AUCKLAND CITY
LAST DRINK SURVEY

ANNUAL REPORT
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Acknowledgments:

Thanks go to all who participated in the Last Drink Survey in Auckland City, especially those below.

NZ Police:
- Regional Traffic Coordinator
- District Commander
- District Commander
- America's Cup Village
- Liquor Licensing Section
- Liquor Licensing Section
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- Liquor Licensing Section
- Region 1, CBT

Auckland Council:
- Liquor Licensing Officer
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- Road Safety Officer
- Medical Officer of Health
- Health Protection Officer

ALPHA:
- Regional Manager
- Administrative Assistant
- Administrative Assistant

All of the Staff at Alcohol Healthwatch:

The police in the Auckland District and Region 1 who have contributed so much to the success of the Last Drink Survey:
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Executive Summary.

This Annual Report will cover the period from 1 January to 31 December 1999, and will partially duplicate the last one, that for 1 July 1998 to 30 June 1999, in order to allow all of the Last Drink Survey (LDS) Annual Reports to cover the same period of time. The period of overlap will be from 1 January 1999 to 30 June 1999. The Auckland City LDS was established in 1991, but has only existed in its present, effective, form for the last two or three years. Within its history there have been different methods and criteria by which the data has been collected, including which types of alcohol-related data should be collected. Consequently, it is not always possible to make many historical comparisons between different periods of the LDS.

However, the basic thrust and purpose of the LDS remains the same, that is identifying those licensed premises which cause problems by excessive or illegal sale or supply of alcohol, and in these respects the LDS continues to be useful and vital. The data is going to wider groups than ever before, including research units within the police, and groups with specific ethnic concerns. It has been useful in focusing attention and resources as drinking habits and patterns change, especially in the Auckland City CBD.

As is the normal practise for the LDS, the first step was to identify to the statutory agencies, particularly the Police and the District Licensing Agency (DLA), those “problem premises” in Auckland City and to track the changes in those premises so that they can be targeted by the Police, DLA and also the Auckland Healthcare (A+) night visit teams. (A “problem premise” is defined as a premise, which appears on the LDS on a regular basis, for at least once a month for three months.) Secondly, the licensees and/or managers of the premises themselves were informed of the LDS and offered a monthly print-out of their own data, so that they are aware of problems as identified by the LDS and can, hopefully, take initiatives to control their alleged breaches of the Sale of Liquor Act (1969) (SOLA). A start was made on approaching licensed premises on a wider basis, so that those, which do not yet have problems, were made aware of liquor licensing issues. However, there was a negative reaction in some situations, as licensees felt that if there were no specific problems, then there was little reason for them to receive proactive attention. Therefore, this practise had to be conducted with some care and tact.

Over the past year at least, there has been a change in some aspects of alcohol consumption in the Auckland City CBD. Firstly, those amendments to the SOLA, which lowered the drinking age to 18 and allowed the opening of premises on Sundays, became law on 1 December 1999. It is too early to draw definite conclusions from this reform. Secondly, over the last year there had been a shift in the location of late night and early morning drinking and entertainment, especially with smaller bars and nightclubs. Many premises had
closed in the Downtown and High St areas and had instead moved to the top of the CBD, mainly along most of the length of Karangahape Rd (K. Rd), which has therefore become an entertainment centre. There was an even greater change in the later part of the year with the development of the America's Cup Village and the associated licensed premises in the Viaduct Basin and Princes Wharf. This expansion (to nearly 80 premises in its final stages) has created an environment which has so far caused a drop of up to 15%-20% in custom at other licensed premises as far away as Parnell, Ponsonby and the North Shore (NZ Herald, 16 February 2000). This obviously effects general policing and Compulsory Breath Testing (CBT) campaigns, as well as having effects in town planning and other urban issues.

Both of these developments have had an impact on the type of data, which now appears. We see that large numbers of offenders from single larger premises are being replaced by a more dispersed amount of offending from a variety of smaller places, although the overall numbers are probably not much different. This could also reflect more effective liquor licensing strategies as implemented by the statutory agencies, which have to a large extent been able to manage and control the problems in liquor licensing with increasing effectiveness and expertise. This shows great advances in liquor licensing in the decade since the Sale of Liquor Act was introduced in April 1990.

The regional perspective, which has been possible because of the expansion of the LDS over the whole Auckland region, has meant a more efficient use of resources and a pooling of initiatives, ideas and methods. For instance, the standardisation of the LDS form has meant a more complete capture of information, while at the same time allowing each area's individual needs and differences to be addressed. The close relationship developed with the staff of the Region 1 CBT “Flying Squad”, which originated from the South Auckland Co-ordinator, has also been of huge benefit, especially in the area of police training. The sharing of ideas relating to data collation, police training, Host Responsibility Training, the involvement of community police and many other factors are all aspects of this regional perspective, which is particularly useful and effective.

**Summary of recommendations.**

1. That there be more formal and structured co-operation between the different police districts within the Auckland Region.

2. That off-licences be more effectively targeted.

3. That sports and services clubs receive more proactive attention.
Introduction.

The establishment of the Last Drink Survey.

The LDS was originally piloted in Auckland City from October 1991 after a project, which was implemented and evaluated between 1982 and 1985 by the Alcohol and Public Health Research Unit (APHRU). From the beginning it has been obvious that Auckland City, and especially the CBD, was the area most affected by alcohol consumption in licensed premises and their attendant problems.

As with the LDS in the rest of the Greater Auckland Region, the Auckland City LDS surveys all alcohol related alleged offences, not only drink-drive offences. This obviously gives a greater and more complete body of data on which to draw. This practise was supported by the Peer Review, which was conducted into the CBT Programme in 1997 by the Victorian Police.

It must also be stated that, because it depends entirely on the collection of data by the Police in the course of their duty, the LDS reflects police priorities and actions. It is clear, therefore, that areas where the Police are unaware of offences being committed, or areas where they are unable to allocate resources because of shortages or other factors will not be policed as well as those areas which come to police attention. So suburbs where there are few premises, or which are geographically distant from police stations may well not receive the same attention as areas with larger numbers of premises or well established premises. Consequently, the LDS is not a random survey, but a reflection of police activity.

This could also be an issue after March 2000 when the large number of police (about 160) who are temporarily seconded to the Cup Village are transferred back to their home stations. The closest police presence to what is at present the busiest entertainment part of the Auckland Region will then be the Downtown Police Station, which will have responsibility for a huge part of the CBD.

Role of the LDS Co-ordinator.

The LDS Co-ordinator's primary goal is to run a LDS in Auckland City in order to "assist in the reduction of alcohol related road crashes". This was expanded in 1996 to include all alcohol-related offending. Since then, its initially fairly narrow task has been widened and expanded with comparatively little effort. This is because it took little extra work to capture the non-drive alleged offence data as well as the drink-drive data. There are groups interested in having a wider picture of alcohol-related offending in Auckland and this is now
the practise in the whole Auckland Region. So the LDS goal could be better described as “assisting in the reduction of alcohol-related harm”.

The main way in which the realisation of this goal is possible is by cooperating with the three statutory agencies, as well as with other interested groups, and by fostering co-operation between all of those groups where possible. This involved working with the DLA Liquor Licensing Officers and meeting and informing those police involved in liquor licensing and enforcement about the LDS and its uses and benefits. Licensees are, also, met and informed about the LDS and progressively informed about their appearance in the LDS if that is appropriate.

Additional initiatives which the LDS Co-ordinator might identify as coming under the general Alcohol Healthwatch (AHW) mission statement of “reducing alcohol-related harm” were to be developed where possible. Under this heading could be placed an attempt to identify those off-licensed premises which were contributing to social problems by supplying alcohol to under age drinkers.
Aims and Objectives.

Aim.

To reduce alcohol related harm emanating from licensed premises in the Auckland City Council DLA area.

Objectives.

1. To operate a Last Drink Survey as widely and as effectively as possible in order to provide the necessary data and information with which to identify licensed premises, which are contributing to alcohol-related harm.

2. To continue effective working relationships with the statutory reporting agencies responsible under the Sale of Liquor Act (1989) (as amended) for controlling licensed premises, namely the NZ Police, Auckland City District Licensing Agency and Auckland Healthcare.

3. To disseminate the monthly spreadsheets showing the LDS data to all interested parties, particularly to the statutory agencies.

4. To make contact with the licensees in the area and inform them of the LDS and to supply the data relating to their premises for them to use as a management tool.

5. To be available to establish links with community groups, especially Community Police, with a view to enabling communities to attempt to take control of their own problems.

6. To identify those licensed premises, which contravene the Sale of Liquor Act by supplying alcohol to prohibited persons, namely minors and intoxicated persons.

8. To work with those licensed premises, including off-licenses and clubs, which have problems, in order to inform them of their obligations under the Sale of Liquor Act.
Methodology.

Data Collection.

The LDS form which is used in the Auckland Central Police District differs from that used in the rest of the Greater Auckland Region, in that it requires the police officer filling it in to request more detailed information from the alleged offender than do the more simplified forms in use elsewhere. At the end of the year the form was redesigned in a single-sided format, with the aim of hopefully improving the often abysmal form-filling rate of the Auckland Central Watchhouse.

It should be pointed out at this stage that the Auckland Central Police District boundaries and those of Auckland City Council do not exactly coincide, so that Otahuhu, for example, is outside the police district but within the Auckland City DLA area. This overlap is not usually a problem because of the regional overview, which the four LDS Co-ordinators have, and the ability, which they have to quickly swap information and data. The Auckland Central LDS form provides the following data (See appendices for the forms themselves).

- name of alleged offender
- time of arrest
- day of arrest
- date of arrest
- gender
- age
- ethnicity
- residential suburb of offender
- alleged offence
- description of offence
- name of premise where the last drink was consumed
- name of premise where the last drink was bought
- how long ago the last drink was taken
- type of alcohol consumed
- amount of alcohol consumed
- other premise at which the offender drank during the previous 4 hours
- where the alleged offender was located
- an intoxication level (IL) estimated by the arresting officer
- signs of intoxication shown by alleged offender
- a Breath Test Reading (BTR) number
- arresting officer details
- police file, Traffic Offence Notice (TON) or police ID number
The form used by the Region 1 “Flying Squad” and the other police districts and sub-districts within the Auckland Region gives the following data (See appendices for the form itself)

- surname of alleged offender
- gender
- age
- ethnicity
- residential suburb of offender
- time of arrest
- date of arrest
- alleged offence
- a Breath Test Reading (BTR) number
- description of offence
- offence location
- name of premise where the last drink was consumed
- name of premise where the last drink was bought
- how long ago the last drink was taken
- other premise at which the offender drank during the previous 4 hours
- an intoxication level (IL) estimated by the arresting officer
- police file, Traffic Offence Notice (TON) or police ID number

The data is collected once a month, within a week of the end of the month. This allows the individual police officer’s time to complete the charge sheets up to the last day of the month. The data from the rest of the region is posted to A+W and sorted there. The data is transcribed at AHW, and, as a rule, the various spreadsheets are distributed within two weeks from the end of the month. This means that the information is relatively recent and therefore pertinent. In exceptional circumstances, if there is a problem relating to a particular premise, the appropriate data can be prepared and circulated to the Police, DLA or A+ before the final monthly figure.

**Collation and Distribution.**

The data is collated from two sources, directly from the Loose Leaf Charge Sheets (Pol 173) in the Auckland Central Police Station Watchhouse and from LDS forms. This information is entered onto an Excel spreadsheet (see Appendix), and is then collated into three forms:

1. Data related to licensed premises; on, off and club.
2. Data related to non-licensed places; private, public, work and unknown places.
3. Data relating to specific premises.

All three groups of data are distributed to the Auckland City DLA, to A+ and as widely as possible to the various police in the Auckland District. These
include the local community constables, the Regional CBT “Flying Squad” and the individual police stations as well as the Liquor Licensing Section, the INTEL (Intelligence) Section, Team Policing Unit (TPU) and the Strategic Traffic Unit (STU). A meeting to explain the LDS to the individuals or officers concerned has generally preceded this distribution.

At the beginning of each year, an evaluation form is sent out with the data. This has a reply form, which requested input as to the relevance of the data, whether the recipient wished to keep receiving it, and whether or not the recipient was the appropriate person to receive it. There were corrections and further contacts where necessary. The majority of returned comments were positive and most recipients of the data, in whatever form it was, seemed happy with the LDS and its direction. Such evaluations should be carried out regularly to encourage external criticism and comment.

**District Licensing Agency.**

The Auckland City DLA has three liquor licensing officers with whom the LDS Co-ordinator has open and regular contact. These three officers are very experienced in their field and have an assertive and positive influence in all aspects of liquor licensing, not only in Auckland City, but also throughout the region, as well as nationally. The huge number of constantly changing and moving licensees and managers in the area requires attention to ensure that unsuitable individuals, of whom there are some in the industry, do not manage to open premises which can then cause difficulties later.

**NZ Police.**

(i) **Liquor.**

The Auckland Police District is unusual in that it has a specialised Liquor Licensing Section, consisting of a sergeant and three constables, who concentrate exclusively on liquor licensing matters. The main advantage of such a section is that it can concentrate solely on enforcement of liquor licensing legislation to the exclusion of other policing priorities, which in other districts can divert attention from liquor licensing problems. This means that major problems with premises rarely get out of hand. It also means that there is an experienced legal team, which, often in concert with the DLA, takes matters of concern to the Liquor Licensing Authority (LLA).

(ii) **Region 1 CBT “Flying Squad.”**

The increased co-operation and work with the Region 1 CBT “Flying Squad” at present at Otahuhu has continued with the establishment of regular Regional meetings between the four LDS Co-ordinators and the CBT senior
NCO. As a funder of the LDS, the "Flying Squad" is obviously an important recipient of the LDS data, and the LDS is vital for its strategic and tactical planning. This co-operation has been extended to include training of new recruits in the importance of the LDS immediately on their graduation from the Police College and their arrival in the region, but before they are posted to the various districts.

(iii) Training.

The failure rate in LDS form filling in the Auckland Police District, mainly in the Central Watchhouse has been of considerable concern. This failure rate has fluctuated between 24.8% and 45.6% giving an average over the year of 32.3%, rates which compare very unfavourably with the rest of the region where the failure rate is generally in the region of 10% or less. The problem has not been made easier by the difficulty in getting into the training cycles, due apparently to pressure in such areas as Glock firearm training and later APEC and America's Cup policing problems. Consequently, the LDS has adopted the strategy, with the enthusiastic support of the police involved, of training the new police recruits as they enter the force through the CBT "Flying Squad". This, it is hoped, will go some way towards training the police throughout the whole region, but it has not so far solved the problem in the Central Watchhouse. This problem has meant that some of the statistics in Auckland City are unreliable and not as full as they might otherwise be.

Police training in the district has restarted, but only at half an hour per training cycle, which is totally insufficient to cover all liquor licensing issues, as well as the LDS.

(iv) INTEL

The Intelligence Section of the Auckland Police District expressed an interest in receiving the LDS data as raw data, as, at present, the LDS are the only people who analyse police alcohol statistics. This is supplied to them monthly both on a floppy disk as well as in a printed form.

(v) Community Police.

The mailing of data, especially data concerning premises in their respective areas, has continued in order to the initial contacts, which were made with the various community police.

Auckland Healthcare.

A+ has a statutory role in the issuing of licences to on-licensed premises and clubs, though not to off-licences, where there is not perceived to be a health
need. This role involves undertaking visits to premises, often at night, a function, which is also shared by the other two agencies as well as by the LDS co-ordinators. The previous practice of A+ night visits has been developed and improved to the extent that they now function extremely well and fill a large gap in the analysis and investigation of licensed premises. They have been improved to such an extent that the Police and DLA, as well as the LDS, rely on A+ to give actual personal assessments of premises which otherwise might easily appear as statistics only, with a real understanding of what might be occurring in them. This is easier for A+ because they have the variety of staff, as well as the numbers, on which to draw for teams, which are appropriate by gender, age or ethnicity for particular premises. This is not a role easily filled by the other liquor licensing groups.

**Liquor Liaison Group.**

In Auckland City there is a Liquor Liaison Group (LLG), chaired by the LDS Co-ordinator, which consists of the three statutory agencies, the police, the DLA and A+, as well as representatives from the Alcohol Advisory Council (ALAC), the Auckland City Road Safety Co-ordinator and the Hospitality Association of New Zealand (HANZ). The purpose of this group is to discuss and co-ordinate liquor licensing issues and it meets about every six weeks to do that. This group allows interested parties to share information and ideas. It has been useful in such matters as the setting up of the Accord for the Viaduct Basin and Waterfront area.

**Regional Overview Meeting.**

In the last year or so, it has become the practice to hold regular meetings between the three groups who have a regional overview, namely the LDS Co-ordinators, the Flying Squad senior NCO and the Auckland Healthcare Health Protection Officer who is responsible for liquor licensing. These groups and individuals are the only ones who have a regional perspective over liquor licensing, all the other groups and agencies having a focus on police districts or territorial land authorities (TLA).

**Premises.**

When a particular premise is classed as a "problem premise" by the LDS Co-ordinator because it has appeared in the LDS, the Co-ordinator arranges a meeting with the licensees and managers. This is initially to explain what the LDS is and what it might mean for licensed premises in the area. The role of the LDS is explained, as are the roles of the statutory agencies. There was at the beginning a high level of ignorance about many licensing matters, as well as about the existence of the LDS itself, so this initial process is vital. At these meetings, the premise is offered a copy of the monthly data on a continuous
basis so that they can use it proactively as a management tool to address their own problems. All of the premises approached were interested in the LDS and what it had to show, and, on the surface at least, seemed interested in acting on the information in the LDS. These meetings were often preceded by an informal and unannounced night visit in order to get some idea of what type premise it was and what sort of practises, Host Responsibility and otherwise, were in place. In Auckland City it has reached the stage where nearly all of the premises, which appear regularly in the LDS, receive their data, as well as many who only occasionally appear.
Results.

Because of the different boundaries, which the Auckland Central Police District and the Auckland City Council have, it was decided several years ago to leave the Otahuhu premises in the Manukau City Council DLA area as the responsibility of the Counties-Manukau LDS Coordinator. This is because the Counties-Manukau Police District covered those premises from a policing point of view. Also they are close to Otahuhu Police Station, but far from Auckland Central Police Station.

The total number of alleged offences recorded by the LDS in the Auckland City Council DLA area from 1 January to 31 December 1999 was 4,163, of which 1,308 (31.4%) emanated from licensed premises, and 2,855 (68.6%) from non-licensed places.

The population of the Auckland City Council area, based on figures from the 1996 census, is 345,768. However, because 52% of alleged offenders from licensed premises, and 35% from non-licensed places come from outside the ACC area, the figures for the whole region are given. That gives a total of 1,081,710 made up of 66,483 from Rodney District, 172,167 from North Shore City, 155,565 from Waitakere City, 254,277 from Manukau City, 39,624 from Papakura District and 47,826 from Franklin District.

The results are discussed in the order in which they appear on the LDS form (See Appendix 1). A copy of the form is in the appendices, and it covers the following information:

- name of premise where the last drink was consumed
- name of premise where the last drink was bought
- how long ago the last drink was taken
- any other premise at which the offender drank during the previous 4 hours
- time of arrest
- day of arrest
- date of arrest
- gender
- age
- ethnicity
- residential suburb of offender
- residential code (RC)
- alleged offence
- offence code (OC)
- where the alleged offender was located
- location code (LC)
- a police file, Traffic Offence Notice (TON) or police ID number
- an intoxication level (IL) estimated by the arresting officer
a Breath Test Reading (BTR) number
the police station to which the arresting officer belongs

The three codes, residential, offence and location are used to help analyse patterns when writing this annual report. The LDS does, however, depend entirely on police data collection, and that, in turn, depends on what the police are doing, and is a reflection of police actions and priorities. The LDS is not, therefore, a random cross section of what is happening within the community. Moreover, as a potential "problem premise" can become apparent through the LDS, the police can target that premise and thus the data can be further skewed.

Consumption involving licensed premises.

(i) On-licensed premises.

The main focus of the LDS is on alcohol consumption in on-licensed premises. As of 1 June 1999, there were about 895 on-licensed premises in the Auckland City DLA area. There were 4,163 alleged offences for the whole year of which 1,308 (31.4%) emanated from licensed premises. About 30 of these premises receive their data monthly, even though some of them are not by any means "problem premises", perhaps having as few as 2 alleged offences in 1 year. Approximately another 30 or so have been identified as having appeared from 4 or more times a year, again not "problem premises", but premises which could in the future be informed of the LDS and liquor licensing and host responsibility training. In the data there are numbers of unknown premises which cannot be identified, as well as a large number of places where the alleged offenders have not been asked to state the place where they had their last drink. So there is a large percentage of arrests where the LDS question is not answered. These fluctuate between 24.8% and 45.6% giving an average over the year of 32.3%, which represents the failure rate in form filling of the LDS in the Auckland City Police District. Therefore, there are numbers of offending licensed premises of which we are ignorant or from which we have inaccurate data.

(ii) Clubs.

The Auckland City DLA area had about 166 licensed service and sport clubs in June 1999. Sports and Service Clubs are always difficult to police, if only because they are not seen as "normal" licenced premises. Few of the clubs appeared very often, none to the same extent as commercial licensed premises, but several League and Rugby Clubs seemed to have nights when numbers of intoxicated minors were arrested, and clearly there are problems with that sort of occurrence which need some attention. There is also a large sports ground which gives rise for some concern with their summer fixtures, although, again, as
with sports clubs the occasional and infrequent pattern of the occurrences makes control difficult.

(iii) Off-licensed premises.

There are about 280 off-licences in the area, and while the LDS form has a question which was designed to help find off-licenses which sold to minors, it has not been particularly successful, except in one case. Two off-licenses were prosecuted recently in the Auckland City DLA area. However, the relative leniency of the punishment, 2 days closure of one of the defendant's two outlets for selling to a series of minors, might lead the police to question whether such operations (a stakeout of the premise was carried out) were worth their time and resources. The second off-license, the one identified through an LDS form, had its renewal for three years opposed by the DLA, and was given only one year's renewal. Many licensees use the excuse of the difficulty of telling age without a photo ID, so perhaps the new Driver's Licenses may help solve that problem. However, there does seem to be a continuing lack of awareness, or interest, among some licensees as to their obligations under the law.

Consumption in non-licensed places.

Although the focus of the LDS is on licensed premises, the data collected also captures alleged offences which occurred in non-licensed places, the home, private parties, work places and public places, parks and vehicles and so on. The total number of alcohol-related alleged offences for Auckland City recorded for this period was 4,163, of which 2,855 (68.6%), were from non-licensed places. Clearly this information falls outside the brief of the liquor licensing statutory agencies, except when minors are involved and they have purchased alcohol from licensed premises. However, this information is still distributed to the various agencies and other interested parties.

Time and Day.

The information of time of day of the alleged offence refers to the arrest time as recorded on the charge sheet or the LDS form. It does not refer to the time of the committal of the offence, nor to the alleged time of the last drink, which is recorded separately. There is, then, at least a short delay between the arrest time and the time of the alleged offence and last drink. The time of day and day of offence may also reflect alcohol consumption from the previous day, as it covers alcohol consumed in the last four hours or more.
**Time of offence.**

In this period the data on the arrest time of day has been split into two-hour segments. The peak of arrests from both licensed premises and non-licensed places is reached in the time from midnight to 2:00 a.m., the respective percentages being 26% and 24%.

![Graph 1: Total alleged offences by time of day.](image)

**Day of offence.**

The bulk of alleged offending from licensed premises and non-licensed places occurs late in the week from Thursday to Sunday. Because a third of alleged offending occurs between midnight and 2:00 a.m., this percentage of the offending recorded as occurring on Sundays actually refers to Saturday night/Sunday morning and relates to Saturday’s social activities and consumption of alcohol.

![Graph 2: Total alleged offences by day of week.](image)
Demographic details.

The personal details are those entered on the Loose Leaf Charge Sheet (Pol 173) as part of the arrest process, or on the LDS form after an alleged drink-drive offence when a Traffic Offence Notice (TON) is completed.

(i) Gender.

The average percentages for those alleged offenders from licensed premises are 67% male and 13% female, and from non-licensed places of 88% and 12%. This is virtually the same as last year's figures.

(ii) Age.

In licensed premises this year 42% (541) of alleged offending came from the age group, 20-29 and 25% (327) from the 30-39 group, followed by a drop to 14% (177) for the 40-49 year old age group, 5% (60) for the 50-59 and .6% (7) for those over 60. Underage offenders, under 20 years old (or under 18 for the period after 1 December 1999), from these premises account for 12.8% (163).

Graph 3: Licensed premises - numbers of alleged offences by age.

Non-licensed places show the following figures – 36% (1016) of alleged offending comes from the age group, 20-29 and 25% (713) from the 30-39, followed by a drop to 11% (318) for the 40-49 year old age group, 4.9% (139) for the 50-59 and 1.2% (35) for those over 60. Underage offenders (under 20), from these places account for 20% (580), figures very close to those for the last report.

Graph 4: Non-licensed places - numbers of alleged offences by age.
(iii) Ethnicity.

The different categories relating to race and ethnicity are the standard ones used by the Police on the charge sheet, namely C (Caucasian), M (Maori), P (Pacific Islander), A (Asian), I (Indian), N (Negro) and O (Other).

The demographic make-up of the Auckland Region (see above) based on the latest figures available, the results of the 1996 Census, show a population of about 1,081,710, consisting of 62.38% European Only, 11.93% NZ Maori, 10.9% Pacific Islander and 8.86% Asian. There are no census figures kept for the next largest ethnic group of alleged offenders, Indian. The breakdown of alleged offenders on the LDS shows the following results. In licensed premises the rates of alleged offenders by ethnic group are 60% European, 18.6% Maori, 14.3% Pacific Islander, 4.8% Asian and 1.1% Indian. For non-licensed places the figures are 41.9% European, 28.4% Maori, 21.9% Pacific Islander, 2.9% Asian and 1.8% Indian.

Graph 6: Percentage of alleged offenders from licensed premises by ethnicity.

Graph 7: Percentage of alleged offenders from non-licensed places by ethnicity.
(iv) Residential Suburb.

One of the advantages of the new LDS form and of capturing information from the Loose Leaf Charge Sheet is that the alleged offender's residential suburb is ascertained. Of the alleged offenders from licensed premises during this period, an average of 43% lived in Auckland City while 54% lived outside the area. Those alleged offenders emanating from non-licensed places had a breakdown of 59% from within the City and 35% from outside. The remainder did not have their place of residence recorded. These figures are virtually identical to those in the last report.

Offence Code.

The following is a list of the more common offences under the different offence code, which attempt to reflect as much as possible the nature of the actual alleged offence, rather than the strict legality. So, for instance, the charge of "refusing to supply blood to an officer" is classed as DD, the same as drink drive, even though technically it should perhaps be DR – drive related. So too, "wilful damage" and "intentional damage" can more often reflect disorderly offences (DO) as much as property (PR).

DD  All drink drive offences where a breath or blood reading exceeded the legal limit, refusing officer’s request for blood.

DO  Disorderly offences, offensive behaviour, obscene language, breach of the peace, wilful damage, intentional damage, trespass, resisting arrest.

DR  Drive-related offences, such as driving while disqualified, careless or dangerous driving.

DT  Individuals requiring detoxification, intoxication, drunk in public.

PR  Property offences, wilful damage, intentional damage, trespass, theft.

DG  Drug offences.

PO  Police offences, warrant to arrest.

FV  Family violence, male assault female, domestic violence.

A  Assault, fighting.

DI  Dishonesty offences, fraud.

V  Violent offences, fighting.
Offences.

As explained previously, the total number of alleged offences for the period from 1 January to 31 December 1999 was 4,163, of which 1,308 emanated from licensed premises and 2,855 from non-licensed places. The most common offence in Auckland City, and indeed from the Auckland Region as a whole, is the drink-drive offence of driving with excess breath alcohol (EBA). This accounts for 57% of all alleged offences from licensed premises. There is a significant decrease to the next most numerous type of offence, which was disorderly at 24%. All of the other types of offences were 5% and lower, property at 3%, assaults at 3%, violence at 5%, detoxification at 2%, police offences at 2% and family violence at 1%. These figures are all very similar to last year’s.

The figures from non-licensed places showed a somewhat different pattern with a lower percentage of drink-drive offending, 30%, followed by those charged with disorderly offences at 31%. The other offences were property, detoxification, violence and assault each at 7%, family violence at 4% and police offences at 3%.

Intoxication.

The question in the LDS on intoxication is the second of the two most important after that relating to the premise or place of the last drink. This reflects the fact that the offences under the SOL Act relate to a licensee’s obligation not to serve intoxicated persons, nor to allow them on licensed premises.

(i) Intoxication level (IL).

The intoxication level is an estimation made by the arresting police officer or the officer processing the alleged offender. It is estimated in two ways. The Loose Leaf Charge Sheet (Pol 173) has a scale based on slight (S), moderate (M) or extreme (E) intoxication. The LDS sheets used throughout the Auckland Region have a scale based on 1-10, with 1 having had no alcohol, and 10 being unconscious (or 1K). Unfortunately, this means that there are two different estimations of intoxication levels operating at the same time. These are necessarily subjective judgements, made, however, by individuals who are used to seeing and dealing with intoxicated persons. If anything, the estimations can be too low as the police become hardened to observing high levels of intoxication and underestimating them.

A breakdown of the estimated intoxication levels gives the following data. There were a total of 4161 alleged offenders in the whole year, whose intoxication was estimated in this fashion. Of these, 3488 (83.8%) were estimated at 5 or M and above, while 858 (20.5%) were estimated at 8 or E and above. The average intoxication level was 5.4. Of the 1308 alleged offences
from licensed premises, 1008 (77%) were 5/M or above, while 182 (13.9%) were 8/E or above. From non-licensed places, of the 2853 alleged offences 2480 (86.9%) at 5/M or above and 676 (23.6%) at 8/E or above.

(ii) Breath test readings (BTR).

The breath test readings are the standard readings for drink-drive offences. The maximum permitted level is 400 micrograms per litre of breath for a person on a full licence, while the restricted licence holder under 20 years of age has a limit of 150 mcg/l. Of the 1618 total drink-driving offences recorded, 753 were from licensed premises and 865 were from non-licensed places. The average BTR reading for licensed premises was 681 and for non-licensed places 686. The following figures show historical trends for the last few years in Auckland City, but only for alleged offenders coming from licensed premises:

![Average breath test readings graph](image)

Graph 8: Average Breath Test Readings per month. (400 mcg/l is the maximum, 200 mcg/l for under 20 year olds)
Discussion and Conclusions.

There has been an apparent drop in the number of alleged offenders emanating from licensed premises over the last three years. Over the last four years there has been a persistent drop in the average Breath Test Readings taken from alleged offenders coming from licensed premises. However, there are still great gaps in the data, relating mainly to the failure of the police to collect large amounts of information from the Auckland Central Police Station Watchhouse, relating mainly to non-driving alcohol-related offences in Auckland City. Because a large percentage of these arrests take place in inner city streets in the CBD adjacent to most of Auckland City’s more patronised drinking and entertainment locations, and at times which relate to other arrests emanating from licensed premises, it is reasonable to suppose that these offences too relate to licensed premises. Also because this report covers six months of 1999 which was covered in the previous report, it is difficult to make comparisons. Any inclusion of this large amount of otherwise unanalysed data could impact on the conclusions that have been drawn so far.

However, this decrease in some categories of offending and intoxication seems to be reflected in a decrease in the number of premises, which have high numbers of offenders. It might seem that the replacement of larger less personal “old styled” drinking establishments by numbers of smaller premises, which reflect their patrons’ interests, but which can be more easily controlled, and which are owned by individuals with an interest and ability to run responsible premises may be seen in these figures. However, it is probably too early to draw such conclusions with any great degree of certainty. The whole phenomenon may also merely reflect the increasing poverty and shrinking “entertainment collar” of the average New Zealander over the last decade and a half.

Whatever is happening differently, if indeed anything is, a large claim in the credit for the successes must go to the three statutory agencies in Auckland City and the handful of people who staff them, and who are acknowledged at the beginning of this report. It has been their skill, expertise and persistence, which has been the crucial factor in any changes which have occurred. But, again it must be emphasised that the role of the police is absolutely pivotal in any effective liquor licensing strategies. They alone have the resources and the legal sanctions to control licensed premises. Without effective licensing control by the police, little long-term improvement can be expected. This is not because of any lack of commitment by the police nor lack of appreciation of the problems coming from abuse of alcohol and its links with offending, but more because of pressure of work on staff and the need to deal with more urgent problems.

There are some areas, however, where there is no cause for congratulation. It is clear from the comparisons of offending based on ethnicity that both Maori and Pacific Islanders are disproportionately represented in the
LDS statistics. There is a consistent pattern in the monthly percentages recorded, as well as in the total figures for the year. It is interesting that there is a large difference in the statistics for both groups for licensed premises and for non-licensed places.

The level of alcohol-related offending and intoxication coming from sports clubs and service clubs is of concern. It is hard to get a consistent picture of what is happening owing to the nature of the particular clubs. However, there do seem to be occasions when TPU and other police have to attend some under-age parties apparently being hosted at particular sports clubs, and this is clearly not a practise that should be allowed to continue.

The problem of off-licenses still needs to be addressed, as the presence of large amounts of alcohol in the hands of under-age drinkers, both in private and in public, indicates that there is still a problem with off-licences supplying to under-age drinkers. While the frequency of identification of individual premises is insufficient on which to base enforcement proceedings, there are indications that there are, at the very least, problems of awareness amongst many of those managing and working in off-licenses. It, also, seems certain, however, that there is a minority who will sell to under-age drinkers through contempt of the law, and in fact several have been prosecuted this year. These prosecutions have not been marked by particularly punitive responses from the Liquor Licensing Authority and it could be doubted whether an unscrupulous licensee would be deterred by such actions.
Recommendations.

These recommendations are the same as last year's because they are still seen as the most important tasks.

1. That there be more formal and structured co-operation between the different police districts within the Greater Auckland Region, so that a more consistent policy and practice can be implemented.

A regional licensing team responsible for all liquor licensing in the Greater Auckland Region should be established. The Auckland Central Police Liquor Licensing Section has a small group of dedicated officers who have built up a reservoir of experience and expertise in this specialised field. It seems a waste of resources not to take advantage of this and utilise this team's talents on a regional basis. This would undoubtedly increase the effectiveness of police liquor licensing enforcement efforts in the smaller districts as well as having the flow-on effect of generally reducing alcohol-related crime. It should also be remembered that a large percentage of alleged offenders come from other areas well away from the premises they frequent and where they offend and are located.

2. Off-licenses need more policing and targeting.

Off-licenses continue to present problems in Auckland City as they do elsewhere in the region. They are particularly difficult to control because an illegal sale takes place so quickly. It is difficult to watch such premises from inside without being very obvious, as they are not crowded or busy places as a rule. Therefore, any prosecutions must be due, in the main, to chance or labour-intensive "stakeouts". The police generally do not have the time nor resources for this, especially at those times, weekends and evenings, when minors are likely to try to purchase alcohol. The increased sales of alcohol from supermarkets, as well as the longer opening hours with Sunday trading, means that this problem will probably become more difficult to control.

3. Sports and Service Clubs need more attention.

Owing probably to the fact that they are not seen as commercial premises, licensed clubs seem not to be regarded in the same light as on-licensed and off-licensed premises, and they often do not, therefore, receive the same attention from the enforcement agencies. It seems an anomaly that these premises should be treated differently. LDS data can help target enforcement and monitoring resources to these premises, as well as providing feedback regarding host responsibility practices. Often, the pattern of offending from sports clubs seems to indicate that they are regularly supplying alcohol to minors.
Auckland Central Last Drink Survey Form (old form)

ALCOHOL HEALTHWATCH

TO BE COMPLETED BY ARRESTING OFFICER ONLY IF OFFENDER HAS CONSUMED ALCOHOL PRIOR TO ARREST OR OFFENCE.

1. OFFENDER'S FULL NAME: ___________________________ MALE/FEMALE: __________
   RACE: ___________________________ AGE: ______ yrs. RES. SUBURB: ___________________________

2. DAY: ______ DATE: ______ / ______ TIME (of offence): ______

   CHARGE (s)
   ___________________________

   READING(s): BREATHE: ______ BLOOD: ______ ARREST/SUMMONS: ______

   WHAT HAPPENED: ___________________________

3. LAST DRINKS:
   a) Where did you have your last drink?
      Premise: ___________________________ St/Rd: ___________________________

   b) What time did you have your last drink? ______

   c) Where did you buy your last drink?
      Premise: ___________________________ St/Rd: ___________________________

   d) What were you drinking? Beer: ______ Wine: ______ Spirits: ______

   e) How much? ______ Brandy: ______

   f) How long were you at the premises? Hours: ______ Minutes: ______

   g) Have you consumed alcohol at any other premise tonight during the last four hours?
      Yes: ______ No: ______

   h) Where? (if applicable) ___________________________ 26
4. WHERE LOCATED:
Where was the offender located?

Inside licensed premises: Namely:
Outside licensed premises: Namely:
Other:

5. LEVEL OF INTOXICATION (Arresting Officer to assess at time of arrest)

(a) tick
1 Had no alcohol
2 Slight to medium
3 Heavy to extreme
4 Unconscious or 1K

(b) Signs Exhibited
- Eyes glazed/bloodshot
- Unsteady
- Lack of motor skills
- Shaking
- Aggressive
- Argumentative
- Breath smells of alcohol
- Face flushed
- Repeating him/herself
- Other

6. ARRESTING OFFICER:
FULL NAME: RANK:
STATION: OJD: SECTION:
FILE/TON NO.: PRN:

7. QUESTIONS 1 & 3 (IF NOT ARRESTING OFFICER) COMPLETED BY:
FULL NAME: RANK:
STATION: OJD: SECTION:

8. TO BE COMPLETED BY WATCHHOUSE CTO OPERATOR:
FILE/TON NO.: PRN:

PLEASE LEAVE IN WATCHHOUSE OR FORWARD TO SGT. MIRELLOPPOLI, LIQUOR LICENSING, STANLEY STREET POLICE.
Auckland Region Last Drink Survey Form (single-sided).

Auckland

POLICE

LAST DRINK SURVEY

ALCOHOL HEALTHWATCH

OFFENCE ETHNICITY CP MAI MOX GENDER M FX AGE

FULL NAME RESIDENTIAL SUBURB

OFFENCE DAY S M T W T S DATE TIME 24 hr

Offence Location (name of street/road)

Suburb Sector Code

BREATH READING BLOOD TAKEN YES NO REFUSED

DRIVING: EBA 1st 2nd 3rd+ DWI 1st 2nd 3rd+

OTHER CHARGES:

LAST DRINK (To be completed by apprehending officer at time of processing or by WBN keeper prior to release)

Where did you have your last drink? PREMISE

Street/Road Suburb

How long ago? (prior to apprehension) Hours Minutes

Where did you buy your last drink? PREMISE / OFF-LICENCE

Street/Road Suburb

How long were you at the premises? Hours Minutes

Have you consumed alcohol at any other place in the last 4 hours? YES NO

If "YES", where? PREMISE Street/Road Suburb

What were you drinking? Beer Wine Spirits

How much? Brand:

LEVEL OF INTOXICATION - Approaching officer to assess at time of processing

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<th>LEVEL</th>
<th>SIGNS EXHIBITED</th>
<th>TICK</th>
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COMPLETED BY: If NOT ARRESTING OFFICER:

FULL NAME: RANK:

STATION: OLED:

FILE/FORM No:

Checked by Waikato SGD:

28
## AGE OF ALLEGED OFFENDERS

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## RESIDENTIAL SUBURBS OF ALLEGED OFFENDERS (percentages rounded)

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Totals               1388  562  43%  702  54%  2855  1678  59%  1003  35%