National Alcohol Assessment

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Executive Summary

Fifteen Police datasets were used to identify trends and patterns in alcohol and Police work, including both national and District datasets, where available. Long term trends were identified where data was available. The document is structured to highlight trends in policing activities directly relating to alcohol, violence offending, demography of alleged offenders and victims where alcohol was consumed prior to an offence being committed, and locations and times relevant to alcohol-related offending.

Alcohol Related Policing Activities
Specific offences recorded for Sale of Liquor Act breaches have decreased markedly since 1998/99, with the largest decrease seen in offences relating to minors either drinking or in possession of alcohol in unsupervised or restricted areas. The number of Liquor Infringement Notices introduced as an alternative to arresting a youth for drinking or possession of alcohol in unsupervised or restricted areas has increased since 2001/02, as has the recorded number of breach of liquor ban offences since their inclusion in the Local Government Act 2002.

At least 31% of all Police recorded offences in 2007/08 were committed where the offender had consumed alcohol prior to committing the offence. Every offence category showed at least some offences committed where alcohol was consumed prior to offending. Of the Police crime categories, drugs and anti-social behaviour and violence offences had the highest percentage of offences committed where alcohol was consumed by the alleged offender prior to committing the offence.

Most policing activities that relate to alcohol enforcement have increased, including the enforcement of liquor bans, mobile and compulsory breath tests, issuance of Liquor Infringement Notices, and visits to licensed premises as part of a Controlled Purchase Operation.

The recorded number of drunk custody and drunk home events increased by nearly a quarter between 1998/99 and 2007/08, and the number of recorded liquor related events also markedly increased since 2003/04, mainly due to enforcement of liquor ban areas.

New Zealand drivers licences were identified as the most common document being used fraudulently to obtain entry to licensed premises, with almost 40% of those were superseded licences. Only a small percentage of identification documents handed to Police were identified as being fake documents (3%), while a further 3% were altered in some way.

Violent Offending
At least one third of recorded violence offences committed in 2007/08 occurred where the offender had consumed alcohol prior to committing the offence. Homicides and incidents where tactical options were employed by Police indicate that over half of the incidents occurred when either the subject or victim were affected by alcohol at the time of offending.

The percentage of alleged offenders of family violence incidents, where it was identified that alcohol was present and where a violence category offence was recorded as the most serious offence, increased from 33% in 2005/06 to 34% in 2007/08. The percentage of instances where it was unknown if alcohol was present also increased.
Forty-five percent of youth alleged offenders included in the Youth Offender Risk Screening Tool project who committed a violence offence were identified by Police as having a moderate to very serious concern regarding their alcohol or drug use.

Demographic Analysis
The number of alleged offenders identified as having consumed alcohol prior to offending increased from 27% in 2005/06 to 32% in 2007/08.

Approximately one third of participants in the New Zealand Alcohol & Drug Abuse Monitoring (NZ-ADAM) programme reported to have been using alcohol at the time of arrest. In 2007/08, 72% of participants in the NZ-ADAM study who had been using alcohol at the time of arrest reported that it contributed to at least some to all of their offending at the time of arrest.

The highest proportion of alleged offenders was between 16 and 24 years of age. Males were apprehended more often than females, but there was little difference between the percentages of identified drinking behaviours between the two genders. Drink driving offences showed a disproportional number of female Māori arrested compared to males and other ethnic groups.

European, Māori and Pacific Isle ethnic groups represented 89% of all apprehensions where the alleged offender consumed alcohol prior to committing an offence in 2007/08. Māori and Pacific people represented a higher proportion of offenders by population where alcohol was consumed prior to apprehension. The Pacific Isle ethnic group had a higher percentage of apprehensions where alcohol was consumed prior to offending compared to other identified ethnic groups.

Recorded victims were less likely to be under the influence of alcohol at the time of the incident than suspects; however, around one third of victims were under the influence of alcohol at the time. Victims of family violence showed a slightly smaller percentage of alcohol involvement but this may be due to recording practices.

Locations
The majority of alleged offenders who consumed alcohol prior to offending indicated their place of last drink was at home/private residence. Licensed premises and public places were each identified as a place of last drink for 18% of alleged offenders in 2007/08.

Public place settings were identified as the most common location where alcohol-related offending occurred, irrespective of where the place of last drink was consumed. The highest proportion of those who committed an offence in a public place also named their place of last drink as a public place.

A correlation between the level affected by alcohol of the alleged offender and place of last drink was identified. Those who indicated their place of last drink was at a licensed premises were more likely to be moderately or extremely affected by alcohol compared to those who consumed their last drink in a public place.

A small proportion of licensed premises within Alco-Link were identified as places of last drink by half of alleged offenders. Of those alleged offenders who consumed their last drink in licensed premises, 11% also committed offences in licensed premises.
Recorded homicide incidents that occurred in public places had a higher rate of alcohol involvement than other locations. Roadways were the most common place of occurrence recorded for subjects who were assessed as "alcohol affected" where a tactical option was used.

**Temporal Analysis**
The total number of apprehensions in which alleged offenders consume alcohol prior to offending peaks in December. On average, 33% of all recorded offences are committed on Friday and Saturday nights and Sunday mornings. This coincides with peak apprehension times when alcohol is recorded as a factor.

Alleged offenders are more likely to be moderately or extremely affected by alcohol between 0000 and 0300 hours on weekends. Licensed premises have a higher proportion of apprehensions on Saturday and Sunday mornings between 0300 and 0600 compared to other identified places of last drink.

The majority of drink driving offences are detected on Friday and Saturday nights, with the greatest concentration of apprehensions taking place between 2300 and 0200 hours. This closely mirrors the alcohol related crash risk times and greatest drink driving enforcement activity.

Easter weekends show a decrease in the number of apprehensions during which people consume alcohol prior to offending, while ANZAC and Christmas days do not.

**Forecasting and Emerging Trends**
Changes in law have lead to a number of trends in liquor related offences. Changes to SoLA in 1999 caused a change in the way minors are dealt with, and 2002 showed an increase in BOLB offences. Any changes to legislation will almost certainly affect the number and type of offences recorded by Police in the future.

Violent offending, including incidents of homicide, has a high recorded incidence of alcohol affected offenders, and this is expected to become more prevalent if recorded violence offences continue to increase across New Zealand.

Approximately one third of alleged offenders apprehended were recorded to have consumed alcohol prior to offending. This has been identified by a number of independent datasets over time. It is very likely that the number of victims affected by alcohol will continue to be at least one third of those that come to Police attention.

Work is required to decrease the number "not knowns", which will impact on the number of recorded alleged offenders who consumed alcohol prior to offending in Alco-Link and whether alcohol was present for offenders and victims of family violence. With increased emphasis on data management in Police, the percentage of recorded alleged offenders and victims will likely increase even if the actual number of alleged offenders who consumed alcohol prior to offending remains unchanged.

It is very likely that the 18 and 19 year-old age group will continue to have a high proportion of alleged offenders who consume alcohol prior to offending compared to other age groups. Males will most likely continue to have the highest number of apprehensions where alcohol is consumed prior to offending. However, there is some indication that future trends are likely to show an increase in the percentage of females who consume alcohol prior to committing offences. As indicated by the
disproportionate growth in female drunk drivers apprehended, the types of offences committed may vary compared to those committed by the male offending population.

It is almost certain that both Māori and Pacific Isle ethnic groups will continue to have a higher proportion of their populations apprehended where alcohol is consumed prior to offending; however, Pacific Isle ethnic groups will likely show a faster increase in the number of apprehensions than Māori. It is also likely that the percentage of apprehensions of Asians will increase more rapidly than other ethnic groups where alcohol is consumed prior to offending.

The percentage of alleged offenders identifying their place of last drink at home or private residence has increased over the past three years, while the percentage of those who named licensed premises has decreased by the same margin. With a greater increase in place of last drink relating to home-based drinking it is very likely that the number of offences in residential areas will also increase. This may be exacerbated by the accessibility of cheaper alcohol in off-licensed premises.

change in peak times of apprehensions as unemployment rates increase.

There is some indication that the number of apprehensions occurring on ANZAC day will fluctuate depending on how close the day falls to the weekend (i.e. in years when ANZAC day fell mid to late week there was a resulting increase in apprehensions where alcohol was consumed prior to offences compared to years when ANZAC day fell on a Monday).

Knowledge Gaps
Throughout this document, a number of opportunities have been identified to highlight where improvements can be made in both information gathering processes by Police and other Police work relating to alcohol.

Enhancements to existing Police systems are suggested, such as data extraction and management of current information collection relating to information that is recorded as not known or not recorded. Collection of new data at a national level, including greater detail regarding Controlled Purchase Operations and collection of victim alcohol involvement, are suggested. Opportunities for future research are also explored in relation to information gaps which may involve information collection systems outside the Police.
Introduction

Objectives
This document has been undertaken with a number of objectives to follow. These are:

- To produce a national assessment of Police data relating to alcohol offending and victimisation
- To describe and identify the behavioural, demographic, temporal and locational characteristics of alcohol related offending and victimisation
- To describe trends in the data, including predictions of how alcohol related offending is expected to evolve.
- To include all relevant Police data sources.
- To include a description of the databases and clearly signal the limitations around the data.
- To identify internal gaps in Police data relating to alcohol related offending.

Background

In August 2008 it was announced that the Law Commission would be undertaking a comprehensive review of the Sale of Liquor Act 1989 (SoLA) and other alcohol-related legislation. The SoLA review offers a significant opportunity for Police to advocate for and assist in the development of legislation that will enhance Police’s ability to respond to alcohol related offending, which has not had a full review since 1989.

The Law Commission stated that Police data around alcohol offending and victimisation will be a key part of the SoLA review. This document was commissioned by the Police Executive to identify any issues that relate to alcohol and offending and/or victimisation that will aid in problem definition of the SoLA review.

Police are also undertaking research to identify issues and solutions relating to violent crime in public places. Alcohol has been identified as a key driver of public place violent crime internationally, and this document was developed to contain violence-specific crimes and alcohol involvement across New Zealand.
Structure & Methodology
This document presents an analysis of Police national datasets, and where available, District datasets, that relate to events recorded by Police and alcohol involvement. Most datasets that were used were extracted from operational databases. Information was extracted from all databases during the month of November 2008.

This document has been grouped into a number of sections:

Alcohol Offences
This section includes specific SoLA offences, trends in other recorded offences, incidents, events, and proactive policing trends specific to alcohol. Controlled purchase operations, liquor infringement notices, presentation of fake or fraudulent identification, and mobile and compulsory breath testing datasets are also analysed.

Violent Offending
Violence offences where alcohol was identified as a factor, including family violence, homicide, Police use of tactical options including Taser during the operational trial periods, and violent youth offending is analysed.

Demographic Analysis
This section includes analysis of demographic trends of the alleged offender population, including patterns in apprehensions by age, gender and ethnicity. The role of alcohol and victimisation is also discussed.

Locations
Location analysis of alleged offenders and their identified place of last drink (including licensed premises and public places), and analysis of the place of offending where alcohol was consumed prior to offending is discussed.

Temporal Analysis
This section includes monthly trends in apprehensions and offences where alcohol was a factor, and trends by day of week, time of day, and the relationship with place of last drink are explored. Assessment of the number of apprehensions where alcohol was consumed prior to offending on sacrosanct days is also analysed.

Forecasting & Emerging Trends
This section includes key trends and predictions identified from data presented in the previous sections, with the aim of identifying key risk areas that relate to alcohol-related offending and the offender population.

Knowledge Gaps
Gaps in information relating to Police data collection are outlined.

Data Sources
Key data sources are described with important notes regarding interpretation and caveats.

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1 Information is continually entered into operational databases, so both new and historic cases may be added to the system at any time. Numbers may vary according to the data extraction date.
Alcohol Related Policing Activities

Key Points

- The number of offences relating to SoLA offence codes (excluding breaches of liquor bans) has decreased markedly in the past 10 fiscal years.
- The total number of breach of liquor ban offences detected has increased from 5,050 to 9,359 from 2003/04 to 2007/08.
- The number of Liquor Infringement Notices issued has increased from 2,397 in 2001/02 to 3,145 in 2007/08.
- At least 31% of recorded offences were committed where the offender had consumed alcohol prior to committing the offence.
- The recorded number of drunk custody and drunk home events increased by nearly a quarter between 1998/99 and 2007/08 (17,251 and 21,263 events recorded respectively).
- The total number of licensed premises that sold alcohol to a minor has decreased from 2005/06 to 2007/08 from 28% to 19% of all licensed premises visited.

Sale of Liquor Act Offences

A specific group of offence codes are used by Police to record breaches of the Sale of Liquor Act 1989. This group of offence codes includes offences such as breaches in operating hours, alcohol and minors, specific licensee or manager duties and obligations, unlicensed sale of liquor, and other offences such as local government breach of liquor ban offences (refer to Appendix A). Breach of liquor ban offences are also recorded under the Police offence codes relating to SoLA, however the particular offence relates to the Local Government Act 2002.

SoLA offences have decreased since 1998/99 from 5,686 to 869. A significant decrease occurred in the number of SoLA offences recorded between 1998/99 and 1999/00, coinciding with the last major changes made to the SoLA. The most noticeable decrease has been identified with a reduction of offences relating to minors (Figure 1). This is likely to be due to the introduction of Liquor Infringement Notices (LINs) in 1999. Infringement notices are issued as an alternative to charging minors for either purchasing or consuming alcohol, or being in restricted areas in licensed premises. Breach of liquor ban offences have increased since their introduction in 2002/03 (Figure 1).

SoLA offences can be enforced through local District Courts or through the Liquor Licensing Authority (LLA). Although there have been fewer offences recorded under the SoLA codes (excluding breach of liquor ban), there has been an increase in the number of enforcement proceedings lodged by Police and District Licensing Agencies to the LLA, with 656 applications submitted in 2007/08, compared to 454 in 2005/06 (Liquor Licensing Authority, 2007 & 2008).
Figure 1. Number of SoLA offences recorded from 1998/99 to 2007/08. *Other SoLA offences include all other offences excluding breach of liquor ban and offences regarding minors as defined in the Police National Intelligence Application Code Book (2008, V3). Source: Official Police Statistics.

The SoLA offences are identified under eight groups of Police codes that relate to different sections of the SoLA (refer to Appendix A). The groups include: closure of licensed premises for riots/fights; licensees/managers liquor offences; licensees/managers; power of police to enter licensed premises and/or demand information; information re minors; sales by unlicensed person; unlicensed premises liquor offences; miscellaneous liquor offences; and breach of liquor ban offences. The number of recorded offences for each group is recorded as official Police statistics (refer to Appendix B).

Closure of Licensed Premises for Riots / Fights
Offences relating to licensees or managers opening a premises or serving liquor contrary to a closure order being presented include five separate offence codes relating to Section 173(4)-(7) and 174 of the SoLA. Since 1998/99, seven offences have been recorded. No offences have been recorded in this offence group since 2004/05.

The total number of licensed premises that have been issued closure orders under Section 173 & 174 of the SoLA is not currently available due to variation in Police recording practices across Districts.
Licensee / Managers Liquor Offences

Offences relating to minors or intoxicated patrons on licensed premises, selling alcohol outside authorised times, or selling or supplying alcohol to minors or intoxicated persons as a manager or licensee are included in this group of offence codes (refer to Appendix A). These offences relate directly to sections 155, 161, and 165 to 167 of the SoLA.

Since 2001/02, over 50% of the offences recorded in this category were related to sale or supply of liquor to minors (64% in 2001/02 to 72% in 2007/08). The actual number of recorded offences increased from 111 in 1998/99 to 193 in 2007/08, with the lowest recorded offences in 2000/01 with 65 recorded offences and the highest number of offences at 221 in 2005/06 (Figure 2).

Between 1999/00 and 2000/01, recorded offences relating to allowing a person to become intoxicated in a licensed premises were highest, with 37 and 40% of recorded offences in this category relating to this particular offence. The actual number of offences dropped from 88 in 2000/01 to 10 in 2001/02, and has not exceeded 12 recorded offences in the following years (Figure 2).

![Number of Licensee / Manager Offences Recorded (1998/99 - 2007/08)](image)

Figure 2. Number of recorded offences identified under the "Licensee / Managers Liquor Offences" group from 1998/99 to 2007/08. Source: Official Police Statistics.

Licensees / Managers

Offences relating to licensee and manager duties and obligations regarding the allowance of minors or intoxicated patrons on premises, refusal or failure to produce information, allowing violence or disorderly conduct at the premises, selling spirits in glasses exceeding 500ml, and various other licensee or manager liquor offences (refer to Appendix A). These offence codes specifically refer to sections 164, 168, 169, 171 and 175 of SoLA.
Over half of all offences across the past ten fiscal years have been recorded for allowing an intoxicated patron to remain on a licensed premises (S168(1)a). However, the overall number of recorded offences relating to allowing an intoxicated patron to remain on a licensed premises has decreased from 164 to 91 from 1998/99 to 2007/08 (Figure 3). All other offences within the Licensee / Managers offence category have decreased except for offences relating to 'other' liquor offences, which has increased in the past ten years from 15 to 23, with a peak of 51 offences in 1999/00 (Figure 3).

![Number of Manager / Licensee Offences Recorded from 1998/99 to 2007/08](image)

**Figure 3.** Number of recorded offences identified under the "Licensee / Managers" offence group from 1998/99 to 2007/08. Source: Official Police Statistics.

**Offences Re Minor**

Offence codes in the Offences Re Minor section relate specifically to purchasing for supply of alcohol to minors, minors purchasing alcohol, consuming alcohol in a public place, or being located in designated areas on licensed premises, and include ‘other’ offences relating to minors (refer to Appendix A). These offences relate specifically to sections 160(1), 162(1) and 163(1) and (2) of the SoLA.

A considerable decrease in the number of offences in this category was seen between 1998/99 and 2000/01, from 4,683 to 716 offences, with a further decline to 263 offences in 2007/08 (Figure 4). The largest decrease came from offences relating to minors consuming alcohol in a public place, which was replaced as an infringement notice in 1999.

The number of recorded offences relating to minors being found either in a supervised or restricted area decreased from 788 and 354 respectively in 1998/99, to 30 and 24 recorded offences respectively in 2007/08 (Figure 4). The offence of minors purchasing liquor also decreased from 175 to 9 in the same period (Figure 4). Liquor infringement Notices are also used as an alternative to arresting minors for these offences (See Liquor Infringements section, page 30).
Offences relating to purchasing or acquiring alcohol to supply to minors have not shown the same scale of decrease in recorded offences compared to other offences in this category, with a small decrease from 75 in 1998/99 to 51 in 2007/08 (Figure 4).

![Number of Offences Recorded Relating to Minors (1998/99 - 2007/08)](chart)

**Figure 4.** Number of offences recorded by Police relating to minors under the SoLA from 1998/99 to 2007/08. Source: Official Police Statistics.

**Power of Police to Enter Licensed Premises and/or Demand Information**

Offences relating to the power of police to enter licensed premises and/or demand information relating to the duties of licensees or managers lists four separate offence codes that relate to Section 175(4) and 176 (4a) and (4b) of the SoLA. Offences regarding the refusal or presentation of false particulars have accounted for over 90% of all offences in this category (refer to Appendix A). The presentation of false particulars has decreased from 148 recorded offences in 1998/99 to 13 in 2007/08, with the biggest decrease seen between 1998/99 and 1999/00, where the number of recorded offences reduced to 51 offences recorded (Figure 5).
Figure 5. Number of recorded offences relating to the power of Police to enter licensed premises and/or demand information relating to the duties of licensees or managers from 1998/99 to 2007/08. Source: Official Police Statistics.

Sales by Unlicensed Persons

Section 151 of the SoLA requires that a person must hold a licence to sell liquor. Offences relating to persons selling liquor without a licence, or intending to sell without a licence have decreased from 41 offences to 8 from 1998/99 to 2007/08, with the majority of offences relating directly to an unlicensed person selling liquor (Figure 6).

Figure 6. Number of offences recorded by Police relating to unlicensed persons selling or preparing to sell alcohol from 1998/99 to 2007/08. Source: Official Police Statistics.
Unlicensed Premises Liquor Offences
A premises that sells liquor must hold a licence as referred to in Sections 152, 153 and 154 of the SoLA. The majority of related offences have recorded less than ten offences per offence type over the past ten fiscal years, except for four years in the past 10 (1998/99 to 2001/02, 2005/06) where between 49 and 117 offences have been recorded where a person has been found on an unlicensed premises being used as a place of resort (Figure 7). In 2002/03, 197 offences were also recorded for 'other' unlicensed premises liquor offences (Figure 7).  

![Graph showing number of recorded offences related to unlicensed premises and other unlicensed premises liquor offences from 1998/99 to 2007/08.](image)

**Figure 7.** Number of offences recorded by Police relating to persons found on unlicensed premises and 'other' unlicensed premises liquor offences from 1998/99 to 2007/08. Note: not all offence codes that relate to unlicensed premises offences are shown. Source: Official Police Statistics.

Miscellaneous Liquor Offences
Miscellaneous liquor offence codes include offences relating to non-licensed persons supplying alcohol to intoxicated persons, occupying licensed premises outside hours of trade, false representations to be sold alcohol (written or not written), and 'other' miscellaneous offences.

The number of written false representations used to obtain alcohol (i.e. use of fake identification document) relate to section 172 of the SoLA. The number of recorded offences has increased from 31 to 116 offences from 1998/99 to 2007/08 (Figure 8). However, due to limitations regarding the identification of persons presenting a false document at licensed premises, this is expected to be largely under-recorded (refer to Fake or Fraudulent Identification section, page 34).

The number of 'other' miscellaneous liquor offences has been variable, ranging from 12 recorded offences in 1999/2000 to 403 in 2002/03. The highest peak in miscellaneous offences occurred in 2002/03 which also aligns to peaks in 'other' offences within the SoLA offence codes.

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2 Note: these offences are not displayed on the below figure.
3 Includes all miscellaneous offences that do not fall within the explanation of the offences listed under the unlicensed premises liquor offences but relate to unlicensed premises.
Figure 8. Number of recorded offences identified under the "Miscellaneous Liquor Offences" codes (excluding breach of liquor ban offences) from 1998/99 to 2007/08. Source: Official Police Statistics.

Breach of Liquor Ban Offences
Breach of liquor ban, although reported under the Police SoLA offence codes, is an offence created as part of the Local Government Act 2002. Information is not currently available at a national scale that identifies liquor ban areas or times of operation.

In 2002/03 five breach of liquor ban offences were recorded, and have increased from 5,050 to 9,359 from 2003/04 to 2007/08 (Figure 9). The recorded number of breach of liquor ban offences is expected to be an under-estimate as some Police Areas exercise alternative actions such as warnings, rather than arrest for all breach of liquor ban offences.
Figure 9. Number of breach of liquor ban offences recorded from 2003/04 to 2007/08. Source: Official Police Statistics.

Alcohol-related Offences
Police record the type and number of offences committed using specific offence codes when an arrestable offence has been detected (refer to Appendix C). These offence codes are entered into the National Intelligence Application (NIA) system where it can be extracted to identify patterns in offences.

Overall Crime Statistics
Official statistics do not include information regarding alcohol involvement; therefore only reflect overall patterns in offending across New Zealand. Overall, the total number of recorded offences has decreased from 455,552 to 426,691 from 1998/99 to 2007/08 fiscal year, with 2004/05 recording the lowest number of recorded offences at 396,018 (Figure 10).

Between 2005/06 and 2007/08, there has been a small increase in the total number of recorded offences, from 426,469 to 426,691 recorded. Note that in June 2005 Police replaced the Law Enforcement System (LES) with NIA. This system change caused a step-change in recorded crime statistics, varying between different crime types and Police Districts (Figure 10).
Alcohol-Involved Offences
A one-off report was created using NIA data to extract specific offence codes where an offender has been identified\(^4\), and has been asked if alcohol was consumed prior to committing the offence. Alcohol is determined to be a factor if the alleged offender informed Police that they consumed alcohol prior to offending, and if unresponsive, the arresting officer judges alcohol involvement based on physical and behavioural cues (Appendix D). Questions specifically relating to alcohol are collected systematically for alleged offenders who have committed an offence and those who are detained in Police cells for non-arrestable matters. The report was run for the 2007/08 fiscal year.

The total number of offences where an offender has been identified was 337,911 in 2007/08 (Table 1). The most commonly recorded crime type related to dishonesty offences (84,218) and drugs and anti-social crimes (67,206) (Table 1). The total number of offences where alcohol was consumed by the alleged offender prior to offending was 118,829, while those where alcohol was not consumed prior was 151,183. A further 107,899 offences were recorded where it was not known if alcohol was consumed by the alleged offender prior to offending (Table 1).

Not all drink driving offences have been identified as alcohol involved (Table 1). While the drink driving offence category includes drug driving offences also, this constitutes 0.01% of offences detected. Where alcohol was either not or not known to be consumed prior to offending, this reflects errors in data recording.

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\(^4\) The offender may not necessarily be charged with the offence, and excludes all offences recorded where there was no offender linked to the offence.
Table 1. Number of recorded offences recorded by Police offence category where an offender has been identified and the alleged offender’s response to whether alcohol was consumed prior to committing the alleged offence in 2007/08. Source: NIA.

<table>
<thead>
<tr>
<th>Alcohol Involved</th>
<th>Yes</th>
<th>No</th>
<th>Not Known</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Drink-driving Offences</td>
<td>34,440</td>
<td>454&lt;sup&gt;5&lt;/sup&gt;</td>
<td>976</td>
<td>35,870</td>
</tr>
<tr>
<td>Administrative</td>
<td>4,182</td>
<td>6,901</td>
<td>4,035</td>
<td>15,118</td>
</tr>
<tr>
<td>Dishonesty</td>
<td>6,575</td>
<td>34,991</td>
<td>42,652</td>
<td>84,218</td>
</tr>
<tr>
<td>Drugs &amp; Anti-social</td>
<td>29,824</td>
<td>24,276</td>
<td>13,646</td>
<td>67,206</td>
</tr>
<tr>
<td>Property Abuse</td>
<td>3,562</td>
<td>7,253</td>
<td>6,232</td>
<td>17,047</td>
</tr>
<tr>
<td>Property Damage</td>
<td>6,600</td>
<td>8,390</td>
<td>9,106</td>
<td>24,096</td>
</tr>
<tr>
<td>Sexual</td>
<td>537</td>
<td>1,204</td>
<td>1,911</td>
<td>3,652</td>
</tr>
<tr>
<td>Violence</td>
<td>20,447</td>
<td>25,135</td>
<td>17,054</td>
<td>62,636</td>
</tr>
<tr>
<td>Other Crime*</td>
<td>-</td>
<td>2,801</td>
<td>771</td>
<td>3,572</td>
</tr>
<tr>
<td>Other Traffic**</td>
<td>13,202</td>
<td>39,778</td>
<td>11,516</td>
<td>64,496</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>118,829</strong></td>
<td><strong>151,183</strong></td>
<td><strong>107,899</strong></td>
<td><strong>377,911</strong></td>
</tr>
</tbody>
</table>

* Other Crime includes all other offences recorded that do not fall within the 1000 to 7000-series offence categories as recorded in the Police National Intelligence Application Code Book. **Other Traffic includes all traffic precedent codes that are not within the A-series offence category as recorded in the Police National Intelligence Application Code Book.

Drink driving offences contributed 29% of all offences where the alleged offender had consumed alcohol prior to offending in 2007/08 (Figure 11). Drugs and anti-social offences contributed a further 25% of recorded offences, and violence offences contributed 17% of where an offender was identified and had consumed alcohol prior to offending (Figure 11). All other offence categories contributed between 0 and 11% of all offences committed when alcohol was consumed by the alleged offender prior to committing the offence.

<sup>5</sup> Drink-driving offences include some drug-related offences; however this constitutes less than 0.01% of offences recorded. Further variation is due to errors in data recording.
Thirty-one percent of offences were recorded where an offender had consumed alcohol prior to offending. However, when the number of offences where it is not known if an offender was affected by alcohol is accounted for, the overall most probable percentage is expected to be 46% of all offences (Table 2).

Drink-driving offences had the highest percentage of detected offences where it was known the alleged offender was affected by alcohol at the time of offending (96%), with drugs and anti-social crimes and violence offences also having a high percentage of offences where the offender was affected by alcohol (44% and 33% respectively) (Table 2).

Dishonesty offences, although recording the highest number of offences overall, had the lowest percentage of alleged offenders where alcohol was consumed prior to offending (8%), however, it also had the second highest number of offences where it was not known if alcohol was a factor (51%) (Table 2). It is likely that the reason for the high number of alleged offenders where it was not known if alcohol was consumed for dishonesty offences, as well as sexual-related offences, is due to the delay in the identification of an offender after the offence has been committed.

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6 Expected value is calculated using the proportion of alcohol consumed “yes” compared to alcohol consumed “no” by the number of alcohol consumed “not known.”
7 Drink-driving offences include some drug-related offences; however this constitutes less than 0.01% of offences recorded. Further variation is due to errors in data recording.
8 If an offender is apprehended more than 12 hours after the offence, the officer is not required to ask if alcohol was consumed prior to committing an offence.
Table 2. Percentage of recorded offences recorded by Police offence category where an offender has been identified and the alleged offender’s response to whether alcohol was consumed prior to committing the alleged offence. The expected percentage of offences that are expected to have alcohol involvement if all alcohol involved questions were known is included. Source: NIA.

<table>
<thead>
<tr>
<th>Alcohol Involved</th>
<th>Yes</th>
<th>No</th>
<th>Not Known</th>
<th>Yes (expected)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Drink-driving offences⁹</td>
<td>96%</td>
<td>1%</td>
<td>3%</td>
<td>99%</td>
</tr>
<tr>
<td>Administrative</td>
<td>28%</td>
<td>46%</td>
<td>27%</td>
<td>38%</td>
</tr>
<tr>
<td>Dishonesty</td>
<td>8%</td>
<td>42%</td>
<td>51%</td>
<td>17%</td>
</tr>
<tr>
<td>Drugs &amp; Anti-Social</td>
<td>44%</td>
<td>36%</td>
<td>20%</td>
<td>57%</td>
</tr>
<tr>
<td>Property Abuse</td>
<td>21%</td>
<td>43%</td>
<td>37%</td>
<td>34%</td>
</tr>
<tr>
<td>Property Damage</td>
<td>27%</td>
<td>35%</td>
<td>38%</td>
<td>43%</td>
</tr>
<tr>
<td>Sexual</td>
<td>15%</td>
<td>33%</td>
<td>52%</td>
<td>35%</td>
</tr>
<tr>
<td>Violence</td>
<td>33%</td>
<td>40%</td>
<td>27%</td>
<td>45%</td>
</tr>
<tr>
<td>Other Crime*</td>
<td>0%</td>
<td>78%</td>
<td>22%</td>
<td>0%</td>
</tr>
<tr>
<td>Other Traffic**</td>
<td>20%</td>
<td>62%</td>
<td>18%</td>
<td>25%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>31%</td>
<td>40%</td>
<td>29%</td>
<td>46%</td>
</tr>
</tbody>
</table>

*Other Crime includes all other offences recorded that do not fall within the 1000 to 7000-series offence categories. **Other Traffic includes all traffic precedent codes that are not within the A-series offence category.

The total number of detected alcohol-related driving offences recorded by the Traffic Enforcement Database (TENF) provisional statistical database has increased from 24,471 to 34,805 from 2001/02 to 2007/08, with a greater increase from 2005/06 with over 3,000 extra offences detected each consecutive year (Figure 12).

Of note, for each year from 2005/06 to 2007/08, those who were apprehended for drink driving offences, 6% had been apprehended more than once in a year for a drink driving offence. This differs from the actual number of recidivist drink drivers who may be caught more than once over a lifetime (19% of drink driving offences relate to charges of 3rd or subsequent offence in 2007/08) compared to a single year period (TENF).

⁹ Drink-driving offences include some drug-related offences; however this constitutes less than 0.01% of offences recorded. Further variation is due to errors in data recording.
Alcohol-related Incidents

Police record a number of incidents where there is no arrestable offence detected. Incidents are often identified through the Police Communications Centre and include services to the community such as returning intoxicated patrons to a place of safety if no other option is available.

Police do not indicate whether alcohol was a factor on incidents in a standardised way that does not relate to the apprehension of an alleged offender. However, some incidents imply a link with alcohol involvement (e.g. drunk home, drunk custody), and a proportion of incidents would involve alcohol affected persons, even if these incidents are not identifiable.

Overall, the number of incidents recorded from 2005/06 to 2007/08 has increased from 464,280 to 488,939, with the majority of incidents being recorded as 'other incidents' (42%). Drunk custody / detox incidents comprised 3% of all recorded incidents in 2007/08.

Drunk Home & Drunk Custody Events

Communications and Resource Deployment (CARD) database identifies ‘drunk home’ and ‘drunk custody’ events that can include the transportation of people under the influence of alcohol or other substances that are in need of removal from public settings to places of safety (e.g. persons place of residence, detoxification centres, or to Police cells for detoxification). The two event types are used synonymously, with ‘drunk custody’ identified more often than ‘drunk home.’

The recorded number of drunk custody and drunk home events increased by over 3,000 events between 1998/99 and 1999/00 (17,251 and 20,814 respectively), and the highest number of recorded events were in 2002/03 at 22,477 events (Figure 13). Between 2003/04 and 2007/08 the number of events stayed relatively steady between 18,985 and 21,263 events recorded.

The number of drunk home and drunk custody events recorded by the CARD database varies from official statistics as some ‘drunk custody and drunk home’
events are changed to other event types (e.g. to offences) after the initial event call. The official statistics also reflect an increase in the number of events, with an increase from 11,086 to 16,381 in the same period.

![Graph showing Recorded Drunk Home and Drunk Custody Incidents by Police Communications Centre (1998/99 - 2007/08)](image)

**Figure 13.** Total number of drunk home and drunk custody events recorded by Police Communications Centre from 1998/99 to 2007/08. Note: Break in axis. Source: CARD.

**Liquor Related Events**

The generic code ‘3910’ is used in Police Communications Centres to identify incidents that involve liquor-related events\(^{10}\). This code is also used in conjunction with a specialist code ‘Liquor Ban’ to identify when frontline police officers are attending to detection of liquor ban breaches. These codes are interchangeable and there is no standardised method of identifying between activities of the two codes. Therefore these are reported together (referred to as liquor-related events’).

The number of liquor-related events recorded from 1998/99 to 2007/08 has increased significantly, from 122 to 1,453 respectively (Figure 14). The largest increase occurred between 2005/06 and 2006/07, where the number of reported liquor-related events doubled (370 to 637 events respectively). The number of breach of liquor bans recorded through CARD cannot be compared to the number of breach of liquor ban arrests.

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\(^{10}\) Liquor related events exclude other reported task and incident codes, for example drunk custody or hotel visits which are recorded under different codes.
Figure 14. Total number of recorded liquor related incidents including breach of liquor ban events recorded by the Communications and Resource Deployment database from 1998/99 to 2007/08. Source: CARD.

Proactive Policing

Proactive tasks are those that Police undertake to prevent crime before it occurs and includes administrative tasks such as vetting of managers and licensees who apply for liquor licences.

Hotel Visits

Police conduct visits to licensed premises (hotel visits) to monitor and enforce regulations outlined in the SoLA. Hotel visits are recorded by frontline staff logging an event through the Police Communications Centre. The number of recorded hotel visits decreased between 1998/99 and 2001/02 from 11,665 to 9,328, then increased to peak in 2005/06 to 13,547, and has decreased slightly to 12,745 recorded visits in 2007/08 (Figure 15).

Overall, from the past three years, the number of hotel visits logged compared to the number of on- and club licensed premises in New Zealand has decreased from approximately 1.4 visits per year to 1.2 visits per year (comparing August 2006 and 2008 total number of on- and club licensed premises from Ministry of Justice licence list).
Liquor Licence Vetting

Liquor licensing vetting includes the checking of applications for suitability of licensees and managers, and renewals of liquor licences. The total number of liquor licensing vetting files reported in NIA has decreased from 20,533 to 16,938 from 1998/99 to 2007/08 (Figure 16). Although there has been a decrease in the recorded number of files created, this has been due to changes in recording practice among Districts, where multiple files are entered in some Police Districts, and others enter opposed applications only.

Anecdotal feedback from frontline staff suggests that the number of manager and liquor licence applications has increased contrary to the decrease in recorded liquor licence vetting files entered on the national NIA system.
Figure 16. Recorded number of liquor licensing vetting files entered into NIA from 1998/99 to 2007/08. Source: INCOFF Occurrence Fiscal Detail Universe.

**Controlled Purchase Operations**

Controlled Purchase Operations (CPOs) are planned operations that are used to monitor and enforce sections 155(1) and (2) of the SoLA in relation to selling alcohol to a minor and allowing alcohol to be sold to a minor.

CPOs involve supervised volunteers aged 17 years or younger attempting to buy alcohol from licensed premises. If successful, the operator of the premises (licensee and/or manager) and staff member are liable to prosecution. Changes to the SoLA in 2004 made it possible for minors to be used as part of a CPO under instruction of Police.

The total number of CPOs has increased from 32 to 113 from 2004/05 to 2007/08, with the total number of licensed premises visited also increasing from 944 to 1,455 in the same period.

In 2007/08, an average of 13 licensed premises were visited per operation, which is a small decrease in the average number of premises visited in operations in previous years (14 in 2005/06 and 2006/07, and 15 in 2006/07).

The total percentage of licensed premises that sold alcohol to a minor increased from 14% to 28% from 2004/05 to 2005/06 (134 to 323 respectively), and has then decreased to 19% of all licensed premises visited in 2007/08 (Figure 17). A single publicised operation in 2005 included visits to a large proportion of licensed premises in the Counties Manukau District, where 447 licensed premises were visited. Of those visited, 44 sold to a minor.
Figure 17. Number of licensed premises visited, and percentage of licensed premises that sold to a minor per fiscal year during Controlled Purchase Operations. Source: Liquor CPO database.

The overall percentage of licensed premises that have been visited as part of a CPO compared to the total number of licensed premises across New Zealand has increased from 3.2% to 9.6% of all licensed premises visited from 2005/06 to 2007/08 (number of licensed premises from Ministry of Justice Licensed Premises Lists - August 2005 to 2008).

Off licensed premises have been visited most often as part of a CPO across all 4 years of recording (minimum of 76% and maximum of 94% of all premises visited per year). Off licensed premises that have sold alcohol to a minor showed an increase in sales to minors from 14 to 28% from 2004/05 to 2005/06 then a reduction in sales from 28% to 17% from 2005/06 to 2007/08 (Table 3).

On-licensed premises contributed 6 to 20% of visits from 2004/05 to 2007/08. Between 2004/05 and 2006/07, the percentage of on-licensed premises that sold to a minor increased from 25% to 31%, and decreased to 25% in 2007/08 (Table 3).

Club licensed venues have shown a significant increase in the proportion of sales to minors in 2007/08 with 60% of those visited selling to a minor. The first recorded CPOs on special licensed premises were recorded in 2007/08 with 50% of those visited selling to a minor. The actual number of club and special licensed venues visited as part of a CPO is markedly smaller than on- and off-licensed premises visited, with only 5 and 12 premises visited in 2007/08 respectively (Table 3).
Table 3. Number of licensed premises visited as part of a CPO and the percentage of those that sold to a minor by type of licensed premises. Source: CPO database.

<table>
<thead>
<tr>
<th>Type of Licence</th>
<th>2004/05 Visited</th>
<th>2005/06 Sold</th>
<th>2006/07 Sold</th>
<th>2007/08 Sold</th>
</tr>
</thead>
<tbody>
<tr>
<td>On Licence</td>
<td>55</td>
<td>25%</td>
<td>185</td>
<td>26%</td>
</tr>
<tr>
<td>Off Licence</td>
<td>884</td>
<td>14%</td>
<td>802</td>
<td>28%</td>
</tr>
<tr>
<td>Club Licence</td>
<td>5</td>
<td>0%</td>
<td>4</td>
<td>0%</td>
</tr>
<tr>
<td>Special Licence</td>
<td>0</td>
<td>0%</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

Police do not hold national information that identifies specifically which licensed premises have been visited, nor what kind of licence they hold other than at the highest level (on, off, club or special licence). Given the limited information, there is no way to identify if, for example, convenience stores are selling liquor to minors more frequently than supermarkets.

**Liquor Infringement Notices**

Liquor Infringement Notices (LINs) were introduced in 1999 when the most recent major changes were made to the SoLA. LINs can be issued to youths under the age of 18 who have either purchased liquor, were found in restricted or supervised areas on licensed premises, or were in possession of or consumed alcohol in a public place. Maximum fines for each infringement notice are $200.

The number of LINs issued has increased from 2,397 in 2001/02 to 3,145 in 2007/08 (Figure 18). This represents an increase from approximately 31 to 34 people out of 10,000 under the age of 18 being issued an LIN. The introduction of LINs has coincided with a decline in the number of SoLA offences (excluding breach of liquor ban) with a shift in enforcing alcohol-related offences by minors by using infringement notices rather than by an arrest (Figure 18).
Liquor Infringement Notices and Offences Relating to Minors under the Sale of Liquor Act 1989

![Graph](image)

**Figure 18.** Number of liquor infringement notices issued between 2001/02 and 2007/08 and the number of SoLA offences relating to minors (3940-series offences). Source: Police Infringement Bureau.

Over the past seven years, 51% of LINs have been issued for under 18 year-olds possessing liquor in a public place, and 43% for drinking in a public place (Figure 19). Five percent of LINs were issued for being under age and in a restricted or supervised area on a licensed premises (Figure 19).

![Graph](image)

**Figure 19.** Number of liquor infringement notices issued by infringement type from 2001/02 to 2007/08. Source: Police Infringement Bureau.
A break-down of age and means of debt recovery was available for the 2001 to 2004 period. However, due to changes in data extraction systems, the information is not available after that period. Overall, the number of LINs issued to 15-17 year-olds increased from 2,336 to 3,063 from 2005/06 to 2007/08 (140 to 168 per 10,000 people of that age group) (Figure 20).

The number of LINs issued to 16 year-olds experienced the largest increase in LINs issued, from 904 to 1,338 from 2005/06 to 2007/08 (increased from 163 to 219 out of 10,000 people aged 16) compared to those aged 15 and 17 at the time the infringement was issued (Figure 20). During 2001, the highest percentage of LINs were issued to 17 year-olds (42%), and were equal with 16 year-olds in 2002 (41%).

![Liquor Infringement Notices Issued by Age](image)

**Figure 20.** Total number of liquor infringement notices issued by age from 2001 to 2004. Source: Police Infringement Bureau.

The percentage of LINs that were paid to the Police Infringement Bureau in 2001 - 2004 ranged between 31 and 35% of all tickets issued, with a further 56 to 59% taken to court for fine collection (Figure 21). Overall, between 8 to 10 percent were either waived, cancelled\(^\text{11}\) or successfully defended. The number of fines directly paid is markedly lower than the number of infringement notices issued and identifies that there is a large section of notices being put through court.

\(^{11}\) Notices cancelled includes those issued to persons under the age of 15.
Figure 21. Number of infringement notices and method of debt recovery from 2001 to 2004. Note: once an infringement notice is delivered to court for fine collection the system reports "Unpaid - Dropped to court for fine collection", therefore the actual number of paid fees may be more than what is reported above. Source: Police Infringement Bureau.

Fake or Fraudulent Identification Presentation

Section 172 of the SoLA creates an offence if a person presents false identification to staff of a licensed premises to obtain alcohol or access to a licensed premises in order to be sold or supplied alcohol.

The number of recorded offences has increased from 31 to 116 offences from 1998/99 to 2007/08 (refer to Figure 8). However, the presentation of false identification documents is expected to be largely under-recorded.

No national data is available for the number or types of identification documents that are presented at licensed premises by underage persons. Police rely heavily on staff from licensed premises to identify when a person is presenting a fake or fraudulent identification document, and then that the licensed premises notifies Police of the offence.

Many of the identification documents that are handed to Police are based on relationships built with Police and individual licensed premises and does not account for documents that are taken from individuals but not physically handed to Police. During 2007, five Police locations kept records of the number and types of identification handed to Police by some local licensed premises. The five locations are Dunedin, Christchurch, Masterton, Palmerston North and Tauranga.

From these locations a total of 1,511 identification documents were handed to Police from licensed premises, with 1,463 being identified as genuine documents that were presented by people other than that shown on the identification. Forty-seven identification documents were altered in some way, and 48 (3%) were noted as being fake. The majority of documents presented were New Zealand driver licences (86%), with HANZ 18 Plus cards contributing 7.6% of all documents presented (Figure 22). Passports and overseas identification (including overseas driver licences) were presented 3% and 2% of the time respectively.
Figure 22. Percentage of identification documents handed in by licensed premises to Police as suspected as being fake or fraudulently used. Note: the information is only partial and does not include documents that have not been recorded or handed in to liquor licensing officers outside the five Police locations (Dunedin, Christchurch, Masterton, Palmerston North and Tauranga) and does not include all licensed premises within the locations). Source: Police District data.

Dunedin and Palmerston North locations recorded whether the driver licenses that were handed were current or superseded. Of the 550 drivers licences recorded in these centres, 53% were current and 38% were superseded (Figure 23). Palmerston North also provided information on how many persons made a statutory declaration that they were over the age of 18 without providing identification. A total of 57 statutory declarations were recorded, however this was not recorded by all licensed premises and may provide an undercount of the actual number of people who stated age without providing documentation to licensed premises staff.
Status of Driver Licences Handed to Police in Palmerston North & Dunedin (2007)

- 53% Current
- 38% Superseded
- 9% Not known

**Figure 23.** Percentage of current and superseded driver licences identified by licensed premises as being fraudulently used in Palmerston North and Dunedin in 2007. Note: the information is only partial and does not include documents that have not been recorded or handed in to liquor licensing officers. Source: District data.

*Mobile & Compulsory Breath Testing*

Police record the number of people processed by compulsory breath test (check points) and mobile breath tests (targeted drink driving enforcement). Reporting systems changed in October 2006, limiting the amount of information available for analysis.

The total number of compulsory breath tests (CBT) has increased from 771,084 to 1,547,174\(^{12}\) from 2006/07 to 2007/08, and mobile breath tests (MBT) have increased from 374,124 to 780,719. During December 2007, CBTs recorded their highest number of recorded breath tests at 211,489, coinciding with an increased enforcement focus on drink driving enforcement (Figure 24).

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\(^{12}\) The last 3 months of data were not fully loaded onto the database at the time of the extract so may be more than was actually reported.
Figure 24. Number of recorded compulsory breath tests and mobile breath tests recorded by Police from July 2006 to June 2008. Source: PeopleSoft, July 18 2007 & 2008 extracts.
Violent Offending

Key Points

− At least 33% of violence offences were committed when the alleged offender was identified as having consumed alcohol prior to offending in 2007/08.
− The percentage of victims and alleged offenders of family violence incidents where it was identified that alcohol was present and where a violence category offence was recorded as the most serious offence, has decreased. However, the percentage where it was not known if alcohol was consumed increased markedly.
− Approximately half of the homicides recorded from 1999 involved either a suspect or victim being under the influence of alcohol at the time of the incident.
− Provisional statistics for calendar year 2008 indicate Police members submitted 3,882 reports of tactical option use in relation to 3,062 incidents. Of these reports, staff stated that they believed a subject was affected by alcohol 59% of the time (2,306).
− Alcohol was reported to be the most commonly used drug in the Taser deployment trial, with alcohol recorded present in 35% of incidents.
− Forty-five percent of alleged youth offenders included in the Youth Offender Risk Screening Tool (YORST) project who committed a violence offence were identified by Police as having a moderate to very serious concern regarding their alcohol or drug use.

Violence Offences

Violence-related offending has been identified as an area of concern for New Zealand Police as the number of recorded violence offences has been increasing despite an overall decrease in recorded crime across New Zealand. This section draws on a number of Police sources to identify patterns in violence-related police work and the proportion linked to alcohol in New Zealand.

Of note, official statistics and Alco-Link information relate to violence category offences as those identified by the NIA Code Book as 1000-series offence codes (Appendix C).

Overall, official statistics show the number of recorded violence offences has increased from 40,274 in 1998/99 to 58,761 in 2007/08 (Figure 25). Compared to the New Zealand population, the number of recorded violence offences has increased from 105 to 138 offences per 10,000 persons from 1998/99 to 2007/08.
The NIA data extract\textsuperscript{13} shows that at least 33\% of violence offences were recorded where an offender has been identified as having consumed alcohol at the time of offending in 2007/08 (refer to Table 2).

\textbf{Family Violence}

Changes in reporting have occurred over the reported time period so trends cannot be inferred from the information provided. Of note, changes to the way Police record 'offender' roles changed in 2004, therefore any counts relating to alleged offenders in family violence related offending prior to 2004 cannot be reliably compared.

Only what is regarded as the 'most serious offence' is recorded on the family violence database. If violence was considered the most serious offence then that would be listed. However, there may be instances where a violence offence has been committed but another type of offence has been judged by attending officers as more serious. Therefore, there may be an undercount of the number of violence-related offences reported as relating to a family violence incident. This is a count of occurrences where the most serious offence recorded is in the violence category, and is not a count of offences.

The total number of victims recorded in family violence occurrences, where a violence category offence was recorded as the most serious offence, has increased from 8,585 to 19,388 from 1994/95 to 2007/08, with the majority of those being female (82\%). The number of alleged offenders where a violence category offence was recorded as the most serious offence has also increased from 14,671 to 20,590 between 2005/06 and 2007/08.

The percentage of victims where it was identified that alcohol was a factor, and where a violence category offence was recorded as the most serious offence, has

\textsuperscript{13} A one-off data extract was created using NIA data to extract specific offence codes where an offender has been identified and has been determined that alcohol was consumed prior to committing the offence for the 2007/08 fiscal year.
decreased from 26% in 2002/03 to 16% in 2007/08 (Figure 26), however the percentage where it was not known if alcohol was consumed increased from 0% to 40% in the same period.

Historically, the percentage of victims who were identified as having alcohol present has been around 25 - 30%, while those victims where alcohol was not present was around 60 to 75% (1994/95 to 2003/04).

The number of alleged offenders identified as having alcohol present and where a violence category offence was recorded as the most serious offence was recorded has been between 33 and 34% from 2005/06 to 2007/08 (Figure 26). Occurrences where the alleged offender did not consume alcohol contributed from 61 to 49% of alleged family violence offenders, with a further 6 to 17% where it was not known if alcohol was present from 2005/06 to 2007/08.

![Percentage of Victims & Offenders of Family Violence Where a Violence Offence was Identified as the Most Serious Offence](image)

**Figure 26.** Percentage of victims and alleged offenders where alcohol was recorded as present in a family violence occurrence where the most serious offence committed was a violence offence. Source: Family Violence Universe.

**Homicide**

The total number of homicide incidents recorded from January 1999 to October 2008 was 489. Approximately half (49.5%) of the homicides recorded involved either a suspect or victim being under the influence of alcohol at the time of the incident, where 207 (42.3%) involved at least one suspect and 175 (36%) involved at least one victim under the influence of alcohol at the time of incident (Figure 27).

Out of the 489 homicides, 516 victims and 690 suspects were recorded to be involved in the incidents. The recorded suspects were more often assessed as affected by alcohol compared to victims. Almost half (44%) of suspects recorded identified as being under the influence of alcohol compared to 35% of all victims that were identified as being under the influence of alcohol. This varies from the number of incidents as some incidents had more than one suspect or victim recorded.
Family violence-related homicides\textsuperscript{14} constituted 49.3\% (241) of all homicides recorded, with 37\% (89) of those recorded involving either a suspect or victim being under the influence of alcohol at the time of the incident.

![Percentage of Homicide Incidents & Alcohol Involvement by Role Type](image)

**Figure 27.** Percentage of recorded homicide incidents and whether alcohol was identified as present at the time of the incident by role type. Source: National Homicide Monitoring System.

**Tactical Options**

The Tactical Options Report (TOR) database is an electronic application used by Police staff nationwide to report the use of a tactical option ('use of force'), pursuant to Police Instruction A261. The database has been operational since 16 April 2007 and was the primary data resource for the Operational Trial of Taser. A number of important issues need to be considered when interpreting this information.\textsuperscript{15}

Provisional statistics for calendar year 2008 indicate Police members submitted 3,882 reports of tactical option use in relation to 3,062 incidents. Of these reports, staff reported that they believed a subject was affected by alcohol in 59\% of the incidents (2,306).

The 'Perceived Cumulative Assessment' (PCA) is an officer's subjective assessment of a threat, based upon information known about the situation and the subject's behaviour. There are five different categories used by staff to describe their PCA of the situation and the subject's behaviour at any given time. The five categories used to describe an Officer's PCA are as follows:

\textsuperscript{14} Family violence-related homicide incidents are assessed differently to other family violence-related occurrences defined by Police. For further information, refer to Data Sources.

\textsuperscript{15} There is a possibility that the same incident will be reported multiple times if there is more than one officer involved. There is no confirmed consistency in reporting TOR incidents. Not all officers interpret General Instruction (GI) A261 in the same way (requiring that a TOR be entered after the 'use of force' upon a person). For example, some staff report all handcuff use, some only when pain techniques are applied, and some do not report handcuff use at all. Some of the individual questions within the TOR document may also be ambiguously interpreted, especially the 'perceived cumulative risk assessment', which often changes throughout the incident and could potentially be recorded at any of the stages. There is no definition or scale to consider if a subject is 'affected by alcohol'. The data extracted is raw and has not been analysed or tested for validity or accuracy. It is classed as provisional only as there has been no context or interpretation applied.
- Grievous Bodily Harm (GBH) or death (e.g. show action intended or likely to cause GBH or death to any person).
- Active resistant (e.g. pull away, push away, run away).
- Assaultive (e.g. intent to cause harm, expressed verbally, through body language, or physical actions).
- Cooperative (e.g. willingly responds when approached).
- Passive resistant (e.g. refuses verbally or with physical inactivity).

Provisional statistics for calendar year 2008 indicate that, of all submitted TORs in which staff stated they believed that the subject was “alcohol affected” (2,306), the report also stated their PCA of the situation and the subject’s behaviour was as follows:

<table>
<thead>
<tr>
<th>Behaviour</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Grievous bodily harm</td>
<td>74</td>
<td>3.21%</td>
</tr>
<tr>
<td>Active Resistant</td>
<td>900</td>
<td>39.03%</td>
</tr>
<tr>
<td>Assaultive</td>
<td>1181</td>
<td>51.21%</td>
</tr>
<tr>
<td>Cooperative</td>
<td>20</td>
<td>0.87%</td>
</tr>
<tr>
<td>Passive Resistant</td>
<td>127</td>
<td>5.51%</td>
</tr>
<tr>
<td>Not Stated</td>
<td>4</td>
<td>0.17%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>2,306</td>
<td>100%</td>
</tr>
</tbody>
</table>

**Perceived Cumulative Assessment**

When Staff Believed Alcohol Was A Factor

(N = 2,306 Tactical Option Reports Submitted In Calendar Year 2008)

![Pie chart showing perceived cumulative assessment](image)

**Figure: 28.** Perceived Cumulative Assessment reported in Tactical Option Reports in which staff also stated they believed the subject was “alcohol affected”. Source: Tactical Options Reports.

It should be noted that reporting standards may vary between districts and some of the individual questions within the TOR document may be ambiguously interpreted by staff. For example, the “PCA” or “Perceived Cumulative Assessment” often
changes throughout the incident as events escalate or de-escalate. Staff may interpret this single data request based upon the subject’s behaviour before, during or after the use of a particular tactical option, resulting in inconsistency in responses among reporting staff members. For this reason, researchers have below average confidence in the provisional statistics for this item in particular.

Any reference in a TOR that a subject was affected by alcohol is based entirely upon the staff member’s belief at the time and may not have been confirmed by blood or breath tests.

**Taser Trial**
During the 12 month Taser deployment trial, two phases of identification of whether alcohol was involved was recorded: the perceived presence of alcohol by the officer at the time of the incident, and when the person was apprehended (New Zealand Police 2008\(^{16}\)). Tasers were reported to be presented at 128 incidents over the 12 month trial, with alcohol or drugs perceived as a factor by the officer in 51% of incidents. Police Officers were unsure whether alcohol or drugs were involved in a further 30 incidents (24%) (New Zealand Police 2008).

After the person was apprehended, alcohol was positively identified as the most commonly used drug, which was recorded present in 45 (35%) incidents. However, of the incidents where a combination of substances was present, alcohol was also present in 7 of the 8 incidents (New Zealand Police 2008).

**Youth Offender Risk Screening Tool - Violent Offending**
The Youth Offender Risk Screening Tool (YORST) is a pilot project that has been trialled in Waikato and Bay of Plenty Police Districts from July 2007, and is currently being implemented nationally. YORST is a systematic evaluation of youth that have been apprehended by Police for offending. Those youth are rated by a number of factors to identify risks for re-offending, and key intervention areas are identified and implemented to reduce the likelihood of the child or young person re-offending.

In the six month trial, a total of 517 youths were screened, and 99 youths were identified as having committed a violence-related offence (1000-series offence). Overall, this contributed 19% of all the offences by youth in the pilot. Of those that committed violence-related offences, 59% of those were either serious or minor assaults.

Eighty-two percent of those youths that committed a violence offence were between the ages of 13 and 16, and 65% were identified to be of Māori ethnicity. A further 30% were European, 2% were Pacific Isle ethnicity, and 3% belonged to other ethnicities. Of those that were arrested for violence offences, 80% had come to the notice of Police for previous offending, and 45% had been identified as being seen within the previous 6 months from the current arrest (Figure 29).

Forty-five percent of youth offenders who committed a violence offence were identified by Police as having a moderate to very serious concern regarding their alcohol or drug use.

Youth Offenders who Committed a Violence Offence by Age & Ethnicity as Part of the YORST Project

Figure 29. Total number of youth screened in the YORST pilot that committed a violence offence. Solid bars are total number of alleged offenders by age; lines refer to youth of different ethnic groups that were identified by Police as having a moderate to very serious concern regarding their alcohol or drug use. Source: YORST.
Demographic Analysis

Key Points

− The number of alleged offenders who were identified as having consumed alcohol at the time of offending has increased from 27% to 32% from 2005/06 to 2007/08.
− Approximately one third of participants in the New Zealand Alcohol & Drug Abuse Monitoring (NZ-ADAM) programme reported to have been using alcohol at the time of arrest.
− In 2007/08, 72% of participants in the NZ-ADAM study who had been using alcohol at the time of arrest reported that it contributed at least some to all of their offending at the time of arrest.
− There is not an even distribution in the ages of the alleged offenders who consumed alcohol prior to offending, with the highest proportion of alleged offenders being between the ages of 16 and 24 years of age.
− Males are more often apprehended than females, although there is little difference between the percentages of identified drinking behaviours between the two genders.
− European, Māori and Pacific Isle ethnic groups contributed 89% of all apprehensions where the alleged offender consumed alcohol prior to committing an offence in 2007/08.
− While Māori and Pacific Isle ethnic groups show a higher proportion of offenders by population where alcohol was consumed prior to arrest, Pacific peoples had a higher percentage of apprehensions where alcohol was consumed prior to offending compared to other identified ethic groups.
− Drink driving offences showed a disproportional number of female Māori arrested compared to males and other ethnic groups.
− The percentage of victims of family violence occurrences where it was identified that alcohol was present has decreased from 27% in 1994/95 to 14% in 2007/08.
− Victims of homicides were less likely to be under the influence of alcohol at the time of the incident than suspects, however over one third of all victims were under the influence of alcohol at the time.
− In 2007/08, 28% of victims recorded in the Auckland sexual violence database were believed to have consumed alcohol before the sexual assault.

Alcohol Affected Offenders

Alco-Link is an operational database\(^\text{17}\) that allows information to be accessed that relates to whether alcohol was a factor by either the alleged offender informing Police that they consumed alcohol prior to offending, and if unresponsive, the arresting officer judges alcohol involvement based on physical and behavioural cues (Appendix D). Information is also collected that identifies the alleged place of last drink, and the level affected by alcohol as perceived by Police at the time of arrest. Alco-Link has been operational since July 2005, and prior to that, there was no nationally implemented system to identify alcohol involvement with offenders.

Alco-Link requires information to be collected for people who have allegedly committed an offence or held in Police custody. It is not systematically collected for victims, suspects, or people involved in incidents that do not end in an arrest.

\(^{17}\) An operational database is one that is continually updated, therefore, numbers are subject to change as new and historic data is entered into the Police NIA system.
The total number of alleged offenders identified in Alco-Link has increased from 243,971 to 255,591 \(^{18}\) from 2005/06 to 2007/08 despite an increase in the number of alcohol consumed ‘not known’ options being selected. The number of alleged offenders who were identified as having consumed alcohol at the time of offending has increased from 27% to 32% in 2005/06 to 2007/08, with a further increase in those where it was not known if alcohol was consumed from 16% to 30% in the same period (Figure 30).

![Percentage of Apprehensions & Alcohol Involvement from 2005/06 to 2007/08](image)

**Figure 30.** Percentage of apprehensions and whether alcohol was consumed prior to committing the alleged offence from 2005/06 to 2007/08. Source: Alco-Link.

The level at which an alleged offender is affected by alcohol at the time of arrest is recorded by the arresting officer by identifying set criteria regarding speech, coordination, behaviour and appearance of the alleged offender (Appendix D). Where a level affected by alcohol was recorded for those apprehended who had consumed alcohol prior to offending, 47% were moderately affected by alcohol, 23% were slightly affected by alcohol and 15% were extremely affected by alcohol in 2007/08 (Figure 31). There has been little change across all levels affected by alcohol, with variation of 1 to 2% between all three years.

![Percentage of Apprehensions where Alcohol was Consumed Prior to Offending & Assessed Level Affected by Alcohol](image)

**Figure 31.** Percentage of apprehensions where alcohol was consumed prior to committing an offence and level affected by alcohol at the time of arrest. Source: Alco-Link.

\(^{18}\) As at November 2008
**New Zealand Arrestee Drug Abuse Monitoring Programme (NZ-ADAM)**

The New Zealand Arrestee Drug Abuse Monitoring (NZ-ADAM) programme was developed to identify and measure the incidence of alcohol and other drug use of people who had been detained by Police at four sites across New Zealand (Whangārei, Henderson, Hamilton and Dunedin). Participants were asked a number of questions to determine their alcohol and other drug use before being arrested. Information was collected from the NZ-ADAM Annual Reports from 2006 to 2008.

Approximately one third of participants in the NZ-ADAM programme reported using alcohol at the time of arrest, and this percentage has decreased slightly over the past three years (37%, 35%, and 32% respectively) (Figure 32).

In 2007/08, 72% of participants in the NZ-ADAM programme who had been using alcohol at the time of arrest reported that it contributed at least some to all of their offending at the time of arrest. This percentage has increased from 68% in 2005/06 and 65% in 2006/07 (Figure 32).

Ninety-nine percent of participants had tried alcohol previously, with 90% having used alcohol in 2007/08. The percentage of those who had tried alcohol has not changed in the three years of reporting. Of those surveyed, 15% had reported that they had some dependency on alcohol in the previous 2 fiscal years, with 16% reporting some dependency on alcohol in 2007/08.

Of the participants interviewed, alcohol was reported to make participants more angry than some other drugs (NZ-ADAM Annual Report 2007). In 2007/08, 21% of

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19 See Data Sources for exclusion criteria for the NZ-ADAM programme.
20 A full list of questions can be obtained from the National Drug Policy New Zealand website: <http://www.ndp.govt.nz/moh.nsf/indexcm/ndp-nz-adam-annual-report07>
participants reported that they were more likely or much more likely to get angry while drinking, which is 5% fewer than 2006/07.

The percentage of those that reported having driven under the influence of alcohol has increased to 38% in 2007/08, compared to 34% and 31% in the previous fiscal years (2005/06 - 2006/07). Between 3% and 4% of participants reported that they did most to all of their driving while under the influence of alcohol.

Of the participants who identified alcohol as contributing a lot to all of their current arrest, 63% had been arrested at least once previously. This has increased from 57% in 2005/06, and 58% in 2006/07. Fifty-one percent of those who had not been arrested previously had identified alcohol as contributing a lot to all of their current arrest (2005/06 = 42%, 2006/07 = 52%).

The percentage of participants who identified alcohol as having no contribution to their current arrest totalled 26% of those who had been arrested at least once before. This is a decrease from 33% and 30% in 2005/06 and 2006/07 respectively.

**Family Violence**

When an occurrence is identified as family violence related by the attending officer, the occurrence is flagged in NIA as a family violence occurrence. The presence of alcohol is identified by the attending officer for both the primary victim and offender for each occurrence. The use of 'offender' role became a data entry standard during the implementation of NIA in 2005/06.

The number of alleged offenders identified as having alcohol present has increased from 13,912 to 17,037 from 2005/06 to 2007/08 (28% to 30% respectively), and those where it was not known if alcohol was present also increased from 3,046 to 10,284 (Figure 33). However, the percentage of alleged offenders where alcohol was not present was highest across all three years (66% to 52% respectively).

![Reported Family Violence Occurrences & Alcohol Present for Primary Offenders](image-url)

**Figure 33.** Total number of alleged offenders recorded in a family violence occurrence from 2005/06 to 2007/08 and whether alcohol was present at the time of the occurrence. Source: Family Violence Database.
Offender Age

There is not an even distribution in the ages of the alleged offenders who consumed alcohol prior to offending, with the highest proportion of alleged offenders being between the ages of 17 and 20 years of age (over 5,000 alleged offenders arrested where alcohol was consumed prior to offending) (Figure 34).

The proportion of alleged offenders who consumed alcohol prior to committing an offence has increased across all age groups, from 155 to 189 alleged offenders per 10,000 population in 2005/06 and 2007/08 respectively. Alleged offenders who were 18 at the time of offending had the highest proportion of apprehensions where alcohol was a factor across all three years, increasing from 5,769 to 7,109 apprehensions from 2005/06 to 2007/08 (approximately 940, 1,053, and 1,091 apprehensions per 10,000 population) (Figure 34).

![Age at Time of Apprehension of Alleged Offenders who had Consumed Alcohol Prior to Offending](image1.png)

**Figure 34.** Total number of alleged offenders apprehended by age and had consumed alcohol prior to offending. Red dotted lines show the age bracket between 18 and 20 year-olds. Source: Alco-Link.

The distribution of alleged offenders who did not consume alcohol is very similar to those who did consume alcohol, with a slight skew to younger offenders compared to those who did consume alcohol (Figure 35). The highest proportion of apprehensions where alcohol was not a factor shifted from 17 years of age in 2005/06 and 2006/07 to 14-16 year-olds in 2007/08.

![Age at Time of Apprehension & Whether Alcohol was Consumed Prior to Offending (2007/08)](image2.png)

**Figure 35.** Total number of alleged offenders and alcohol consumed by age (2007/08). Source: Alco-Link.
The proportion of alleged offenders who consumed alcohol prior to offending has increased across all age groups, with the largest increase occurring in the 20-24 year old age group, with a 30% increase in alleged offenders from 2005/06 to 2007/08 (Table 4). Alleged offenders aged between 17 and 18 have had the highest number of apprehensions by population compared to other age groups across all three years (Table 4).

Table 4. Number of alleged offenders who consumed alcohol prior to offending by age group and year by 10,000 people in that age group (New Zealand population). Percentage increase calculates the increase in apprehensions by population from 2005/06 to 2007/08. Source: Alco-Link.

<table>
<thead>
<tr>
<th>Age Group</th>
<th>2005/06</th>
<th>2006/07</th>
<th>2007/08</th>
<th>Percentage Increase</th>
</tr>
</thead>
<tbody>
<tr>
<td>10-17</td>
<td>161</td>
<td>186</td>
<td>194</td>
<td>21%</td>
</tr>
<tr>
<td>18-19</td>
<td>605</td>
<td>687</td>
<td>720</td>
<td>19%</td>
</tr>
<tr>
<td>20-24</td>
<td>490</td>
<td>566</td>
<td>637</td>
<td>30%</td>
</tr>
<tr>
<td>25+</td>
<td>121</td>
<td>132</td>
<td>144</td>
<td>19%</td>
</tr>
</tbody>
</table>

Age and Level Affected by Alcohol
Overall, the number of those apprehended who had consumed alcohol prior to offending were more often moderately affected by alcohol21 (89 out of 10,000 population, or 47% of those affected by alcohol at the time of arrest) (Figure 36, Table 5). For those that were apprehended under the age of 17, they had a lower incidence of being identified as moderately affected by alcohol than other age groups, but a higher incidence of unknown levels.

Figure 36. Number of apprehensions where an alleged offender consumed alcohol prior to committing an offence and level affected by alcohol as reported by the arresting officer (2007/08). Source: Alco-Link.

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21 Of note, those that are identified as extremely affected may be under-reported.
Alleged offenders who were 20 years or older had a higher percentage of apprehensions when the person was extremely affected by alcohol, and less likely to be either slightly affected by alcohol or not affected by alcohol at the time of arrest (Table 5). This trend has not changed markedly since 2005/06.

**Table 5.** Percentage of alleged offenders who consumed alcohol prior to offending and their identified level affected by alcohol by age group during 2007/08 (New Zealand population). Source: Alco-Link.

<table>
<thead>
<tr>
<th>Level Affected by Alcohol</th>
<th>10 - 17</th>
<th>18 - 19</th>
<th>20 - 24</th>
<th>25 +</th>
</tr>
</thead>
<tbody>
<tr>
<td>Nil</td>
<td>4%</td>
<td>3%</td>
<td>2%</td>
<td>2%</td>
</tr>
<tr>
<td>Slight</td>
<td>29%</td>
<td>32%</td>
<td>24%</td>
<td>18%</td>
</tr>
<tr>
<td>Moderate</td>
<td>42%</td>
<td>47%</td>
<td>49%</td>
<td>48%</td>
</tr>
<tr>
<td>Extreme</td>
<td>10%</td>
<td>11%</td>
<td>14%</td>
<td>19%</td>
</tr>
</tbody>
</table>

Note: Percentages do not add to 100% due to level affected by alcohol where it was "not known."

**Age and Place of Last Drink**

Across all age groups, the largest proportion of alleged offenders consumed their last drink at home or a private residence before committing an offence (45% overall) in 2007/08 (Table 6). Alleged offenders identified both licensed premises and public places as a place of last drink by 19% of alleged offenders, while special licensed venues were named in 2%.

The percentage of alleged offenders who had consumed their last drink at a home or private residence has increased from 39% to 45% from 2005/06 to 2007/08. However, the percentage of alleged offenders who named a place of last drink in locations other than home or private residence has not changed considerably, however there was a smaller percentage of unknown locations (22 to 16%) in the same period.

Alleged offenders under the age of 18 had a higher occurrence of those who had their place of last drink in a public place (29%), followed by 18 & 19 year-olds, of whom 26% consumed their last drink in a public place (Table 6). A shift to alleged offenders having consumed their last drink in a licensed premises was seen for those 20 years old or older, with almost a quarter of those who had been drinking prior to allegedly committing an offence drinking at a licensed premises (Table 6).

**Table 6.** Percentage of alleged offenders who consumed alcohol prior to offending and their identified place of last drink by age group in 2007/08. Source: Alco-Link.

<table>
<thead>
<tr>
<th>Place of Last Drink</th>
<th>10 - 17</th>
<th>18 - 19</th>
<th>20 - 24</th>
<th>25 +</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Home / Private Residence</td>
<td>46%</td>
<td>44%</td>
<td>41%</td>
<td>46%</td>
<td>45%</td>
</tr>
<tr>
<td>Licensed Premises</td>
<td>3%</td>
<td>18%</td>
<td>23%</td>
<td>22%</td>
<td>19%</td>
</tr>
<tr>
<td>Public Place</td>
<td>29%</td>
<td>26%</td>
<td>21%</td>
<td>13%</td>
<td>19%</td>
</tr>
<tr>
<td>Special Licence Venue</td>
<td>0%</td>
<td>1%</td>
<td>1%</td>
<td>1%</td>
<td>2%</td>
</tr>
</tbody>
</table>
**Drink Driving Offences**

There have been substantial increases in the number of alleged offenders aged under 20 and over 40 apprehended for drink driving offences. Those aged between 20 to 24 years old has also increased, with the greatest increase seen from 2002 to 2007 (Figure 37). While the number of 25 to 29 year olds who were apprehended for drink driving offences is lower than 1998, these numbers have increased in the last three years as people previously in a younger age group have become older (Figure 37).

![Number of Drink-Driving Offences by Age (1998 - 2007)](image)

**Figure 37.** Number of drink-driving offences recorded by age (1998 - 2007 calendar years). Source: TENF Provisional Database.

The change in percentage of offences by age group from 1998 to 2007 demonstrates the large increase in number of apprehensions for the under 20 year old age groups in 2007, with a 97% increase in the 17 and younger group and a 94% increase in the 18 to 19 age group from 1998.

The percentage of offences recorded for alleged offenders aged between 25 and 39 has decreased compared to the number of offences recorded in 1998 for this age group. Alleged offenders aged 40 or over have also had an increase in the percentage of offences recorded since 1998. Those aged over the age of 60 have had the third largest increase behind those under 17 and 18-19 year-old groups, and has increased by 61% (Figure 38).
Figure 38. Percentage change of drink driving offences by age group from 1998 to 2007 (bar) and the change in number of recorded offences from 1998 to 2007 (line). Source: TENF Provisional Database.

The crash risk for young offenders also mirrors the increase in offending by young offenders since 1999. There has been a clear increase in the number of 15 to 19 year old drivers where alcohol was a contributing factor since 2000, a smaller increase in the 20 to 24 year old group, while other age groups have stayed relatively constant (Figure 39). Those drivers aged 20 to 24 years have recorded the highest number of injury and fatal crashes where alcohol was a contributing factor since 1998 of all age groups (Crash Analysis System).

Figure 39. Number of people involved in an alcohol related injury crash by age range. Source: Crash Analysis System.

22 Although alcohol was noted as a contributing factor, this does not necessarily mean that the driver was over the legal alcohol limit for driving.
From 19998 to 2007, drink driving offences detected by under 17 year-olds to 24 year olds has increased, and this is also reflected by an increase in the number of fatal and injury crashes. Apprehensions and crashes where the alleged offender was between 40 and 59 years old have also shown a similar increase.

New Zealand Arrestee Drug Abuse Monitoring Programme (NZ-ADAM)
Participants in the NZ-ADAM programme were asked at what age first tried alcohol. Between 92 and 93% of participants first reported to have tried alcohol under the age of 18. Of those participants, over fifty percent consumed alcohol under the age of 14 (54%, 55%, and 52% for the previous 3 fiscal years respectively) (Figure 40).

Age where Alcohol was First Tried Recorded by NZADAM participants

![Graph showing age where alcohol was first tried by NZ-ADAM participants over different years.](image)

Figure 40. Age at which alcohol was first consumed as identified by participants interviewed as part of the New Zealand Alcohol and Drug Abuse Monitoring programme. Lines refer to 6 month block of years (e.g. 20052 = July - December 2005). Source: NZ-ADAM.

Youth Offender Risk Screening Tool
In the six month trial, 517 youths were screened under the age of 18. Twenty-eight percent of youths were 13 or younger, with the majority of those screened being between the ages of 14 and 16 (67%). Those identified as European ethnicity contributed 25% of those interviewed while 71% were Māori. Only 2% of those interviewed were identified as Pacific Isle ethnicity.

Almost half (45%) of those screened were apprehended due to dishonesty offending (4000-series offending), with 41% of those dishonesty offences being burglary-related, and 35% theft-related. Nineteen percent (n=99) committed violence-related (1000-series) offences, with 59% of those being either serious or minor assaults.

The youths interviewed included 68% who had previously come to police attention, with 28% having been identified as offending in the previous 1-6 months. Thirty-nine percent of those screened were identified by Police as having a moderate to very
serious concern about alcohol or drug use, with 51% of youth identified as showing slight or no concern (Figure 41).

![Level of Concern of Alcohol or Drug Use of Youths Screened in the YORST Project](image)

Figure 41. Percentage of youths screened by the YORST project and the officer's perception of the seriousness of the person's alcohol or drug use (June 2007 - April 2008). Source: YORST.

**Gender**

Official statistics show that males have been apprehended more often than females for the past 10 fiscal years, and the number of males being apprehended is increasing (156,856 in 1998/99 to 176,567 in 2007/08). However, the number of females being apprehended has increased along with males (36,749 in 1998/99 to 43,464 in 2007/08), and the proportion of females compared to males is decreasing (4.27 males to 1 female in 1998/99 to 4.06 males per female apprehension in 2007/08).

The majority of alleged offenders recorded in Alco-Link were male between the age of 17 and 20, with a high proportion of female alleged offenders arrested in the same age group (Figure 42) (Alco-Link). Alco-Link data shows that 17% of those that consumed alcohol before offending were female, and 83% were male in both 2005/06 and 2006/07, and the percentage of females increased slightly to 18%, with males dropping to 82% of apprehensions in 2007/08.
Figure 42. Total number of alleged offenders who consumed alcohol prior to offending by age and gender (2007/08). Source: Alco-Link.

The number of female offenders detected for drink driving offences has increased by 53.7% from 1998 to 2007 compared to an increase of only 18.2% for males for the same period (TENF database).

There was no significant difference between times of offending between males and females, with peak times being between Thursday 2100 and Friday 0300, Friday 2100 and Saturday 0600, and Saturday 2100 to Sunday 0600.

Level Affected by Alcohol
There was no significant difference between the percentage of male and female alleged offenders and their identified level affected by alcohol (Table 7). There has been no significant change in the percentage of levels affected by alcohol by gender since 2005/06.


<table>
<thead>
<tr>
<th>Level Affected by Alcohol</th>
<th>Female</th>
<th>Male</th>
<th>Unknown</th>
</tr>
</thead>
<tbody>
<tr>
<td>Nil</td>
<td>371 (3%)</td>
<td>1,504 (3%)</td>
<td>4 (3%)</td>
</tr>
<tr>
<td>Slight</td>
<td>3,548 (28%)</td>
<td>15,282 (26%)</td>
<td>41 (27%)</td>
</tr>
<tr>
<td>Moderate</td>
<td>6,519 (51%)</td>
<td>31,536 (54%)</td>
<td>84 (55%)</td>
</tr>
<tr>
<td>Extreme</td>
<td>2,256 (18%)</td>
<td>10,107 (17%)</td>
<td>24 (16%)</td>
</tr>
</tbody>
</table>

Place of Last Drink
Both males and females had a high percentage of alleged offenders who had their place of last drink at home or private residence (41 and 46% respectively) (Table 8). The recorded place of last drink had the greatest difference between genders for home or private residences compared to public places. Females had a higher percentage of apprehensions where the recorded place of last drink was at home or a private residence compared to males who had a higher percentage of males who recorded their place of last drink at a public place (Table 8).
Of note, there has been a slight increase in the percentage of females apprehended who consumed their last drink in a public place from 13% to 15% from 2005/06 to 2007/08, while males did not increase over the same period. This coincides with a decrease in the percentage of females who consumed their last drink at a licensed premises from 20% to 18% from 2005/06 to 2007/08.

Table 8. Place of last drink and gender of alleged offenders who consumed alcohol prior to committing an offence (2007/08). Source: Alco-Link.

<table>
<thead>
<tr>
<th>Place of Last Drink</th>
<th>Gender</th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Female</td>
<td>Male</td>
<td>Unknown</td>
<td>Unknown</td>
</tr>
<tr>
<td>Home / Private Residence</td>
<td>6,705  (46%)</td>
<td>27,372 (41%)</td>
<td>72  (42%)</td>
<td>2        (1%)</td>
</tr>
<tr>
<td>Licensed Premises</td>
<td>2,669  (18%)</td>
<td>11,936 (18%)</td>
<td>49  (28%)</td>
<td>2        (1%)</td>
</tr>
<tr>
<td>Not Known</td>
<td>2,824  (20%)</td>
<td>13,566 (20%)</td>
<td>33  (19%)</td>
<td>2        (1%)</td>
</tr>
<tr>
<td>Public Place</td>
<td>2,140  (15%)</td>
<td>12,681 (19%)</td>
<td>17  (10%)</td>
<td>2        (1%)</td>
</tr>
<tr>
<td>Special Licence Venue</td>
<td>125    (1%)</td>
<td>697    (1%)</td>
<td></td>
<td>2        (1%)</td>
</tr>
</tbody>
</table>

New Zealand Arrestee Drug Abuse Monitoring Programme (NZ-ADAM)
Participants in the NZ-ADAM programme were asked about the average number of days they consumed alcohol. The NZ-ADAM report shows the average number of days where participants reported to have consumed alcohol in the past 30 days increased from an average of 6.3 days in 2005/06 to 6.8 days in 2007/08 (min = 2, max = 30 days).

The average number of male participants who reported to have consumed more than five drinks in one day over the past 30 days has increased from 7.1 to 7.7 days from 2005/06 to 2007/08. The average number of female participants who reported to have consumed more than three drinks in one day over the past 30 days has decreased from 8.6 to 7.8 days from 2005/06 to 2007/08.

Family Violence
For family violence occurrences, there was a slight difference in the percentage of male and female primary alleged offenders that were identified as having alcohol present at the time of the occurrence, with males slightly more likely to have alcohol present compared to female alleged offenders (Figure 43). The percentage of both male and female primary alleged offenders has increased since 2005/06 (Figure 43).

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Comparison of Offenders by Gender and Alcohol Present at Family Violence Occurrences

![Comparison of Offenders by Gender and Alcohol Present at Family Violence Occurrences](chart.png)

**Figure 43.** Percentage of males and females identified as alleged offenders who were involved in family violence occurrences where alcohol was present from 2005/06 to 2007/08. Source: Family Violence Database.

**Ethnicity**

Official police statistics show that overall Caucasian, Māori and Pacific Isle ethnic groups contributed between 95 and 97% of all apprehensions between 1998/99 and 2007/08. In 2007/08, Caucasians and Māori contributed 45 and 42% of all recorded apprehensions respectively, with 9% attributed to the Pacific Isle ethnic group.

Compared to population data from the 2006 Census, the number of apprehensions compared to the percentage population of each ethnic group, both Māori and Pacific Isle ethnic groups has a higher representation of recorded apprehensions compared to the actual New Zealand population.

In 2006, 1,414 apprehensions were recorded for every 10,000 Māori in New Zealand (15% of the New Zealand Māori population). Pacific Isle ethnic group had 580 apprehensions for every 10,000 people who identified themselves as Pacific Isle ethnicity (6% of the New Zealand Pacific Isle population). In contrast, only 295 apprehensions were recorded for every 10,000 people where the offender identified themselves as European24 in 2006, which comprised only 3% of the New Zealand European population.

**Alcohol Affected Offenders**

Of those apprehensions where alcohol was a factor, European, Māori and Pacific Isle ethnic groups contributed from 92 to 89% of all apprehensions from 2005/06 to 2007/08, with Europeans contributing 44%, 43% and 43% from 2005/06 to 2007/08 respectively (Figure 44).

Māori that were apprehended where alcohol was a factor decreased slightly over the past 3 fiscal years, contributing 38%, 37%, and 36% of all offences from 2005/06 to

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24 Includes people who identified themselves as a New Zealander during the 2006 Census.
2007/08, and Pacific Isle ethnic groups contributed 10% of offences each year from 2005/06 to 2007/08 (Figure 44).

Other ethnic groups identified included Asian, Indian, Latin American, Middle Eastern, Native African, and other ethnicities, which in total contributed less than 3% of all other apprehensions in all three years of Alco-Link data, while ethnic groups where it was unknown were around 8% (Figure 44).

![Percentage of Alleged Offenders who Consumed Alcohol Prior to Committing an Offence by Ethnicity](image)

**Figure 44.** Percentage of alleged offenders who consumed alcohol prior to committing an offence by ethnicity (2007/08). Note: 'Other' includes Asian, Indian, Latin American, Middle Eastern, Native African, and other ethnicities. Source: Alco-Link.

When comparing the proportion of alleged offenders by population, both Māori and Pacific Isle ethnic groups were markedly higher overall for offending and consuming alcohol prior to offending than any other ethnic group compared to the proportion of New Zealand ethnic population (Table 9).

**Table 9.** Number of apprehensions overall and those where the alleged offender consumed alcohol prior to offending recorded by 10,000 population for 2005/06. Counts are calculated by using 2006 Census data from Statistics New Zealand.

<table>
<thead>
<tr>
<th>Apprehensions per 10,000 population (2005/06 FY)</th>
<th>Total Apprehensions</th>
<th>Apprehensions where alcohol was consumed prior</th>
</tr>
</thead>
<tbody>
<tr>
<td>European</td>
<td>295</td>
<td>88</td>
</tr>
<tr>
<td>Māori</td>
<td>1414</td>
<td>394</td>
</tr>
<tr>
<td>Pacific Isle</td>
<td>580</td>
<td>215</td>
</tr>
</tbody>
</table>

The percentage of apprehensions where alcohol was consumed prior have increased by 18% and 24% for Māori and Pacific Isle ethnic groups respectively from 2005/06.
to 2007/08 (Table 10). Pacific Isle ethnic group also had the highest percentage increase in apprehensions where alcohol was consumed prior to offending over three years (24% increase), compared to the lowest increase for Māori at 18% over the same period (Table 10).

Asian ethnic group has also seen a 22% increase in apprehensions, and although the lowest recorded number and percentage of apprehensions were made where alcohol was involved, the percentage of all offences where alcohol was consumed prior has increased to a quarter of apprehensions in 2007/08 (19% to 25% from 2005/06 to 2007/08) (Table 10).

Table 10. Number of and percentage of total apprehensions where alcohol was consumed prior to committing an offence by ethnic group and year. Percentage increase in apprehensions from 2005/06 to 2007/08 is also calculated. Source: Alco-Link.

<table>
<thead>
<tr>
<th>Ethnicity</th>
<th>Percentage alcohol consumed</th>
<th>European</th>
<th>Māori</th>
<th>Pacific Isle</th>
<th>Asian</th>
</tr>
</thead>
<tbody>
<tr>
<td>2005/06</td>
<td></td>
<td>28,245 (26%)</td>
<td>24,590 (26%)</td>
<td>6,495 (34%)</td>
<td>805 (19%)</td>
</tr>
<tr>
<td>2006/07</td>
<td></td>
<td>31,923 (29%)</td>
<td>27,388 (28%)</td>
<td>7,537 (37%)</td>
<td>820 (21%)</td>
</tr>
<tr>
<td>2007/08</td>
<td></td>
<td>34,835 (32%)</td>
<td>28,961 (31%)</td>
<td>8,060 (39%)</td>
<td>985 (25%)</td>
</tr>
<tr>
<td>% increase</td>
<td></td>
<td>23%</td>
<td>18%</td>
<td>24%</td>
<td>22%</td>
</tr>
</tbody>
</table>

In 2007/08, most ethnic groups recorded between 29 and 32% of apprehensions where alcohol was consumed prior to offending. However, those identified as Middle Eastern had a lower percentage of apprehensions compared to other ethnicity groups (21%), as well as Asians (25%) (Figure 45). Pacific Isle ethnic group had a higher percentage of apprehensions where alcohol was consumed prior (39%), which with the exception of the Latin American ethnic group in 2006/07 (43%) has been the highest over all three years (Figure 45).

The percentage of apprehensions where alcohol was consumed has increased for all ethnic groups compared to the previous two years, except for those identified as Latin American and ‘other’ ethnicity, where both groups had an increase in the number of apprehensions in 2006/07 (Figure 45). The increase in apprehensions for Latin Americans in 2006/07 could be due to low numbers overall (96 apprehensions in total).
There was little difference between the level affected by alcohol of the alleged offender and their identified ethnicity. Pacific Isle ethnic group had a slightly higher percentage of arrests where the alleged offender was extremely affected by alcohol compared to European and Māori, however those of ‘other’ ethnic origin had the highest incidence of being extremely affected by alcohol, with 20% of all alleged offenders (Table 11).

Table 11. Alleged offenders who consumed alcohol prior to committing an offence by ethnic group and level affected by alcohol (2007/08). Source: Alco-Link.

<table>
<thead>
<tr>
<th>Ethnicity</th>
<th>European</th>
<th>Māori</th>
<th>Pacific Isle</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td>Nil</td>
<td>878 (3%)</td>
<td>627 (2%)</td>
<td>159 (2%)</td>
<td>159 (4%)</td>
</tr>
<tr>
<td>Slight</td>
<td>8,308 (24%)</td>
<td>6,285 (22%)</td>
<td>1,741 (22%)</td>
<td>1,741 (4%)</td>
</tr>
<tr>
<td>Moderate</td>
<td>1,509 (48%)</td>
<td>1,669 (47%)</td>
<td>660 (45%)</td>
<td>660 (57%)</td>
</tr>
<tr>
<td>Extreme</td>
<td>5,184 (15%)</td>
<td>4,695 (16%)</td>
<td>1,369 (17%)</td>
<td>1,369 (20%)</td>
</tr>
</tbody>
</table>

The largest proportion of those of European ethnicity who consumed alcohol prior to offending were between the ages of 17 to 20 (Figure 46), who were either slightly or moderately affected by alcohol at the time of arrest. The highest proportion of those who were identified as extremely affected by alcohol were also male between the
ages of 21 to 50 and females who were extremely affected by alcohol between the age 31 and 50. Female Europeans were more often apprehended while moderately affected by alcohol and between the ages of 21 and 50 in 2006/07 and 2007/08.

**Figure 46.** Number of alleged offenders who had consumed alcohol prior to offending by age at offence and ethnic group and assessed as moderately or extremely affected by alcohol at the time of arrest. Source: Alco-Link.

Over half of alleged offenders who consumed alcohol prior to offending were aged under 25 years old. European alleged offenders had the highest percentage of apprehensions under the age of 25 (67% of European alleged offenders) where ethnicity was known. Māori and Pacific Isle ethnic groups each had 59% of alleged offenders under the age of 25 (Table 12).

Both European and Māori youths aged between 10 and 17 had a higher percentage of alleged offenders in this age group who had consumed alcohol prior to offending compared to other ethnic groups (Table 12). Other and unspecified ethnic groups had a higher incidence of people aged 20 years or older compared to European, Māori and Pacific Isle ethnic groups (Table 12).

**Table 12.** Percentage of alleged offenders who consumed alcohol prior to offending by ethnicity and age group (2007/08). Note: Percentages are not adjusted by proportion of population. Source: Alco-Link.

<table>
<thead>
<tr>
<th>Age Group</th>
<th>European</th>
<th>Māori</th>
<th>Pacific Isle</th>
<th>Other*</th>
<th>Unspecified</th>
</tr>
</thead>
<tbody>
<tr>
<td>10 - 17</td>
<td>15%</td>
<td>16%</td>
<td>12%</td>
<td>7%</td>
<td>22%</td>
</tr>
<tr>
<td>18 - 19</td>
<td>23%</td>
<td>17%</td>
<td>18%</td>
<td>15%</td>
<td>28%</td>
</tr>
<tr>
<td>20 - 24</td>
<td>29%</td>
<td>26%</td>
<td>29%</td>
<td>39%</td>
<td>39%</td>
</tr>
<tr>
<td>% offenders</td>
<td>67%</td>
<td>59%</td>
<td>59%</td>
<td>61%</td>
<td>89%</td>
</tr>
</tbody>
</table>

* 'Other' ethnicities includes Asian, Indian, Latin American, Middle Eastern, Native African, and other ethnic groups not listed.
Place of Last Drink
There was a difference between the percentage of alleged offenders of each ethnic group and their place of last drink. All ethnic groups had the highest percentage of apprehensions where the place of last drink was at home or a private residence (between 40 and 57%).

Māori and Pacific Isle ethnic groups less often reported their place of last drink at a licensed premises compared to European and other ethnic groups. Both Māori and other ethnic groups had a relatively higher percentage of apprehensions where the place of last drink was at home or a private residence (Table 13). Both European and Pacific Isle ethnic groups had a higher percentage of apprehensions where the place of last drink was in a public place compared to the Māori and other ethnic groups (Table 13).

Table 13. Place of last drink of alleged offenders by ethnic group (2007/08). Source: Alco-Link.

<table>
<thead>
<tr>
<th>Place of Last Drink</th>
<th>Ethnicity</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>European</td>
</tr>
<tr>
<td>Home / Private Residence</td>
<td></td>
</tr>
<tr>
<td>13,825 (40%)</td>
<td>12,786 (50%)</td>
</tr>
<tr>
<td>Licensed Premises</td>
<td></td>
</tr>
<tr>
<td>7,330 (21%)</td>
<td>3,955 (15%)</td>
</tr>
<tr>
<td>Not Known</td>
<td></td>
</tr>
<tr>
<td>6,720 (19%)</td>
<td>6,470 (21%)</td>
</tr>
<tr>
<td>Public Place</td>
<td></td>
</tr>
<tr>
<td>6,334 (18%)</td>
<td>5,542 (14%)</td>
</tr>
<tr>
<td>Special Licence Venue</td>
<td></td>
</tr>
<tr>
<td>390 (1%)</td>
<td>208 (1%)</td>
</tr>
</tbody>
</table>

Drink Driving
There is clear disproportionality in the percentage of Māori alleged offenders, especially for females, 38% of females detected are Māori (Figure 47). This offending by females differs from Caucasian to Māori. A large percentage of female Caucasians apprehended are in the 40 to 49 year age group. This differs markedly from Māori females where the offending is spread very evenly across all ages from 20 to 49.

25 Includes Asian, Indian, Latin American, Middle Eastern, Native African, unknown, and other ethnic groups not listed
26 Ethnicity data is not recorded for every alcohol related traffic offence, therefore, the data is indicative only.
Figure 47. Percentage of drink driving apprehensions by ethnicity and gender in 2007. Note: Percentages add to 100% for each ethnicity. Source: TENF Provisional Database.

Youth Offender Risk Screening Tool

Of those youth that were screened during the YORST project that identified themselves as being of Māori ethnicity (N =367), 41% were identified by Police for their alcohol or drug use being a moderate to very serious concern, and 48% showing slight or no concern about alcohol or drug use. Of those that identified themselves as European (N=130), 38% were identified by Police for their alcohol or drug use having a moderate to very serious concern, and 55% showing slight or no concern about alcohol or drug use.

Overall the percentage of females that were screened and identified as having a moderate to very serious concern regarding alcohol or drug use was around 10% less than males (34% and 42% respectively). However, female Māori were identified much more frequently than European females as having a moderate to very serious concern regarding alcohol or drug use (37% Māori females, 19% European females).

There was little difference in the percentage of males of Māori and European ethnicity that were identified as having a moderate to very serious concern regarding alcohol or drug use (42% Māori males, 43% European males).

Victimisation

Police do not routinely report on information regarding alcohol consumption of victims at the time of occurrence except for family violence and homicide incidents, which means that the information relating to alcohol use and victims is limited.

Family Violence

When an occurrence is identified as family violence by the attending Police officer, the occurrence is flagged in NIA as a family violence occurrence. The presence of alcohol is identified by the attending officer for both the primary victim and offender for each occurrence.
The total number of victims recorded in family violence occurrences has increased from 11,357 to 46,305 from 1994/95 to 2007/08, with the majority of those being female (approximately 80%). The number of alleged offenders has also increased from 50,134 to 56,488 between 2005/06 and 2007/08, with males comprising 80% of offenders.

Victims where it was identified that alcohol was a factor has increased in number from 3,043 in 1994/95 to 6,477 in 2007/08, despite a decrease in the percentage of victims where it was identified that alcohol was a factor in the same period (27% to 14%). The percentage of victims where it was not known if alcohol was consumed increased markedly from 193 (<1%) in 2004/05 to 16,114 (35%) of victims in 2007/08, which coincides with the change to using NIA system occurrences (Figure 48).

![Reported Family Violence Occurrences & Alcohol Present for Primary Victims](image)

**Figure 48.** Total number of victims recorded in a family violence occurrence from 1994/95 to 2007/08 and whether alcohol was present at the time of the occurrence. Source: Alco-Link.

**Homicide**

The total number of homicides recorded from January 1999 to October 2008 was 489. Of those homicides, this includes 516 victims involved in the incidents. Overall, 35% of all victims were identified as being under the influence of alcohol.

**Auckland Sexual Violence Data**

The Auckland Central Adult Sexual Assault Team (ASAT) collates information regarding the victims of sexual assault. One of the questions the database collects refers to whether alcohol had been consumed by the victim. Police officers determine this by making an assumption from each occurrence narrative and whether or not the victim had, or was more than likely to have, consumed alcohol prior to the assault.

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27 The data regarding alcohol involvement of victims is collected from initial observations only and has not been confirmed by any screening or toxicology tests. The information is subject to change as new and historic information is entered.

28 This information is only from a small sample, and is only from one Police District; therefore national trends cannot be drawn from this data. As far as can be established there are no similar databases around the country to draw this information from.
During 2007/08 there was information from 181 victims entered into the database, and of these 28% were believed to have consumed alcohol. Of those victims recorded, 53% were not believed to have been drinking, and for 19% it was not known or not stated (Figure 49).

Figure 49. Percentage of victims of sexual offences recorded in the Auckland District, and whether they consumed alcohol prior to the offence during 2007/08\textsuperscript{24,25}. Source: ASAT data.

Sexual assaults recorded by the Auckland Central Adult Sexual Assault Team showed 28% of victims were affected by alcohol while overall sexual offences record only 15% of offences being committed while to alleged offender consumed alcohol in the same period (Table 2). With these particular types of offences, it is likely that the delay in apprehending an offender has affected the percentage of offenders who are recorded as having consumed alcohol prior to offending\textsuperscript{29}. However, no national data collection system relating to consumption of alcohol prior to being victimised is currently available.

\footnote{29 The option of alcohol consumed = not known can be used if an alleged offender is apprehended more than 12 hours after an offence has been committed.}
Locations

Key Points

- The majority of alleged offenders who had consumed alcohol prior to offending identified their place of last drink as home/private residence.
- Both licensed premises and public places were identified as a place of last drink for 18% of alleged offenders in 2007/08.
- Public place settings were identified as the most common location where alcohol-related offending occurred, irrespective of where the place of last drink was consumed.
- Differences in alleged offenders’ level affected by alcohol were observed at different place of last drink locations.
- Recorded homicide incidents that occurred in public places had higher incidence of alcohol involvement than other locations.
- Fifty percent of alleged offenders who had consumed their last drink on a licensed premises reported their place of last drink at 9.7% of licensed premises featured in Alco-Link (2% of all on- and club licensed premises in New Zealand).
- The highest proportion of those who committed an offence in a public place also named their place of last drink as a public place.
- Of those alleged offenders who consumed their last drink in a licensed premises, 11% also committed an offence on a licensed premises.

Place of Last Drink

As part of the Alco-Link process, alleged offenders who had consumed alcohol prior to offending are asked where they consumed their last drink prior to committing an offence. Police use this information to identify specific locations to target to reduce the risk of harm in the community. As this information is taken from intoxicated persons, answers given by alleged offenders are not always accurate. However, the information collected is used as indicator only.

The largest number of apprehensions recorded in Alco-Link where an alleged offender had consumed alcohol prior to offending identified their place of last drink at home or private residence. This increased from 25,242 apprehensions in 2005/06 to 34,149 apprehensions in 2007/08 (Table 14).

The total number of apprehensions where the alleged offender identified a licensed premises as their place of last drink has also increased. However, the overall percentage of apprehensions has decreased (Table 14, Figure 50).
Table 14. Number of apprehensions made and identified place of last drink from 2005/06 to 2007/08. Source: Alco-Link.

<table>
<thead>
<tr>
<th>Place of Last Drink</th>
<th>2005/06</th>
<th>2006/07</th>
<th>2007/08</th>
</tr>
</thead>
<tbody>
<tr>
<td>Home/Private Residence</td>
<td>25,242</td>
<td>30,495</td>
<td>34,149</td>
</tr>
<tr>
<td>Licensed Premises</td>
<td>13,268</td>
<td>14,302</td>
<td>14,654</td>
</tr>
<tr>
<td>Not Known</td>
<td>14,420</td>
<td>14,485</td>
<td>16,423</td>
</tr>
<tr>
<td>Public Place</td>
<td>11,457</td>
<td>13,802</td>
<td>14,838</td>
</tr>
<tr>
<td>Special Licence Venue</td>
<td>438</td>
<td>537</td>
<td>824</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>64,825</strong></td>
<td><strong>73,621</strong></td>
<td><strong>80,888</strong></td>
</tr>
</tbody>
</table>

Note: Although the place of last drink was recorded, this does not necessarily reflect where the actual offence occurred or where the majority of the alleged offender's drinking occurred prior to committing an offence.

During 2006/07 and 2007/08, alleged offenders identified their last drink before committing an offence at a private residence (42%). This was an increase in 3% from those recorded in 2005/06 (39%) (Figure 50). Licensed premises and public places were each identified as a place of last drink for 18% of apprehensions in 2007/08, with those identifying licensed premises as a place of last drink decreasing by one percent each year from 2005/06 (20% in 2005/06 to 18% in 2007/08) (Figure 50).

In all years, special licensed venues have been identified in one percent of all apprehensions where alcohol was a factor. Where a place of last drink was either not known or not recorded accounted for 21% of apprehensions from both 2006/07 and 2007/08, which was a 2% increase from 2005/06 (Figure 50).

**Percentage of Alleged Offenders & Place of Last Drink Prior to Committing an Offence (2005/06 - 2007/08)**

![Figure 50. Percentage of apprehensions across all offence categories alleged to have their last drink before committing an offence from 2005/06 to 2007/08. Source: Alco-Link.](image-url)
Those who identified their place of last drink as home or private residence were most likely to be either moderately or slightly affected by alcohol (22% and 11% respectively), but also contributed the highest percentage of those who were extremely affected by alcohol (6% of apprehensions) in 2007/08 (Figure 51).

Alleged offenders who consumed their last drink in a licensed premises were more likely to be moderately or slightly affected by alcohol (11% of apprehensions), with 3% of all apprehensions being extremely affected by alcohol, while those in public places were more often moderately or slightly affected by alcohol (9% and 6% respectively) (Figure 51).

**Number of Apprehensions & Level Affected by Alcohol**

![Graph showing number of apprehensions and level affected by alcohol](image)

**Figure 51.** Recorded place of last drink by alleged offenders who had consumed alcohol prior to offending (bar) and their perceived level affected by alcohol at the time of arrest (lines) in 2007/08. ‘Not known’ includes null answers on the Alco-Link questions. Source: Alco-Link.

**Licensed Premises**

Licensed premises were identified as a place of last drink for 18% of apprehensions in 2007/08, which was 2% less than 2005/06 (Alco-Link). Overall, 23% of all on and club licence licensed premises operating in New Zealand featured one or more times in Alco-Link data as a place of last drink. This figure has increased from 17% of all on and club licensed premises featured one or more times in Alco-Link data from the previous year to June 2007.

During 2007/08, 50% of alleged offenders who had consumed their last drink on a licensed premises drank at 9.7% of licensed premises featured in Alco-Link 30. This represents just over 2% of the total of on- and club premises in New Zealand (number is 2.19%).

During 2007/08, licensed premises that were featured in Alco-Link were ranked by the total number of apprehensions where the alleged offender identified the place of last drink at that licensed premises and the arresting Police officer assessed the

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30 Licensed premises feature in Alco-Link if at least one offence has been committed and linked to the premises. This varies from the actual number of licensed premises operating throughout New Zealand.
alleged offender as either moderately or extremely affected by alcohol. Of those that were ranked within the top 50 licensed premises by volume of apprehensions, 68% had tavern style licences (34 out of 50) (Ministry of Justice Licensed Premises Lists, 2008). However, when compared to the total number of tavern licensed premises nationally, this only constituted 1% of all tavern style premises. Although only 8 of the top 50 premises held night club style licences, this included 11% of all premises that operate under a night club licence within New Zealand.

Most of the top 50 licensed premises by volume of apprehensions were located in a central business district (CBD) (94%), while 6% were identified as residential licensed premises. None of the top 50 premises are located in rural settings, although the size of the CBD does vary (e.g. Auckland metropolitan to Rangiora township). Of those where operating hours were available (n=46), almost three quarters had a closing time between 3 and 6am (74%), with the majority closing at 3am (57%), and a further 13% held 24 hour licenses.

Occupancy rates, although not a requirement of a licence application (except indirectly through building consent), have been added as a requirement for some local authorities on licence applications. Of those that were available from liquor licensing officers in the respective Areas (n=33), the average occupancy rate was 366 (min = 50, maximum = 850).

Public Places
Public places have been identified as a place of last drink for 18% (14,838 apprehensions) of apprehensions where an alleged offender consumed alcohol prior to offending in 2007/08 (Alco-Link) (Figure 49). This was a small decrease from the overall percentage recorded in 2006/07 (19%) but the same as recorded in 2005/06. However, the overall numbers of apprehensions where an alleged offender consumed alcohol in a public place has increased by over 3,300 apprehensions (actual number is 3,381) in the past three fiscal years (Table 14).

Almost half of alleged offenders who identified their place of last drink at a public place were moderately affected by alcohol (47%), and a further 13% were extremely affected by alcohol at the time of arrest. However, compared to other locations identified as a place of last drink, public places had a higher percentage of alleged offenders who were identified as slightly affected by alcohol (34%) compared to other locations (range of 22-27% for other locations) (Figure 51).

Males were more often apprehended (85%) after having consumed alcohol in a public place compared to females (14%), and those of Pacific Isle, Native African and Māori ethnicity had a higher proportion of alleged offenders identify their place of last drink as a public place 21%, 21% and 19% respectively. Also, alleged offenders between the ages of 10 and 20 had a higher proportion of apprehensions compared to older age groups, however private residence was still more common across all age groups.

The majority of LINs are issued to youths who are either in possession or drinking in public places under the age of 18 (52% and 44% of all LINs issued in 2007/08 respectively). However, when considering the number of offences that were identified prior to the introduction of LINs, there is a chance that the increase is due to change in Police practice, although it could also indicate more youths drinking in public places (Figure 17).
Place of Offending

Place of Offence & Place of Last Drink

Police refer to where an occurrence or incident has taken place using specific codes that relate to location types. Four broad location type categories are used: commercial, miscellaneous, public and residential locations. Within each category, specific location types are listed (refer to Appendix E). The recorded place of last drink does not necessarily reflect where the offence was committed. This section compares the place of last drink with the location type where the alleged offence took place.

During 2007/08, the majority of locations that were identified where an offence took place occurred in a public setting\(^{31}\) (57\%) irrespective of where the place of last drink was recorded, with either a public place or street being the most recorded place of offending. Residential settings\(^{32}\) contributed 16\% and commercial settings\(^{33}\) contributed 11\% of offender locations. Of those offender locations that were in commercial settings, 42\% were at a licensed premises, and 21\% were in a shop, store or supermarket.

Where a place of last drink was identified, between 55 and 70\% of concurrent offences occurred in a public setting, with the majority of alleged offenders also having consumed their last drink in a public place (70\%) (Table 15). Between 11 and 20\% of alleged offenders committed an offence in either an unknown or miscellaneous setting\(^{34}\).

Alleged offenders who had consumed their last drink at home or a private residence had the highest incidence of offending in a public place setting (55\%), followed by a residential setting (20\% of offenders), suggesting those that drank at home were more likely to migrate to a public setting before committing an offence.

Those who consumed their last drink at a licensed premises were also more likely to offend in public place setting (62\%), followed by a commercial setting (21\%), with 54\% of those offending on a licensed premises.

Of those where the offence took place on a licensed premises, it was not known where the place of last drink was consumed for 18\% of alleged offenders, and 11 and 12\% of alleged offenders consumed their last drink at either home or private residence or in a public place respectively.

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\(^{31}\) Refer to Appendix E for public place setting list.
\(^{32}\) Refer to Appendix E for residential setting list.
\(^{33}\) Refer to Appendix E for commercial setting list.
\(^{34}\) Refer to Appendix E for miscellaneous setting list.
Table 15. Identified place of last drink by the alleged offender and the location the offence took place (2007/08). Source: Alco-Link.

<table>
<thead>
<tr>
<th>Place of Last Drink</th>
<th>Commercial</th>
<th>Miscellaneous</th>
<th>Public</th>
<th>Residential</th>
</tr>
</thead>
<tbody>
<tr>
<td>Home/Private Residence</td>
<td>2,165 (6%)</td>
<td>6,241 (18%)</td>
<td>18,822 (55%)</td>
<td>6,964 (20%)</td>
</tr>
<tr>
<td>Licensed Premises</td>
<td>3,045 (21%)</td>
<td>1,735 (12%)</td>
<td>9,096 (62%)</td>
<td>786 (5%)</td>
</tr>
<tr>
<td>Not Known</td>
<td>1,756 (11%)</td>
<td>3,056 (19%)</td>
<td>7,150 (43%)</td>
<td>4,483 (27%)</td>
</tr>
<tr>
<td>Public Place</td>
<td>1,945 (13%)</td>
<td>1,668 (11%)</td>
<td>10,330 (70%)</td>
<td>906 (6%)</td>
</tr>
<tr>
<td>Special Licence Venue</td>
<td>74 (9%)</td>
<td>163 (20%)</td>
<td>532 (64%)</td>
<td>57 (7%)</td>
</tr>
</tbody>
</table>

Note: Offence location categories are defined in Appendix E.

Homicides
The majority of homicides recorded since January 1999 were recorded at residential locations (61% of 489 recorded homicides), of which 134 (44.7%) involved either a suspect or victim being under the influence of alcohol at the time of the incident (alcohol-related incident). Of those alcohol-related incidents, residential locations were the scene of 56% of incidents recorded (Figure 52). Homicides that occurred in public places contributed 31% of homicides recorded (Figure 52), with 55.1% (76) being alcohol-related incidents.

Licensed premises were identified as the place of incident for 4% (18) of recorded homicides, with 94.4% (17) being alcohol-related incidents. Of those alcohol-related incidents, licensed premises contributed 7% of incidents recorded (Figure 52). A further 33 events were recorded as 'other' or 'unknown' where 45.5% (15) incidents were alcohol-related (6% of alcohol-related incidents (Figure 52)).

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35 Licensed premises, for the purpose of reporting homicide data, also includes sports venues and immediate environs surrounding licensed premises.
Figure 52. Percentage of alcohol involved homicides where either a victim or suspect had consumed alcohol, by location type recorded from January 1999 to October 2008. Source: National Homicide Monitoring System.

_Tactical Options_

Provisional statistics for calendar year 2008 recorded in the TOR database indicate that, of all submitted Tactical Option Reports in which staff stated they believed that the subject was “alcohol affected” (2,306), the incident occurred in one of three location types 81% (1,873) of the time. These top three location types are:

- Street/ highway/ motorway (30%)
- Residential property (27%)
- Public area (park, car park, etc...) (24%)

During the Taser trial, Taser was deployed once at a licensed premises, contributing less than 1% of locations where Taser was presented (128 presentations) (New Zealand Police, 2008).
Temporal Analysis

Key Points
- Official statistics show that Saturday and Sunday have had the highest number of recorded offences for the past ten fiscal years to 2007/08, where on average 33% of all recorded offences are committed on those days. This coincides with peak apprehension times when alcohol is recorded as a factor.
- Alleged offenders were more likely to be moderately or extremely affected by alcohol between midnight and 0300 hours on weekends.
- The majority of drink driving offences detected occurred on Friday and Saturday nights, with the greatest concentration of offences detected between 2300 and 0200 hours on these nights. This closely mirrors the alcohol related crash risk times.
- Licensed premises also had a higher proportion of apprehensions on Saturday and Sunday mornings between 0300 and 0600 compared to other identified places of last drink.
- The total number of apprehensions where the alleged offender consumed alcohol prior to offending peaked in December across all three fiscal years.
- Easter weekends show a decrease in the number of apprehensions where a person had consumed alcohol prior to offending, however ANZAC and Christmas days do not show a decrease in apprehensions.

Monthly Trends
The total number of apprehensions where the alleged offender consumed alcohol prior to offending peaked in December across all three fiscal years from 2005/06 to 2007/08 (Figure 53) (Alco-Link). During December 2007, the percentage of apprehensions where the alleged offender consumed alcohol prior to offending increased a further 31% compared to the year average in 2007/08 (average = 6741 apprehensions over 12 months).

The month of April 2008 showed a decline in apprehensions by approximately 1,000 apprehensions where alcohol was a factor during 2007/08; however further analysis needs to be carried out to identify the cause of the decline.
Figure 53. Total number of alleged offenders who consumed alcohol prior to offending by month and year. Source: Alco-Link.

Weekday Trends

Apprehensions where alcohol was involved were higher than average during nighttime hours on Thursday to Sunday, with peak apprehension times on Saturday and Sunday between the hours of midnight to 0300 in the morning (Figure 54). Where alcohol was not involved, apprehensions were more evenly spread amongst the days of the week, and more likely to occur between the hours of 0900 and 1800 during weekdays (Figure 54). Where it was not known if alcohol was a factor, Friday and Saturdays showed a slightly higher than average number of apprehensions, and overall apprehensions occurring more frequently between 1200 and 1800 (Figure 54).

Figure 54. Peak times for apprehensions and alcohol consumed prior to offending by hour of day and day of week (2007/08). Source: Alco-Link.
There was no marked difference in the peaks of time of day when alleged offenders were apprehended and were either not or slightly affected by alcohol or were moderately to extremely affected by alcohol at the time of apprehension (Figure 55). Those who were either not or slightly affected by alcohol had a higher proportion of apprehensions before 2400 on Friday and Saturday nights, compared to those that were moderately to extremely affected, who had a higher proportion of apprehensions between 0000 and 0300 from Thursdays to Sundays, and up to 0600 on Saturday and Sunday (Figure 55).

**Figure 55.** Number of apprehensions where the person was either slightly or not affected by alcohol or moderately to extremely affected by alcohol at the time of arrest by day or week and time of day (2007/08). Source: Alco-Link.

Times of apprehension and place of last drink vary slightly, however most record between Friday 2100 to Saturday 0300, and Saturday 2100 to Sunday 0300 as times where the highest proportion of apprehensions occurred (Figure 56). However, those that identified their place of last drink as a private residence recorded a high proportion of arrests on Thursday to Saturday between 2100 and midnight, and again on Saturday and Sunday mornings from midnight to 0300 (Figure 56). Licensed premises also had a high proportion of apprehensions on Saturday and Sunday mornings between 0300 and 0600.

Thursday nights showed the greatest variation in peak times by place of last drink, with alleged offenders who reported their place of last drink at a home or private residence being apprehended slightly earlier (between 2100 and 0000) compared to alleged offenders who identified a licensed premises as a place of last drink (between 0000 and 0300) (Figure 56).
Figure 56. Number of apprehensions and place of last drink by day or week and time of day (2007/08). Source: Alco-Link.

**Offences**

Official statistics show that Saturday and Sunday have had the highest number of recorded violence offences for the past ten fiscal years, where on average 33% of all recorded offences were committed on those days. Fridays have also had a higher than average number of offences recorded compared to other weekdays (15.4% compared to an average of 14% across all days). Mondays contributed the lowest percentage of recorded violence offences since 1998/99, with an average 12.3% of offences recorded. This coincides with peak apprehension times when alcohol is recorded to have been consumed prior to offending.

The total number of recorded offences in 2007/08 showed peak times where offences fell between 1800 on Friday to 0300 Saturday mornings and 1500 on Saturdays to 0300 Sunday mornings (Figure 57). Higher numbers of recorded offences also occurred on weekdays between 0900 and 2100, with Thursday nights including the hours to midnight. Saturday between 1200 and 1500 and Sunday between 1200 and 2100 also had higher numbers of recorded offences (Figure 57).

It is very likely that the increase in recorded apprehensions on Friday and Saturday nights is contributed to by alcohol affected alleged offenders, as the peaks closely align with alleged offenders who consumed alcohol prior to offending (Figure 57), whereas the majority of weekday apprehensions closely aligns with alleged offenders who either did not consume alcohol or it was not known if alcohol was consumed prior to offending.
Violence Offences
Official statistics show that Saturday and Sunday have had the highest number of recorded violence offences for the past ten fiscal years, where on average 37% of all recorded offences committed on those days. Fridays have also had higher than average number of violence offences recorded compared to other weekdays (15% compared to 11-13% on weekdays). Mondays contributed the lowest percentage of recorded violence offences since 1998/99, with on average 11.3% of offences recorded.

In 2007/08, peak times where violence offences were recorded fell between 2100 on Friday to 0300 Saturday morning and 1800 on Saturday evening to 0300 Sunday mornings (Figure 58). Higher numbers of recorded offences also occurred on all days between 1500 and 2100, with Wednesday and Thursday nights including the hours to midnight. The peaks in violence-related offences closely mirrors those seen with alcohol-related apprehensions (Figure 58), and it is very likely that there is a high involvement of alcohol-involved offending during the weekend, and to a lesser degree on Thursday nights/Friday mornings.

Figure 57. Number of recorded apprehensions by day of week and time of day (2007/08). Source: INCOFF Universe.
Figure 58. Number of apprehensions where the alleged offender committed a violence category (1000-series) offence by day of week and time of day (2007/08). Source: INCOFF Universe.

**Tactical Options**

Provisional statistics for calendar year 2008 indicate that, of all submitted Tactical Option Reports in which staff stated they believed the subject was “alcohol affected” (2,306), 66% (1,521) said the incident occurred on a Friday, Saturday or Sunday (Figure 59).

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**Figure 59.** Total number of Tactical Option Reports submitted in calendar year 2008 (bar) and total number of those Tactical Option Reports in which the staff member states they believed the subject was affected by alcohol (line). Note that a single incident may be represented more than once by this data if more than one reporting
A staff member was present or if more than one subject was reported. Source: Tactical Options Reports.

 Provisional statistics for calendar year 2008 indicate that, of all submitted Tactical Option Reports in which staff stated they believed the subject was “alcohol affected” (2,306), 75% (1,728) said the incident occurred between the hours of 1801 – 0300 (Figure 60).

**Provisional Statistics For Calendar Year 2008**

**Tactical Option Report - Time of Day**

![Provisional Statistics For Calendar Year 2008](image)

**Figure 60.** Total number of Tactical Option Reports submitted in calendar year 2008 (bar) and the total number of those Tactical Option Reports in which the staff member states they believed the subject was affected by alcohol (line). Note: a single incident may be represented more than once by this data, if more than one reporting staff member was present or if more than one subject was reported. Source: Tactical Options Reports.

**Drink Driving Offences**

The total number of drink driving offences detected has increased in 2007/08 compared to previous years (Figure 61), with a peak in offences recorded in December each year. There is a distinct drop in the number of offences detected in the months of January and February; this is not matched by a drop in alcohol-related injury crashes. During 2007/08, the months with the most offences detected were July and December and the lowest were January and February. The percentage of alcohol-related injury crashes per month during 2007/08 range from 7.8% to 8.8% with the exception of December where 9.6% of all crashes occurred.
The time of the offence was not entered for offences detected prior to the LES to NIA migration in 2005, therefore the following analysis of offence time is for the period January 2006 to September 2008. The bulk of drink driving offences detected have been on Friday and Saturday nights, with the greatest concentration of detected offences taking place between 2300 and 0200 hours on these nights (Figure 62). This offence detection time closely mirrors the alcohol related crash risk and the concentration of drink driving enforcement activity.

When compared against the number of alcohol-related crashes, the crash risk times and the offence detection times are very similar, with crash risk times and the offence detection times are very similar across time of day and day of week, with peaks occurring on Friday and Saturday nights and Sunday morning (Figure 62).
Sacrosanct Days

The SoLA specifies that alcohol cannot be sold on Good Friday, Easter Sunday, Christmas Day or before 1pm on ANZAC Day unless special conditions are granted. The number of apprehensions during the Easter break has been less than other weekends prior and exceeding the Easter holiday (Figure 63), with a lower average number of offences over the four-day period compared to other weekends in March and April.

ANZAC Day did not show the same decrease in alcohol-related apprehensions, and in 2006/07, there was a peak in apprehensions mid-week during the week of ANZAC Day that was not seen in previous weeks (Figure 63). There is some indication that the number of apprehensions over ANZAC day fluctuates depending on what day it falls on, with ANZAC day falling mid to late week showing an increase in apprehensions where alcohol was consumed prior compared to ANZAC day falling on a Monday (2005/06).

Figure 63. Number of alleged offenders who consumed alcohol prior to committing an offence during March and April 2006 to 2008. Red lines are number of apprehensions during Easter holidays; Green lines are ANZAC day. Source: Alco-Link.

The restricted sale of alcohol on Christmas Day has not been reflected in the number of apprehensions where an alleged offender had consumed alcohol prior to offending (Figure 64). Overall, the week of Christmas Day (including week days) and following New Year period (29 December - 1st January) shows a higher incidence of apprehensions where alcohol was consumed prior to offending compared to weeks prior and consecutive to the New Year period.
Figure 64. Number of alleged offenders who consumed alcohol prior to committing an offence during December to January 2005/06 to 2007/08. Red lines are number of apprehensions during Christmas Day. Source: Alco-link.
Forecasting & Emerging Trends

Alcohol Offences
Changes to SoLA legislation in 1999 affected the number and type of SoLA offences recorded by Police, as well as the introduction of breach of liquor ban offences under the Local Government Act 2002. It is almost certain that any further changes in legislation will affect the number and type of offences recorded by Police that relate to liquor.

The number of recorded SoLA offences are declining, mainly due to legislative changes that allow minors to be issued an infringement notice rather than arrested for drinking in public places. With the option to either arrest the minor or issue an infringement notice for offences relating to Sections 160, 162 & 163 of the SoLA, most Police officers issue infringement notices. However, the option to arrest the minor has also been used in some situations.

The total number of SoLA offences regarding minors has decreased since 1998/99 where approximately 5,000 offences were recorded when offences regarding minors was an arrestable offence only, compared to around 3,000. This relates to the introduction of the ability to issue an infringement notice was introduced in 1999. The reason for the decrease in the offences recorded is likely due to changes in the purchase age at the same time, with a smaller population group where an infringement could be issued (18 and 19 year olds were no longer classed as a minor).

Breach of liquor ban offences have caused the most significant increase in the number of offences recorded under the Police SoLA offence codes since their inclusion into the Local Government Act 2002. Breach of liquor ban offences are expected to increase as more liquor ban areas are created and greater emphasis is put on liquor bans as a tool to stop people drinking in public places and to deter anti social behaviour.

The number of recorded hotel visits has also decreased since 2006/07, however are still tracking higher than the recorded number of visits between 1998/99 and 2004/05. It is possible that with targeting of identified problem licensed premises, compared to random visits, the number of hotel visits may decrease further as fewer licensed premises are randomly visited, despite an increase in the number of licensed premises.

The majority of fraudulently presented identification documents are drivers licences, with almost 40% of those recorded as superseded. There are no provisions listed under the section relating to timeframe or penalties implied if superseded licences are not complied with.

Considering the lack of penalty for withholding a superseded licence, technological advances in manufacturing fake identification documents and the increased availability to purchase fake identification (e.g. through internet sites) it is very likely an increase in presentations of fake or fraudulent documents to obtain liquor or enter a licensed premises will occur.

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36 Includes Liquor Infringement Notices and arrests.
37 All superseded driver licences issued under the Land Transport Act 1998 (Section 30(4a)) must be surrendered to a) the Land Transport Agency; b) a person appointed by the Agency; or c) a member of police.
Violent Offending
Violence offences in general are trending upward, and in 2007/08, a third of those recorded offences were committed by an alleged offender who consumed alcohol prior to committing the offence (with an expected 44% of offences considered when accounting for unknown). It is very likely that violence offences will continue to increase and those where alcohol was consumed prior will contribute to a significant amount of offences committed.

Serious violent crimes recorded (homicide and tactical options reports) recorded a higher percentage of reports where subjects recorded alcohol was present compared to other alleged offenders, with tactical options and homicides having over half of alleged offenders being assessed as affected by alcohol at the time of offending. It is very likely that serious violence offences, such as homicides and those requiring the use of force by Police, will continue to have a high incidence of alcohol involvement by the offender.

Alcohol-related incidents recorded in the national homicide monitoring database showed that the likelihood of alcohol being involved in a family violence-related homicide is lower than a homicide that is non-family violence related. Because the incidence of alcohol being present in family violence occurrences that do not result in homicide is similar to all other types of offending, it is likely that alcohol involvement may increase the likelihood of offenders attacking a stranger or person of no family connection in a homicide incident.

The New Zealand Police Taser trial compared both the officer’s perceived presence of alcohol and a confirmation test after the apprehension. Officers perceived that alcohol was a factor in more incidents than were identified after the apprehension (p35). Where the officer records a perceived presence of alcohol, rather than through obtaining confirmation by the alleged offender or evidential test, it is likely that there will be an over-estimate on the percentage of alleged offenders affected by alcohol.

Although this report does not include in depth analysis of both alcohol and other drug use, the Taser deployment trial suggests that there is a high likelihood of alcohol being used with a combination of other substances, which have a potential risk as a cause of a person acting violently as compared to just consuming alcohol itself.

Demographic Analysis
In the three years of data available, Alco-Link shows the percentage of alleged offenders who are affected by alcohol is steady, with around one third of all alleged offenders having consumed alcohol prior to committing an offence. This is also reflected by other datasets including the NZ-ADAM and family violence occurrences, which indicates a similar percentage of those arrested being affected by alcohol at the time of arrest.

The percentage of alleged offenders where it is not known if alcohol was a factor is increasing, and is expected to continue to increase if data management is not improved. If this trend continues, it is likely that there will be fewer recorded apprehensions where alcohol was consumed prior to offending, and this may not be reflected in the actual number of alleged offenders who have consumed alcohol prior to offending.
The overall increase in drink driving apprehensions most likely reflects the increase in the level of drink driving enforcement by Police over the past ten years. However, age groups that are being apprehended for drink driving is likely to reflect those in injury and fatal crashes, and unless there are changes to drink driving legislation or enforcement activity, this trend is expected to continue.

Almost three quarters of NZ-ADAM participants who had been arrested at least once before identified alcohol as having contributed to their current arrest. This indicates that it is very likely that those that identify alcohol as a contributor to their arrests will have come to police attention prior, and therefore there will be a higher rate of recidivism for those that drink alcohol while offending.

Age
The age of all alleged offenders at the time of apprehension has not changed markedly over three years, with a peak in offenders aged between 17 and 20 years old. Overall, the number of people arrested across all age groups where alcohol was consumed prior to offending is increasing, with the largest increase seen in the 20 - 24 year old age group (30% increase per 10,000 head of population over 3 years).

Alleged offenders aged 18 or 19 at the time of offending had the highest proportion of alleged offenders by 10,000 population. Other factors such as advertising and promotions, and reduced parental guardianship may also influence the higher percentage of 18 and 19 year-olds who consumed alcohol prior to offending. It is almost certain that 18 and 19 year-olds will continue to have a high proportion of the population of alleged offenders where alcohol was consumed prior to offending compared to other age groups unless substantial changes in drinking behaviour are seen.

Both youth (under 25 years old) and older drivers (40 years and over) have had a marked increase in the proportion of offences relating to drink driving compared to a decrease in drink driving offences for alleged offenders aged between 25 and 39 years of age. Reasons for the difference in age groups will likely include changes in the driving population, wider social behaviours, and may change as the New Zealand population ages.

Gender
Majority of apprehensions are male, with a much smaller percentage (less than 20%) being female. Studies both overseas and locally suggest that female drinking behaviours are changing, with females drinking more frequently and at higher volumes than in previous years. However, in contrast to these studies over the past three years, this has not been reflected in the percentage of females being apprehended overall where alcohol was consumed prior. However, the number of female drink driving offenders detected has increased by over 50% over the past 10 years, compared to a 20% increase in males for the same offence.

Alco-Link data suggests a move from females drinking at home or in a private residence to drinking in public places, which have in the past been more frequently named as a place of last drink for males. This is likely due to a shift in female drinking culture, with a move to match male drinking patterns, and indicates that future trends are likely to show an increase in the percentage of females who consumed alcohol prior to committing an offence. However, as indicated by the disproportionate growth in detected female drink driving offences, the types of
offences committed may vary compared to those committed by the male offending population.

**Ethnicity**
When comparing the proportion of alleged offenders by population, both Māori and Pacific Isle ethnic groups were markedly higher overall for offending and consuming alcohol prior to offending than any other ethnic group. The percentage of apprehensions where alcohol was consumed prior have also increased by 18% and 24% for Māori and Pacific Isle ethnic groups respectively from 2005/06 to 2007/08.

The Pacific Isle ethnic group also had the highest percentage increase in apprehensions where alcohol was consumed prior to offending over three years (24% increase), compared to the lowest increase for Māori at 18% over the same period. It is almost certain that both Māori and Pacific Isle ethnic groups will continue to have a higher proportion of the population apprehended where alcohol was consumed prior, however Pacific Isle ethnic groups will likely increase the number of apprehensions faster than Māori if current trends continue.

Differences between gender and ethnicity of drink-driving offenders is apparent, with a higher likelihood of Māori females being apprehended for drink driving offences compared to Māori males and other females. Males are more likely to be apprehended where alcohol was consumed prior to offending than females; however Māori females are more likely to be apprehended for drink driving compared to other females.

The percentage of all apprehensions where alcohol was consumed prior to committing an offence has increased for the Asian ethnic group by the largest margin over three years (26% to 30% from 2005/06 to 2007/08). It is likely that the number of Asian ethnic group apprehensions will increase, and it is likely that the percentage of apprehensions will increase where alcohol was consumed prior to offending faster than other ethnic groups.

**Victimisation**
There are differences between alleged offenders and victims consuming alcohol at the time of an offence, with both family violence occurrences and homicide incidents recording fewer victims than alleged offenders as being affected by alcohol at the time of the occurrence.

The percentage of alleged offenders of family violence where alcohol was recorded as present is only slightly higher when comparing historical data of victims where the percentage of alcohol present not known was at or close to zero. It is very likely that victims where it was not known if alcohol was present is actually undercounting the prevalence of alcohol present for victims, rather than accounting for those where alcohol was not present.

It is most likely that the prevalence of alcohol consumed by victims is around a third of those that come to Police attention when comparing victim datasets. This is not dissimilar to the percentage of alleged offenders who are recorded as having consumed alcohol prior to offending. It is very likely that the percentage of victims that come to Police attention will not change significantly in the future; however the percentage of victims where alcohol was consumed prior to being victimised will likely vary with the type of offence committed against them.
Locations
The number of alleged offenders who have identified a place of last drink when arrested has increased for all place of last drink locations. The percentage of alleged offenders have increasingly identified their place of last drink at home or private residence over the past three years, while the percentage of those who named a licensed premises has decreased by the same margin. It is almost certain that those drinking at home would have purchased liquor on off-licensed premises, and the purchase of liquor on off-licences will increase as more people drink at home.

Apprehensions where the alleged offender had consumed alcohol prior to offending are most likely to offend in a public place irrespective of where their last drink was consumed. However, those who consumed alcohol in a public place had the highest incidence of offending in a public place. It is very likely that any reduction in occurrence of public place drinking will have an effect on the number of apprehensions where alcohol was consumed prior. With a greater increase in place of last drink relating to home-based drinking, it is very likely that offending in residential areas will also increase.

Temporal Analysis
Temporal differences can be seen regarding apprehensions where alcohol was consumed prior to offending on a monthly, weekly, and hourly basis. All data sources that were analysed for temporal patterns reflected an increase in offences and apprehensions over Friday and Saturday nights, and in most cases Thursday nights. This trend is likely to continue unless substantial changes in drinking behaviours are seen.

Easter shows a marked difference in the number of alcohol affected alleged offenders compared to the same period in weeks leading up to and after the Easter holiday period. It is very likely that the availability of alcohol on these days has an effect on the number of apprehensions recorded. However, similar periods where the purchase of alcohol is prohibited (ANZAC day and Christmas Day) do not show the same decrease, and in fact an increase in alcohol-affected apprehensions has been identified.

It is possible that having more than one day over a short period where alcohol is not able to be purchased may be more effective than a single day (or half day). It is very likely that trends in offending where alcohol was consumed prior will stay the same while alcohol is restricted over the Easter period and over the Christmas period. However, there is some indication that the number of apprehensions over ANZAC day will fluctuate depending on how close the day falls to the weekend (i.e. mid to late week shows an increase in apprehensions where alcohol was consumed prior compared to ANZAC day falling on a Monday).
Knowledge Gaps

A number of opportunities to improve information gathered by Police relating to alcohol and Police work have been highlighted when completing this document. Opportunities to improve existing Police systems and implement new collection systems are outlined. Opportunities for future research are also explored in relation to information gaps that may involve information collection systems outside the Police.

Opportunities for Improvements to Police Data Collection

A number of Police data systems and datasets are currently used across Police that relate either specifically or in part to alcohol-related police work. While providing useful data on alcohol and Police work there have been some gaps in knowledge that have been identified with current systems.

The Alco-Link database is designed to identify an alleged offender and whether they consumed alcohol prior to committing an offence, however the database is currently unable to identify specific types of offences linked to an alleged offender. This limits the ability to accurately evaluate the extent of alcohol-related offending as it does not readily identify the types of offences committed by alleged offenders.

The percentage of offences that have had alcohol involved is currently only available for one year (2007/08) and has been extracted from a specific one-off query created at the NIA interface. Because Police do not currently have a system that will readily extract these figures, long term trends in specific offence types being committed where alcohol is involved is limited, and relies heavily on specific queries being created by Information Technology specialists.

The number of alleged offenders where it was not known if alcohol was consumed prior to offending has been increasing since the inception of Alco-Link in July 2005. Work is required to decrease the number "not knowns", which will impact on the number of recorded alleged offenders who consumed alcohol prior to offending in Alco-Link and whether alcohol was present for offenders and victims of family violence.

A number of issues have been raised when trying to extract specific incidents and tasks from Police systems that do not have a unique identifying feature compared to other tasks and incidents. For example, the total number of licensed premises that have been issued closure orders under Section 173 & 174 of the SoLA cannot be extracted. Therefore, Police are unable to identify how many licensed premises have been issued closure orders nationally.

Feedback from frontline staff suggests that the number of manager and liquor licence applications has increased contrary to the decrease in recorded liquor licence vetting files entered on the national NIA system. Practice of entering liquor licensing files is different across the country, which will impact on the number of files recorded in NIA. National recording standards need to be revised to improve how liquor licensing vetting files are entered into NIA, and this may give a more accurate representation of the volume of files dealt with by Police.

The existing national database for recording CPOs identifies the primary license type of premises visited (on-, off-, club- and special-licensed premises). However, there
has been interest in identifying the types of licensed premises that are visited and sell to minors (e.g. grocery store compared to supermarket). Changes to the national CPO database will allow this information to be captured.

From 2001 to 2004, information regarding age, gender, and outcomes of issuing a Liquor Infringement Notice was available. Information regarding these key measures is currently not available, however would provide vital information on trends in youth drinking or possessing liquor in unsupervised environments.

Information regarding the link between victims and alcohol consumed prior to being victimised is currently limited to family violence and homicide datasets at a national level. An opportunity exists to be able to collect alcohol-related information as standard practice for victims of other crimes that come to Police attention. Information gathered would increase the knowledge base of alcohol-related criminal offending and help prevent victimisation in the community.

**Opportunities for Future Research**

A number of other information gaps have been raised within this document that provides an opportunity for future research and investigation.

Breach of liquor ban arrests have increased markedly since their inclusion into the Local Government Act. As there is no national data available to correlate between the locations, numbers or size of liquor ban zones, there is no way to identify whether the changes in liquor ban areas has contributed to the increase. A national dataset of liquor ban areas and hours of operation would provide a key tool in carrying out this research.

The operational evaluation of the Taser highlighted a strong link between both alcohol and other drug use and its effect on the number of deployments of the Taser. Opportunities exist to investigate the link between alcohol and other drug use and offending, as suggested by the high incidence of taser deployments where more than one drug was reported.

As the number of apprehensions where alleged offenders identify their place of last drink at home or a private residence increases, further investigation of sales by off-licensed premises may be of use. A number of opportunities exist, including the comparison of volume sales in identifying risk communities where home or private residence drinking and offending is prevalent.
Data Sources

The information contained in this section outlines information and caveats relating to datasets used in the document. All notes should be considered when interpreting any datasets in the document and caveats should be used if data is reproduced in any form.

Official Statistics
Statistics reported in this document that relate to Police Official Statistics are derived from NIA. These official crime statistics present a snapshot of data in NIA relating to offences within a given year, as at the date 14 days following the end of that year.

An incident that is reported to or discovered by Police where Police believe an offence is likely to have been committed is counted as a recorded offence.

Note that in June 2005 Police replaced the Law Enforcement System (LES) with the National Intelligence Application (NIA). This system change caused a step-change in recorded crime statistics, varying between different crime types and police districts. Caution should be observed when making inferences from these statistics about trends in the incidence of crime in New Zealand.

Please note that Police count offences and apprehensions based on the time that an offence occurred. If an offence occurred over a period of time then the midpoint of the time range is used. Although Police also record the date and time of an apprehension of an offender, that time is not extracted for statistical purposes.

Until recently (April 2008), Police have not had national standardised recording standards and so there is some variation between Police Districts when counting recorded incidents and tasks that have been extracted from NIA.

All reference to comparison of data with New Zealand population have been calculated using official population statistics for available years.

CARD Incidents and Events
Communications and Resource Deployment (CARD) database is the Police Communications Centre database that records Police work identified by telephone and radio communications. All CARD events are reported at closure and reported by Calendar Month for Period Beginning 1 July 1998 and ending 30 September 2008.

CARD statistics give the total numbers of events in CARD at event closure, including duplicated, cancelled and advised events.

Other points of note:
- As events are reported at closure, calls may have been identified as one of the mentioned codes at the beginning of an event but may have changed status during the course of the event.
- Drunk custody and drunk home codes are not exclusively alcohol-related codes. These also include codes for mental patients, non-alcohol affected people.
- Drunk custody code is used more commonly than 'drunk home' and will include 'drunk home' incidents. For that reason, these have been combined.
- 3910 ('liquor related events') includes liquor ban breaches in some Police Districts from 2003 and therefore has been included with liquor ban incidents.
- Different logging practice for hotel visits (3H) means that numerous premises may be visited under the one call log, leading to an under-reporting of actual number of premises visited.

**Traffic Enforcement Provisional Database (TENF)**
The data used in this report was sourced from the TENF Provisional Data universe and, unless stated otherwise, covers the period 1998 to 2007.

**Crash Analysis System**
Crash Analysis System (CAS) is a traffic crash mapping and analysis database that is maintained by New Zealand Transport Agency. Crash information is provided by New Zealand Police from traffic crash reports. Crashes reported by CAS include the number of drivers for all vehicles including motorcycles and both fatal and injury crashes recorded.

**Homicide**
Homicide data in this document has been sourced from the National Homicide Monitoring System (NHMS).

This system is maintained by the National Crime Service Centre at Police National Headquarters and contains information about incidents of murder and manslaughter but excludes any event where death has result solely from a traffic accident. The data within this system comes from a structured return that is completed by a detective either at the conclusion of the investigation or after significant investigation has taken place for those events where an offender has not been identified.

There are some general limitations on this data, specifically:-
- it represents a snapshot of what is believed to have occurred at the time the return is completed;
- judicial judgements are not recorded so some persons recorded as being suspects may have been discharged;
- a very broad definition of family violence is used within the system - essentially events are recorded as being the result of family violence if the event stems from any form of family violence regardless of the relationship between victim and suspect;
- this data is not subject to same level of checking and authentication that go into the compilation of the official crime statistics;
- the data provided represents returns received as at October 2008 and covers incidents occurring during the 1999 - 2008 period.

Information around the influence of alcohol comes from specific questions within the return as to whether the victim and/or suspect was known to be under the influence of alcohol at the time of the event.

For the purposes of this document an event has been included as being alcohol related if either a victim or a suspect or both have been recorded as being under the influence of alcohol at the time the incident occurred.

For some incidents the investigator has indicated that alcohol influence of the suspect or victim is not known. When this has occurred the person is presumed not to have been under the influence at the time of the event, the net effect of this
assumption is that alcohol involvement could potentially be greater than the NHMS data indicates.

*Family Violence*

Only what is regarded as the 'most serious offence' is recorded on the family violence database. There may be instances where numerous offences have been committed but only one offence type will be judged by attending officers as the most serious.

Please note that Police record offences by their legal offence type; not by the situation or relationship in which they occur. However, some types of offences frequently occur in family situations. Data has been provided in this table for specific offences that lend themselves to family violence. Not all of the offences may be family related, and alternatively, there are other crimes committed that may be family related which are not represented in the table (i.e. Homicide). Also, the data is representative of only those offences reported to or detected by the Police.

The statistics for "Family Violence" represent the number of recorded offences which involved some degree of family violence, as determined by the attending officer. The term 'family violence' includes violence which is physical, emotional, psychological and sexual abuse, and includes intimidation or threats of violence. The term 'family' includes such people as parents, children, extended family members and whanau, or any other people involved in relationships. This definition applies irrespective of what type of offence occurred.

As Police have given increasing focus to family violence over recent years, it is likely that more offences have been recognised and recorded as being family violence related than in earlier years. Additionally, Police replaced its crime recording IT system in 2005, making it easier for staff to record an offence as being family violence related. The combined effect of these changes is that we would expect to see increases in recorded family violence over time and a particular step-increase in mid-2005. This data should therefore not be used to make inferences about trends in the frequency of family violence over time.

Changes in reporting have occurred over the reported time period so trends cannot be inferred from the information provided. Of note, the role of 'offender' has become a standardised role as of 2004, therefore any counts relating to alleged offenders in family violence related offending prior to 2004 cannot be reliably compared.

*Alco-Link*

The Alco-link data is obtained by questioning alleged offenders at the time of arrest, or summons to appear in court. Officers are asked to ascertain if the offender has consumed alcohol prior to the offence, or make a judgement if the person is unwilling to cooperate, and to evaluate the observed level affected by alcohol at the scene. The questions asked of alleged offenders also include the 'time of last drink' and 'place of last drink'.

Process limitations include:

- Officers' observations can vary in respect of levels affected by alcohol.
- The alleged offenders are only reporting their place of last drink. If alleged offenders have been drinking predominately at home before heading into town, this information is not captured.
The time and place of last drink is received from intoxicated alleged offenders, so the accuracy and validity of this information is questionable.

Other points of note include:

- Any reference to date or time relate to the occurrence date, not arrest date.
- Alco-Link information relating to age has excluded all ages that are under 10 years of age or over 100 years old.
- Impacts on recorded alcohol related crime will be on the quality of the data collected and data entry practices within each Police Area.

Please note that Alco-Link data is provisional and drawn from a dynamic operational database. It is subject to change as new offences are continually recorded. Provisional data cannot reliably be compared to official crime statistics.

All reference to comparison of data with New Zealand population have been calculated using official population statistics for available years.

**New Zealand Arrestee Drug Abuse Monitoring Programme**

Potential participants in the NZ-ADAM programme comprise all persons detained at the participating watch houses at the time the interviewers are present, except those who meet the following exclusion criteria:

- Persons less than 17 years of age.
- Persons unfit for interview due to the effects of alcohol/drugs/medication.
- Persons considered unsuitable to participate due to mental health issues.
- Persons unable to complete the interview due to language difficulties.
- Persons considered to possess violent tendencies.
- Persons who have been held in custody in excess of 48 hours.
- Persons deemed ineligible for other reasons at the discretion of watch house personnel.

Four participating sites (Whangarei, Henderson, Hamilton and Dunedin) were covered. Data collection for this period commenced on 1 July 2005 and continued through to 30 June 2006.

**Tactical Options Reports**

Issues arising (caveats required) when interpreting TOR data:

The TOR database is a relatively new system and efforts, thus far, have been on the refinement of data capture, creation of a search and reporting capability and improvement to database security. A programme of TOR-based research has been developed, but is not expected to be fully implemented until the later half of 2009.

All TOR information contained herein is provisional, based upon a query of the active Tactical Option Report database on 5 February 2009. None of this information has been analysed nor tested for validity or accuracy and no prior years’ statistics are available for comparison.

In addition to being a means of providing oversight, a Tactical Option Report is a survey instrument. This means that all responses are subjective, from the perspective of the reporting staff member, and should be interpreted as such.
It should also be noted that reporting standards may vary between districts and some of the individual questions within the TOR document may be ambiguously interpreted by staff. For example, the “PCA” or “Perceived Cumulative Assessment” often changes throughout the incident as events escalate or de-escalate. Staff may interpret this single data request based upon the situation and the subject’s behaviour before, during or after the use of a particular tactical option. As a result of this inconsistency in responses, researchers have below average confidence in the provisional statistics for this item in particular.

Any reference that a subject was affected by alcohol is based entirely upon the staff member’s belief at the time and may not have been confirmed by blood or breath tests.

Liquor Controlled Purchase Operation register
The Liquor CPO register relies on District Police staff entering details of CPOs carried out in their District. Please note that CPO data in this document is provisional and drawn from a dynamic operational database. It is subject to change as new offences are continually recorded. Provisional data cannot reliably be compared to official crime statistics.

Youth Offender Risk Screening Tool (YORST)
Risk screening is the systematic evaluation of the likelihood of a child or young person offending. The YORST contains 14 questions which enquire about the prevalence of risk factors in the following areas of the child or young person's life: offending, peers, education/employment, drugs and alcohol, care and protection history and family factors.

The YORST was originally developed by a group of experienced Youth Aid staff and was known as the ARNI (Adolescent Risk Needs Inventory) or the RST (Risk Screening Tool). This tool was distributed for use at the end of 2003. A review in 2006 confirmed that the tool and its use are supported by research and that the Youth Aid staff who had been using it reported benefits. The tool was then refined, in response to user feedback, and formally piloted in the Waikato and Bay of Plenty Police Districts beginning July 2007.

Please note, the Police officers' observations can vary in respect of levels of concern relating to the youth’s drug or alcohol use.

Fake and Fraudulent Identification Data
Please note, the information contained in this document has been obtained from stand alone District databases and is not collected nationally. Police rely heavily on staff from licensed premises to identify when a person is presenting a fake or fraudulently presented identification document, and then that the licensed premises notifies Police of the offence.

Many of the identification documents that are handed to Police are based on relationships built with Police and individual licensed premises and does not account for documents that are taken from individuals but not physically handed to Police.

The total number of fake or fraudulently presented identification documents is likely to be under-counted, and data presented cannot be compared on a national level.
Auckland Central Adult Sexual Assault Team (ASAT)

This system is maintained by the Auckland Central Adult Sexual Assault Team and contains information about adult sexual assaults but excludes any events of youth sexual assault. The data within this system comes from a structured return that is completed by a detective either at the conclusion of the investigation or after significant investigation has taken place for those events where an offender has not been identified.

Data reported from the Auckland Central ASAT are collected from Police reported occurrences, and may not contain all adult sexual assaults that are recorded in Auckland Central. Assumptions have been made by data entry staff based on narrative comments of the attending officer and witness statements in relation to whether the victim consumed alcohol prior to being victimised. Alcohol involvement is not necessarily confirmed through toxicology tests.

Please note that ASAT data is provisional and drawn from a dynamic operational database. It is subject to change as new occurrences are continually recorded. Provisional data cannot reliably be compared to official crime statistics.
References


APPENDIX A - Sale of Liquor Act Charge Codes (National Intelligence Application Code Book 2008)

### 3900 SALE OF LIQUOR ACT 1989

#### 3910 Closure of Licensed Premises Riot/Fighting
- **3911** Licensee/Manager Keep Open Sale Contrary To Order  
  Sec. 173(4)
- **3912** Sales from Premises While Order Remains  
  Sec. 173(5)
- **3913** Licensee/Manager Keeps Open Premises Sale Contrary To Order  
  Sec. 173(6)
- **3914** Sells from Premises While Order Remains  
  Sec. 173(7)
- **3919** Other Offences Close Premises Case Riot/Fighting

#### 3920 License/Managers Liquor Offences
- **3921** Allows Minor Enter/Remain Restricted/Supervised Area  
  Sec. 155(2)
- **3922** Sell/Supply Liquor to Minor  
  Sec. 155(1)
- **3923** Allow Liquor Be Sold To Any Minor  
  Sec. 161(2)
- **3924** Employ Minor in Restricted Area  
  Sec. 161(2)
- **3926** Sell/Supply at Time Not Authorised  
  Sec. 165
- **3927** Sells/Supply to Intoxicated Person  
  Sec. 166(1)
- **3928** Allows Person to Become Intoxicated  
  Sec. 167

#### 3930 License/Managers
- **3931** Allows Intoxicated Person Remain On Premises  
  Sec. 168(1)a
- **3932** Allows Person on Premises Outside Licensed Hours  
  Sec. 171
- **3933** Allows Violence/Quarrel/Insult/Disorder Conduct Permit  
  Sec. 168(1)b
- **3934** Allows Minor Enter/Remain Restricted Area  
  Sec. 164(1)
- **3935** Allows Minor Enter/Remain Supervised Area  
  Sec. 164(1)
- **3936** Refuse/Fail Produce Licence or Document  
  Sec. 175(5)a
- **3937** Refuse or Fail to Produce Information  
  Sec. 175(5)b
- **3938** Sells/Supply Spirits in Glass Not Exceeding 500ml  
  Sec. 169(1)
- **3939** Other Licensee/Manager Liquor Offences

#### 3940 Offences Re Minor
- **3941** Purchase/Acquires To Supply To Minor  
  Sec. 160(1)
- **3942** Minor Purchases Liquor  
  Sec. 162(1)
- **3943** Minor Found In Restricted Area  
  Sec. 163(1)
- **3944** Minor Found Supervised Area  
  Sec. 163(2)
- **3945** Minor Drink/Consume Public Place  
  Sec. 167
- **3949** Other Minor Liquor Offences

#### 3950 Power Of Police Enter Licensed Premises/Demand Information
- **3951** Refuses/Fail to Admit Police to Premises  
  Sec. 175(4)
- **3952** Refuse/Fail Supply Particulars or Evidence  
  Sec. 176(4)a
- **3953** Supplies False Particulars or Evidence  
  Sec. 176(4)b
- **3959** Other Offences Re Power of Police

#### 3960 Sales by Unlicensed Persons
- **3961** Unlicensed Person Sells Liquor  
  Sec. 151
- **3962** Unlicensed Person Exposes Liquor for Sale  
  Sec. 151
- **3963** Unlicensed Person Keeps Liquor for Sale  
  Sec. 151
- **3969** Other Sales by Unlicensed Persons Offences  
  Sec. 151

#### 3970 Unlicensed Premises Liquor Offences
- **3971** Occupier Allows Other Person to Sell  
  Sec. 152
- **3972** Occupier Exposes Liquor for Sale  
  Sec. 152
- **3973** Occupier Keeps Liquor for Sale  
  Sec. 152
- **3974** Occupier Allows Unlicensed Premises Kept as Place of Resort  
  Sec. 153(1)
- **3975** Occupier Allows Unlicensed Premises to be used as Place of Resort  
  Sec. 153(1)
- **3976** Person Care/Manage/Control Allows Unlicensed Premises Kept Resort  
  Sec. 153(1)
- **3977** Person Care/Manage/Control Use Unlicensed Premises as Place Resort  
  Sec. 153(1)
- **3978** Person Care/Manage/Control Person Found Unlicensed Premises Kept/Used As Place Resort  
  Sec. 154(1)
- **3979** Other Unlicensed Premises Liquor Offences

#### 3980 Miscellaneous Liquor Offences
- **3981** Not Licensee/Manager Sells/Supplies to Intoxicated Person  
  Sec. 166(2)
- **3982** Found On Licensed Premises Outside Hours  
  Sec. 170(1)
- **3983** Falsely Represent (Written) Person Be Sold/Supplied  
  Sec. 172(1)
- **3984** Falsely Represent (No Written) Person Be Sold/Supplied  
  Sec. 172(2)
- **3985** Breach of Liquor Ban Local Government  
  Sec. 239 and 242(4)
- **3989** Other Miscellaneous Liquor Offences
### APPENDIX B - National Annual Recorded Offences Relating to Sale of Liquor Act Offence Codes (Source: Statistics New Zealand)

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<td>Licensee/Manager Keep Open Sale Contrary To Order</td>
<td>3</td>
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<tr>
<td>Sales From Premises While Order Remains</td>
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<td>Licensee/Manager Keeps Open Premises Sale Contrary To Order</td>
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<td>Other Offences Close Prem Prem Case Riot/Fighting</td>
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<td>-</td>
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### LICEE/mnGR LIGR OFFN-SALE Of LigR Act 89

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<tr>
<th>Allows Minor Enter/Remain Restricted/Supervised Area</th>
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<th>220</th>
<th>150</th>
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<th>160</th>
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<td>Sell/Supply Liquor To Minor</td>
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<td>83</td>
<td>65</td>
<td>96</td>
<td>144</td>
<td>81</td>
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<td>Allow Liquor Be Sold To Any Minor</td>
<td>16</td>
<td>12</td>
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<td>13</td>
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<td>3</td>
<td>35</td>
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<td>Employ Minor In Restricted Area</td>
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<td>Employ Person Minor To Sell/Serve Liquor</td>
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<td>Sell/Supply At Time Not Authorised</td>
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<tr>
<td>Sells/Supply To Intoxicated Person</td>
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<td>8</td>
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<td>Allows Person To Become Intoxicated</td>
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### Licensee/Managers Continued

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### Offences Re Minor - Sale Of Liquor Act 89

<table>
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<th>Purchase/Acquires To Supply Minor</th>
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<td>Minor Drink/Consume Liquor In Public Place</td>
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### Power Of Police Enter Licensed Premises/Demnd Info

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100
### APPENDIX B - Continued.

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<td>Falsely Represents (Written) Person Be Sold/Supplied</td>
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<th>1000 Violence</th>
<th>2000 Sexual</th>
<th>3000 Drug &amp; Anti Social</th>
<th>4000 Dishonesty</th>
<th>5000 Property Damage</th>
<th>6000 Property Abuses</th>
<th>7000 Admin</th>
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<tr>
<td>1100 Homicide</td>
<td>2200 Sexual Affronts</td>
<td>3100 Drugs, Not Cannabis</td>
<td>4100 Burglary</td>
<td>5100 Destruction Of Property</td>
<td>6100 Trespass</td>
<td>7100 Against Justice</td>
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<td>1200 Kidnapping</td>
<td>2600 Sexual Attacks</td>
<td>3200 Drug, Cannabis</td>
<td>4200 Car Conversion</td>
<td>5200 Endangering</td>
<td>6200 Littering</td>
<td>7200 Birth, Deaths And Marriages</td>
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<td>1300 Robbery</td>
<td>2700 Abnormal Sex</td>
<td>3400 Gaming</td>
<td>4300 Theft</td>
<td>5810 Gambling Act</td>
<td>6300 Animals</td>
<td>7300 Immigration</td>
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<td>1400 Grievous Assaults</td>
<td>2800 Immoral Behaviour</td>
<td>3500 Disorder</td>
<td>4400 Receiving</td>
<td>5900 New Drugs</td>
<td>6500 Postal Abuses</td>
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<td>2900 Immoral Behaviour Misc.</td>
<td>3600 Vagrancy Offences</td>
<td>4500 Fraud</td>
<td>6800 Firearms Offences</td>
<td>7500 Against National Interest</td>
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<td>3700 Family Offences</td>
<td>4630 Computer Crime</td>
<td>6910 Sentencing Act 2002 (CONT'D)</td>
<td>7600 By Law Breaches</td>
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<td>3800 Family Offences</td>
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<td>1800 Group Assemblies</td>
<td>3900 Sale of Liquor Act</td>
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APPENDIX D. Guide for assessing extent to which a person is affected by alcohol, for intelligence purposes.

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<th>Slightly Affected</th>
<th>Moderately Affected</th>
<th>Extremely Affected</th>
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<td><strong>Speech</strong></td>
<td>• Some slurring or stumbling of words</td>
<td>• Often slurring</td>
<td>• Very slurred</td>
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<tr>
<td></td>
<td>• Becoming loud</td>
<td>• Loud/Repetitive</td>
<td>• Nonsensical or unintelligible</td>
</tr>
<tr>
<td></td>
<td>• Difficulty concentrating or forming words</td>
<td>• Difficulty concentrating or forming words</td>
<td>• Unable to talk</td>
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<tr>
<td></td>
<td></td>
<td>• Loss of eye contact</td>
<td>• Loses train of thought</td>
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<tr>
<td><strong>Coordination</strong></td>
<td>• Clumsy</td>
<td>• Occasional stagger or stumble when walking</td>
<td>• Significant staggering/stumbling</td>
</tr>
<tr>
<td></td>
<td>• Slow or delayed reactions</td>
<td>• Sways when standing still</td>
<td>• Very unsteady on feet (can’t remain still / uses wall for support)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Bumping into or knocking over things</td>
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<tr>
<td><strong>Appearance</strong></td>
<td>• Eyes – glassy</td>
<td>• Eyes - inability to focus, loss of eye contact, bloodshot</td>
<td>• Falling asleep</td>
</tr>
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<td></td>
<td>• Vacant expression/blank stare</td>
<td>• Tired or sleepy looking</td>
<td>• Very dishevelled</td>
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<tr>
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<td>• Decreased concern/awareness of dress standards (eg drink/food spilt on clothes)</td>
<td>• Very strong or overpowering smell of alcohol on breath</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Strong smell of alcohol on breath</td>
<td></td>
</tr>
<tr>
<td><strong>Behaviour</strong></td>
<td>• Over friendly</td>
<td>• Becoming aggressive</td>
<td>• Very aggressive</td>
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<td></td>
<td>• Inappropriate actions or language annoying/obnoxious</td>
<td>• Seriously inappropriate actions or language (eg sexual advances)</td>
<td>• Acting irrationally</td>
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<td>• Argumentative/belligerent</td>
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### APPENDIX E - Offence Location Category Settings

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<th>Location Type</th>
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<td>Commercial&lt;br&gt;Commercial - Bank or Finance House&lt;br&gt;Commercial - Casino&lt;br&gt;Commercial - Chemist or Pharmacy&lt;br&gt;Commercial - Factory or Warehouse&lt;br&gt;Commercial - Garage or Service Station&lt;br&gt;Commercial - Licensed for Sale of Liquor&lt;br&gt;Commercial - Medical Room, Surgery or Clinic&lt;br&gt;Commercial - Motel, Lodge, Hostel, Hotel or Campground&lt;br&gt;Commercial - Office&lt;br&gt;Commercial - Office (Multi Storey)&lt;br&gt;Commercial - Office (Single Storey)&lt;br&gt;Commercial - Parking Area or Building&lt;br&gt;Commercial - Shop, Store or Supermarket&lt;br&gt;Commercial - Shopping Mall</td>
</tr>
<tr>
<td>Miscellaneous</td>
<td>Miscellaneous&lt;br&gt;miscellaneous - Boat or Ship&lt;br&gt;miscellaneous - Building or Construction Site&lt;br&gt;miscellaneous - Church or Religious Facility&lt;br&gt;miscellaneous - Container&lt;br&gt;miscellaneous - Dwelling&lt;br&gt;miscellaneous - Embassies or Diplomatic Residences&lt;br&gt;miscellaneous - Emergency Service Building&lt;br&gt;miscellaneous - Farm, Orchard or Associated Building&lt;br&gt;miscellaneous - Gang Headquarters&lt;br&gt;miscellaneous - Lake, Harbour, Waterways or at Sea&lt;br&gt;miscellaneous - Marae or Māori Land Parcel&lt;br&gt;miscellaneous - Other&lt;br&gt;miscellaneous - Other Gang Address</td>
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<tr>
<td>Category</td>
<td>Examples</td>
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<td>Miscellaneous - Wharf</td>
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<td>Public - Airport</td>
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<td>Public - Hospital and/or Grounds</td>
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<td>Public - Parking Area or Building</td>
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<td>Public - Place of Entertainment</td>
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<td>Public - Police Station</td>
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<td>Public - Sporting Facility and/or Grounds</td>
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<td>Residential - Carpark</td>
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<td>Residential - Carport/Garage</td>
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<td>Residential - Flat/Apartment (Single Storey)</td>
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<td>Residential - Hostel/Institutional</td>
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<td>Residential - Housing NZ</td>
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<td>Residential - Property or Grounds</td>
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