NEW ZEALAND POLICE ALCOHOL ACTION PLAN

March 2006
Forewords

We all know that excessive drinking can place a heavy toll on individuals, their friends and families. What is often not recognised is the burden that alcohol misuse imposes on agencies like New Zealand Police, and the ability of police to deliver on the promise of "Safer Communities Together".

This new Alcohol Action Plan brings these issues to the forefront; and rightly so, because one of the consistent messages that I have been hearing from Police staff throughout the country is that alcohol is the biggest drug problem that they face.

I am also greatly encouraged by the strategic approach to tackling alcohol issues, right across the board, that is spelt out in this Action Plan. I particularly endorse Police’s commitment to work alongside various other agencies, sector and community groups, to maximise efforts to prevent and reduce alcohol-related harm. This partnership model of working has many strengths, and allows police to seek cooperation, before needing to look at enforcement action, in order to get the necessary behaviour change.

The Government is determined to ensure that our communities are as safe as possible, and Police’s role in tackling alcohol-related problems is a critical part of that process. This Alcohol Action Plan creates a springboard for Police to make an even stronger contribution in this area.

From frontline constables to senior officers, most of us would have personally experienced how the misuse of alcohol is all too often a factor in crime and crashes. Indeed, when you take a step back and look at how alcohol affects us as a police service, a huge amount of our time is swallowed up with incidents that can be traced back to the irresponsible use of alcohol.

This is the backdrop for the Police Alcohol Action Plan. It’s the first time that we have sought to take an across-organisational view of how alcohol is impacting on the work that we do, and to chart a course for how we intend to tackle the alcohol-related challenges that we face.

The Action Plan makes a clear commitment that Police will work in partnership with the community, other government agencies, non-government organisations and industry bodies to minimise alcohol-related harm. It spells out Police’s support for a balanced approach to alcohol-related problems, blending different strategies from education to enforcement.

The Action Plan builds on the insights and experiences of many Police staff, both past and present. I want to take this opportunity to thank them all for their hard work and for their continuing dedication. Through their efforts, we have already come a long way in our policing of alcohol issues - with a growing emphasis on proactive measures to prevent liquor-related problems from happening, rather than just ‘picking up the pieces’ when things get out of hand.

While much has been achieved, there is still more that we can do - especially if we join forces with others. This Action Plan gives us a map for where we want to get to, and it offers ideas on how. On behalf of the Police Executive, I look forward to all members of staff playing their part in this important journey.

Hon Annette King
Minister of Police

Howard Broad
Assistant Commissioner
Police Executive lead on alcohol issues
1. **Introduction**

1.1 The misuse of alcohol has long been connected with offending and victimisation. Indeed, laws controlling the availability and consumption of liquor were some of the earliest to be put on the statute books. Over the years, police have built up considerable experience in dealing with alcohol-fuelled crime and disorder, and much has been learnt about what works in minimising problems linked to alcohol. Importantly, steps have been taken to look beyond individual incidents to identify patterns in alcohol-related crime and crashes, which has suggested opportunities to better target police interventions.

1.2 Although alcohol misuse is identified as a key intervention point in various strategy documents, there is still a need for a clear vision of how New Zealand Police should be working across the board to drive down alcohol-related crime and crashes. This Action Plan contains that vision. It highlights the most significant areas where Police efforts can impact positively on alcohol-related problems, outlines priorities for action, and sets some challenging targets to work towards. Ultimately, this Action Plan aims to more strongly position Police to contribute to the 'big picture' goals of crime reduction, public safety and community reassurance, by giving clear national focus to Police's role in minimising alcohol-related harm.

2. **Context**

2.1 This Action Plan has been specifically tailored for Police as an organisation, and to the environment in which we work. It is worth briefly describing that context, as it helps to shed light on why particular approaches have been recommended.

*Operational context*

2.2 Alcohol misuse imposes huge costs on New Zealand – conservatively estimated in the billions of dollars each year. Direct costs for Police come in the form of attending alcohol-related incidents (be they in people's homes, in public places, or on the roads) and otherwise dealing with the after effects of people's irresponsible drinking (typically, taking drunk people home or keeping them in Police custody until they sober up). And there are also indirect costs, from the fact that officers are having to spend time and resources responding to liquor-related matters, when they could be engaged in other sorts of policing activities.

2.3 In fact, overseas studies suggest that between 50-70 percent of all police work is associated in some way with alcohol: be it dealing with drink-fuelled disorder, assaults, criminal damage, family violence incidents, drink-driving and alcohol-related collisions, or drunk home/custody cases. Research indicates that there is a particular connection between drinking, violence and inadequately-run licensed premises, and there is also a growing consensus that a relatively small number of pubs, clubs and taverns give rise to the vast majority of alcohol-related problems.

2.4 There is also strong evidence to suggest that the trading hours of licensed premises has an impact on patterns of alcohol-related offending, with extended opening hours being correlated with increased problems. Indeed, the increase in the number of licensed premises clustered in town and city centres, often with late trading hours at weekends, has been described as something of a "crime cocktail".
The challenges of policing licensed premises have also become more complex and demanding, after liberalising changes to alcohol availability under the Sale of Liquor Act 1989. Quite apart from 1999's lowering of the minimum legal purchase age for alcohol, the number of liquor licenses issued has grown dramatically in the last 10 years (resulting in a 56% increase in the number of on-licensed premises, and a 33% increase in the number of off-licensed premises, during the last decade).

2.5 The practical implications of this are that operational staff are required to spend a significant amount of resources dealing with the aftermath. New Zealand's binge-drinking culture, and the problems caused when people make poor choices after they've drunk too much, impact on general duties, criminal investigation, road policing and communications centre staff, plus many others in the organisation. As such, alcohol misuse is a genuinely cross-cutting issue for Police. Its sheer scale also recommends that there be a specific Alcohol Action Plan that pulls the different pieces of the puzzle together, and maps out a common way forward, so that we can be even more effective in tackling the problems that alcohol misuse gives rise to.

Strategic context

2.6 Even though, given this operational impact, Police would be prioritising action on alcohol anyway, our move to develop an Alcohol Action Plan at this time also corresponds with a wider move, right across the government sector, to put increased emphasis on meeting the challenges associated with alcohol misuse in New Zealand society. Indeed, it's not just a move being seen here in New Zealand; similar initiatives are underway in Australian jurisdictions like New South Wales and Victoria, and there is also a big push being made in this area in the United Kingdom.

2.7 The wider strategic context for this Action Plan includes an acknowledgement by government that alcohol abuse is one of the key social issues facing our country; with a call in a number of government strategy documents for greater focus on increasing the safety of environments where alcohol is consumed, and reducing the incidence of violence where the perpetrator and/or victim is affected by alcohol. The Police Alcohol Action Plan is also being brought forward at a time when the Alcohol Advisory Council [ALAC] is leading a national campaign to change a culture that appears to tolerate, and even encourage, binge-drinking and intoxication.

2.8 For immediate purposes, it's not vital that every possible strategic linkage is drawn out. Suffice it to say that Police's Alcohol Action Plan should help to support the achievement of goals set out in key organising strategies, such as Road Safety to 2010 and Opportunity for all New Zealanders. Nevertheless, it is worth highlighting one particular across-government initiative (the Safer Communities Action Plan to Reduce Community Violence and Sexual Violence), because its analysis of gaps in addressing alcohol-related violence is directly relevant to various parts of this Alcohol Action Plan.

2.9 Specifically, the Safer Communities Action Plan identified three gaps in the way that alcohol-related violence issues are currently being tackled in New Zealand.

- inconsistent approaches, and a lack of geographical coverage in some areas;
- concern that resourcing of enforcement in some communities is insufficient;
- few of the initiatives being implemented are evaluated for effectiveness (meaning that there is limited information available to inform best practice).
2.10 This gap analysis in the government's Safer Communities Action Plan has helped to inform the development of this Police Alcohol Action Plan. In particular, a conscious effort has been made to ensure that Police's Action Plan lays the groundwork for greater national consistency (both in terms of prioritising alcohol-related work and how that work is done), as well as promoting evidence-based interventions, backed up by evaluations of successful approaches. In this way, it is hoped that Police's Alcohol Action Plan will be a valuable tool in overcoming the barriers to tackling alcohol-related violence more effectively.

3. What we want to achieve, by when, and how will we know if we have

3.1 Having set the scene, how does this Action Plan fit into the wider Police mission? As noted earlier, by giving clear national focus to Police's role in minimising alcohol-related harm, the Plan aims to contribute to the high-level outcomes of crime and crash reduction, public safety and community reassurance. As a statement of purpose, though, the goal of this Alcohol Action Plan has been defined as follows:

To improve Police's ability to prevent and reduce alcohol-related harm

3.2 We will work towards this goal by striving hard to achieve four linked objectives:

- minimising alcohol-related crime and crashes;
- tailoring responses for special events and population groups;
- developing and supporting our workforce;
- investing in research and evaluation.

3.3 To ensure that we maintain a clear focus on these four inter-connected objectives, we have suggested a number of targets that will help us to assess our progress moving forward. These targets are described later in this Action Plan. To make sure that the targets are meaningful, we've also given ourselves a five year timeframe to make a difference. Whilst retaining flexibility to adapt to meet any significant changes in the environment, we intend this Action Plan to chart the course for Police's collective efforts on alcohol until 2010.

3.4 To support the assessment of whether we have achieved our overall goal, and our four key objectives, we've also identified a range of performance indicators - both quantitative and qualitative, direct and indirect. As well as traditional indicators of activity and resource commitment, we will be using indicators that reflect issues that are relevant to stakeholders. Again, as with the targets, these performance indicators are described later in this Action Plan.

4. Why we think this is the right approach to take

4.1 Before getting to specific activities that will help us achieve our goal, it is important to be clear about the logic behind what we are recommending as the way forward.

4.2 In many ways, this Alcohol Action Plan is a natural progression from the work we have been doing to move away from an output-based model of delivering police services, to more of a focus on the outcomes that we contribute to via policing. It follows that many of the themes from Police's broader Statement of Intent carry through to this Action Plan. For instance, you will see as you read further into this document that service improvement messages like better community participation,
and enhancing Police’s readiness to respond proactively, appear when we discuss effective alcohol-related strategies. Similarly, the Police-wide focus on capability has echoes in this Action Plan’s emphasis on visible leadership around alcohol issues, and enhanced problem solving through intelligence and evaluation work. The background themes of organisational performance and resource deployment are also brought to the forefront in this Action Plan, with the stress given to effective targeting of resources to deal with alcohol-related issues, and a strong push for monitoring, measuring and improving performance around those issues.

4.3 This Plan also lines up with the Police Statement of Intent in another important way, and that is its consistency with the New Zealand Crime Reduction Model. The thinking behind this Action Plan fits neatly into the intervention logic that supports the Crime Reduction Model.

4.4 Using a crime sciences approach, we can see that alcohol-related offending and victimisation are not random events, but rather display particular patterns that give Police the opportunity to act. For example, because alcohol-related violence and disorder problems are generally concentrated in identifiable geographic locations (such as particular licensed premises or surrounding public places), and because they typically occur in identifiable time periods (notably, at nights and during weekends), it is possible to undertake hot spot analyses to target policing resources to known risk areas. In a practical sense, this could mean deploying uniformed officers to walk through ‘problem’ premises at identified risk times - say, on Friday and Saturday nights from 10.00pm to 3.00am.

### Time profile of violence and disorder offences
Located in Wellington CBD area, July 2004 to May 2005

4.5 Again using a crime sciences approach, another response to clusters of alcohol-related incidents might be to balance reactive policing with preventive work with the owners and operators of ‘problem’ premises, to see if we can encourage more responsible management practices - hopefully leading to fewer problems later on. In this area, we may recommend training for bar staff or security personnel, or perhaps the installation of CCTV cameras. We might also work closely with partner groups (either in the monitoring and enforcement sector, or the liquor or hospitality sectors, or perhaps even both) to develop strategies to reduce alcohol-related incidents and associated harm, for instance through the use of an Alcohol Accord.

4.6 These are a couple of quick examples of how the priority activities which have been identified in this Action Plan are based on a solid understanding of how Police can positively impact on alcohol-related harm. At a general level, the way in which the Action Plan aligns with Police’s wider Crime Reduction Model can be expressed diagrammatically, as on the following page:
5. **Making it happen**

5.1 To improve Police's ability to prevent and reduce alcohol-related harm, we have identified four inter-linked objectives that we will pursue over the next five years. In the next section of the *Action Plan*, guidance is given on the sorts of initiatives which are likely to give the greatest traction on achieving those four objectives.

5.2 The guidance is not intended to be prescriptive. Nevertheless, the following section sets out key planks of an effective policing approach to tackling alcohol-related problems at District level. With reference to this guidance, where Districts see opportunities to strengthen their approaches to alcohol issues, it is expected that they will quickly move to seize these opportunities.

5.3 To the extent that the four chosen objectives are seen as inter-linked, it is also anticipated that connections between the different activities will be tapped into. For example, it is foreseen that Districts will look to join different enforcement and prevention activities together, so that their impacts reinforce one another. In particular, there are obvious benefits to ensuring that there are strong linkages made between, on the one hand, enforcement activities to deter future offending, and on the other hand, prevention strategies that encourage responsible licensee practices and other situational crime prevention initiatives. The benefits of adopting such a multi-faceted approach are evident in several locations, where for example an emphasis on liquor policing activity is integrated with the use of CCTV, patron dispersal or management strategies (e.g., provision of late night buses and taxi ranks supervised by Council safety officers) and various Crime Prevention Through Environmental Design [CPTED] strategies (e.g., improvements to street lighting).

5.4 The expectation is that Districts will take a comprehensive approach, picking up and applying recommended initiatives from each of the main areas. Whilst recognising that 'one size does not fit all', and understanding that some adaptation may be appropriate to suit local circumstances, it bears repeating that one of the functions of the *Action Plan* is to create a platform for greater national consistency - both in terms of prioritising alcohol-related work, but also how that work is done.
Objective: Minimising alcohol-related crime and crashes

5.5 The first objective we have set has the most initiatives supporting its achievement. These initiatives span a wide range of activity, and are ones that will be relevant to the greatest number of staff. Significantly, these strategies are also the ones most likely to be recognised by people from outside the organisation as the practical effect of having this Action Plan. It's particularly important, therefore, that we get these actions right, and that they are properly integrated into mainstream policing.

5.6 Priority activities to achieve this objective include:

- Monitoring and enforcement to prevent and reduce alcohol-related offending;
- Continuing a focus on strong drink-driving countermeasures;
- Further developing robust alcohol-related intelligence systems and processes;
- Supporting and improving co-ordination of liquor licensing policies, procedures and processes;
- Partnership working with key stakeholders.

Monitoring and enforcement

5.7 Research evidence suggests that the greatest gains in alcohol harm reduction are likely to occur if prevention strategies are combined with active monitoring and enforcement by police. High intensity, high visibility policing has been shown in both local and overseas studies to be effective in reducing crime associated with ‘problem’ licensed premises. Studies have shown that lower intensity ‘educational’ policing can also be effective at helping minimise alcohol-related problems in some settings. A lesson to be drawn from these findings is that police need a package of responses to apply according to varying circumstances (eg., low risk vs. high risk venues; new ‘problem’ premises vs. recalcitrant premises). Differences in the wider environment are also important to factor in, such as the density of liquor outlets, their trading hours, the existence or otherwise of a liquor ban by-law, and so forth.

5.8 Examples of monitoring and enforcement activities that police can pursue include:

- Routine or risk-targeted visits to licensed premises (3Hs), and engaging with licensees, duty managers and premises’ staff about their compliance with relevant provisions of the Sale of Liquor Act. This might involve a focus on evidence of age checking practices, refusal of service to intoxicated patrons, or other priority areas.
- patrolling public places to check for underage drinking and alcohol possession offences, or breaches of liquor ban by-laws.
- collaborating with partner agencies to run controlled purchase operations [CPOs], to assess the willingness of liquor retailers to sell alcohol to minors.

5.9 Other priorities for police enforcement action might include the secondary supply of alcohol to minors, or the use/manufacture of fraudulent identifications, if these problems are identified.
5.10 Ensuring that liquor-related offences are monitored and enforced is a case of doing what we know works well. In many ways, it’s not new knowledge. Much has been learnt over the years about how to maximise the effectiveness of police monitoring and enforcement work, especially in relation to policing licensed premises. These insights should be taken into account when planning and implementing local actions.

Principles for Effective Policing of Licensed Drinking Environments

<table>
<thead>
<tr>
<th>Licensing</th>
<th>Ensure liquor licensing decisions consider community and patron safety</th>
</tr>
</thead>
<tbody>
<tr>
<td>Management</td>
<td>Ensure management practices comply with legislative requirements, and reduce risk of harm to staff and patrons</td>
</tr>
<tr>
<td>Staff training</td>
<td>Ensure bar staff, security and management understand their legal obligations</td>
</tr>
<tr>
<td>Responsible service policies</td>
<td>Ensure staff understand and engage in responsible server practices</td>
</tr>
<tr>
<td>Premises design</td>
<td>Ensure licensed premises are designed in a way that minimises potential for harm</td>
</tr>
<tr>
<td>Responsible marketing strategies</td>
<td>Ensure the licensed premises are promoted in a way that does not encourage violence or excessive consumption</td>
</tr>
<tr>
<td>Community education</td>
<td>Reduce alcohol-related social disorder by improving public awareness of liquor laws</td>
</tr>
<tr>
<td>Public transport</td>
<td>Ensure sufficient public transport is available, to disperse patrons quickly and prevent drink driving</td>
</tr>
<tr>
<td>Collaborative crime reduction strategies</td>
<td>Establish cooperation between police, licensees, liquor authorities, local councils and the community and develop collaborative strategies to reduce alcohol-related incidents</td>
</tr>
<tr>
<td>Enforcement</td>
<td>Ensure a visible police presence at and around licensed venues and events, and ensure action is taken for breaches of liquor and other legislation</td>
</tr>
</tbody>
</table>


5.11 Where possible, we will also look to take advantage of the synergies between different activities. For example, an enforcement campaign targeting intoxication on licensed premises could usefully reinforce the work of a taskforce set up to reduce inner-city violence and disorder. Similarly, deployment of Booze Buses at particular times and places could act to reinforce efforts by the specialist liquor licensing team to discourage intoxication-related offences in local drinking establishments.

Strong drink-driving countermeasures

5.12 The synergies that are possible between road policing and general policing activities in this area underline the more general determination which we should have to continue our efforts to keep drink drivers off the roads. Alcohol is a well-known contributor to road crashes, including fatal and injury-producing crashes, and Police has invested significant resource in preventing and reducing alcohol-related crashes. That focus will continue.

5.13 Police-run compulsory breath testing [CBT] operations, particularly when linked to educational advertising, are a highly effective tactic in deterring drink driving, and we will continue to prioritise this aspect of our road safety services. High visibility CBT programmes will continue to be conducted across the country, supplemented by other initiatives and strategies which can be most effective in rural and remote locations.

5.14 Where possible, ways of gaining even greater impact on the problem of drink driving will be sought out and taken. Opportunities recognised in this area include:

- Mandating the ability of strategic road policing staff to contribute to road safety outcomes by conducting checks of licensed premises (3Hs), especially those premises which have a poor record of drink drivers admitting to having last consumed alcohol at that venue.
Promoting a reduction of the maximum permissible blood alcohol concentration [BAC] for adult drivers to 50 mg per 100 ml of blood, and new limits for learner or provisional licence holders, in line with the weight of international evidence that such moves could make a significant contribution to reducing road trauma.

**Intelligence systems and processes**

5.15 New Zealand Police has adopted a formal intelligence model that is conceptualised as a three-stage process which requires: interpretation of the criminal environment, influencing decision-makers, and impacting on the criminal environment. As an example of how this model works in practice, Police's alcohol-related activities should be interdependent with intelligence processes. That is, the activities should be both led by intelligence, as well as providing intelligence information about liquor-related problems and the effectiveness of steps taken to tackle those problems. In this way, the alcohol-related intelligence cycle is constantly being refreshed as new information is fed in, and actions can be adapted according to the changing dynamics of the alcohol environment.

5.16 Alco-Link is one of the most important building blocks for Police's management of alcohol-related intelligence information. With its emphasis on nationally consistent collection, collation and analysis of data about alcohol's role in offending and victimisation, Alco-Link is a powerful tool for Police and non-Police decision-makers. By linking offenders and victims to the locations of their most recent alcohol consumption, Alco-Link data can help us look beyond individual crimes and crashes to identify patterns in the way that alcohol-related problems are distributed within a community. Armed with this information, Police and its partner agencies are able to more tightly target resources to 'hot locations' linked to a disproportionate level of alcohol-related harm.

5.17 The Alco-Link system is being progressively bedded in, with early progress achieved through standardised recording of 'last drink' information on Custody/Charge Sheets and Traffic Offence Notices. Opportunities to expand the core Alco-Link data collection field includes POL400 family violence report forms, and potentially a range of non-traffic infringement offence notices. Such opportunities will be explored further during 2006/07.

5.18 To be most effective, Alco-Link data must be used to drive decision-making at both a tactical/operational and strategic/policy level. It also needs to be made accessible to key people in community safety partner agencies. These ambitions are being driven forward principally through the work of Alcohol Intelligence Analysts [AIAs]...
working in Police Districts. Functioning initially as a pilot programme, the new AIs are already proving their value in interpreting the alcohol environment in Districts, and generating ideas and options for how to impact positively on that environment. Subject to the continued achievement of positive results, we will seek ways to make these specialist AIA positions a permanent feature of the policing landscape.

**Co-ordination of liquor licensing policies, procedures and processes**

5.19 It has already been noted that the new AIs are going to be key interpreters of Alco-Link data. They will work with liquor licensing officers and others (eg., road policing analysts, intelligence staff and, where appropriate, external agencies) to turn Alco-Link data into intelligence products that can be used to help minimise alcohol-related crime and crashes. The introduction of this new 'job family' in Police offers a valuable opportunity to more strongly co-ordinate some of the policies, procedures and processes that apply to liquor-related work. Police is committed to driving greater national consistency in this area.

5.20 Positive steps already taken in this area include:

- Devising a standardised way of dealing with fake or fraudulently-presented evidence of age documents that have been confiscated by the staff of licensed premises.
- Developing a series of nationally-mandated forms for use in liquor policing work, including easy-to-use notebook forms to be completed when doing 3Hs (101LPVs), and when recording the details of intoxicated patrons or minors found on licensed premises (101LPPs).
- Agreeing standard business processes for the entry of intelligence information collected on such forms into appropriate fields within the National Intelligence Application [NIA].
- Commissioning and broadly disseminating guidance material, such as a comprehensive Manual for Police Liquor Licensing Officers, with encouragement to standardise practices (as far as possible, given variations in operating environments set by District Licensing Agencies [DLAs]).

5.21 While acknowledging the importance of allowing for local solutions to local problems, there is room for even greater co-ordination of Police's liquor licensing policies, procedures and processes. An example is the approach taken to handling requests for special licenses, particularly those involving applications by on-licensed premises to continue trading into Good Friday, Easter Sunday, Christmas Day and before 1.00pm on ANZAC Day. One of the priorities early in the life of this Action Plan will be to develop a more extensive array of guidance for District liquor licensing staff on issues such as this. There is also a need for updated guidance on operational tactics, such as running CPOs (which increasingly are being used in an on-licensed context, in addition to the more traditional off-license checks), as well as ways of 'closing the intel loop' using performance monitoring tools (eg., using CARD data from where units have logged off for 3Hs, to audit whether 101LPVs/101LPPs have been filled out, and attending officers have talked with the Duty Manager and made an assessment of the licensed premises' compliance with the Sale of Liquor Act). The appointment in early 2006 of a new National Liquor Licensing Co-ordinator will provide additional impetus to these focus areas.
5.22 On a day-to-day basis, where we see the biggest opportunity to drive a greater degree of consistency in Police practice is through the adoption of a Graduated Response Model (GRM) as the operating framework for Police's liquor licensing work. The detail of the GRM has been communicated directly to relevant District staff. For present purposes, it is sufficient to explain the model in broad terms.

5.23 The move towards a GRM has several prompts. First, the growth in the sheer number of licensed premises means police have to prioritise their monitoring and enforcement efforts. Not every licensed premises could be the subject of Police attention even if that were a sensible use of resources. In any event, there is good evidence both locally and overseas that a small minority of licensed premises are linked to the vast majority of alcohol-related problems. Indeed, 'problem' premises are often clustered in the same suburbs, streets or even building complexes. Because alcohol-related harm is not evenly spread amongst licensed premises, an effective use of policing resources is to target the highest risk venues. This type of risk-targeted licensed premises focus already occurs in many Districts, drawing on Alco-Link data and other alcohol-related intelligence information. The practical effect of this is that a relatively small number of 'problem' premises receive the most regular and sustained Police attention; while premises with a lower risk profile receive fewer monitoring visits.

5.24 The second major drive towards a GRM is the understanding that compliance with Sale of Liquor Act requirements can be encouraged through dialogue with licensed premises, as well as through the negative reinforcement that comes if sanctions are imposed when breaches are punished following enforcement action. Indeed, this can be a more constructive approach to take, rather than immediately resorting to legal proceedings, given the delays and sometimes uncertain outcomes inherent in judicial hearings. Several Police Areas have operated such an escalation philosophy in recent times, and their experiences have helped to inspire the GRM. Refinements have been made as more has been learnt about how Alco-Link data can be used to educate/motivate licensees to (re)focus on management standards in their premises.

5.25 According to the assessed level of risk posed by a particular licensed premises, the GRM recommends a range of Police responses that will typically be appropriate. The basic model can be summarised in the following diagram:
As envisaged by the GRM, small scale, or widely-spaced-apart, breaches of the Sale of Liquor Act will be dealt with in a relatively low-level, educative way, involving letters and phone calls to the licensees and/or Duty Manager. If there are repeated appearances in Alco-Link data, or more numerous Sale of Liquor Act breaches are detected, then face-to-face visits will often occur, offering one-on-one training with bar staff, Duty Managers, and other support to try and help improve management practices. If these efforts fail, and Sale of Liquor Act breaches continue to be detected or Alco-Link data continues to record the premises in the medium or high risk category, a final warning may be issued, noting that further problems will result in an application for license suspension or cancellation being lodged with the Liquor Licensing Authority (LLA). This escalating approach will normally have the desired result of giving licensees a ‘wake-up call’, and leading to improved performance by the premises. But if the signals are not heeded, there is a clear demonstration that natural justice processes have been followed, and the errant licensee has been given fair warning of the need to improve management practices, before formal enforcement action is taken before the LLA and/or the District Court.

<table>
<thead>
<tr>
<th>Assessed risk level</th>
<th>Standard policing responses</th>
</tr>
</thead>
</table>
| High Risk Premises  | • Sent monthly Alco-Link Licensed Premises Individual Summary Report, plus Alco-Link feedback and information letter, providing licensee with opportunity to access Host Responsibility training or other support   
|                     |   • Licensed Premises Risk Assessment Profile Report completed, and discussed by liquor licensing officer and Alcohol Intelligence Analyst, to assess if particular actions should be put into effect for that premises    
|                     |   • If premises continue to exhibit a high risk profile, and remedial efforts are unsuccessful (or opportunities to lift management standards have not been taken up), formal enforcement action will normally be appropriate |
| Medium Risk Premises| • Sent monthly Alco-Link Licensed Premises Individual Summary Report, plus Alco-Link feedback and information letter, providing licensee with opportunity to access Host Responsibility training or other support   
|                     |   • Licensed Premises Risk Assessment Profile Report completed, and discussed by liquor licensing officer and Alcohol Intelligence Analyst, to assess if particular actions should be put into effect for that premises |
| Low Risk Premises   | • Sent monthly Alco-Link Licensed Premises Individual Summary Report, plus Alco-Link feedback and information letter, providing licensee with opportunity to access Host Responsibility training or other support |
| All Licensed Premises| • Sent annual Alco-Link letter reminding licensee of Sale of Liquor Act obligations, and alerting licensee to ongoing monitoring |

By mandating the GRM as the operating framework for Police’s liquor licensing work, we have set the conditions for even greater levels of consistency across the country in how we monitor and enforce the Sale of Liquor Act. Our commitment to this way of working will help to build confidence within the licensed premises community about the levelness of the playing field, and certainty about the type of responses that can be expected from Police.

**Partnership working with key stakeholders**

Police’s work to minimise alcohol-related crime and crashes should reinforce the crime prevention and community safety initiatives being led by its partner agencies.
Strong partnerships are especially important in managing responsibilities under the Sale of Liquor Act, given the roles set out in the legislation for Police, DLAs/Licensing Inspectors and Medical Officers of Health; and the complimentary powers in the Maori Community Development Act 1962, which can empower Maori Wardens to help monitor the conduct of licensed premises.

5.29 At the local level, existing examples of Police contributing to effective partnerships to address alcohol-related issues include:

- Multi-agency visits to licensed premises, where Police staff are joined by council Licensing Inspectors and public health workers to provide a comprehensive audit of Sale of Liquor Act compliance. In some cases, multi-agency visits include representation from the local fire service and/or building inspectors, enabling an even wider regulatory compliance check to be completed.

- Support for Maori Wardens groups who adopt the nationally-recognised Project Walk Through model to help prevent intoxication-related problems.

- Collaborating with council and health officials to run CPOs or interventions (eg., 'shoulder tap' schemes) to raise awareness about illegal or irresponsible secondary supply of alcohol to minors. In some parts of the country, such work has been led by community-based alliances called Youth Access To Alcohol [YATA] programmes, which have been established with support from local Police staff.

- Working with territorial local authority staff to assess the benefits of introducing initiatives to tackle alcohol-related problems, for instance liquor ban by-laws to cover public spaces which are blighted by issues associated with street-drinking.

- Taking the lead role in establishing, or otherwise participating in, Alcohol Accords.

- Contributing to the success of co-ordinating bodies such as Liquor Liaison Groups.

- Partnering with local liquor, hospitality or security industry representatives to offer targeted information and/or training to people working in licensed premises.

- Joining forces with other agencies to design/deliver awareness-raising campaigns about liquor laws, and the standards of behaviour which are expected of drinkers.

5.30 As well as endorsing these existing examples of local partnership working in action, an ambition for this Action Plan is that it helps to entrench the partnership approach as the preferred way of Police working to prevent and reduce alcohol-related harm.
5.31 The commitment to maintain and extend a partnership approach is also fundamental to the success of the GRM. By positioning individuals, organisations and collectives as either active or passive partners, and by looking for and articulating shared interests, it is often easier to encourage voluntary compliance with liquor laws. Reinforcing Police's expectations to local licensees about irresponsible drinks promotions, say, or the need for continued vigilance about on-premises intoxication, is a good way of engaging the support of licensed premises to prevent drunkenness arising from unsafe serving practices. If these messages are heeded, and no issues are detected during routine monitoring visits of particular licensed premises, there is no need for more intensive Police focus to be applied to those premises. Police interactions with the licensee, Duty Manager(s), and other premises' staff can thus continue to occur in a positive vein. Such a constructive relationship may even open the door to working collaboratively with police on other crime and safety issues - such as educating licensed premises' staff to recognise and report drug dealing that can sometimes occur in bars and clubs.

5.32 The Police commitment to a partnership working approach is one we expect to see reflected throughout all levels of the organisation. Nationally, there are many good examples of where Police is already working closely with other agencies on alcohol-related issues. Most recently, these have included:

- Collaborating with ALAC on a series of initiatives, including the development of new Guidelines for Monitoring and Enforcing Intoxication on Licensed Premises.
- Partnering with the Accident Compensation Corporation [ACC] on capability building projects like Alco-Link, as well as jointly commissioning research to broaden the evidence base for effective alcohol-related interventions.
- Working with the Hospitality Association of New Zealand [HANZ] to introduce a new reporting system to streamline feedback on police officers' dealings with licensed premises.
- Input to a sports clubs accreditation scheme being developed by ACC, ALAC and Sport and Recreation New Zealand [SPARC], part of which emphasises responsible management of alcohol by sporting clubs.
- Engaging with Clubs New Zealand to seek its support to address concerns about some clubs offering 'day memberships'.
- Contributing to the development of an Internet-based liquor control toolkit, being led by the Ministry of Justice’s Crime Prevention Unit and Local Government New Zealand.

5.33 While much has already been achieved by working in partnership at a national level, we recognise that there is scope to further strengthen Police's profile in this area. Looking ahead, opportunities will be taken to broaden and deepen existing relationships with partners like ALAC and ACC. New partnerships will also be sought out, if they suggest the potential to help Police minimise alcohol-related harm. This may include, for instance, initiating a dialogue with representative groups in the private security industry, to assess whether Police can play a role in supporting any industry-led efforts to train 'bouncers' and other security staff to better prevent alcohol-related crime and disorder in and around licensed premises.
5.34 We will also continue to focus on identifying ways in which our partners can help us to be even more effective in the alcohol-related work that we do. Police's voice is an important one to be heard in public debates on the impact of alcohol misuse, and strategies to mitigate the harmful consequences of such misuse. In particular, as with other frontline staff, like ambulance officers and hospital emergency department workers, a policing perspective is often sought out when legislators consider liquor-related laws. Within accepted conventions, Police will continue to offer clear and credible advice into the alcohol policy and lawmaking process. We will also continue to push, when appropriate, for a statutory environment that gives police a strengthened ability to act decisively to prevent alcohol-related problems; and/or to create the conditions within which such problems are less likely to occur. Priorities in this regard include a series of amendments to the Sale of Liquor Act, long-heralded changes to the Private Investigators and Security Guards Act 1974, and various regulatory options (eg., the flexibility to impose infringement notices for breaches of liquor ban by-laws).

**Objective: Tailoring responses for special events and population groups**

5.35 The second broad objective of this *Action Plan* is in many ways a subset of the first. In pursuit of fewer alcohol-related crimes and crashes, this second high-level objective acknowledges the value of giving particular focus to certain environments and groups within the general population. These settings and population groups have been chosen because they are whole-of-government or Police-wide priorities, or given their strategic significance (eg., influencing norms around the acceptability of public drunkenness, given the potential for intoxication to contribute to alcohol-fuelled crime, disorder, road trauma and perceived lack of personal safety).

5.36 Priority activities to achieve this objective include:

- Developing strategies to minimise alcohol problems at large-scale public events;
- Maintaining and enhancing efforts to prevent illegal youth access to alcohol;
- Exploring the use of diversion approaches for minor/non-violent liquor offences;
- Supporting targeted initiatives which seek to address alcohol-related offending by members of particular population groups.

*Minimising alcohol problems at large-scale public events*

5.37 The way that alcohol is consumed at large-scale public events, such as New Year's Eve celebrations, music festivals, street carnivals or sports fixtures can send powerful signals about the acceptability (or otherwise) of alcohol-related behaviours. Indeed, because they are sometimes televised or reported upon, such messages can often be far-reaching. The characteristics of such events can also create the conditions in which problems associated with alcohol become magnified, or they can quickly escalate from individual incidents to widespread disorder and violent confrontations involving significant numbers of people. For example, a mix of too much alcohol, jostling crowds, boorish behaviour and even boredom can interact to spark ugly clashes at one day cricket matches. Many of the same situational factors, and the carrying of liquor containers as 'ready made missiles', has also been linked to problems at other large-scale public events, in particular New Year's Eve festivities.
5.38 The imperative to police the misuse of alcohol at large-scale public events does not come solely from offending and victimisation statistics. Just as important for stakeholders like local business owners and inner-city workers are the environmental costs of excessive drinking. Controls around liquor at events like New Year’s Eve celebrations are for some a way to reduce the amount of vomit, urine, empty bottles and broken glass found the morning after in business doorways, alleyways and on the streets.

5.39 While there is little published research on strategies to manage alcohol-related problems at large-scale public events, police have gained many useful insights into 'what works' in minimising alcohol-related harm at such events. This includes success in limiting problems by negotiating controls over the availability of alcohol (eg., setting maximum numbers of bottles that may be purchased) and insisting on plastic-only liquor containers to minimise the risk of glass-related injuries. Other strategies linked with successful outcomes in some situations include investment in extra well-trained crowd controllers to monitor for signs of patron intoxication, and directing inebriated patrons away from others into designated 'sobering up' areas.

5.40 Police will continue to advocate for a range of measures to prevent intoxication as a condition of special licenses which are sought for large-scale public events, such as one day cricket matches and rugby sevens tournaments. We will also seek ways to work with the management of large sport stadia around the country, in order to get greater consistency in the way that alcohol is made available at these venues. Police will also push for trials of approaches which have proved successful overseas, including a requirement that only lower-strength beer, served in open plastic cups, be introduced for events which have a history of producing alcohol-fuelled disorder.

5.41 Police’s proactive emphasis on compliance with liquor ban by-laws will also continue. Although the vast majority of liquor ban breaches are resolved by a warning or caution, the power of arrest and detention is particularly important at events such as New Year's Eve celebrations, where maintaining crowd control can often be a challenge for greatly out-numbered police. The power to 'nip trouble in the bud' and remove people who are intent on flouting liquor bans is an important way police officers can maintain a safe environment for everyone to enjoy. Building on the successes of event-related liquor bans around New Zealand, Police will continue to seek out ways to increase the effectiveness of such by-laws. This is likely to include the use of mass arrest processing facilities in areas that have previously been troublespots, and adjusting the balance between warnings/cautions and stricter enforcement of liquor ban breaches.

Efforts to prevent illegal youth access to alcohol

5.42 Police has an important role to play in preventing illegal youth access to alcohol, and it is one that we will continue to prioritise within the context of this Action Plan. This is an area in which Police has worked hard on in recent years, and to a large degree the course for the future is one of maintaining and enhancing those efforts.
5.43 Positive steps already taken, which it is now intended to consolidate upon, include:

- Supporting the development of comprehensive *Controlled Purchase Operation Guidelines*, and identifying refinements to this 'how to' guide in light of recent case-law.
- Running CPOs extensively across the country (to the level where there were 62 operations conducted in 2005, involving test purchases at 788 licensed premises).
- Developing a national database for CPOs, and using the results from this database to monitor activity levels and evolving practice.
- Assisting demand reduction efforts by Police Youth Education Officers delivering Drug Abuse Resistance Education [DARE] modules to school-age children, which include information on laws relating to underage alcohol offences.
- Helping to establish and sustain several community-based YATA programmes.
- Proactive use of Liquor Infringement notices [LINs] to sanction liquor-related offending by minors, both in public places and in relation to licensed premises.
- Promoting the use of a special Police-designed noting form by licensed premises to tackle the problem of fake or fraudulently-presented evidence of age cards.
- Involvement in awareness-raising campaigns to deter illegal/irresponsible secondary supply of alcohol to minors.

5.44 The focus on deterring illegal youth access to alcohol will continue. Where possible, ways of gaining even greater traction on alcohol problems involving young people will be pursued. Opportunities Police has already identified in this area include:

- Boosting the number of CPOs conducted annually, progressively extending the use of CPOs to on-licensed premises, and more actively publicising the results achieved during these test purchase operations.
- Supporting the roll-out of the 'Think before you buy under 18s drink' campaign, which aims to deter illegal/irresponsible secondary supply of alcohol to minors.
- Examining the value of adapting overseas models of Police-mandated 'PartySafe' information kits and registration schemes, to help minimise risks associated with functions where little or no consideration might otherwise be given to supervising youth access to alcohol.
- Seeking amendments to legislation that would strengthen police's arm to tackle liquor offending by those under the minimum legal purchase age for alcohol (eg., extending the ability to issue LINs to the offence of false representation under the Sale of Liquor Act), as well as legislative changes which would assist partners to prevent illegal youth access to alcohol (eg., providing explicit legal authority for licensees and their employees to confiscate evidence of age documents, such as driver's licences, which have been fraudulently presented).
- Exploring the potential benefits of a more assertive approach to policing youth alcohol offences in public places, as an early intervention strategy which could help to minimise the risk of would-be underage drinkers experiencing harm.
5.45 As a counterpoint to these signals about possibly taking a more assertive approach to policing public place alcohol offences, thought should be given to whether we can use contact with police as an opportunity to divert from the criminal justice system minor or non-violent liquor offenders. This is a direction fully supported by Police.

5.46 During the life of this Action Plan, scoping work on possible diversion options will be undertaken. 'Diversion' is to be understood broadly, and will specifically include consideration of arrest referral models. The findings of the 18 month pilot arrest referral scheme in Christchurch, due to conclude in mid 2006, will be fed into this analysis work.

5.47 A priority for examination in this scoping exercise will be the potential to use LINs to engage young alcohol offenders in educational interventions. The ability to cancel LINs after they have been issued provides an opportunity to think creatively about whether imposing such a sanction could be used to motivate young offenders to enter into a positive process that is aimed at behaviour change, rather than simple punishment. Models exist in other jurisdictions where minors found drinking or in possession of alcohol in public places are issued with a notice to attend an information session, or else pay a fine. Letters are sent to the young person's parent/carer inviting them to participate in the process as a family group, with follow-up telephone calls to encourage the young person to attend the session, otherwise the fine option will be activated. The information sessions are moderated by police and independent drug and alcohol professionals, lasting around 90 minutes, and typically involving 30 family groups at a time. This type of approach, exemplified by the Your Call programme in New South Wales, has been found to be an effective mechanism for change, reducing repeat offending by the young people who elect to attend the information sessions, and allowing for early identification of emerging problems with alcohol (and other drugs). It is a model that may equally well have promise if it is adapted for introduction to New Zealand.

5.48 Ahead of the possible development of such a Your Call initiative for young people issued with LINs, experiences have already been built up from a youth-focused arrest referral scheme in Nelson, which some other Areas may want to look at for its suitability to their environment. The Police role is less intensive in the Nelson model, being restricted to information sharing with a local drug and alcohol service which is prepared to follow-up directly with the young people who have come to Police attention. Guidelines for implementing the Nelson scheme in other locations have been prepared, and are accessible from the Office of the Commissioner. Briefly, though, the steps involved in the model can be summarised as follows:
5.49 Finally under this objective, it is appropriate to acknowledge the value of targeted alcohol-related initiatives designed for and by members of specific population groups. By and large, these initiatives will normally be led by agencies other than Police, although they may be assisted by the input of Police staff. Whenever such targeted initiatives are developed, and they can contribute to the overall goal of preventing and reducing alcohol-related harm, Police will support them. A tangible example of how such support will be offered is the work by Counties-Manukau and Wellington District Iwi Liaison Officers to develop and extend Project Walk Through.

**Objective: Developing and supporting our workforce**

5.50 The third objective of this Action Plan reflects the importance of ensuring that there is a capable and effective Police workforce to carry forward the range of activities which are needed to drive down alcohol-related crime and crashes, and raise levels of public safety and community reassurance. This third objective recognises the necessity for continuing progress to be made in developing and supporting the human resources that can make the difference in minimising alcohol-related harm.

5.51 Priority activities to achieve this objective include:

- Further development of the specialist Police liquor licensing network;
- Providing training support for non-specialist staff on liquor policing issues.

**Development of the liquor licensing network**

5.52 Dedicated liquor licensing officers are pivotal in our efforts to prevent and reduce alcohol-related harm. Through their ability to interpret local alcohol-related crime and disorder trends, and to influence the regulatory environment within which licensees, managers, and bar staff operate under the Sale of Liquor Act, liquor licensing officers are ideally placed to develop patrol plans for frontline officers to monitor risk premises, as well as to intervene directly with 'problem' premises (through training delivery, overt/covert audits, post-breach consultations, or formal enforcement action before the District Court or LLA). The international evidence suggests that proactive policing that is well directed by specialist liquor licensing staff in this way has real potential to allow for the early detection and prevention of alcohol-related problems, thus contributing to a reduction in overall alcohol-related harm. In simple terms, investing upstream in well-supported police liquor licensing officers is a key way to minimise downstream alcohol-related harm.

5.53 It is acknowledged that there is an uneven distribution of such liquor licensing officers across the country, with some Districts currently not having full-time staff involved in such work (instead, liquor licensing functions are handled by part-time portfolio holders). In addition, the transactional pressures on existing specialist staff are such that they often spend significant amounts of time performing data entry or other administrative tasks associated with processing license or managerial applications, rather than engaging proactively in intelligence-led activities and inter-agency work aimed at reducing alcohol-related harm at a community level. Compounding these difficulties, in the past there has also been a lack of central support and guidance made available to liquor licensing staff.
5.54 Important progress in overcoming these challenges has been made in recent times. Advances in this area include:

- Initiating a new annual workshop for police liquor licensing portfolio holders, with the inaugural national event occurring in February 2005.
- Achieving extra investment through a Budget 2005 liquor licensing capability package, which amongst other things enabled the creation of new full-time liquor licensing sergeant positions in Queenstown and the Bay of Plenty.
- Appointment of Liquor Licensing Support Officers (LLSOs) in several locations, to free up sworn liquor licensing staff from data management and administrative tasks, and enabling the police officers to focus more on intelligence-led operational activities and inter-agency work.
- Establishment of a new National Liquor Licensing Co-ordinator position, based in the Office of the Commissioner, to act as a topic expert and central point of contact on vetting, monitoring and enforcement practices under the Sale of Liquor Act; supporting staff in Districts who hold the liquor licensing portfolio; and helping to drive forward research and training initiatives that can strengthen capability in the liquor licensing officer network.

5.55 There is a commitment to build on the momentum created by these developments to provide additional strength and depth within the liquor licensing officer network. For example, while some informal knowledge transfer of successful approaches takes place between individual officers at present, a training needs analysis exercise has confirmed that there are opportunities to more systematically share best practices throughout the liquor licensing network (in the process, contributing to greater national consistency of practice). This is an area that will be prioritised in the year ahead.

5.56 Future directions to further boost the liquor licensing network include the following:

- Seeking support for additional investment in full-time liquor licensing positions for Areas that would benefit the most from the focus such officers would bring;
- Progressively extending the LLSO model according to assessed need;
- Subject to positive evaluation results, identifying ways to establish permanent AIA positions, as key linkers to enable proactive policing and problem-solving approaches to be integrated with liquor licensing functions;
- Developing a self-paced induction kit and other professional development tools for new liquor licensing portfolio holders;
- Establishing a cadre of the most experienced liquor licensing officers who can act as coaches/mentors to assist newer staff to come to grips with the portfolio;
- Working hard to retain experienced staff within the liquor licensing network, including addressing issues such as career structures and promotion pathways.
Training support for non-specialist staff

5.57 Although it makes sense to direct particular effort towards the network of specialist Police liquor licensing officers, on a day-to-day basis sectional staff will be the ones who undertake the bulk of 'walk throughs' of licensed premises, to check compliance with liquor laws. While some guidance on liquor policing issues is provided to this generalist workforce, as part of initial recruit training, it is recognised that conducting a good quality licensed premises visit is an art that could be better supported through standardised training. The development of such training support for general duties staff will be an immediate priority for our Training Service Centre, working closely with the new National Liquor Licensing Co-ordinator.

5.58 As an early action point, we will develop two line-up training sessions around 3Hs for general duties staff. The training modules will be to educate sectional staff on:

- why it is important for police officers to do regular licensed premises inspections;
- how to conduct a high quality monitoring visit to licensed premises;
- what powers police officers have in relation to licensed premises; and
- how to complete the relevant paperwork to close the 'intel loop' after completing a licensed premises visit.

5.59 As appropriate, other opportunities will be taken to develop the understanding and skill base of non-specialist Police staff on liquor policing issues. Nationally-mandated forms for liquor policing work, such as the easy-to-use notebook forms to use when recording details of intoxicated patrons or minors found on licensed premises (101LPPs), are a positive step that has already been made in this direction. Options for other centralised support will also be explored, including tactical guidance for common liquor policing activities (e.g., use of LINs for public place alcohol offences).

Objective: Investing in research and evaluation

5.60 Effectively responding to alcohol-related crime and crash problems is a process that is ideally based upon, or is at least informed by, a knowledge of 'what works' and 'what looks promising'. The fourth objective of this Action Plan confirms the role of a strong body of evidence in helping to guide Police's alcohol-related interventions.

5.61 Priority activities to achieve this objective include:

- Continuing to support research on liquor policing topics;
- Encouraging the evaluation of Police's alcohol-related strategies and tactics.

Research on liquor policing topics

5.62 While some insight can be gained from overseas studies, international research can sometimes be of limited value, due to the fact that New Zealand has a unique liquor licensing system, with responsibility for monitoring and enforcing the Sale of Liquor Act shared by police, council Licensing Inspectors and local Medical Officers of Health. During the last two to three years in particular, deliberate efforts have been made to try and build the New Zealand research base on liquor policing topics. It is hoped this Action Plan will accelerate this move to a research-friendly culture.
Recent cases where Police has facilitated research on alcohol-related topics include:

- Funding booster samples for two Police Districts within the Ministry of Health's national alcohol survey, to assess whether there may be geographical variations in patterns of alcohol-related behaviours that have the potential to impact on offending and victimisation.
- Joining with ACC to structure a pilot study in inner-city Wellington, which tested the impact of heightened monitoring for intoxication on licensed premises.
- Winning support from government’s Cross Departmental Research Pool for a new three-site study over 18 months, which will examine the effectiveness of multi-agency approaches to reducing the harm caused by intoxication and other risky drinking behaviours in licensed premises.
- Commissioning expert reviews of published research on issues such as the impact of licensed premises' trading hours on alcohol-related harm, and management of alcohol at large-scale sports fixtures and other public events.

In order that New Zealand Police has the strongest evidential platform possible in which to anchor its alcohol-related work, continuing priority will be placed on supporting research on liquor policing issues. Potential funders of such research, including ALAC and ACC, will be engaged in discussions about research priorities (eg., using Alco-Link data and other Police-held information to gain insights into the influence that liquor outlet densities may have on patterns of alcohol-related harm). The Office of the Commissioner will also look at whether New Zealand can be joined to relevant research projects being led by Australian policing jurisdictions, with potential access to funding from the National Drug Law Enforcement Research Fund.

**Evaluation of Police’s alcohol-related strategies and tactics**

The importance of balancing investment in research with commitment to evaluation is also increasingly acknowledged. High quality evaluations can assist operational agencies like Police to better understand the effectiveness of our alcohol-related interventions, and enable improvements to be made to collaborative approaches. We need to be open to learning about where things could have been done better, or differently, just as much as we need to recognise and document our successes.

Some tentative movements in this direction have already been made. For example, Wellington Area supported an independent evaluation of the policing of its inner-city liquor ban during 2005. The evaluators found that a pro-warning enforcement style used by frontline staff (where over 95% of people found breaching the liquor ban received street-level warnings, with only a handful of arrests) could be impeding crime reduction outcomes. This was important knowledge to gain, and helps inform tactical and resource deployment decisions by the Wellington Area Commander. In a similar way, valuable lessons came out of an evaluation of the trial use of LLSOs in three Southern and one Central District location in the first half of 2005. These lessons have been built into the extension of the LLSO resourcing model, as equivalent support officer positions have been introduced to several other locations.

Looking ahead, Districts will be encouraged to formally evaluate their alcohol-related interventions, so as to better understand the success of their strategies and tactics. The Office of the Commissioner will give support to such initiatives, where possible.
6. Leadership and accountability

6.1 One of the keys to the success of this Action Plan is building a shared sense of ownership and understanding about its goal, its objectives and its priority activities; plus the changes needed in day-to-day working practices in order to realise them. Important factors in this equation are leadership and accountability for performance.

6.2 Leadership of Police efforts to tackle alcohol-related problems can be driven nationally as well as at District level. Indeed, we intend that the Action Plan be picked up and taken forward at all levels of the organisation. Providing visible leadership for this across-Police effort will be a clearly-identified Executive sponsor. The Executive sponsor and key personnel within the Office of the Commissioner (notably, the Strategic Adviser: Drugs and Alcohol and National Liquor Licensing Co-ordinator) will work to support Districts in prioritising alcohol-related initiatives, and where appropriate developing District alcohol strategies.

6.3 The Office of the Commissioner will take primary responsibility for monitoring and reporting on the implementation of the Action Plan’s priority activities, and achievement of its objectives and high-level goal. Mindful that the Action Plan will have its most meaningful impact when it is linked into planning processes at a District/Area and Service Centre level, it is likely that the targets included in this Action Plan will feature in future performance monitoring arrangements put in place for relevant National Managers and District Commanders, with a view to this cascading down to other tiers of the organisation (notably, Area Commanders). Integrating the Alcohol Action Plan into regular Organisational Performance Group monitoring cycles will also be explored.

6.4 In order to maintain an appropriate level of focus on this Action Plan, thematic reviews will also be periodically undertaken, to assess the progress being made in giving effect to key parts of the Plan. Results from such thematic reviews will be reported back to the Police Executive on regular occasions.

7. Measuring our success

7.1 To help gauge Police’s contribution to the wider goal of minimising alcohol-related harm, and the outcomes of crime and crash reduction, public safety and community reassurance, a number of suggested targets have been developed for this Alcohol Action Plan. A range of performance indicators has also been identified. While at this stage indicators have been chosen with an eye to currently available data sources, they can be supplemented over the lifespan of this Action Plan if new indicator data becomes accessible (e.g., information on the proportion of alcohol-related ambulance attendances or hospital emergency department presentations). The provisional targets and performance indicators are set out in the tables below.

**Objective 1: Minimising alcohol-related crime and crashes**

<table>
<thead>
<tr>
<th>Suggested targets by 2010</th>
<th>Indicators</th>
<th>Data sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>Assaults and Violent Attacks</td>
<td>* proportion of victims surveyed who report being assaulted by someone who had been drinking to below levels reported in 2006*&lt;br&gt;* proportion of recorded violent attacks where prior alcohol consumption is noted as a factor to below levels reported in 2006*</td>
<td>* proportion of victims surveyed who report being assaulted by someone who had been drinking*&lt;br&gt;* proportion of recorded violent attacks where prior alcohol consumption is noted as a factor*</td>
</tr>
</tbody>
</table>
### Suggested targets by 2010

<table>
<thead>
<tr>
<th><strong>Sexual assaults</strong></th>
<th><strong>Indicators</strong></th>
<th><strong>Data sources</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Reduce the proportion of victims surveyed who report being sexually assaulted by someone who had been drinking to below levels reported in 2006</td>
<td>• proportion of victims surveyed who report being sexually assaulted by someone who had been drinking</td>
<td>New Zealand Crime and Safety Surveys</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Family violence</strong></th>
<th><strong>Indicators</strong></th>
<th><strong>Data sources</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Reduce the proportion of family violence incidences attended where alcohol involvement is noted as a factor to below 25% or less</td>
<td>• proportion of family violence incidences attended where alcohol involvement is noted as a factor</td>
<td>POL400 forms (or, in future, Alco-Link data)</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Disorder</strong></th>
<th><strong>Indicators</strong></th>
<th><strong>Data sources</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Reduce the proportion of recorded disorder offences where prior alcohol consumption is noted as a factor to below levels reported in 2006</td>
<td>• proportion of recorded disorder offences where prior alcohol consumption is noted as a factor</td>
<td>Alco-Link data</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Liquor ban breaches</strong></th>
<th><strong>Indicators</strong></th>
<th><strong>Data sources</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Reduce the number of liquor ban breaches detected, relative to the number of such bans in force</td>
<td>• Number of recorded liquor ban by-law breaches • Number of liquor bans in force</td>
<td>Statistics New Zealand data series for recorded offences; information on current liquor bans held by the Department of Internal Affairs</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Licensed premises offences</strong></th>
<th><strong>Indicators</strong></th>
<th><strong>Data sources</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Reduce the number of Sale of Liquor Act offences detected, relative to the number of licensed premises</td>
<td>• Number of recorded Sale of Liquor Act offences • Number of licensed premises</td>
<td>Statistics New Zealand data series for recorded offences; information on licensed premises held by the Ministry of Justice</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Licensed premises inspections</strong></th>
<th><strong>Indicators</strong></th>
<th><strong>Data sources</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Increase the number of hours delivered on licensed premises visits by 10% over levels achieved in the period 2000-2005</td>
<td>• Number of staff hours coded to licensed premises visits (3H)</td>
<td>AMS timesheet records</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Drink-driving</strong></th>
<th><strong>Indicators</strong></th>
<th><strong>Data sources</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Reduce the proportion of drivers who exceed prescribed breath/blood alcohol levels to below levels reported in 2006</td>
<td>• proportion of drivers who exceed prescribed breath/blood alcohol levels</td>
<td>Land Transport New Zealand datasets</td>
</tr>
</tbody>
</table>

| Reduce the proportion of drivers involved in alcohol-related road crashes to below levels reported in 2006 | • proportion of drivers involved in alcohol-related road crashes | Land Transport New Zealand datasets |

### Objective 2: Tailoring responses for special events and population groups

<table>
<thead>
<tr>
<th><strong>Suggested targets by 2010</strong></th>
<th><strong>Indicators</strong></th>
<th><strong>Data sources</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Violence and disorder offences</strong></td>
<td><strong>Indicators</strong></td>
<td><strong>Data sources</strong></td>
</tr>
<tr>
<td>Reduce the proportion of recorded violence and disorder offences by under 18 year olds where prior alcohol consumption is noted as a factor to below levels reported in 2006</td>
<td>• proportion of recorded violence and disorder offences by under 18 year olds where prior alcohol consumption is noted as a factor</td>
<td>Alco-Link data</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Liquor infringement offences</strong></th>
<th><strong>Indicators</strong></th>
<th><strong>Data sources</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Reduce the number of Liquor Infringement Notice offences detected, relative to the population of under 18 year olds</td>
<td>• Number of recorded Liquor Infringement Notice offences • Number of under 18 year olds in the usually resident population</td>
<td>Police Infringement Bureau records; Statistics New Zealand demographic information</td>
</tr>
</tbody>
</table>
### Suggested targets by 2010

<table>
<thead>
<tr>
<th>Controlled Purchase Operations</th>
<th>Indicators</th>
<th>Data sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>Increase the number of CPOs conducted to a minimum level of two operations per Area per year</td>
<td>• Number of CPOs conducted by Police</td>
<td>National CPO database</td>
</tr>
<tr>
<td>Reduce the proportion of sales made to licensed premises visited during CPOs to less than 20%</td>
<td>• Number of licensed premises visited and sales made during Police CPOs</td>
<td>National CPO database</td>
</tr>
</tbody>
</table>

### Objective 3: Developing and supporting our workforce

<table>
<thead>
<tr>
<th>Identified liquor licensing officers</th>
<th>Indicators</th>
<th>Data sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>Increase the number of staff working as either full-time or part-time liquor licensing officers by 10% or more compared to 2006 levels</td>
<td>• Number of Police staff working to liquor licensing position descriptions</td>
<td>PeopleSoft database</td>
</tr>
<tr>
<td>Liquor licensing support staff</td>
<td>Increase the number of staff working as either full-time or part-time liquor licensing support officers by 20% or more compared to 2006 levels</td>
<td>• Number of Police staff working to liquor licensing support officer position descriptions</td>
</tr>
</tbody>
</table>

### Objective 4: Investing in research and evaluation

<table>
<thead>
<tr>
<th>Police involvement in research</th>
<th>Indicators</th>
<th>Data sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maintain or increase the number of research projects on liquor policing topics compared to 2006 levels</td>
<td>• Number of research projects on liquor policing topics initiated in each year</td>
<td>Records maintained by Strategic Adviser: Drugs and Alcohol</td>
</tr>
<tr>
<td>Police commitment to evaluation</td>
<td>Increase the number of formal evaluations of alcohol-related policing strategies and tactics compared to 2006 levels</td>
<td>• Number of formal evaluations of alcohol-related strategies and tactics initiated in each year</td>
</tr>
</tbody>
</table>

### 8. Conclusion

8.1 This *Alcohol Action Plan* makes a very clear commitment that Police will work in partnership with the community, other government agencies, non-government organisations and industry bodies to promote a safer New Zealand, by preventing and reducing alcohol-related crime and crashes. It spells out Police's full support for the balanced, harm minimisation approach to alcohol-related problems, which is signaled by the government's *National Drug Policy*, and other key strategies, like *Opportunity for all New Zealanders*.

8.2 Critically, this *Action Plan* does more than just confirm the strategic alignment of Police's approach to alcohol misuse. As its title implies, this is a forward-looking framework for action. In the final analysis, its success will depend on the extent to which it stimulates action. While the task of writing up Police's key alcohol-related initiatives, nominating some possible targets, and so on, is important, ultimately it is what we do, not what we say, that counts. The challenge for all Police staff (as for the organisation as a whole) is to give effect to the commitments in this *Action Plan*. We all have a part to play in bringing this *Action Plan* to life, and the community as a whole stands to benefit when we do.