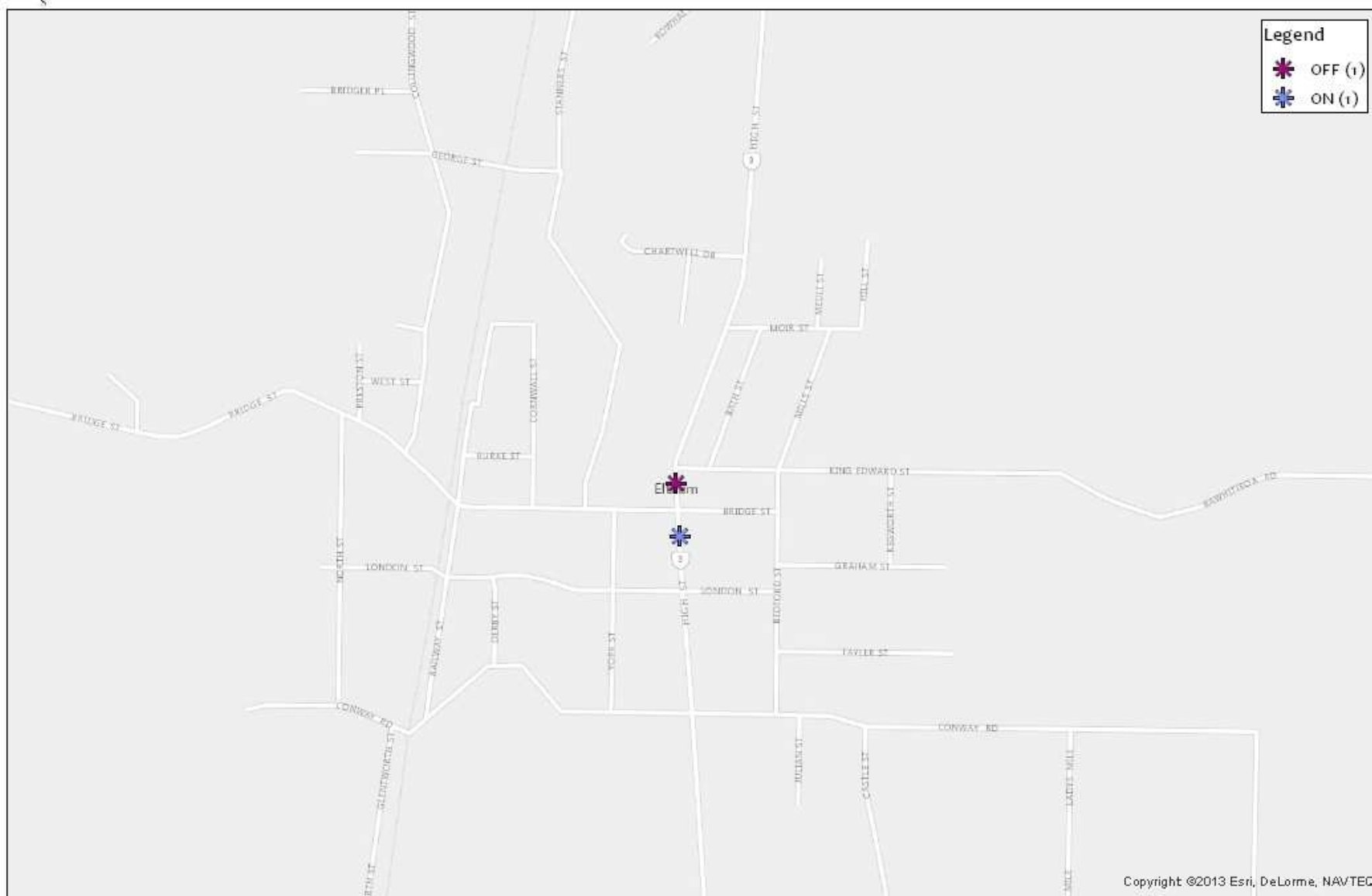


Appendix – Licensed Premises



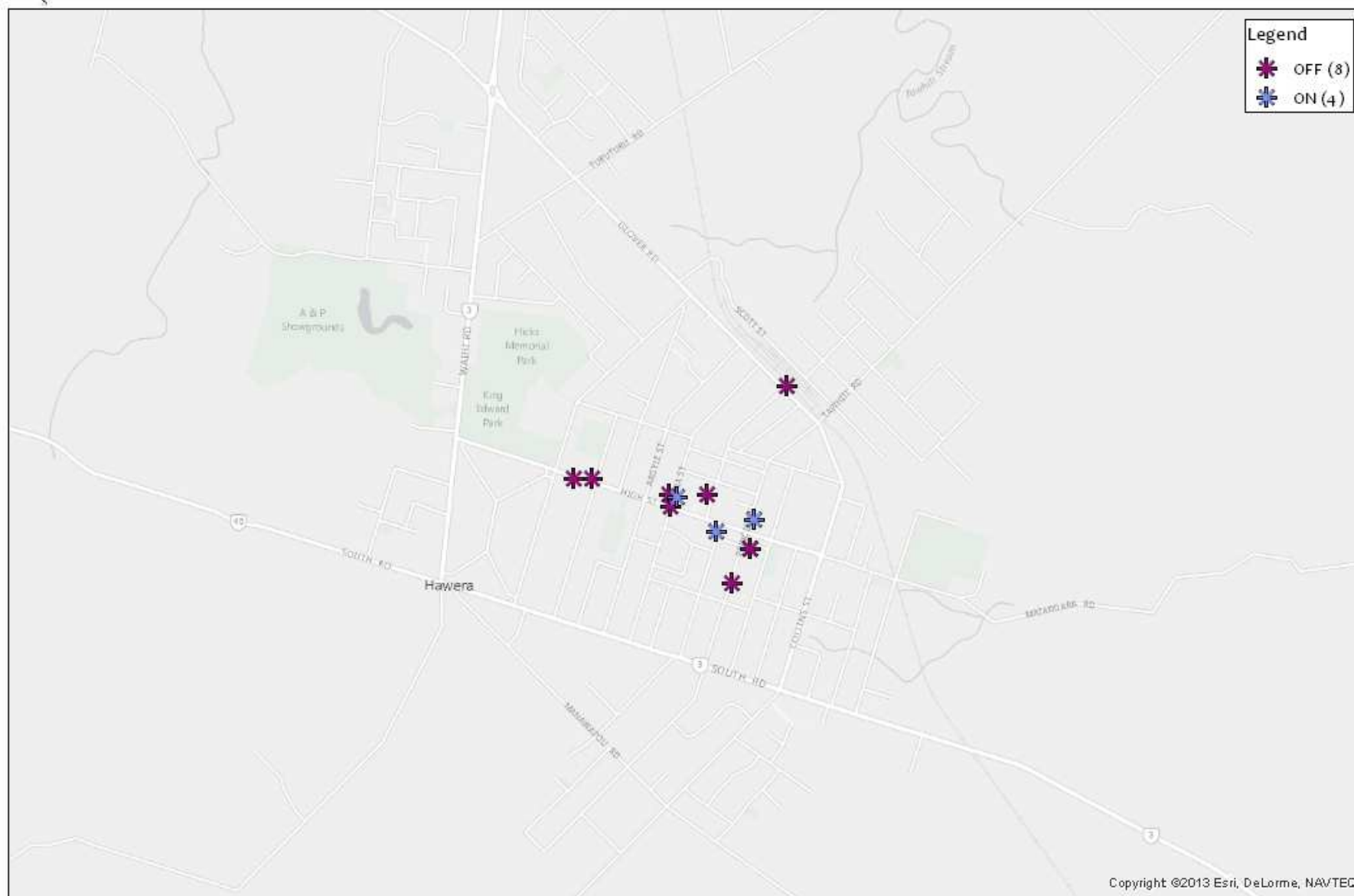


South Taranaki District - licensed premises (Eltham)



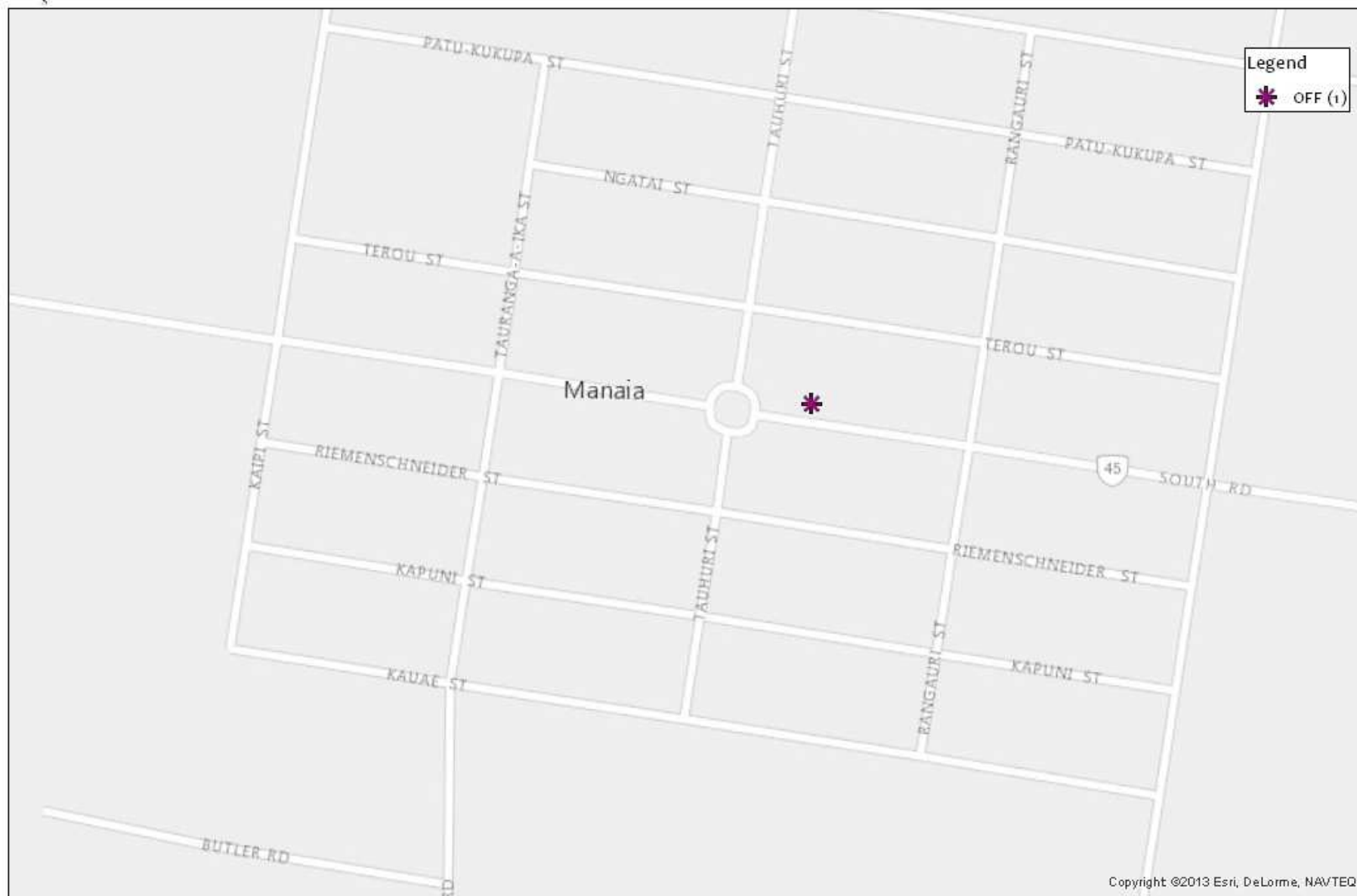


South Taranaki District - licensed premises (Hawera)





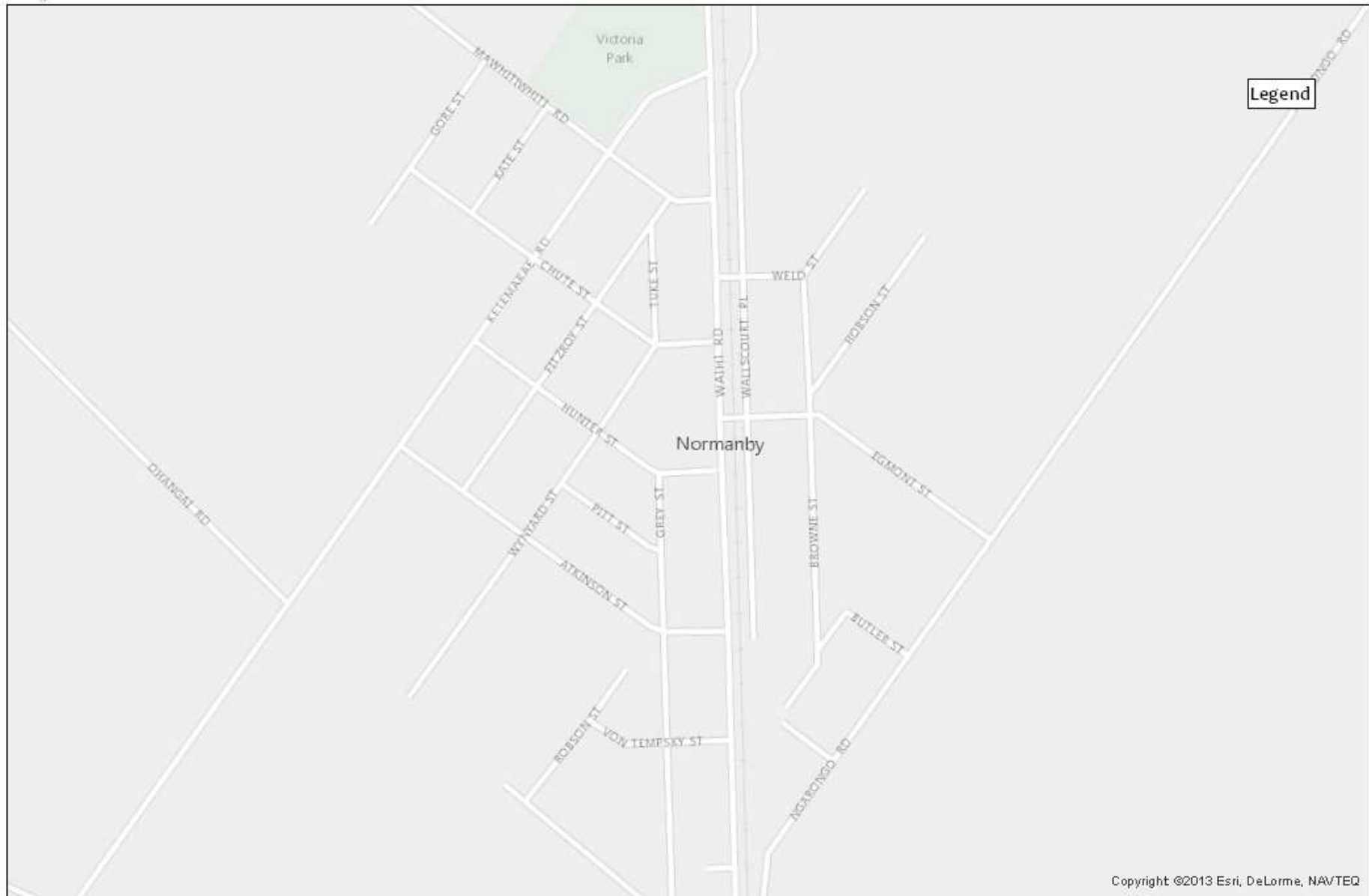
South Taranaki District - licensed premises (Manaia)







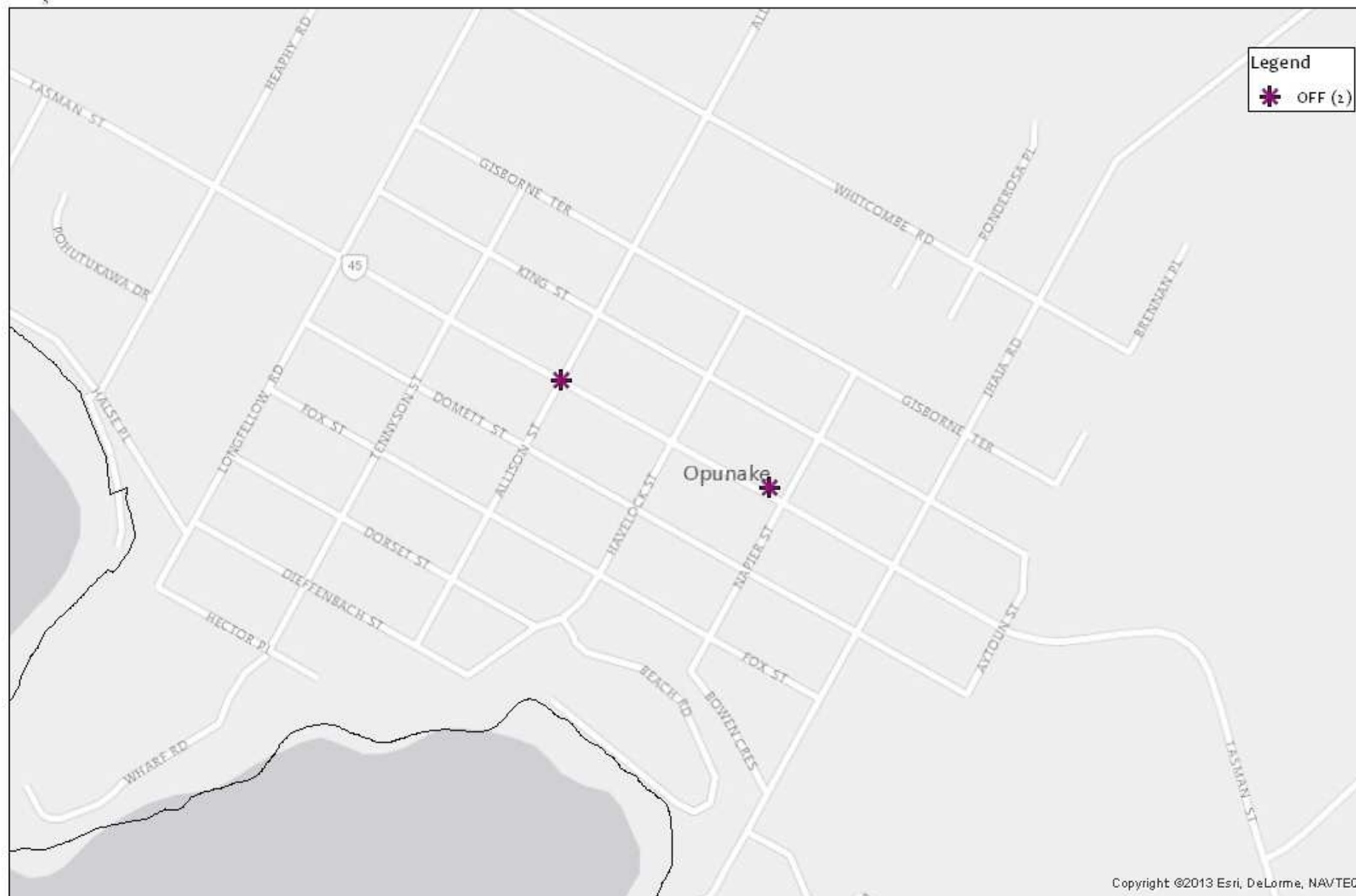
South Taranaki District - licensed premises (Normanby)





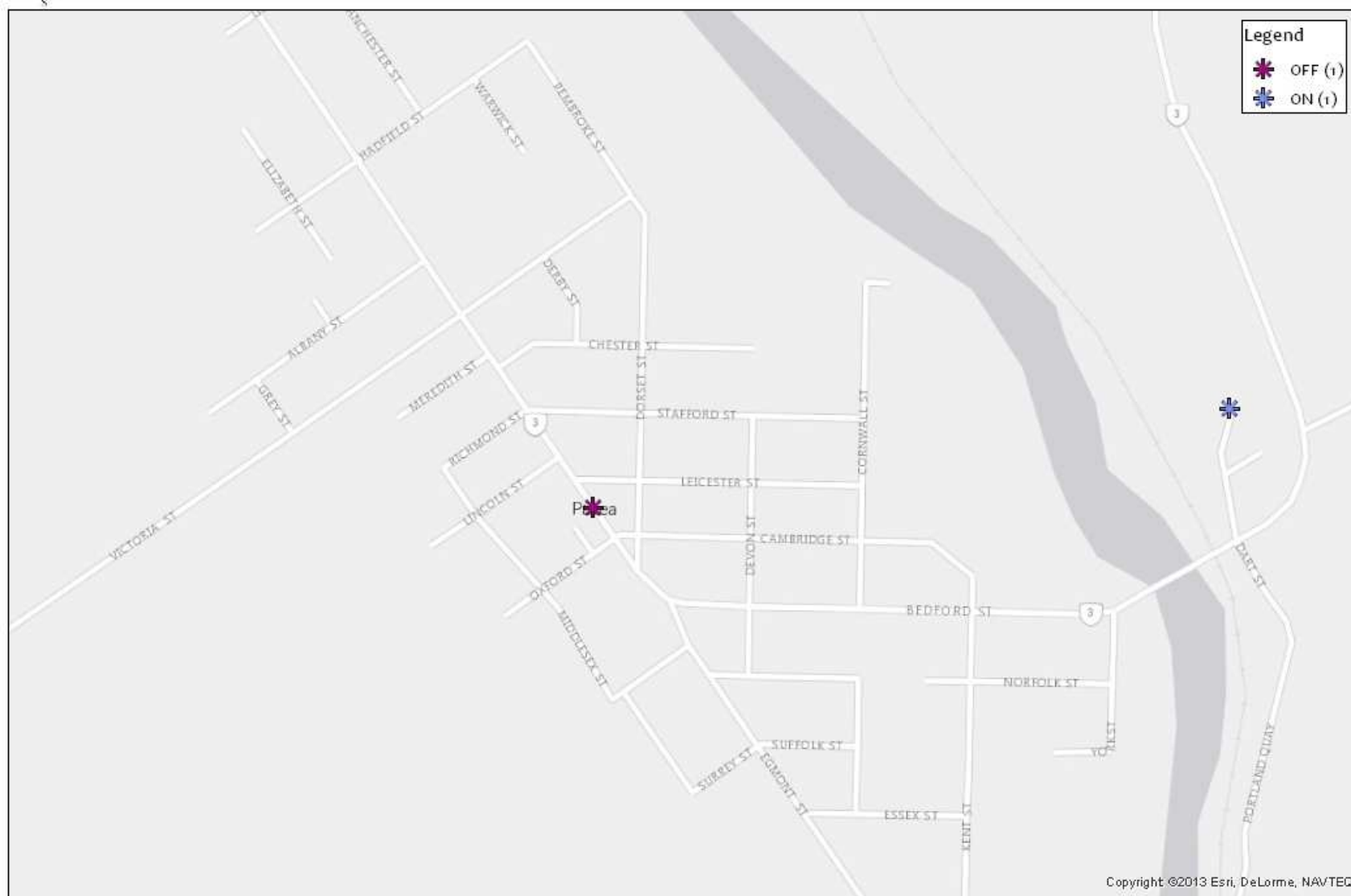


South Taranaki District - licensed premises (Opunake)





South Taranaki District - licensed premises (Patea)





South Taranaki District - licensed premises (Waverley)

