

Environment and Response Operational Capability Annual Report 2022



The Environment and Response Annual Reports [previously the Tactical Options Reporting (TOR) Annual Report series] provide transparency and accountability to the public by providing information on the actions and experiences of New Zealand Police, such as use of force, over the preceding year. Links to past reports can be found at the bottom of this page.

For Police staff, please direct any queries regarding any past report iterations or the current report to the Operational Capability Insights and Performance team.

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https://www.police.govt.nz/sites/default/files/publications/env ironment-and-response-annual-report-2022.pdf

Previous Environment and Response annual reports can be found here:



Previous TOR annual reports can be found here:



Or see <u>http://www.police.govt.nz/about-us/publication/tactical-options-research-reports</u> for a list of links to all reports.

Introduction and Overview

Origin and Purpose of the Report

This report has been produced by **Operational Capability Insights** and Performance (OCIP), within the Operational Capability workgroup. Operational Capability is a diverse workgroup that supports and enables frontline staff to safely and effectively fulfil their duties by ensuring staff have the appropriate equipment, tools and capability to perform their role. A core function of New Zealand Police is to keep people safe. Frontline staff face a range of physical threats to safety and must be able to respond effectively to protect the public, themselves and their colleagues from harm.

To achieve this, one of the core responsibilities of the OCIP team is to research, evaluate and monitor the operational environment to support a better understanding of and response to the challenges and risks facing frontline staff. The team therefore oversees several key datasets, including the Gun Safe database and Tactical Options Report database, which are used to monitor firearms activity and police use of force respectively.

The aim of this report is three-fold; [1] to provide a comprehensive overview of physical hazards and risks within the frontline policing environment and who poses these risks, [2] to report on New Zealand Police's response to those risks within the operational environment, where reporting falls within the remit of the Operational Capability workgroup, and [3] to consider the outcomes of those responses. For the purpose of this report, hazards within the operational environment particularly focuses on physical threats derived from interactions with the public.

This is the second year that the annual report has been published in this format. Prior to 2021, only the content pertaining to tactical options reporting was publicly released. However, in order to improve transparency and public accountability, this comprehensive environment and response report format provides a more detailed picture of the operational environment.

This current iteration focuses primarily on the 2022 calendar year, and is split into five parts. **Part one** provides a detailed overview of the physical hazards that frontline staff faced within the operational environment, including injuries sustained by officers. **Part two** focuses on how police have responded to threats, including the use of tactical options (use of force). The common characteristics of people that police encountered in these hazardous situations will then be explored in **part three**. The outcomes of police responses will be considered in **part four**, which includes subject injuries and complaints made about New Zealand Police's use of tactical options. Finally, **part five** provides a more focused look at Operation Convoy, the police response to the occupation of parliament that occurred in early 2022, with the predominant focus on the final day when the situation evolved into a violent riot.

The report uses data from a multitude of sources, including data owned by Operational Capability. data from other teams within New Zealand Police, and external sources. An overview of the key data sources can be found in Appendix 1.





Alignment with 'Our Business'

New Zealand Police's Strategic Intent

The vision of New Zealand Police is for Aotearoa New Zealand to be the safest country it can be. To do this, Police operates under the 'policing by consent' model. This approach relies on maintaining the trust and confidence of the public. How the public perceive the police impacts upon their willingness to engage and work together. 'Our Business' summarises New Zealand Police's strategic intent, including the approach to achieving this vision. It ensures everyone is working towards a common purpose.

Our overarching purpose, set out in 'Our Business', is to ensure that everybody can be safe and feel safe. This encompasses both the public (including victims and offenders) and New Zealand Police staff. At all times, staff must continue to uphold the values and principles of New Zealand Police: 'Professionalism', 'Respect', 'Integrity', 'Commitment to Māori and the Treaty', 'Empathy' and 'Valuing Diversity'1. This includes when officers may need to use force in response to threats against the safety of the public or themselves. As frontline staff work in an environment that poses a risk to their own safety and are responsible for ensuring the safety of others, staff wellbeing is of utmost importance.



There are three key priorities that underpin all work that is undertaken: [1] 'Be First, Then Do' (understanding who we are as an organisation and who we need to be to achieve our aspirations); [2] 'Delivering the police service New Zealanders expect and deserve' and [3] 'Focused prevention through partnerships'.

Aligning with these priorities and aspirations, the vision for the wider Operational Capability group is to enhance and enable the operational capability of response staff. To achieve this, we must have a strong understanding of the operating environment to ensure our people are enabled to respond effectively and safely.

This report contributes toward 'Our Business' in multiple ways. Firstly, understanding risks within the frontline policing environment is central to protecting the safety of staff and informs knowledge needed to 'Be First, Then Do'. Reviewing the ways in which police respond to those risks, including the use of tactical options, provides insight into the service that is being provided and the safety of offenders. To deliver on focused prevention through partnerships, there is also a need to understand where to focus this work to greatest effect. Finally, in sharing these insights publicly the purpose is to increase transparency and, in turn, contribute to maintaining public trust and confidence.

Key Findings

Increase in firearms offences but reduction in use against police

Despite continuing to follow an upward trend, firearms offences still represent less than 1% of all offences. Whilst important to monitor, it could also be erroneous to assume that an increase in firearm offences must be cause for concern; in fact offences as a result of proactive policing is positive. Rather, firearm use against police may be a better indicator of risk to staff. Offences of assault against police involving a firearm have been trending upwards. However, there were 7 firearm presentations and 5 firearm discharges at police in 2022, which is fewer than in both 2021 and 2020. These low numbers have lessened the steepness of the upward trend to an almost static trendline. Furthermore, there were no injuries to staff as a result of a firearm in 2022.

(Key pages: <u>24 - 31</u>)

Vehicles and roadsides present an elevated risk, that may be rising

A multitude of data indicates that interactions with or in close proximity to vehicles present an elevated level of risk: [1] 'turnover' was the most common event type for assaults with a firearm, [2] more than half of firearm presentations and almost all firearm discharges at police in 2022 occurred in a vehicle or at a roadside, and [3] a vehicle was the most common weapon reported in MyPolice, the database where staff report injuries and near misses. In fact, the number of incidents in MyPolice that reported a vehicle as a weapon increased by 95% in 2022 (n=152) compared to 2021 (n=78). There was also an increase in 2022 in the number of offences of assaulting police with 'other' weapon that identified that weapon as a vehicle.

Increase in knives as offensive weapons but not in knives being used against police

Knives are consistently the most common weapon in offensive / restricted weapon offences, and these offences increased by 16% in 2022. Assaults of non-police, including with cutting/stabbing weapons, are also trending upwards. However, the number of knives seized by AOS appear to be declining yearon-year. The number of subjects at events where police used a tactical option (TOR events) who were armed with a cutting / stabbing weapon increased slightly in 2022, but offences of assaulting police with a cutting / stabbing weapon decreased, as did the number of MyPolice reports involving offenders armed with a knife. This suggests that despite what appears to be an increase in knife crime within the community, it does not appear to have extended to an increase in knife attacks against police.

(Key pages: 46 - 50)

Small reduction in staff injuries, excluding Operation Convoy

It is reassuring that, excluding the events surrounding Operation Convoy, there appears to have been a reduction in staff injuries. Operational incidents with injury reported in MyPolice have reduced from 1,250 in 2021 to 1,224 in 2022 (excluding Op Convoy). Whilst this reduction is minimal, the rate of tactical options reports that detailed a staff injury also dropped from 1 in 10 (in 2021) to 1 in 12 (in 2022). The severity of injuries, determined by treatment level, has remained static across both data sets and it is expected that any underreporting is more likely to apply to minor injuries.

(Key pages: <u>64 - 68</u>)



5

(Key pages: 36 - 39 and 56)

Substantial increase in events where tactical options were used

In 2022, tactical options reporting (TOR) events, or events where one or more tactical option was used, increased by 21% compared to the previous year (excluding Operation Convoy). However, this only constituted 0.3% of attended events and the upward trend over time mirrors the pattern of violence offences. Further analysis did not determine the increase to be concentrated on any tactic or district, in fact, the geographical distribution of TOR events is comparable to offences of assaulting police. Whilst New Zealand Police seek to minimise the need to use tactical options, this must be balanced against the duty to protect and uphold the safety of others and themselves.

(Key pages: <u>81 - 83</u>)

Scope for improvement with empty hand techniques

Empty hand techniques (EHT) has consistently been the most frequently used tactical option. In 2022, EHT was used at 36% of TOR events but accounted for 46% of TOR subject injuries. This disproportionate injury percentage is due to EHT having one of the largest injury rates, at 1 in 6 - one injury for every 6 uses. Although almost two-thirds (65%) of subject injuries were considered to be minor, there may be scope to reduce the injury rate, whether through enhanced training related to the types of techniques used or the way in which they are executed. EHT was also responsible for 73% of complaints related to tactical option use and, at 6 to 1, had the highest complaint rate. While only 1% of these complaints were upheld, it is anticipated that a reduction in subject injuries may have a knock-on effect at reducing complaints. Finally, 70% of TOR events with a staff injury involved EHT.

Custody-specific risks identified

The incidents with staff injury and near misses reported in MyPolice that occurred during custodial supervision are following an upward trend. In 2022, custodial supervision represented 12% of MyPolice incidents (8% of the incidents with staff injury and 15% of the near misses). Manual assaults were the leading cause of injury, with headbutting and biting occurring more frequently than injuries overall (potentially due to officers and custodies being in close proximity). Of near misses in custody, 27% were linked to objects missed during an initial search. Additionally, 7% of TOR events occurred within custody, with the most common tactics being EHT (62%) and handcuffs-restraints (37%).

(Key pages: <u>75</u> and <u>92</u>)

Operation Convoy presented unique challenges for Police

Several differences were identified between the circumstances of Operation (Op) Convoy and patterns within the general operational environment. Whilst difficult to ascertain precise numbers from the data, protestors were far more likely than other subjects to be armed, particularly with throwing weapons / projectiles, followed by explosive and chemical weapons. Injuries sustained by officers during Op Convoy were most commonly head impact injuries from the aforementioned projectiles and leg injuries, likely due to aiming for areas that were not covered by protective equipment. Injuries sustained within an Op Convoy TOR event were more serious than general TOR events, potentially indicating an elevated risk. Overall, findings have several implications for the mass disorder events, including the provision and type of protective equipment, the use of tactical options, and the limitations of current databases to capture accurate situation-specific data.

(Key pages: <u>126 – 140</u>)

(Key pages: <u>83 – 84</u>, <u>117 – 118</u>, and <u>123</u>)



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Part One: Physical Hazards in the Operational Environment



Introducing Physical Hazards in the Operational Environment

The environment in which New Zealand Police operates is continually evolving. Not only does understanding the changing operational environment help with resource allocation, preventative initiatives and intelligence gathering, but it also plays an important part in keeping frontline staff safe.

An example of environmental change that impacted on staff safety comes from the global COVID-19 pandemic. Officers were required to uphold restrictions associated with the **COVID-19 Protection Framework** and respond to protest activity. Officers were therefore at risk of exposure to the virus throughout the year. Of particular note, police were on the frontline in responding to the occupation of Parliament grounds that took place from 8 February until 2 March 2022, particularly on the final day of the occupation, when the protest escalated into a violent riot. This response is known by New Zealand Police as Operation Convoy (Op Convoy).

With over 10,000 constabulary officers, it is imperative to understand the risks posed to frontline staff when interacting with members of the public, particularly when they are often working in volatile situations. This section of the report focuses on the hazards police face within the operational environment. By learning more about these hazards, we can look to minimise the risk they pose by enabling staff to be prepared and to have the tools and capability they need to respond in future.

Opportunity, Capability and Intent Model

In seeking to understand the risk posed to police in interactions with the public, the 'Opportunity, Capability and Intent Model' of threat is used. This approach was derived from the 'threat' portion of 'TENR', Police's decision making framework (see p.79).



Threat to safety

Frontline staff are in a nearconstant state of engagement with people who may meet one or more of these three components. In fact, almost anyone has the capability to injure another person. However, it is only when this capability is coupled with both an opportunity to do so and an intent to cause harm that it would pose a threat to staff safety. Therefore, examining opportunity, capability and intent progressively through the lens of past police data can provide an indication of the relative frequency of harm to staff.

Analysis of a range of data can help to build a picture of when and where harm is more likely to occur, and to whom. The findings can support the effective risk mitigation and preventative initiatives by identifying targets that are likely to have the greatest impact (where police data indicates that all three components of the model are most likely to be present). This is especially important when resourcing is finite and potential consequences severe.

Opportunity

Any physical encounter with an individual presents the opportunity for that person to cause harm. Although all interactions cannot be documented (for example, when an officer is on a foot patrol in a busy town centre) operational data such as calls for service can provide some indication as to the extent of police-public interaction.



As per Figure 1, '111' calls followed an upward trend until 2020, when they began to decrease, likely due to the COVID-19 pandemic and alert level restrictions. As expected, these calls returned to a higher level in 2022. In fact, '111' calls received in 2022 were at the highest in the past 10 years. On the other hand, '105' calls have remained relatively static compared with 2021, and lower than 2020 and 2019. Overall, calls for service in 2022 were at a similar level to the previous year.

Although calls for service are an indicator of demand, police can be alerted to an incident in other ways, such as in person or online communication, proactive operations and intelligence gathering. Encounters with the public also frequently occur as the result of officer-initiated interactions (e.g., routine vehicle stops) or public patrols, not only in response to an incident.

Another way to measure the level of public-police interactions is through 'attended events'. In 2022, police attended an estimated 2,351,862 events² (also displayed on Figure 1). Although this is a decline on previous years, it still demonstrates the large extent to which staff are exposed to potential opportunities for harm to occur. The disparity between calls for service and 'attended events', also shows the level of work

Figure 1. Annual calls for service and attended events, 2019-2022



Source: CARD, ECC, Workforce Management

Table 1. Top 10 most frequent event types forattended events

Event Type	Number of events	Percent of all events
Turnover ³	739,429	31%
Directed patrol	258,327	11%
Enquiry / investigation	236,502	10%
Bail check	178,230	8%
Family harm	135,140	6%
Road checkpoint	58,318	2%
Traffic offending	57,185	2%
Car / person acting suspiciously	49,829	2%
Foot patrol	42,247	2%
Public relations	35,152	1%

Source: CARD

carried out beyond responding to calls from the public.

The most frequent type of attended event in 2022 was a

'turnover'³, which was much higher than the remaining event types (Table 1). Findings related to attended event types are consistent with previous years.

² Calculated using Communication and Resource Deployment (CARD) data for recorded events where the arrival date/time was not null and excluding event types where police-public interaction was highly unlikely

³ 'Turnover' is a term used predominantly to refer to the stop of a vehicle but can also include person stops

As well as attending events, an area of policing that involves interactions with offenders, therefore opportunity for harm if certain precautions are not taken, is custody. Figure 2 illustrates the number of custodies per annum. Numbers dropped during the height of the COVID-19 pandemic due to restrictions, many of which have been continued in order to minimise holding people within custody.

Capability

There are many variables that can influence how capable someone is of causing harm and therefore the risk they pose to frontline staff. One factor that is synonymous with a high degree of capability is if the person is armed, especially with a firearm.



Figure 2. Number of custodies per annum, 2013-2022

Source: NIA

Whilst not exhaustive, bringing together data from a range of sources can help to indicate the scale of firearms availability in Aotearoa New Zealand. This includes: 1] used import permits granted by New Zealand Police to retailers to bring stock into the country, 2] Customs data detailing the quantity of firearms and ammunition legally imported into the country, and 3] firearms taken out of circulation by being seized, surrendered or recovered. Known as the civilian armoury, this estimate is one example of how we can seek to better understand the level of public capability to cause serious harm (see Table 2).

Table 2. Cumulative incoming and outgoing firearms and ammunition in the civilian armoury, 2014-2022 Firearm importe

	Firearm imports	Ammunition imports	Firearm import	Firearm seizures
	(Customs)	in 10,000s (Customs)	permits (Police)	(Police)
2014	33,102	10,703	2,167	-1,191
2015	66,823	20,043	21,482	-2,372
2016	93,332	27,822	37,744	-3,839
2017	123,428	37,512	53,125	-5,192
2018	150,146	44,851	65,308	-6,817
2019	187,692	53,784	85,434	-8,592
2020	219,683	61,589	125,920	-10,446
2021	253,135	70,270	171,569	-12,106
2022	291,823	78,588	222,007	-13,547

Source: Customs data; Te Tari Pūreke, Firearms Safety Authority; Firearm Search & Seizures (FSS)



Intent

Despite the level of opportunity (time spent in close proximity to the public) and capability (such as access to firearms) most interactions do not result in harm, or the need to take action to avoid harm. The threat model used here posits that it is not until both opportunity and capability are coupled with intent to cause harm that an imminent threat is posed. One way to measure when all three elements have come together, and therefore the safety of staff has been threatened, is through injury and 'near miss' data, recorded in MyPolice. Near misses are incidents that had the potential to cause injury, and are important to capture as they still provide an insight into the level of intent to cause harm, even if an act failed to do so (potentially due to evasive action or limited capability of the offender).

In 2022, a combined total of 2,725 operational incidents that either

resulted in staff injury, or had the potential to do so, were reported in MyPolice⁴. Of those 2,725 incidents, 1,391 (51%) resulted in at least one injury. As can be seen in Figure 3, this is slightly higher than 2021 but lower than other recent years. It is worth noting that incidents with injury have been inflated in 2022 due to the events of Op Convoy (n=167).

More detailed analysis of police injury data can be found later on in this report.



Figure 3. Number of reported operational incidents with injury, 2013-2022

Source: MyPolice (from 2017); POL645 (prior to 2017)

Bringing Opportunity, Capability and Intent Together

Bringing the above data together by considering opportunity (in this case, calls for service and attended events) alongside capability and intent (using incidents with injury as the measure), shows the rate at which injuries to frontline staff have occurred. These findings can provide an indication of the organisational likelihood of a frontline officer being injured through an interaction with a member of the public. By looking at the same measure consistently over time, trend data can show whether this threat level may be increasing or decreasing. As can be seen in Figures 4 and 5, in 2022 there were 12.6 incidents with injury for every 10,000 '111' calls for service and 5.2 incidents with injury for every 10,000 events attended. This equates to an injury at less than 1% of all attended events, or 1 incident with injury for approximately every 1,900 attended events.

⁴ Excluding incidents categorised as non-operational, such as during computer/administrative tasks or training, injury from ongoing wearing of body armour rather than a specific incident, and incidents during overseas deployment.





Source: MyPolice / POL645; ECC





Source: MyPolice / POL645; CARD

These findings suggest that the organisational likelihood of an injury occurring to a frontline officer is low. However, looking at the proportion of events that resulted in an injury in isolation does not provide the full picture. It is also important to consider the individual likelihood of an officer being injured whilst carrying out their role on the frontline. One way to do this is to factor in staffing levels. For instance, if the proportion of attended events resulting in injury remained constant but staff numbers decreased then injury rates per person would increase. In this example scenario, whilst the organisational likelihood of an injury to a member of staff would remain the same, the individual likelihood of an injury occurring to a given officer would increase.

In 2022, there were 12.5 incidents with injury per 100 frontline staff, which is a reduction on all recent

years (Figure 6, overleaf). Overtime, injuries per 100 frontline staff are following a downward trend, influenced by a gradual year on year increase in staff as well as slight reductions in reported injuries.

Further factors, such as policing district or workgroup, are also expected to influence the likelihood of injury and these will be explored in more detail later in the report.





Figure 6. Number of reported incidents with injury per 100 frontline staff, 2014-2022⁵

Source: MyPolice / POL645; Human Resources Operations



Summary

This introduction to part one, 'Hazards in the Operational Environment', may provide an element of reassurance that the risk of frontline staff experiencing physical harm is low. However, the presence of any risk, no matter how low, compromises safety. Therefore, understanding the nature of hazards that may be encountered as well as the likelihood is important as this may help to reduce the level of harm caused in future.

Structure of Part One

Focusing mainly on interactions with the public, hazards can be grouped into four overarching categories: firearms, non-firearm weapons, manual assaults, and 'other' hazards.

The remainder of part one of this report provides a detailed review of each of these threats in turn,

including where they are most likely to occur, who is at risk of experiencing them, and where these threats might be heightened. Analysis of police injury data will then be presented, exploring the types of injuries, the main sources of injury and body parts most frequently impacted.



⁵ Numbers here differ from previous reports due to a change in the way frontline staff have been calculated; previous reports included staff who are assigned to a district only, which excluded workgroups who are assigned to a service centre due to crossing districts. These additional staff have now been included in the data used here.

What Physical Hazards do Frontline Police Encounter? Focus on Firearms

Using data to gain an insight into the prevalence of firearms within the community and ascertaining the scale of illegal firearm use in the past, including firearm use against frontline staff, can help to inform the likelihood of use in the future. We can also learn more about the types of firearms and ammunition that may be encountered by officers, which can inform decisions such as the level of ballistic protection that is required from body armour.

Prevalence of Firearms

Breaking down some of the data previously presented as part of the civilian armoury (p.19) can provide an insight into the type of firearms that may be available and therefore are most likely to be encountered. Of the 50,438 used firearm import permits granted, the greatest proportion (44%) was for rifles (see Figure 7), consistent with previous years.

Additionally, firearms licencing provides an indication as to the number of people who own one or more firearms. On 1 January 2022, there were 239,286 active firearms licence holders. On 1 January 2023, there were 239,368. This indicates that, despite possible fluctuations throughout the year, the number of licence holders has remained stable in 2022, and below the 1 January 2021 level of 242,141. The new Firearms Registry will help to provide further information in coming years.

NIA Firearm Occurrences and Offences

Although prevalence data informs understanding of the accessibility of firearms within the community,

Figure 7. Used import permits by firearm type



Source: Te Tari Pūreke, Firearms Safety Authority

most licence holders/legitimate purchasers will never use their firearm(s) against another person. Therefore, understanding the level of capability alone is unlikely to give an accurate gauge of the risk that firearms pose.

One way in which firearm encounters can be measured is through the National Intelligence Application (NIA). NIA stores data on occurrences (calls for service or police activity when a crime is believed to have taken place) and offences (when an action has met the legal definition of crime). This therefore includes firearm offences and firearm occurrences (when at least one firearm offence is believed to have taken place).



Both firearm occurrences and firearm offences are indicators of firearms activity within the community. While these do not necessarily involve a firearm risk to frontline staff, they provide information about the overall operational environment, adding context for police-specific risk.

Although the primary purpose of this report is to understand threats encountered in 2022, examining a longer time period can provide information about change over time, and offer enough data to explore predicted future trends.

Figures 8 and 9 show that both the number of firearm occurrences and firearm offences recorded in NIA are following an upward trend. In 2022, there was a monthly average of 528 firearms-related offences across 377 occurrences. This is compared to an average of 500 offences across 355 occurrences, per month, in 2021. Offences per occurrence have remained at 1.4 since 2017. Using the trend lines illustrated on the graphs to predict the pattern in future, it is estimated that the steady increase over the next five years will see firearms activity rising to 458 occurrences and 661 offences on average per month by 2027. Of course, it cannot be guaranteed that numbers will continue along the same linear trend, so these analyses are speculative. It is possible that, as firearm regulations tighten with the introduction of the registry, an increase in offences may be seen (e.g. possession offences).



Figure 8. Firearm occurrences, by month, over time, 2015-2022

Figure 9. Firearm offences, by month, over time, 2015-2022



Although the number of offences and occurrences is informative, it cannot be assumed from these figures alone that an increase means that a greater proportion of people are using firearms or that staff are at an increased risk of encountering a firearm. Firstly, these measures do not account for any increased focus on the policing of firearms and organised crime through targeted operations such as Operation Tauwhiro and Operation Cobalt, which have the potential to result in a greater detection of firearm offences. This is an example of a broader issue of police focus having the potential to create feedback loops if improved crime detection is mistaken for an environmental change. Nor do the increases take into account changes in factors such as population size and staff numbers, which could influence the level of firearms activity both occurring and being reported/ recorded.

Population size

Correcting for the size of the New Zealand resident population, which has generally been increasing, shows a moderate upward trend in both occurrences and offences (see Figure 10 for occurrences and Figure 11 for offences). Firearm occurrences and offences are rare, with less than 1 per 10,000 residents on average over the last eight years, but the rate is increasing.









Firearm occurrences per 10,000 population have risen from an average of 0.56 in 2015 to 0.76 in 2022. Assuming the trend line illustrated on Figure 10 continues to describe the pattern in future, it would be predicted that this number will have surpassed 1.0 by the end of 2034.

For firearm offences, the increase per 10,000 population was from an average of 0.75 in 2015 to 1.07 in 2022. Furthermore, if the trend line illustrated on Figure 11 continues to describe the pattern in future, by the end of 2034 it would be predicted that this number will have surpassed 1.5.

Staff numbers

Changes to the number of frontline staff can have an impact on the individual risk. Correcting for these changes shows a weakto-moderate upward trend for the number of firearm occurrences and offences per 100 frontline staff (Figures 12 & 13). In 2022, there were an average of 3.8 occurrences and 5.4 offences per 100 frontline staff each month, therefore, despite the increase, the numbers remain low. Data here may differ from previous reports due to changes in frontline staff number calculations (see p.22, footnote 5, for more detail).

Whilst not all offences involve a firearm being in police presence, this analyses provides some context to the level of firearms offending across the environment in which police are operating and indicates that police encountering a firearm is rare.



Figure 12. Firearm occurrences per 100 frontline police staff, 2015-2022





All reported offences

It can also be informative to consider firearm activity alongside crime trends overall, as this provides an element of context to the data. For example, an increase in firearms offences compared with a decrease in other offences tells a different story to an increase in firearms offences compared with a much greater increase in other offences.

As can be seen in Table 3, firearm offences consistently represent less than 1% of all offences and less than 1.5% of all violence offences. Whilst there does appear to be a very slight upward trend in the proportion of all recorded offences that were firearms offences, this is not the case for the proportion of violence offences that involved firearms. To explore whether this could be because the increase in firearms offences came from non-violent offences, such as illegal firearm possession rather than firearm use, the percentage of violent firearms offences was calculated. In 2022, there was a very slight increase up to 23%, from 22% the previous year. Generally, the proportion has remained similar over the years.



Table 3. Proportion of occurrences, offences, and violence offences involving firearms, 2015-2022

Year	Firearm occurrences as percent of all occurrences	Firearm offences as percent of all offences	Percent of violence offences that were firearm offences	Percent of firearm offences that were violence offences
2015	0.34%	0.38%	1.30%	22%
2016	0.36%	0.41%	1.31%	21%
2017	0.35%	0.41%	1.24%	20%
2018	0.35%	0.42%	1.11%	18%
2019	0.37%	0.44%	1.23%	20%
2020	0.42%	0.50%	1.07%	18%
2021	0.41%	0.49%	1.13%	22%
2022	0.40%	0.48%	1.15%	23%



Source: NIA

Breaking the firearm-related offences down into the different offence types allows for a more in-depth look at where increases are occurring. Table 4 shows that both violence and non-violence firearms-related offences have been generally increasing. Further analysis found that the upward trend in non-violence offences is

occurring at a slightly steeper rate than for violence offences, with a peak in 2020 (see Appendix 2 for calculations). This coincides with changes to the Arms Act expanding prohibited and restricted items, potentially increasing the opportunity for possession offences to occur.

The steady year on year increase in violence firearms-related offences seen since 2019 has continued, with an 8% increase in 2022 compared to the previous year (1,446 in 2022 compared to 1,338 in 2021). Consistently, the majority of the increases have come from an increase in 'intimidation and threats' offences.

Table 4. Violence and non-violence firearms-related offences, broken down by violence offence types, 2015-2022

	Non- violence offences	Murder	Man- slaughter	Attempted Murder	Robbery offences*	Assault offences#	Intimidation and threats	Violence offences total
2015	3,226	7	2	4	205	235	466	919
2016	3,753	8	1	8	237	233	503	990
2017	3,670	11	-	10	292	239	429	981
2018	3,798	12	-	8	203	195	484	902
2019 ⁶	4,221	54	-	42	195	209	642	1,142
2020	4,932	16	1	5	178	241	713	1,154
2021	4,661	11	-	4	201	289	833	1,338
2022	4,885	13	2	4	204	299	924	1,446

Source: NIA

On the face of it, the findings indicate that the probability of any given staff member encountering a firearms occurrence or offence has not changed in the last seven years-which seems to be contrary to anecdotal reports from staff. It could be erroneous to assume that the probability of

encountering firearms is equally likely among all frontline staff.

There are large variations in the level of threat posed to an officer by different types of firearm offences or occurrences. For instance, seizing illegally owned firearms from the safe of an

otherwise compliant offender is highly unlikely to pose the same risk as an offender intentionally presenting a firearm at a staff member. Furthermore, officers may not receive a report until after the incident has taken place, and not be within the vicinity of the firearm themselves.

* Robbery offences = 'robbery' and 'aggravated robbery' #Assault offences = 'grievous assaults', 'serious assaults' and 'minor assaults' ⁶ Inflated numbers for murder and attempted murder are due to the March 2019 terror attack in Christchurch.

Firearms Activity: Gun Safe Events

Another way of measuring firearms activity, which focuses particularly on police interactions with firearms within the community, is through the Gun Safe database. Introduced in March 2019, Gun Safe aims to capture all events at which staff encounter a firearm or perceive there to be a firearms risk posed to staff. There is expected to be a significant overlap with records entered into Gun Safe and NIA, therefore they should not be viewed as separate incidents, rather two lenses on a similar environment.

Gun Safe events continue to remain at a relatively stable level, illustrated by an almost flat trend line in Figure 14 below. There were 2,514 Gun Safe events recorded in 2022, which is a reduction on 2021 $(n=2,961)^7$.

It should be acknowledged that, as Gun Safe reporting is not a

requirement for proceedings against offenders to take place, the database is vulnerable to lower reporting compliance. Therefore, to maximise data guality and exhaustiveness, the **Operational Capability, Insights** and Performance team frequently check the Gun Safe data against other sources such as the Firearm Search And Seizure database, Tactical Options Reports, AOS **Deployment Reports and** Command Centre Briefings. However, a level of underreporting may still remain.



Figure 14. Trend in Gun Safe events since the database's inception

Source: Gun Safe

Firearms Use Against Police

Consistent with the Opportunity, Capability and Intent Model, outlined previously, not all firearms incidents pose the same level of risk to staff safety. For instance, the presence of a firearm may increase capability but intent is also important. The predominant way to focus on incidents that involved opportunity, capability and intent is to look at the use of firearms against police. There are two ways this data is captured: Gun Safe records that detailed firearm use against police, and offence data showing the number of recorded occurrences and offences of assaulting police that involved a firearm.



⁷ Gun Safe figures may vary from previous reports due to work that has been undertaken to better align data with other reporting databases such as AOS deployments, which has resulted in some records being added.

In Gun Safe data, firearm use against police refers to all incidents in which the offender(s) presented a firearm at police, whether the firearm was discharged or not. The highest use of a firearm is recorded, therefore if an offender discharged their firearm it would be recorded as a discharge only (it would not be double-counted as a presentation also, even if the offender also presented the firearm at the same event without discharging it).

Unfortunately, there is no single definition of a firearm 'presentation', with some definitions referring to showing the firearm for the purpose of intimidation regardless of whether it is aimed at a person and other definitions requiring the offender to have pointed the firearm directly at the victim. It is anticipated that using the latter definition would better capture intent to cause harm.

Currently, recording a firearm presentation in Gun Safe relies on the subjectivity of the officer completing the report; a persistent issue since the launch of the system. Having clear criteria for what constitutes a presentation for the purpose of recording may help to ensure consistent data is being collected, potentially improving the accuracy of trend data over time. It is expected that any inconsistencies in the figures will overestimate rather than underestimate the use of firearms, as it seems unlikely an officer would fail to report a subject wielding a weapon but may under report incidents that did not cause them to feel threatened.

A total of 12 uses of firearms against police were recorded in Gun Safe in 2022. This number consists of 7 presentations and 5 discharges⁸ both of which are reductions on the previous two years and support the assertion that the high number of presentations seen in 2021 was an anomaly (see Figure 15). These reductions could also point towards the implementation of successful risk mitigation strategies.



Figure 15. Firearm use (presentations and discharges) against police, 2020-2022

In order to consider trends over a greater period of time, another option is to look at the number of offences of assaulting police that involved a firearm. The number of

occurrences (incidents) that have involved at least one offence of assaulting police with a firearm is following an upward trend. However, as the number of occurrences (and offences) was far fewer in 2022 than 2021, the trendline (illustrated on Figure 16, overleaf) is less steep than in reports in previous years.

⁸ A discharge is only counted once; it is not double counted as a presentation also.





As shown in Figure 17, it is also worth noting that not only are injuries not increasing in line with the number of assaults, but there were no injuries to staff as a result of an assault with a firearm in 2022. Furthermore, the reduction in offences in 2022 compared to 2021 provides further support that the spike in 2021 was an anomaly.

Although the numbers are small, the severity of harm that can be caused by a firearm must be acknowledged, as well as the ripple effects that these horrific acts of violence to a very small number of officers can have on others and the perceptions of safety.

Figure 17. Offences of assaulting police involving a firearm and police injuries from firearms, 2017-2022⁹



Source: NIA, Gun Safe, MyPolice



⁹ Staff injuries and fatalities presented here are collated from multiple source and reflect those directly caused by firearms, including offences other than assaulting police when a more serious charge was laid (such as homicide). Injuries during a firearm assault but not caused by the firearm are excluded.



Where does Firearm Activity Occur?

It is extremely unlikely that the probability of encountering a firearm is the same for all frontline staff. Armed Offenders Squad (AOS) may be deployed to an event if it is known or believed that there is an offender with a firearm, due to their enhanced capability to respond to these situations. Therefore, their likelihood of encountering firearms is relatively high. However, there are times when a firearms incident occurs without any prior intelligence. It is important to understand where these firearms incidents happen most frequently, both geographically and the types of locations or situations, to build knowledge of who is most at risk. This level of analysis can help to inform targeted preventative and protective measures, and the allocation of appropriate resources.

Policing district

Figure 18 uses heatmaps to illustrate the geographical spread of Gun Safe events across the 12 policing districts. The heatmaps illustrate that there was little variation in 2022 compared with 2021, with the highest proportion of Gun Safe events consistently occurring in Counties Manukau, and the lowest in Tasman. However, population distribution is also important (see overleaf).

Figure 18. Distribution of firearm events recorded in Gun Safe, by policing district, in 2022 compared with 2021



When considering the geographical distribution of events, it should be recognised that the population of Aotearoa New Zealand is not evenly distributed. In areas where there is a higher concentration of people, it would be expected that crime rates will be higher than those areas that are more sparsely populated. This therefore means that, as illustrated in Figure 19, despite Counties Manukau having the largest number of events. Eastern district had the most Gun Safe events per 10,000 population. This heatmap also bears some resemblance to the distribution of gang members (see p.112), suggesting that the variation in gang membership across policing districts may partially explain some of these geographical differences.





Source: Gun Safe, StatsNZ

Focusing on offences of assaulting police involving a firearm, presented in Table 5, shows that Counties Manukau has seen the largest percentage of offences over the last few years (17%) with at least one offence every year. Despite having the greatest rate of Gun Safe events per 10,000 population, Eastern district has seen the joint lowest number of assault offences, along with Tasman (each at 2%).

Although Central district has also experienced 17% of offences, this is due to a number of incidents concentrated in 2021 that may have skewed the data, as there were no offences in 2020 or 2022.



Table 5. Offences of assaulting police involving a firearm, by policing district, 2017-2022

District	2017	2018	2019	2020	2021	2022	Total (%)
Northland		2		6	2		10 (9%)
Waitematā		5	1	1	1	1	9 (8%)
Auckland City			2	2			4 (4%)
Counties Manukau	4	6	2	1	3	2	18 (17%)
Waikato	3	1	3	1	3	3	14 (13%)
Bay of Plenty	2	1	5	2	4	1	15 (14%)
Eastern		1			1		2 (2%)
Central	4	1	3		10		18 (17%)
Wellington	1		1		1	1	4 (4%)
Tasman			1		1		2 (2%)
Canterbury	1		2			2	5 (5%)
Southern	2			1	1	1	5 (5%)
Total	17	17	20	14	27	11	106

Source: NIA

¹⁰ Population data was obtained from StatsNZ, using projections for 2023 as the closest available year. This source did not break the data for Tāmaki Makaurau down into the three policing districts.

To distinguish between the nature of incidents involving a firearm use at police, the policing districts where presentations and discharges at police took place were also compared. As set out in Table 6, it can be seen that Bay of Plenty was the only district that consistently experienced at least one firearm discharge at police in 2020, 2021 and 2022. Half of the policing districts (Auckland City, Eastern, Wellington, Tasman, Canterbury and Southern) have

not reported any firearm discharges at police over the past three years. That said, it is important to recognise that presentations occurred across all districts and therefore all districts should remain prepared.

Table 6. Firearm use against police (presentations and discharges) by policing district, 2020-2022

	Presentations			Discharges				
District	2020	2021	2022	Total	2020	2021	2022	Total
Northland		1		1	5		1	6
Waitematā	2		1	3	1	1		2
Auckland City	1	3		4				-
Counties Manukau	1	4	2	7	1		1	2
Waikato	1	2		3		2	2	4
Bay of Plenty	1	2		3	1	2	1	4
Eastern		1	1	2				-
Central	1	5		6		2		2
Wellington	1	3	1	5				-
Tasman		1		1				-
Canterbury	1	1	2	4				-
Southern		1		1				-
Total	9	24	7	40	8	7	5	20

Source: Gun Safe

Location types

Another way to increase understanding of when staff might be more at risk of encountering a firearm is to consider the circumstances surrounding past events to look for similarities. By reviewing the narrative descriptions of circumstances in Gun Safe, events were manually coded and categorised based on the primary location that police came into contact with a potentially armed offender or firearm¹¹.

¹¹Although Gun Safe includes a field entitled 'event location', categories were not clearly defined, meaning similar events may be categorised differently based on the officers' judgement. Also, it was inconsistent whether the location of the incident or of police involvement was given, if different.

As displayed in Table 7, the predominant location at which firearms were encountered was within a residence. This is expected, as it includes proactive attendance to execute search warrants. As well as dwellings, residence also encapsulates garages, outbuildings, gardens and vehicles that were within the boundary of the premises and were part of the same search.

Vehicles were the second highest location, which includes events at

which a vehicle was stopped and searched, either as a routine traffic stop or after a pursuit. This could indicate a heightened threat level at vehicle stops.

Street / highway / motorway refers to incidents when the offender or subject was on foot, including if they had decamped from a vehicle. Most public / commercial facilities were retail stores but also included hospitality venues and petrol stations, amongst others. The main areas encompassed within the public spaces category were outdoor areas such as carparks and beaches. Those coded as police station were when firearms were handed in to a station or discovered during a detainee search. Locations within the 'other' category included storage units, schools and workplaces.

The distribution of Gun Safe events across these location categories has remained consistent over time.

Table 7. Locations of police interactions with firearms or potentially armed offenders at Gun Safe events, in 2022 compared with 2021

	2021	1	2022		
Location	n	%	n	%	
Residence	1808	61%	1472	59%	
Vehicle	537	18%	452	18%	
Street / highway / motorway	234	8%	274	11%	
Public / commercial facility	86	3%	82	3%	
Public space	54	2%	51	2%	
Other	83	3%	28	1%	
Police station	31	1%	12	<1%	

Source: Gun Safe

When focusing on the locations of firearm use against police, roads/ roadsides was consistently the most prevalent location for both presentations and discharges, as shown in Figure 20. Over half of the presentations in 2022 were categorised as occurring on a street / highway / motorway (n=4), with the remainder at a residence (n=3).

Vehicles were the most frequent location for firearm discharge(s) at police to have occurred, at just over half of the incidents (n=3).

Additionally, one event that occurred on a street / highway / motorway occurred as part of a pursuit that moved from a vehicle to on foot when the vehicle's tyres were spiked.





Figure 20. Locations of events involving firearm use at police, 2020-2022

As illustrated on Figure 21, with the exception of 2021, a public place (which includes roads and roadsides) was the most frequently identified location category for occurrences of at least one offence of assaulting police involving a firearm.

Data from 2022 is relatively

consistent with previous years, with the exception that there were no firearm discharges at police at a residential property in 2022.

Figure 21. Locations of occurrences when at least one offence of assaulting police (involving a firearm) took place, 2017-2022



Bringing the location data together, it is evident that vehicle stops come with an elevated risk of harm to officers from firearms. This appears to be regardless of whether the stop is targeted or part of a routine checkpoint, and whether or not a pursuit takes place. Consistent with previous years, this demonstrates the continued need to ensure protective measures are in place and these scenarios feature within training for implementing relevant risk mitigation strategies.


Event types

The final way the question of where firearms activity occurs and presents an elevated risk to staff was answered was by looking at the types of events being attended. New Zealand Police use a series of codes to categorise the type of event reported and responded to. Analysing the event types that initiated the interaction¹² that resulted in a Gun Safe event and/or firearm offence(s) to identify any trends could inform whether there is a heightened risk when responding to certain situations.

As presented in Table 8 (overleaf), the most common event type police were responding to when attending what transpired to be a Gun Safe event was 'firearms offence', suggesting that attending officers in these instances were likely to be aware of the firearms threat. However, firearms offences only represented around a third of Gun Safe events in 2022 (consistent with 2021). Alone, this data could imply that officers in the majority of cases encountered firearms when attending event types where they may not have had advanced warning. However, where data was available (63% of Gun Safe records), first attending staff were armed at 80% of incidents, which points to a higher level of awareness across incidents.

Similar to previous years, the other most frequent event types that transpired into a Gun Safe event were 'execute search warrant', 'turnover' and 'family harm investigation'. Considering Gun Safe events as a rate of all attended events for each event type, 'firearm offences', 'execute search warrant', 'ambulance requests police assistance' and 'robbery' have a much higher rate of Gun Safe events than other event types. Put another way, these event types appear to be more likely to eventuate into a firearms-related event.

Despite 'turnover', being in the top three most frequent Gun Safe event types, only 1 in 5,358 turnovers resulted in a Gun Safe event, due to the large number of turnovers taking place. This data could indicate a lower level of risk, but considered alongside the findings related to location types (see previous section) and the event types for offences of assaulting police with a firearm, this could be a misleading assumption. Evidenced by the data in Table 9 (also overleaf), 'turnover' was the most frequent event type at which occurrences of assaulting police involving a firearm took place, over the past six years. It is also the only event type at which at least one offence of assaulting police involving a firearm has occurred every year. Despite these incidents representing an extremely small proportion of all turnovers, it is hypothesised that offenders in these circumstances (armed and in possession of a vehicle) may believe they have a greater chance of a successful escape due to access to a vehicle and so are motivated to use the firearm to facilitate that escape and in doing so avoid any charges.



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¹² Event types analysed here are the acceptance codes assigned at deployment stage, rather than the code entered by the officer competing the Gun Safe entry or after the event concluded.

Table 8. Most frequent event types for Gun Safe events¹³

Event type	Number of Gun Safe events	Number of GunProportion of GunSafe eventsSafe events				
Firearms offences	676	35% (1 in 3)	1 in 4			
Execute search warrant	168	9% (1 in 11)	1 in 37			
Turnover	138	7% (1 in 14)	1 in 5358			
Family harm investigation	136	7% (1 in 14)	1 in 994			
Car / person acting suspiciously	95	5% (1 in 20)	1 in 525			
Intimidation / threats	60	3% (1 in 32)	1 in 205			
Disorder	55	3% (1 in 35)	1 in 506			
Enquiry / investigation	53	3% (1 in 36)	1 in 4462			
Ambulance requests police assistance	50	3% (1 in 38)	1 in 29			
Information	49	3% (1 in 39)	1 in 416			
Robbery	48	3% (1 in 40)	1 in 40			
Serious assault	37	2% (1 in 52)	1 in 333			
Threatens / attempts suicide	36	2% (1 in 53)	1 in 500			
Warrant to arrest	31	2% (1 in 62)	1 in 680			
Watching / observations	28	1% (1 in 68)	1 in 988			
Burglary	26	1% (1 in 74)	1 in 284			
Fleeing driver	26	1% (1 in 74)	1 in 311			
Vehicle collision	20	1% (1 in 96)	1 in 1551			
No speech emergency call	19	1% (1 in 101)	1 in 481			
Traffic offending	14	1% (1 in 137)	1 in 4085			
Recovery motor vehicle	12	1% (1 in 160)	1 in 994			

Source: Gun Safe / CARD

¹³ "Most frequent" refers to event types ≥1% when rounded to zero decimal places. Remaining event types can be found in Appendix 3

Table 9. Event types for occurrences when at least one offence of assaulting police (involving a firearm) took place, 2017-2022

Event Type	2017	2018	2019	2020	2021	2022	Total
Turnover	1	2	1	1	2	2	9
Pursuit of vehicle / Fleeing driver	1			4	2	1	8
Car/person acting suspiciously	1		1	2	2	1	7
Firearms offence				1	3	2	6
Traffic offending	1		1	1			3
Intimidation / threats	2			1			3
Disorder	1		1			1	3
Family harm		1			1		2
Burglary					1	1	2
Information		1			1		2
Car conversion			1		1		2
Enquiry / investigation					2		2
Arrest warrant				1	1		2
Alarm				1			1
Threatens / attempts suicide		1					1
Robbery			1				1
Serious assault			1				1
Mental health			1				1
Total	7	5	8	12	16	8	56

Note: Not all occurrences have an acceptance code / event type and therefore, as blank event types are excluded, the numbers here do not represent the total number of occurrences.

Source: NIA



Figure 22. Firearm discharges at police by event type, 2020-2022¹⁴



Source: Gun Safe / CARD



Finally, taking an even more focused look at where the largest risk of harm may be found, Figure 22 illustrates the event types (assigned at acceptance/ deployment) where shots were fired at police. Turnover was the only event type at which shots were consistently fired across 2020, 2021 and 2022, Pursuit of a vehicle was the most common event type over the past three years, but this was predominantly in 2020, with no discharges at police in 2022. However, considered together, these two event types make up almost half of the firearm discharges at police in the past three years.

Further, analysis of available CARD communications logs for 2021 and 2022 incidents suggests that, of the 11 events, only three had received prior warning of a firearm or gunshots. These event types are illustrated on Figure 22. For the two firearm offences, police were not responding to an incident at the time of occurrence and therefore the discharge initiated the event.

Despite the small numbers, the range of different event types and the data which suggests advanced warning of the firearm risks was infrequent at these incidents emphasise the importance in recognising that it is unlikely there are type of events that can be assumed to be risk free.

¹⁴ One discharge event in 2021 did not have an associated CARD event and therefore is excluded here.

Who may be Most at Risk From Firearms?

Understanding who was present at firearm incidents, especially incidents at which a firearm was used against police, may help to identify if certain staff are at an elevated risk (in addition to specialist groups, such as Armed Offender Squads). Analysis was undertaken on which workgroups were reported to have attended¹⁵. Figure 23 shows that attendance at Gun Safe events has remained similarly distributed across non AOS workgroups in 2022 compared to 2021, with Public Safety Teams (PST) attending considerably more events. This is expected as PST are the frontline general duties workgroup, making

Figure 23. Attendance at Gun Safe events by non-AOS workgroup, in 2022 compared with 2021



Figure 24. Attendance at firearm use events by non-AOS workgroup, in 2022 compared with 2021



them the most likely to attend a call for service. PST was followed by investigative teams, likely due to conducting search warrants that uncovered firearms as, aside from firearm offences, executing a search warrant was the most frequent event type for investigative teams by a considerable margin. This was then followed by the Dog Section.

Looking at workgroups present when there was a firearm used against police (see Figure 24) revealed some slight variations to presence at Gun Safe events overall. Firstly, despite the Dog Section attending fewer events than investigative teams, they attended an equal number of events involving an instance of firearm use at police in 2022 and a greater number in 2021.

Additionally, although PST have consistently attended the most events overall and more events involving a firearm presentation at police, the trend does not extend to firearm discharges at police. It appears that discharges occur more frequently at events where multiple workgroups are present. This finding has remained consistent over the past three years and indicates that despite the disproportionate number of Gun Safe events attended by PST, the risk of harm from firearms, whilst low, is distributed across workgroups.



¹⁵ Multiple workgroups can attend a single event. Records that did not include data on attending workgroups were manually coded using data such as the workgroup of the staff member who completed the report. This method will not capture multiple workgroups, thus some groups may be under-represented.

AOS attendance remained relatively consistent at around a fifth of all Gun Safe events (21% in 2021 compared with 19% in 2022). Looking at events that involved a firearm use against police (Table 10), the level of AOS attendance was variable: AOS attended a greater proportion of firearm discharges compared to firearm presentations, but in 2022 the proportion of discharges when AOS were in attendance was much higher (80% compared to 57%) and the proportion of presentations when AOS were in

attendance was much lower (14% compared to 42%). It should be noted that these are very small numbers to be able to draw any firm conclusions from.

The increase in attendance by AOS at events involving a firearm discharge at police may be encouraging, as it implies a level of preparedness from police regarding offenders who were likely to be armed and with the intent to cause harm to police. However, the data also demonstrates that many Gun Safe events occurred without prior

Table 10. AOS attendance at Gun Safe events,presentations at police and discharges at police, in2022 compared with 2021¹⁶

	20	21	2022		
	n	%	n	%	
All events	615	21%	482	19%	
Presentations	10	42%	1	14%	
Discharges	4	57%	4	80%	

Source: Gun Safe; AOS Deployments

intelligence regarding the risk of firearms, highlighting the need to ensure that all frontline staff are adequately prepared to deal with a high level of threat and quickly evolving situations.

Furthermore, looking at the circumstances surrounding shots being fired at police illustrates a slightly different picture. As shown in Figure 25, despite AOS attending 80% of the events, they did not appear to be the target of any of the discharges in 2022 and only two of the discharges in 2021.

It may in fact be that AOS attendance is higher at events where a firearm has been used because, in some cases, they have been called to the scene as the incident has unfolded rather than due to prior knowledge of firearms. This finding shows the importance of considering multiple sets of data on the same topic to provide a more detailed picture.

Figure 25. Targets of firearm discharges at police, in 2022 compared with 2021



¹⁶ Proportions displayed here are higher than previous reports as work has been undertaken to identify any missing AOS deployments from the Gun Safe database.

Firearm Calibre and Threat Level

Looking at the types of firearms seized, including those used against police, can inform

decisions around the nature of protection required by frontline staff. In 2022, Gun Safe data shows that the most frequently seized, recovered or surrendered firearms were rifles (39%), followed by shotguns (26%), and then airguns (20%) (see Figure 26). This is consistent with previous years and similar to the used firearm import permits (p.23).



Figure 26. Firearm seizures by firearm type, 2020-2022

Source: Gun Safe

Although all firearms pose a high threat of harm if they are discharged, threat levels can provide an indication of the ability of body armour to mitigate the harm. Threat levels are based on firearm calibre and are split into four categories: lower threat, variable threat, higher threat and unknown.

Lower threat weapons are those that are typically able to be repelled by the minimum level soft armour plates of the Body Armour System (BAS). The category includes airguns, handguns and rifles up to .22 calibre.

Higher threat weapons are those that would typically require the addition of hard armour plates to protect against them, such as rifles over .22 calibre.

Variable threat weapons are weapons that cannot be simply

categorised into lower or higher threat, as the threat level may vary depending on individual weapon specifics or circumstances such as the ammunition used or distance from the subject when discharged. The category includes shotguns.

The Firearms Search and Seizure (FSS) database collects a greater level of detail about each firearm seized, including the model, serial number, and calibre.



Although not all seizures are captured within the database, it provides an indication of the types of weapons police may be faced with in the operational environment. As set out in Table 11, a total of 1,314 firearm records were identified that provided enough information to determine

an associated threat level. The distribution of firearms across the different threat levels has remained relatively consistent over time.

Work was also undertaken to determine the threat level of the firearms that were used in discharges at police over the last few years. As shown in Figure 27, half of the discharges were from a rifle (excluding unknown/ unconfirmed). Also, there were as many firearms in the higher threat category as the lower threat category, highlighting the importance of hard armour plates (see Figure 28).

Table 11. Estimated threat level of seized, surrendered, and recovered firearms¹⁷

	2020		202	21	2022		
Threat level	n	%	n	%	n	%	
Lower	924	53%	826	54%	748	57%	
Variable	492	28%	429	28%	385	29%	
Higher	332	19%	263	17%	181	14%	
Total	1748	100%	1518	100%	1314	100%	

Source: Firearm Search and seizure (FSS)





Source: Collated from multiple sources

Figure 28. Threat level of firearms used at discharges at police, 2020-2022



Source: Collated from multiple sources

¹⁷ Excludes unknown calibre firearms. Totals vary slightly from previous reports due to some late additions to the database and the inclusion of imitation firearms to this dataset, which were previously excluded for some years.

Ammunition

Over 1 million (1,010,413) rounds of ammunition were entered into the Police Register of Property (PROP) in 2022 across 10,229 records. This includes seized, surrendered, or found ammunition, and ammunition taken for safekeeping. This is an increase in quantity from 2021's 903,619 rounds, but fewer records created. While on the surface this might suggest the number of rounds per record are increasing, total quantities are substantially skewed by small numbers of records relating to very large quantities. 2021 included 3 records of mass collection (at least 10,000 rounds), comprising 322,900 rounds in total. This included a single record of 300,000 rounds surrendered. In 2022, the largest single record was for a lesser amount (210,950), however there

were a total of 7 records relating to at least 10,000 rounds, totalling 471,367.

The largest quantity of ammunition with a calibre recorded continues to be 0.22, consistent with previous years, and with complementary data in other police datasets. However, total amounts of 9mm ammunition were notably higher compared with 2021 as a result of a mass collection. See Appendix 4 for full details.

Where there was sufficient information to categorise ammunition by threat level (definitions on p.43), this indicated a fairly stable distribution across threat categories. The continued prevalence of 0.22 ammunition is the primary contributor for the dominance of lower threat ammunition in both quantity and records.

In 2022, 52 records comprising 1,003 rounds of prohibited ammunition were collected. This is a reduction from 2021 (81 records and 5,931 rounds).

However, it is plausible that more of the ammunition collected is prohibited, but not being identified as such. This is due to the difficulty in identifying varieties of ammunition beyond their calibre or gauge when they are located unpackaged.

Further searching through records identified 4 records from 2022 relating to armour-piercing ammunition, totalling 9 rounds. However, as these are not always identifiable through external visual examination, more such rounds may have been collected.

		20	21	2022				
Threat Level	Records	%	Quantity	%	Records	%	Quantity	%
Lower	3598	38%	306500	62%	3339	39%	512978	70%
Variable	3086	33%	97369	20%	2783	32%	98833	13%
Higher	2694	29%	87394	18%	2483	29%	121001	17%
Total	9378	100%	491263	100%	8605	100%	732812	100%

Table 12. PROP ammunition records by threat level*

*Excludes records with insufficient information to determine threat level Source: Police Register of Property (PROP)



What Hazards do Frontline Police Encounter?

Focus on Non-Firearm Weapons

Firearms may be perceived to pose the most severe threat, but it is important to recognise that other weapons can also result in loss of life. There are several different sources that can give an insight into the types of weapons that have been used within our communities and those that have been used against police. Although there can be a huge array of weapons, and many objects can be used as a weapon in the right circumstances, a look at key trends can enable frontline staff to prepare for the weapons that evidence suggests are most likely to be encountered and the situations in which there may be an elevated level of risk.

Offences for an offensive / restricted weapon

Although it is not specific to weapons that have been used against police, data on offences for a restricted weapon gives an indication of the types of weapons, or objects being used as weapons, in our community. These offences include possession only offences as well as use of a restricted weapon. This insight into the sorts of weapons that police might face when attending an incident may inform policy, training, tactics, and equipment. In 2022, there were 3,316 occurrences of at least one offence relating to a restricted / offensive weapon other than a firearm (consisting of a total of 3,675 offences). This was a 10% increase in occurrences and 12% increase in offences compared with the previous year (3,028 occurrences and 3,289 offences in 2021).

Breaking down the offences over the last five years to look at the weapon types involved (see Table 13 overleaf), it was found that there were increases across all weapon categories in 2022. Striking (bludgeoning) weapons saw the largest increase at 15%. However, cutting / stabbing weapons, which saw a 13% increase in 2022, was the most prominent weapon type (consistent with previous years). In fact, there have been roughly double the number of offences involving cutting / stabbing weapons each year than offences involving striking (bludgeoning) weapons, which was the next most frequent weapon type. Knives made up the majority of weapons in the cutting / stabbing weapons category by a considerable margin and was the most frequent weapon type across any category (n=1252 in 2022, a 16% increase from 2021).



Table 13. Weapon types at offences for an offensive / restricted weapon (other than a firearm), 2017-2022¹⁸

	2017	2018	2019	2020	2021	2022	Total
Cutting/stabbing weapons	1231	1587	1814	1972	1768	2001	9142
Knife	816	1073	1214	1241	1081	1252	6677
Machete	110	150	180	225	247	242	1154
Axe / tomahawk	139	185	218	280	235	277	1334
Screwdriver	44	49	40	45	44	46	268
Other	117	123	155	177	151	163	886
Unknown	5	7	7	4	10	21	54
Striking weapons	660	846	914	1114	858	990	4722
Bat	165	225	234	271	224	214	1333
Hammer	108	145	172	217	186	221	1049
Metal bar	89	123	138	177	125	158	810
Wood / timber	51	61	46	68	50	54	330
Other	242	283	316	374	264	324	1803
Unknown	5	9	8	7	9	19	57
Other weapons	427	660	793	767	552	609	3381
Electrical compliance / stun gun	74	177	170	164	105	96	786
Crossbow	19	13	27	22	25	32	138
Other	334	470	596	581	422	481	2884
Total	2318	3093	3521	3853	3178	3600	17245

Source: NIA



¹⁸ Excludes offences categorised as 'no weapon used' and 'weapon not known'. There may be multiple weapons associated to an offence and therefore the number of weapons here may not reflect the number of offences.

AOS Seizures of Non-Firearm Weapons

In addition to firearms, AOS record the seizure of any other weapons during deployments. Although small in number, this data provides some insight into the specific types of non-firearm weapons that police have come into contact with.

Figure 29 shows that knives were the most seized weapon in 2022. This is consistent with data spanning the last 10 years, throughout which knives were seized at a much higher rate than any other non-firearm weapons (Figure 30). Figure 30 also shows that, in 2022 there was a reduction in all weapon categories except machetes. This is consistent with a reduction in firearm seizures. It is possible that seizure data may be underreporting the number of weapons being located and further work may be needed to determine whether this is the case or whether seizures are declining.

Figure 29. Non-firearm weapons seized by AOS



Source: AOS Deployments



Figure 30. Non-firearm weapons seized by AOS, 2013-2022

Source: AOS Deployments

Subject Weapons at TOR Events

A tactical options reporting (TOR) event is the reportable use of one or more tactical options by one officer against one individual. Subjects were armed at 1 of every 6 TOR events (17%). This is a slight increase in numbers but reduction in the proportion of TOR subjects compared with the previous year. TOR subjects were most likely to be armed with cutting / stabbing weapons (47% of events where the subject was armed) and/or bludgeoning weapons (29% of events at which the subject was armed) (see Table 14).

Note that the values reported here exclude TOR events which occurred as part of Op Convoy; this event was qualitatively different from other situations where police use tactical options, and TOR events from Op Convoy are presented in a separate section of this report so as not to obscure patterns in 2022 TOR data (see Part Five of the report).

More detail on TOR events and subjects can be found in Part Two (Police Response to Hazardous Events) and Part Three (Who do Police Encounter?) of this report.

*Table 14. Number of TOR events when the subject was armed, by weapon type and as a percent of all TOR events (excluding Op Convoy)*¹⁹

Weapon Type	Number of TOR Events	Percent of Subject- Armed TOR Events	Percent of All TOR Events
Cutting/stabbing weapon	565	47%	8%
Bludgeoning weapon	348	29%	5%
Firearm	141	12%	2%
Throwing weapon	76	6%	1%
Other shooting weapon (e.g. Air/BB gun)	72	6%	1%
Vehicle	64	5%	1%
Animal	9	1%	<1%
Flammable Weapon	8	1%	<1%
Restraint/Constriction weapon	4	<1%	<1%
Total	1201	-	17%

Source: Tactical Database: Tactical Options Reports (TORs)

Assaults on Police with Non-Firearm Weapons

While armed TOR subjects gives an indication of weapons that police encountered, these weapons were not necessarily used against police. Therefore, analysis was also undertaken on offences of using a weapon against police. In 2022, there were 175 offences (across 154 occurrences) of assaulting police with a non-firearm weapon, of which 30% resulted in injury. Compared to the previous year, this is a 42% increase in offences and 35% increase in occurrences (123 offences over 114 occurrences in 2021).



¹⁹ Percentages of armed subjects by weapon type sum to more than 100% because some subjects were armed with more than one type of weapon. Values exclude Op Convoy as the event was substantially different to usual scenarios and inclusion may obscure data patterns. Data pertaining to Op Convoy is presented in Part Five of the report.

Looking at the different types of weapons involved, Figure 31 shows that 'other' weapons was the most frequent category, followed by striking and then cutting/stabbing weapons was the least common; consistent with previous years.

Additionally, both striking and other weapons are following an upward trend, whereas cutting/stabbing weapons have remained consistent. Although a small portion of the spike seen this year could be attributed to the events surrounding Op Convoy, the increase was not solely focused in the Wellington district, meaning there are other factors at play. A breakdown by district can be found in the following section of this report (Table 15).

Within the 'other' category, 23 occurrences were identified as involving using a vehicle as a weapon in 2022. This is

compared to just nine occurrences in 2021; a 156% increase. Furthermore, data from other sources supports an increase in the weaponising of vehicles (see p.56).

Analysis also found that two of these offences were using fireworks as a weapon. There were a further three offences of assaulting police involving fireworks identified since 2011; the most frequent explosive / flammable weapon type.

Comparing these trends to offences of assaulting non-police revealed several similarities. Firstly, assaults with a weapon against non-police are also following an upward trend, although to a steeper extent than assaults against police. As with assaults against police, for nonpolice cutting/stabbing weapons were the least commonly used, followed by striking weapons, and 'other' weapons was the most frequent category. Use of vehicles as a weapon has also been increasing year-on-year for nonpolice assaults. This suggests that frontline police are not being targeted by a specific weapon type beyond that which is in line with patterns of use within the community.

One point of interest is that, while the use of cutting/stabbing weapons against police has remained relatively static, the use against non-police is following a steep upward trend in line with the other weapon types. Therefore, whilst data shows an increase in knife crime consistent with what has been seen overseas (e.g., UK), this has not yet had a direct impact on the safety of frontline police in New Zealand. One possible explanation for this could be the wearing of body armour as an effective deterrent.



Figure 31. Occurrences involving at least one offence of assaulting police with a weapon other than a firearm, by weapon type, 2017-2022

Where do non-firearm weapon assaults occur?

As with firearms, it is likely that the risk of encountering a nonfirearm weapon differs across different locations and circumstances. Firstly, considering geographical distribution, it was found that, across all districts, the number of offences and rate of injury has fluctuated year-on-year (see Table 15).

The majority of districts have seen an increase in the number of offences as well as an increase in the injury rate. In 2022, Wellington experienced the greatest number of assaults with a non-firearm weapon²⁰, followed by Eastern and Tasman districts. For Tasman, this is in contrast to previous findings, with the district consistently having one of the lowest numbers of offences until 2022. Central has the greatest cumulative total over the past five years.

Breaking the data down into the different weapon types (including looking at vehicles as a distinct category) did not reveal any clear differences between districts.

2018 2019 2020 2021 2022 **Total** Injury Injury Injury Injury Injury Injury % % % % % % n n n n n n Northland 17 35% 13 15% 12 42% 8 50% 14 29% 64 33% 0% 32% 8 38% 4 0% 9 44% 4 38% 41 Waitematā 16 7 7 44% 1 0% 14% 9 56% 29% 10 70% 34 Auckland City **Counties Manukau** 15 13% 10 10% 20% 14 0% 10 40% 69 16% 20 46% 0% 39% Waikato 9 56% 9 56% 21 43% 13 12 64 Bay of Plenty 12 50% 13 0% 11 45% 63 29% 15% 11 16 31% Eastern 11 27% 8 25% 15 13% 11 0% 19 16% 64 16% 17% Central 10 10% 15 13% 18 20 15% 16 56% 79 23% 0% 19% 11% 18% 33% 21% Wellington 6 16 9 11 21 63 3 33% 2 0% 0% 6 0% 15% 3 19 21% 33 Tasman 9% 6 0% 47 15% 16 31% 11 6 0% 8 13% Canterbury Southern 5 20% 7 29% 4 25% 12 0% 14 21% 42 17% 30% 113 29% 115 137 123 175 663 Total 18% 25% 18% 25%

Table 15. Offences of assaulting police with a non-firearm weapon, and the percent resulting in injury, by policing district, 2017-2022

Source: NIA

²⁰ Based on the dates of offences, five were inside the date range of the occupation of Parliament, with one occurring on the final day, suggesting any impact of Op Convoy on this finding was small.





Figure 32. Locations of occurrences when at least one offence of assaulting police with a non-firearm weapon took place, 2017-2022

The types of locations where occurrences with at least one offence of assaulting police with a weapon other than a firearm took place were also analysed. As presented in Figure 32, public locations (predominantly streets) and residential locations continue to be the most common places for these assaults to occur. Figure 32 also illustrates that the increase in non-firearm weapon assaults seen in 2022 appear to have mainly been concentrated in public locations, with residences seeing a much smaller increase.

Additionally, Table 16 (overleaf)

sets out the most frequent event types for occurrences when at least one offence of assaulting police with a non-firearm weapon took place (remaining event types can be found in Appendix 3). The two most frequent event types were 'family harm' (17%) and 'disorder' (14%). As with the Gun Safe events, these event types are over-represented here, indicating a potentially higher risk of harm when responding to these types of events. This is especially the case for disorder events, which only made up 1% of all attended events. Furthermore, the

number of assaults that occurred at disorder events in 2022 was double that of 2021 and, based on the date of the offence, it was determined that this was not relevant to Op Convoy.

In 2022, there was an increase in the number of occurrences that took place at a 'fleeing driver' event. This may be due to the recent change in the event type category covering a wider scope²¹, but it could also be an early indication of an increase in violent behaviour in these scenarios and may be important to monitor going forward.



²¹ In 2021, the 'pursuit of vehicle' event type changed to 'fleeing driver', which is a new category that also includes incidents when the driver fled the scene but was not pursued.

Table 16. Most frequent event types for occurrences when at least one offence of assaulting police (involving a non-firearm weapon) took place, 2017-2022

								% of all
	2017	2018	2019	2020	2021	2022	Total	occurrences
Family harm	22	9	13	16	17	17	94	17%
Disorder	10	8	8	10	13	26	75	14%
Serious assaults	6	10	5	6	11	6	44	8%
Turnover	4	3	7	8	9	7	38	7%
Car / person acting suspiciously	4	3	5	6	7	6	31	6%
Breach of the peace	4	7	8	5	1	2	27	5%
Minor assaults	2	1	3	7	4	6	23	4%
Pursuit of vehicle / Fleeing driver	1		1	4	3	11	20	4%
Threatens / attempts suicide	3	3	4	3	4	1	18	3%
Mental health	1	3	1	2	3	5	15	3%
Trespass	1	1		4	3	5	14	3%
Enquiry / investigation	1	1	3	2	2	4	13	2%
No speech emergency call	1		4	1	3	4	12	2%
Intimidation / threats		3	3	2	1	3	12	2%
Traffic offending		2		2	5	2	11	2%
Information		1	2	1	2	3	9	2%
Wilful damage	1			2	4	2	9	2%
Arrest warrant	2			3	1	2	8	1%
Public relations		1	2	3		2	8	1%
Ambulance request police	1		1	1		3	6	1%
assistance	' '			1		5	0	170
Vehicle collision		1		1	2	2	6	1%
Burglary		1	2	1		1	5	1%
Drunk custody / detox centre	1	1	1	1		1	5	1%
Other service request		1			1	2	4	1%
Interference with cars		1	2				3	1%
Watching / observations				1		2	3	1%
Bail check		1	1	1			3	1%

Note: Not all occurrences have an acceptance code / event type and occurrences without an event type are excluded. "Most frequent" refers to event types $\geq 1\%$ when rounded to zero decimal places.

Source: NIA



Police Injuries and Near Misses from Non-Firearm Weapons

Of the 2,725 operational incidents reported on MyPolice in 2022, 15% (n=416) were coded as involving an offender with a weapon other than a firearm²². This is more than double the number of incidents reported in 2021, however, a large part of this increase has come from incidents that occurred during Op Convoy. For the remainder of this section of the report, incidents related to Op Convoy have been excluded from the analysis. Detailed analysis on Op Convoy, including weapons, can be found in Part Five.

Excluding Op Convoy, 9% of reported incidents (*n*=228) involved an offender with a non-firearm weapon, one quarter of which resulted in at least one officer injury. Weapon types were broken down into several main categories, as per Table 17.



Bludgeoning weapons

Implements within the bludgeoning weapons category appeared to be a mixture of intentional arming (such as a hammer or baseball bat) and using a weapon of opportunity (such as a brick or bottle).

As illustrated in Figure 33, the head was the most frequent body part to sustain an injury from a bludgeoning weapon in 2022. Despite being a small number, head injuries can cause serious harm and so this finding may have implications for the use of protective headwear when dealing with an armed subject.

Table 17. Reported incidents with the use of a non-firearm weapon against police (excluding Op Convoy)

Weapon	No. of incidents	% of all incidents	% resulting in injury
Vehicle	152	6%	17%
Bludgeoning	44	2%	39%
Cutting/stabbing	16	1%	44%
Other	26	1%	35%
Total	228	9%	25%

Note: Number of incidents is higher than total incidents as multiple weapon types can be involved in one incident

Source: MyPolice

Cutting / stabbing weapons

The cutting and stabbing weapons category, derived from MyPolice data, consisted mostly of knives (56% of cutting / stabbing weapons). Other weapons within the category included razor blades, saws, tomahawks and swords. The injury rate from these weapons has increased from 27% (n=6) in 2021 to 44% (n=7) in 2022.

Focusing on where injuries were sustained from a cutting and stabbing weapon, it can be seen from Figure 33 that, while numbers were low, arms were the most frequently injured body part.

²² This does not include incidents in custody when the person was found to have an item hidden on their person unless they attempted to use the item against a staff member



Figure 33. Body locations of injuries sustained as a result of cutting / stabbing weapons and bludgeoning weapons 23

Source: MyPolice



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²³ Injuries illustrated here may total to greater than the number of relevant incidents due to the fact that multiple body parts can be injured during one incident.

Vehicles as weapons

Aligning with findings from the previous year, the most frequent weapon used at reported incidents of police injury/near misses was a vehicle, whether targeted towards officers who were within or outside of a vehicle themselves. There were a total of 152 incidents reported where an offender was described as intentionally driving a vehicle directly at police, which is a 95% increase from the previous year and equates to 6% of all incidents reported in MyPolice in 2022. Of these incidents, 26 (17%) resulted in injury. Although this is the highest number of injuries from a weapon, it is the lowest injury rate due to the overall volume of these incidents reported.

Breaking down the nature of incidents involving the use of a vehicle, 77% (n=117) were considered a vehicle ramming, in which the offender has deliberately collided with a police vehicle. At the remaining 23% of incidents (n=35), the offender drove directly towards an officer who was not within a vehicle and either made contact or the officer had to take evasive action to avoid being hit. Of the vehicle ramming records, 24% (n=28) noted that it was a stolen vehicle being used, although this could be more common and not specified.

There were four reported incidents, where offenders used scanners to track and intentionally target police with their vehicles. While uncommon, these incidents have been highlighted to monitor as a potential emerging risk for future iterations of this report. These findings support the rising global trend of vehicles becoming weaponised. <u>Miller & Hayward</u> (2018) suggested that the rise of weaponised vehicles is partially due to the availability / ease of access to vehicles and social media groups pushing for others to use vehicles in this manner.

Furthermore, these incidents highlight that vehicles are not only being used as a weapon against police vehicles (and, when relevant, the officers within), but at times are being used to directly assault officers who are on foot. This further emphasises the risks associated with activities such as vehicle pursuits and traffic stops.



What Hazards do Frontline Police Encounter?

Focus on Manual Assaults

Although many people do not routinely arm themselves, or may not have access to a weapon of opportunity, this does not mean that they do not pose a threat. In fact, manual assaults (assaults without a weapon) are the most common type of assault committed against police by a considerable margin. In 2022, the number of offences of manually assaulting police was 11 times higher than offences of assaulting police with a weapon (both firearm and non-firearm weapons combined).

Offences of Manually Assaulting Police

In 2022, there were 2,078 offences of assaulting police that were categorised as a manual assault, across 1,680 occurrences. As shown on Figure 34, offences of manually assaulting police were following a gradual upward trend until 2020. Since then, the numbers appear to have plateaued. The injury rate has followed the same pattern, with 21% of offences resulting in injury in both 2022 and 2021.



Figure 34. Offences of manually assaulting police with the number resulting in injury, 2017-2022



Source: NIA

Where do manual assaults occur?

Comparing the number of offences of manual assault against police across the different policing districts (see Table 18), it was found that Bay of Plenty had the greatest number of offences, both in 2022 and in total over the last five years. This is closely followed by Wellington and then Counties Manukau.

Despite having the lowest number of manual assault offences over the past five years, Northland had the highest injury rate, with just below a third of offences resulting in injury.

It could also be of interest that, if ranked in order from highest to lowest number of offences of assaults against police, Northland and Waikato would be in the lower half for manual assaults but the upper half for assaults with a non-firearm weapon. This indicates that there could be geographical variances in the types of assaults that are more likely to occur.



Table 18. Offences of manually assaulting police, and the percent resulting in injury,by policing district, 2018-2022

	20	18	20	19	20	20	20	021	2022		Total	
		Injury		Injury								
	n	%	n	%	n	%	n	%	n	%	n	%
Northland	62	32%	68	35%	71	42%	112	24%	118	25%	431	30%
Waitematā	122	9%	202	26%	196	28%	177	16%	206	29%	903	23%
Auckland City	155	15%	163	16%	163	23%	179	19%	149	30%	809	20%
Counties Manukau	169	18%	207	21%	212	23%	203	23%	196	22%	987	22%
Waikato	117	26%	145	23%	158	23%	189	25%	157	17%	766	23%
Bay of Plenty	158	16%	176	22%	234	24%	215	25%	230	20%	1013	22%
Eastern	147	16%	127	24%	177	20%	169	19%	175	10%	795	17%
Central	143	19%	149	17%	227	26%	211	17%	220	25%	950	21%
Wellington	148	11%	213	23%	236	17%	216	17%	192	20%	1005	18%
Tasman	99	12%	68	24%	99	20%	82	23%	88	14%	436	18%
Canterbury	168	23%	180	24%	213	28%	193	19%	220	15%	974	22%
Southern	83	12%	95	20%	115	22%	107	24%	127	24%	527	21%
Total	1571	17%	1793	22%	2101	24%	2053	21%	2078	21%	9596	21%

Source: NIA





Figure 35. Locations of occurrences when at least one offence of manually assaulting police took place, 2017-2022

Source: NIA

Analysis of the location types for manual assaults, shown in Figure 35, found a similar trend to nonfirearm weapons, with public and residential settings the most common locations by a large margin. However, since 2020 it appears that residences are following a downward trajectory and, as with assaults with weapons, public spaces are increasing.

Table 19, overleaf, shows that the most frequent event types that

resulted in a manual assault on police were also very similar to those that resulted in an assault with a non-firearm weapon. In particular, 'disorder' and 'family harm' were the top two event types for both types of assault and, as mentioned previously, are largely over-represented compared to the proportion of all attended events they accounted for. This reinforces the elevated risk of harm to police when attending these types of events.

In fact, based on the 27,804 attended 'disorder' events recorded, this equates to an average manual assault rate of 1 in every 107 events. Assault event types were also found to have a high rate of assault of police, at 1 in 100 for 'minor assault' and 1 in 121 for 'serious assault', meaning they may come with an elevated level of risk in comparison to other event types.

The remaining event types can be found in <u>Appendix 3</u>.





Table 19. Most frequent event types for occurrences when at least one offence of manually assaulting police took place, 2017-2022

								% of all
	2017	2018	2019	2020	2021	2022	Total	occurrences
Family harm	161	162	201	229	214	225	1192	16%
Disorder	196	80	134	213	237	261	1121	15%
Serious assault	84	63	71	99	122	102	541	7%
Turnover	76	75	67	100	95	106	519	7%
Breach of the peace	54	154	92	82	73	48	503	7%
Car / person acting suspiciously	68	62	67	70	86	80	433	6%
Minor assaults	39	33	49	45	48	57	271	4%
Trespass	27	27	29	39	35	56	213	3%
Enquiry / investigation	24	21	50	32	41	28	196	3%
Intimidation / threats	17	19	22	45	42	46	191	3%
Drunk custody / detox centre	32	22	31	39	29	20	173	2%
Traffic offending	21	16	21	32	25	39	154	2%
Threatens / attempts suicide	23	22	26	25	39	18	153	2%
Ambulance request police assistance	24	24	19	29	25	21	142	2%
No speech emergency call	19	21	20	24	31	26	141	2%
Vehicle collision	20	19	23	25	17	28	132	2%
Mental health	8	12	18	24	31	34	127	2%
Information	16	21	16	28	15	14	110	1%
Arrest warrant	14	14	22	19	20	16	105	1%
Wilful damage	14	12	14	18	13	20	91	1%
Public relations	5	9	10	20	18	20	82	1%
Theft ex shop	14	8	24	13	11	7	77	1%
Pursuit of vehicle / Fleeing driver	1	3	10	21	10	15	60	1%
Burglary	7	7	10	13	8	10	55	1%
Bail breach	8	5	4	9	16	8	50	1%
Robbery	5	7	4	7	8	10	41	1%
Fire request police assistance	4	6	5	7	9	8	39	1%

Note: Not all occurrences have an acceptance code / event type and occurrences without an event type are excluded. "Most frequent" refers to event types $\geq 1\%$ when rounded to zero decimal places.

Source: NIA

Police Injuries and Near Misses from Manual Assaults

Of the 2,725 MyPolice incidents reported in 2022, 16% (*n*=423) detailed a manual assault. Of those incidents, the majority (83%; *n*=351) resulted in an injury, which accounted for 29% of reported incidents with injury. Excluding data relevant to Op Convoy, there were 395 incidents that reported a manual assault (also 16% of incidents), of which 84% resulted in injury (*n*=331). Op Convoy data will continue to be excluded for the remainder of this section, but analysis of this data can be found in Part Five.

The injury rate for manual assaults appears to be considerably higher than for incidents with a non-firearm weapon. However, this is likely due to under-reporting of manual altercations without injury (i.e., an officer being pushed to the ground without suffering any injury may be less likely to be reported than an incident with a weapon that did not result in an injury), as offences of assaulting police do not support the large difference.

Using the narrative data, the MyPolice records were manually coded to determine the predominant types of assault. As per Table 20, almost half of the assaults involved being struck by the offender (46%); mainly described as being punched but also including being struck with an open hand or elbow. Just under a quarter of manual assaults (22%) involved being kicked by the offender and around 1 in 10 involved an officer being bitten by an offender (10%). Some examples within the 'other' category included hair pulling and eye gouging.

An injury rate could not be calculated for each type of assault as, for incidents that involved multiple types of assault, it was not always clear which action caused the injury.

Type of manual assault	Occurrences	% of manual assaults	% of all incidents
Struck	181	46%	7%
Kicked	88	22%	4%
Bitten	41	10%	2%
Scratched	29	7%	1%
Head butted	25	6%	1%
Other	40	10%	2%
Unclear	13	3%	1%
Total occurrences	417	-	
All manual assault incidents	395	_	16%

Table 20. Reported incidents involving a manual assault by the type of assault and as a percent of all incidents reported in MyPolice

Note: Number of occurrences is higher than number of incidents as multiple assault types can occur at one incident

Source: MyPolice



Exploring the parts of the body where injuries were sustained as the result of a manual assault may help to understand more about areas that may be vulnerable or require some additional protection (either in terms of equipment/clothing or the physical way in which a subject is approached). As illustrated in Figure 36, the most frequent body parts injured as a result of a manual assault were the face / eyes (21% face, 5% eyes). This was followed by arm injuries, injuries to hands / fingers / thumbs, and head injuries.





Source: MyPolice

²⁴ Figure does not illustrate 'internal' (<1%), and 'unspecified' (1%) body parts. Body parts are not double-counted if multiple injuries occurred to the same body part at the same incident. For incidents with more than three injuries, data is limited to the top three injuries reported as this level of detail is only captured for up to three injuries per record.

What Hazards do Frontline Police Encounter?

Other Hazards

Spitting – Blood and Saliva

With COVID-19 still impacting the health system in 2022, the risk from exposure to bodily fluids was heightened. Of the incidents reported in MyPolice, including both with injury and near misses, 4% (*n*=97) were identified as involving being spat at by an offender / member of the public and therefore being exposed to bodily fluid and associated risks of disease²⁵. This is a 33% reduction on 2021.

Over half of these incidents (n=55) were reported as involving an injury (4% of reported incidents with injury), resulting in situations such as the officer requiring blood tests. In 33% of these instances,

there were multiple injuries sustained, demonstrating that other hazards are often present when spitting occurs. The remaining 45 incidents were logged as a near miss without injury, generally meaning the saliva did not make contact with the officer, which equates to 4% of all reported near misses without injury.

Another source that captures spitting behaviours is Tactical Options Reporting. In 2022, there were 604 TOR events where subjects spat blood / saliva at police (excluding Op Convoy), significantly more than reported in MyPolice. This may indicate that the reduction of spitting incidents in MyPolice is due to underreporting, potentially fuelled by a



²⁵ This data excludes Op Convoy and includes incidents where spitting / contact with bodily fluids was reported as an additional injury, including through the narrative data, therefore the statistics may not directly align with primary injury data reported elsewhere

reduction in risk perception with the removal of COVID-19 restrictions, rather than a genuine decline. For further information on spitting behaviour and police response see page 84.

When considering the risk of bloodborne diseases and illnesses, it is also important to consider the risk from being bitten as this can also result in exposure to bodily fluids. As noted in the previous section of this report, there were also 41 incidents identified as involving an officer being bitten by an offender. These exposures to bodily fluids are in addition to those from spitting, further emphasising the level of risk from bloodborne infectious diseases.

Dog Bites

Of the incidents with injury reported in MyPolice, 70 (6%) involved a dog bite. Of those, 13 (19%) were from police dogs, with the remainder from dogs belonging to offenders, informants, and other members of the public. Additionally, there were 19 near misses reported.

The majority of these incidents occurred during activities such as attending properties to conduct enquiries and bail checks, and included dogs from adjacent properties. This demonstrates risk associated with attending residential properties, even if there is not an incident occurring.



What Hazards do Frontline Police Encounter?

Police Injuries

What are the Overarching Causes of Injury?

As previously detailed, threats to the safety of frontline staff were grouped into three main categories: firearms, non-firearm weapons and manual (no weapon) assaults. These hazards have been considered separately but bringing the data together can provide insights into which hazards occur most frequently, which appear to pose the greatest risk of harm and in what situations they tend to occur.

It was found that, as shown in Table 21, there were a total of 2,276 offences of assaulting police in 2022; a 3% increase on 2021. Manual assaults were the predominant assault type and resulted in injury at an average of 1 in 5 occurrences. Non-firearm weapons had the highest average rate of injury over the past 6 years, but only marginally higher than manual assaults and both rates fluctuated over time.

A breakdown of total offences by district is provided in <u>Appendix 5</u>.

	2017		2017 2018		2019		2020		2021		2022		Average	
	Injury			Injury		Injury		Injury		Injury		Injury		Injury
	n	%	n	%	n	%	n	%	n	%	n	%	n	%
Firearms	17	12%	17	6%	20	5%	14	14%	27	7%	11	0%	18	7%
Non-firearm weapons	111	24%	113	29%	116	18%	140	25%	123	18%	175	30%	130	24%
Manual assaults	1671	15%	1571	17%	1793	22%	2101	24%	2053	21%	2078	21%	1878	20%
Unknown	15	0%	1	0%	-	-	1	0%	4	50%	12	50%	6	17%
Total	1814	15%	1702	18%	1929	22%	2256	24%	2207	20%	2276	22%	2031	20%

Table 21. Number of offences of assaulting police, by assault type, and the percent of those occurrences that resulted in injury, 2017-2022

Source: NIA

Primary Causes and Types of Injuries

MyPolice captures information on the circumstances surrounding the injury and the injury itself. As stated elsewhere, there was a total of 1,391 incidents resulting in injury reported in MyPolice in 2022²⁶. However, 167 of these incidents occurred during Op Convoy, and these are excluded from the analyses included here, resulting in a total of 1,224 incidents with injury. This is a 2% reduction on 2021. Data pertaining to Op Convoy is presented in Part Five of this report.

Table 22 sets out the injury causes over the past few years. In 2022, the most frequent primary cause of injury was being 'hit, struck or bitten by person (assault)', at 21% of all reported incidents with injury (n=260). This is a slight reduction in both the number and as a proportion of all injuries, compared to 2021.

After a reduction in 2021, muscular exertion appears to be increasing again, with increases across multiple types of muscle stress injuries. Generally, the predominant injury causes have remained consistent over time.

²⁶ Each incident refers to an individual who may receive multiple injuries at one event. An event can be reported multiple times (representing multiple incidents) if more than one person was injured. Excludes incidents categorised as non-operational, such as computer/administrative tasks or training, ongoing wearing of body armour rather than a specific incident, and overseas deployment.

Table 22. Reported incidents and injury rate, by primary injury cause, 2020-2022

	20	2020		21	2022		
Primary injury cause	n	Injury %	n	Injury %	n	Injury %	
Hit, struck or bitten by person (assault)	316	21%	321	26%	260	21%	
Other (please specify)	169	11%	157	11%	134	11%	
Slip / trip / stumble or fall on same level	138	9%	129	10%	122	10%	
Muscle stress lifting / handling people	119	8%	99	8%	121	10%	
Hit or trapped by object(s)	97	6%	86	7%	90	7%	
Hitting object, animal or person	82	5%	65	5%	84	7%	
Contact with sharp objects	101	7%	85	7%	76	6%	
Muscle/joint stress repetitive / forceful movement	107	7%	55	4%	70	6%	
Hit, struck or bitten by animal, insect or spider	73	5%	64	5%	64	5%	
Muscle stress lifting / handling objects	95	6%	41	3%	43	4%	
Muscle stress no objects being handled	89	6%	28	2%	42	3%	
Contact / exposure to biological factors	51	3%	35	3%	36	3%	
Fall from height	35	2%	36	3%	32	3%	
Muscle stress physical exercise	34	2%	26	2%	24	2%	
Contact / exposure to chemical substance	9	1%	14	1%	13	1%	
Contact with hot objects	3	<1%	2	<1%	6	<1%	
Contact with cold objects	2	<1%	2	<1%	4	<1%	
Exposure to mental stress factors	2	<1%	5	<1%	3	<1%	
Total	1522	100%	1250	100%	1224	100%	

Source: MyPolice



Table 23 sets out all of the types of injuries reported over the past three years. In 2022, the main types of injuries experienced were bruises / grazes (23%) and sprains / strains / twisting (22%), followed by muscle / tendon / nerve injuries (14%) and open wound / laceration (10%). These are consistent with previous years and the injuries expected from the main causes of injury (being struck, falls, and muscle stress).

The number of incidents resulting in muscle / tendon / nerve injury,

puncture wound, fractures / broken bones / dislocations, and poisoning toxic effects saw a small increase in 2022 compared to 2021, returning to levels similar to 2020. On the other hand, contusion / crushing injuries saw a decrease.

Table 23. Reported incidents and injury rate, by primary injury type, 2020-2022

	2020		20	21	2022		
Primary injury type	n	Injury %	n	Injury %	п	Injury %	
Bruise / graze	300	20%	291	23%	286	23%	
Sprain / strain / twisting	360	24%	270	22%	270	22%	
Muscle / tendon / nerve	297	20%	154	12%	173	14%	
Open wound / laceration	140	9%	127	10%	125	10%	
Other (please specify)	85	6%	78	6%	62	5%	
Superficial injury	83	5%	69	6%	60	5%	
Puncture wound	56	4%	48	4%	58	5%	
Fracture / broken bone / dislocation	56	4%	53	4%	57	5%	
Concussion / other internal injuries	27	2%	39	3%	34	3%	
Blood borne / bodily fluids exposure	49	3%	38	3%	33	3%	
Contusion / crushing	31	2%	43	4%	29	2%	
Burn / effects of radiation	8	1%	11	1%	12	1%	
Disease	8	1%	11	1%	12	1%	
Poisoning toxic effects	7	<1%	3	<1%	7	1%	
Foreign object	13	1%	10	1%	3	<1%	
Mental disorder	1	<1%	4	<1%	3	<1%	
Amputation	1	<1%	1	<1%	-	-	
Total	1522	100%	1250	100%	1224	100%	

Source: MyPolice

Another level of analysis that may help to inform preventative measures, such as protective clothing, is looking at the most frequently injured parts of the body. In 2022, and mirroring previous years, the most frequent

part of the body to receive the primary injury was the hand (including fingers and thumbs), at 1 in 5 of all primary reported injuries. This was followed by arms injuries, injuries to the face / eyes (10% face, 3% eyes) and

leg injuries.

A breakdown of the body locations of all primary injuries, alongside the most frequent cause of injury and type of injury for each body location, is presented in Figure 37.

Figure 37. Body locations of primary injuries with the most frequent cause (black text) and type of injury (blue text) for each body part²⁷



²⁷ The figure does not include injuries with 'other' or unspecified/unknown body parts..

How Serious are the Injuries?

The level of treatment received can be used as a proxy measure for the severity of the injury to provide further insight into the harm experienced by staff. As set out in Figure 38, in 2022, 42% of staff injuries received medical treatment, 26% received first aid level care and 4% (*n*=46) were hospitalised. This is a reduction in the number of hospitalisations compared to the previous two

years.

Aligning with the previous sections, analysis was also conducted specifically on the level of treatment required for injuries involving non-firearm weapons and manual assaults in 2022. As can be seen in Figure 39, despite the difference in the number of incidents, hospitalisation was the least common for both assault types. In fact, there was a drop in hospitalisation rates for nonfirearm weapon injuries, from 21% in 2021 to 10% in 2022, bringing it closer to a level comparable to manual assaults.

However, for non-firearm weapons medical care was the most common level of treatment received, but for manual assaults the most common was no treatment. This indicates that, whilst greater in number, injuries were generally less serious for manual assaults than non-firearm weapons.

Figure 38. Treatment levels for injuries reported in MyPolice, 2018-2022



*Figure 39. Treatment levels for injuries involving a non-firearm weapon compared with manual assault*²⁸



²⁸ This graph displays the treatment levels for each group as a percentage of all injuries in that group rather than the number of injuries to better allow for ease of comparison.

Although **head injuries** made up 7% of reported primary injuries, they represented 24% of the hospitalisations for 2022. This is much greater than any other body part. In fact, over half of head injuries required either medical or hospital care (59%), pointing to a heightened risk of serious injury. the most frequent part body part to suffer an injury, it may not be unexpected that they were the second largest source of hospital level treatment and the largest source of medical level treatment.

Further analysis revealed that these injuries were most often due to an open wound / laceration from contact with a sharp object. More than half of all primary injuries as a result of a sharp object were to the hand, finger or thumb (51%). Frequent scenarios appear to be breaking glass to enter a vehicle or property and climbing fencing in a pursuit. Treatment data broken down by body part is provided in Table 24.

As hand injuries continue to be

	None			First aid				Medica	al	Hospital			
	n	Body part %	% of 'none'	n	Body part %	% of 'first aid'	n	Body part %	% of 'medical'	n	Body part %	% of 'hospital'	
Torso	9	50%	3%	1	6%	<1%	8	44%	2%	0	0%	0%	
Ankle	10	28%	3%	8	22%	3%	17	47%	3%	1	3%	2%	
Arm	44	26%	13%	66	39%	21%	54	31%	11%	4	2%	9%	
Back	29	32%	9%	7	8%	2%	54	60%	11%	0	0%	0%	
Buttocks	2	25%	<1%	2	25%	<1%	4	50%	<1%	0	0%	0%	
Face/eyes	48	31%	14%	45	29%	14%	57	37%	11%	5	3%	11%	
Foot/toe	7	19%	2%	7	19%	2%	21	58%	4%	1	3%	2%	
Groin	6	60%	2%	0	0%	0%	4	40%	1%	0	0%	0%	
Hand	40	17%	12%	98	41%	31%	94	39%	18%	6	3%	13%	
Head	23	26%	7%	13	15%	4%	40	46%	8%	11	13%	24%	
Internal	7	33%	2%	3	14%	1%	10	48%	2%	1	5%	2%	
Knee	26	29%	8%	20	22%	6%	42	47%	8%	1	1%	2%	
Leg	29	26%	9%	19	17%	6%	56	51%	11%	6	5%	13%	
Neck	7	37%	2%	2	11%	<1%	10	53%	2%	0	0%	0%	
Shoulder	29	44%	9%	9	14%	3%	23	35%	4%	5	8%	11%	
Wrist	17	37%	5%	15	33%	5%	12	26%	2%	2	4%	4%	
Other	1	10%	<1%	1	10%	<1%	6	60%	1%	2	20%	4%	
Total	334	28%	100%	316	26%	100%	512	42%	100%	45	4%	100%	

Table 24. Level of treatment for each body part (as % of all injuries to that body part), and number of injuries receiving each treatment type broken down by body part ²⁹

Source: MyPolice

²⁹ Excluding unspecified body parts. Analysis has been completed on primary injuries only, as it was deemed that these would require the highest level of treatment and only one treatment level is assigned per record (not per injury). 'Hand' includes fingers and thumbs.



Where and When are Injuries Sustained?

Policing district

Breaking the 2022 data down by policing district shows that injuries were spread across all districts. However, as each district differs in size, and therefore the number of frontline staff employed, it is difficult to directly compare the number of injuries sustained. Instead, Figure 40 sets out the number of reported injuries per 100 frontline staff in each district³⁰. This approach identified Eastern, as having the highest number of injuries per officer, closely followed by Bay of Plenty and Auckland City, while Southern district had the lowest.

Operational activity

Looking at the primary operational activity being undertaken at the time of injury, as selected by the person reporting the injury, can help to identify the aspects of frontline policing that have the greatest risk of injury. Table 25, overleaf, separates incidents with injury into activity categories.

Over half of reported operational incidents with injury in 2022 (55%) occurred during an arrest or attempted arrest (AAT). AAT was therefore the most high-risk operational activity for sustaining an injury. Consistent with previous years, the remaining

Figure 40. Incidents with injury reported per 100 frontline staff, by policing district



Source: MyPolice; Human Resources Operations

activity types had substantially fewer counts of reported injuries.

Data therefore illustrates the need for officers to be prepared for the heightened exposure to harm when conducting (or attempting to conduct) an arrest and indicates that the greatest risk posed to police stems from people rather than environmental factors. AAT is considered in more detail over the next few pages.



Activity type	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Total
Arrest or attempted arrest	590	651	735	786	948	712	776	736	689	670	7293
Custodial supervision	61	84	62	68	121	118	94	105	67	100	880
Occupying / exiting / entering vehicle	47	56	65	56	86	71	102	83	81	145	792
Investigating scene of crime	50	51	31	41	56	20	22	14	25	51	361
Search premises / person	54	59	61	61	75	41	47	29	57	31	515
Controlling public disorder	32	35	37	41	63	25	36	15	22	29	335
Motor vehicle accident site / Vehicle stop / 3T	19	23	29	19	88	77	74	94	52	39	514
Rescue or recovery operation	13	16	15	29	19	13	8	10	16	17	156
Other	356	437	440	441	486	464	566	436	241	142	4009
Total	1222	1412	1475	1542	1942	1541	1725	1522	1250	1224	14855

Table 25. Incidents with injury by primary activity type, 2013-2022³¹

Source: MyPolice; POL645

Arrest or attempted arrest

Overall, the number of incidents with injury reported during an arrest of attempted arrest (AAT) has been declining since 2019. However, it remains the most frequent operational activity by a large margin. To consider this risk in more detail, Tables 26 and 27 break down the sources of injuries sustained during AAT.

Consistent with previous years, the most frequent cause of injury during AAT in 2022 was assault (30%), often but not always by the subject of the arrest. In fact, assault makes up almost a third of all injures during AAT over the past 10 years.

Further frequent causes of injury in 2022 included muscle stress from lifting / handling people (14%) and slip / trip / stumble / fall on the same level (10%). Again, this is consistent with data spanning across the previous 10 years.



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³¹ MyPolice data was manually coded using the activity codes from the previous system POL645, which was replaced in 2017, to allow for consistent comparison over time. As elsewhere in the report, police training and administration categories have been excluded.

Table 26. Primary causes of injury during AAT, 2013-2022

Cause	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Total
Hit, struck or bitten by person (assault)	177	185	214	252	266	201	244	241	241	201	2222
Muscle stress lifting / handling people	112	120	135	127	125	108	102	95	83	93	1100
Slip / trip / stumble or fall on same level	66	75	92	84	97	52	71	61	56	70	724
Other	64	75	88	100	125	65	66	63	78	67	791
Hitting object, animal or person	49	50	41	53	67	43	55	45	41	51	495
Hit or trapped by object(s)	4	3	5	7	32	40	37	39	37	32	236
Contact with sharp objects	34	45	29	46	34	46	47	44	44	28	397
Muscle / joint stress repetitive / forceful movement	21	22	33	16	36	34	40	40	26	30	298
Hit, struck or bitten by animal, insect or spider	12	10	16	17	32	27	17	21	16	24	192
Contact / exposure to biological factors	17	17	23	19	38	21	36	36	19	22	248
Fall from height	10	28	23	22	29	27	21	16	20	16	212
Muscle stress from physical exercise	14	13	22	27	26	25	24	17	12	16	196
Contact / exposure to chemical substance	3	5	3	4	19	7	6	6	6	3	62
Muscle stress no objects being handled	3	-	3	4	12	7	5	6	7	7	54
Muscle stress lifting / handling objects	3	2	6	5	8	7	3	5	3	4	46
Contact with cold objects	-	1	2	2	-	2	1	1	-	4	13
Contact with hot objects	1	-	-	1	2	-	-	-	-	2	6
Exposure to mental stress factors	-	-	-	-	-	-	1	-	-	-	1
Total	590	651	735	786	948	712	776	736	689	670	7293

Source: MyPolice; POL645
Table 27. Primary causes of injury during AAT as a percentage of all injuriessustained during AAT, 2013-2022

Cause	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Total
Hit, struck or bitten by person (assault)	30%	28%	29%	32%	28%	28%	31%	33%	35%	30%	31%
Muscle stress lifting / handling people	19%	18%	18%	16%	13%	15%	13%	13%	12%	14%	15%
Slip / trip / stumble or fall on same level	11%	12%	13%	11%	10%	7%	9%	8%	8%	10%	10%
Other	11%	12%	12%	12%	13%	9%	9%	9%	9%	10%	10%
Hitting object, animal or person	8%	8%	6%	7%	7%	6%	7%	6%	6%	8%	7%
Hit or trapped by object(s)	1%	0%	1%	1%	3%	6%	5%	5%	5%	5%	3%
Contact with sharp objects	6%	7%	4%	6%	4%	6%	6%	6%	6%	4%	6%
Muscle / joint stress repetitive / forceful movement	2%	4%	3%	3%	3%	4%	3%	2%	4%	4%	3%
Hit, struck or bitten by animal, insect or spider	4%	3%	4%	2%	4%	5%	5%	5%	2%	4%	4%
Contact / exposure to biological factors	3%	3%	3%	2%	4%	3%	5%	5%	3%	3%	3%
Fall from height	2%	2%	2%	2%	3%	4%	2%	3%	3%	2%	3%
Muscle stress from physical exercise	2%	2%	3%	3%	3%	4%	3%	2%	2%	2%	3%
Contact / exposure to chemical substance	1%	1%	<1%	1%	2%	1%	1%	1%	1%	<1%	1%
Muscle stress no objects being handled	1%	-	<1%	1%	1%	1%	1%	1%	1%	1%	1%
Muscle stress lifting / handling objects	1%	<1%	1%	1%	1%	1%	<1%	1%	<1%	1%	1%
Contact with cold objects	-	<1%	<1%	<1%	-	<1%	<1%	<1%	-	1%	0%
Contact with hot objects	<1%	-	-	<1%	<1%	-	-	-	-	<1%	0%
Exposure to mental stress factors	-	-	-	-	-	-	<1%	-	-	-	0%
Total	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

Source: MyPolice; POL645



As shown in Figure 41, the number of injuries sustained during AAT that required hospitalisation dropped to similar levels to those seen in 2019 and 2020 (4% in 2022). This implies that, the spike in injury severity in 2021 may have been an anomaly rather than the beginning of an upward trend.

In 2022, the predominant primary injuries sustained during AAT

were bruise / graze (28%) and sprain / strain / twisting (20%). A full breakdown of Injuries by type has not been provided for AAT, as injury types followed the same pattern as for all injuries.

Of those 28 injuries requiring hospital treatment, this was primarily due to a fracture / broken bone / dislocation (29%), and concussion / other internal injuries (21%), followed by open wound / laceration (14%) and muscle / tendon / nerve injury (14%).

The top three areas of the body on which primary injuries were inflicted during AAT were hands / fingers / thumbs (n=148; 22%), face / eyes (n=116; 17%) and arms (n=108; 16%). However, the most frequent body part to require hospital treatment was the head (21% of hospitalisations).



Figure 41. Treatment levels for recorded injuries during AAT, 2017-2022

Family harm

Family harm has previously been highlighted as the largest source of demand for frontline responders and an area where demand is forecast to increase³². Spanning across multiple operational activities, family harm incidents represented 5% of incidents reported in MyPolice in $2022 (n=135)^{33}$. Almost two-thirds of these incidents (n=85; 63%) resulted in injury, constituting 6% of all incidents with injury. Despite the fact that this is a 24% reduction in family harm incidents identified in MyPolice (and an 11% reduction in incidents with injury), a higher proportion of those incidents reported resulted in injury. Although this could suggest that there has been a reduction in the reporting of near misses when attending family harm events, it may also indicate that this area of policing continues to be a risk for frontline staff.



³² Annual Report 2020/2021 (https://www.police.govt.nz/sites/default/files/publications/annual-report-2020-2021.pdf ³³ Determined using a search for 'family harm' or '5F' in any narrative fields.

Custodial Supervision

The number of incidents reported in MyPolice as occurring during 'custodial supervision' (CS) have fluctuated over time. Overall, incidents are following an upward trend. Alongside a downward trend in custodies, this means the rate of officer injury per 10,000 custodies is steadily increasing.

In 2022, CS incidents represented 12% of all reported incidents (n=288). Of those incidents, 35% (n=100) resulted in injury. CS therefore accounted for 8% of incidents with injury and 15% of near misses (or incidents without injury) and has ranged from 4–8% of all incidents with injury over the past 10 years.

Near Misses³⁴

There were a total of 1,235 incidents recorded in MvPolice in 2022 as a near miss or incident without injury. This data provides an opportunity to understand hazards within the environment and react in a preventative way before someone gets hurt. Discounting the 'other' category, the most frequent activity linked to a reported near miss was AAT (23%), however, near misses during occupying, exiting, or entering the vehicle were almost as common (21%) (see Table 28). Over a fifth of those reports (22%) were relevant to traffic camera operators (5% of all near misses) and minor traffic accidents or

Consistent with other activity types, the most frequent cause of injury was being hit, struck or bitten by a person (35%). The main primary injuries were a sprain / strain / twisting (21%) and a bruise / graze (17%). The most common body parts injured were the face/eyes (17%) and hands/fingers/ thumbs (17%).

Custodial supervision represented 14% of the manual assaults coded, but 28% of headbutts and 22% of bites. This finding implies that, within a custodial setting, the risk of these particular methods of manual assault may be heightened, potentially due to being in close quarters. This could potentially be due to handcuff use restricting other

circumstances requiring evasive action to avoid a collision were also common within this category.

A review of the narrative data showed that circumstances that were more specific to near misses included technical faults with equipment (e.g., radio malfunctions). Spread across activity types, manual coding of the narrative descriptions identified 15% (n=184) of near misses as relating to a technical fault. The majority of the remaining near miss circumstances were similar to those incidents that caused injury (such as offenders attempting to assault an officer but failing to make contact or cause injury).

methods of assault, but this assertion would require further research to confirm. Treatment levels for CS injuries were consistent with overall injuries.

Of the 188 near misses within custody, 27% (*n*=50) were associated with missing an object during initial searches (identified by reviewing narrative data). The 2021 fatal shooting of a New Zealand-born officer in a custody suite in the UK demonstrates the severe consequences these scenarios can have. Other narratives that were specific to custody centred around cell and equipment conditions (such as locking mechanisms). Near misses beyond custody are expanded upon below.

Table 28. Near misses by primary activity type

Operational activity	n	%
AAT	282	23%
CS	188	15%
OC	265	21%
MVAS	74	6%
SPP	16	1%
CPD	24	2%
ISC	20	2%
RRO	11	1%
0	355	29%
Total	1235	100%

Source: MyPolice



³⁴ Changes in the number of near misses over time has not been presented as the underlying message is too ambiguous i.e., an increase in near misses could reflect an increase in hazards, show that more injuries are being prevented or that near misses are being reported more. Data is excluding Op Convoy

Risks and Opportunities

For Part One: Hazards in the Operational Environment

Firearm offences following upward trend but numbers remain low

Although firearm offences are continuing to follow an upward trend, the increase is in line with offences more generally and numbers remain low; firearm offences are consistently representing less than 1% of all offences. The rate of firearm offences per 100 frontline staff is following a weak-to-moderate upward trend, but again numbers remain low and Gun Safe events have continued to decline.

Reduction in firearm use against police

There were seven firearm presentations and five firearm discharges at police in 2022, both of which are reductions on 2021. There were no police injuries from firearms in 2022. Offences of assaulting police with a firearm were also the lowest since prior to 2017 (n=11), meaning that the pattern over time has reduced to a weak upward trend.

Vehicles and roadsides remain high risk locations

Although very rare, firearm use against police continues to be most prevalent in or around vehicles. Furthermore, the use of vehicles as weapons against police has continued to increase. These findings reinforce the need to remain vigilant during vehicle turnovers and working at roadsides, whether as part of a routine checkpoint or a targeted stop/pursuit.

Non-AOS staff targets of firearm discharges

Despite being present at 80% of events where a firearm discharge at police took place, AOS were not the target of any of those discharges – targets were non-AOS staff, occupied non-AOS vehicles and an unoccupied non-AOS vehicle. This shows there is an element of firearms risk for non-specialist groups.

Bay of Plenty and Central districts prominent across assaults data

Bay of Plenty is the only district to have had a discharge at police in 2020, 2021 and 2022. It has also had the most offences of assaulting police and, specifically, of manual assaults, as well as one of the highest police injury rates. Central district has seen the most offences of assaulting police with a firearm and non-firearm weapon, and has the second highest number of manual assaults.

Small increase in offences of assaulting police, particularly in public spaces

There was a 3% increase in offences of assaulting police, with both assaults with non-firearm weapon and manual assaults seeing spikes in the number of occurrences reported as being in public spaces. Considered alongside the over-representation of disorder events, across these cohorts, this may suggest an increase in violence against police at public disorder incidents. Data did not appear to be skewed by Op Convoy, but any influence of this event on others cannot be disregarded. It is possible that, with these offences being more visible to the public, perceptions of safety could be adversely impacted.

Increase in assaults with nonfirearm weapons but manual assaults on police remain substantially more common

At 2,078 offences in 2022, manual assaults of police remain substantially more common than assaults using a weapon. However, offences of assaulting police with a non-firearm weapon have increased from 123 in 2021 to 175 in 2022 (a 42% increase). A large part of this increase has come from vehicles, with almost double the number of assaults using vehicles as weapons compared to the previous year. Despite the small numbers, this increase is important to recognise as data suggests these assaults have a higher and more serious injury rate.

Hand injuries remain the most frequent

Hands, including fingers and thumbs, remain the most frequent body part to sustain an injury (~20% of injuries), especially due to contact with a sharp object (~50% of injuries). Provision of protective gloves and reinforcing the benefits of use during common injury scenarios, such as breaking glass or climbing obstacles when tracking an offender, may help to reduce these occurrences. Analysis did not find these injuries likely to have been inflicted as defensive wounds from an armed subject.

Reduction in injuries and hospitalisations of frontline staff

Excluding Operation Convoy, there were a total of 1,224 incidents with injury reported in MyPolice in 2022, which is a 2% reduction in 2022 compared with 2021. Whilst this could be due to under-reporting, there appears to have been a reduction in the severity of injuries, with the hospitalisation rate reducing from 5% to 4% of incidents with injury, and serious injuries are much less likely to be under-reported.

MyPolice data provides scope to better understand custodyspecific risks

Custodial supervision represented 8% of incidents with injury and 15% of near misses reported in MyPolice. Despite some similarities with other operational activities, risks that were specific to custody were also identified, such as the potential for serious harm to be caused by missed objects during detainee searches. Further research into the key areas that have frequently been linked to custody-specific near misses may provide opportunity to learn before escalation to a staff injury. One way to achieve this may be to tailor the MyPolice form to collect data relevant to custody-specific risks when custodial supervision is selected as the operational activity.



Part Two: Police Response to Hazardous Events



Tactical Options Framework

When considering the threats to their safety, at times police are required to use force with a subject, for example to execute an arrest, prevent an escape, and to prevent injury (to the subject, themselves or others)³⁵. Police are trained to use the Tactical Options Framework (TOF) to inform their decision-making about use of force. The TOF guides police to only use force that is necessary and proportionate, given all the circumstances known at the time.

Threat Assessment

New Zealand Police's threat assessment methodology 'TENR' (Threat Exposure Necessity Response) is a decision-making framework that supports the timely and accurate assessment of information directly relevant to the safety of police and members of the public. The response to any situation must be considered, timely, proportionate and appropriate. The key principle when applying TENR is that *safety* is success. Victim, public, and police safety are paramount. Every effort must be made to minimise harm and maximise safety.

Perceived Cumulative Assessment (PCA)

The PCA is represented by the inner grey/black ring of the TOF diagram, and refers to an officer's subjective assessment, and continuous reassessment, of an incident, based on information known about the situation and the subject's behaviour. The PCA may increase and/or decrease more than once during an incident. As such, officers must continually reassess their PCA to ensure they choose the most reasonable response, including-if requiredthe most appropriate tactical option for the circumstances.



Communication

Ask-Why-Options-Confirm-Action (AWOCA) is the five-step tactical communications process that underpins the TOF. Tactical communication is represented by the green 'presence and tactical communication' ring in the TOF diagram. This ring encircles the entire range of PCA (inner grey circle), and all tactical options in the TOF (outer green–yellow– orange circle), emphasising the importance of using tactical communication throughout an incident, where possible.

Tactical communication is crucial to safely de-escalating an incident with uncooperative subjects, and should be attempted in every incident where police action is necessary in response to uncooperative subjects.



³⁵ Full details can be found in the Crimes Act 1961, which sets out the legal authority to use force

Tactical Options Reporting

New Zealand Police has established one of the most rigorous and robust processes in the world for reporting and reviewing use of force. Every tactical option use must be reported and each report undergoes at least two levels of scrutiny to ensure that the level of force used was necessary, proportionate and reasonable in the circumstances.

The Tactical Options Reporting Database

Most data in this Annual Report is derived from the Tactical Options Reporting (TOR) database (see Appendix 1 for details on data sources). Police use the TOR database to report details about events where they have used force, capturing information about the broader context and sequence of the event, the people involved, the behaviours encountered and the tactical options used in response, as well as the officer's own thinking and decision-making leading up to and during the event. Every TOR report is reviewed first by the officer's immediate supervisor, and then by another District staff member at Inspector level or above.

TOR Review Process

At each stage of the review process, the reviewer determines whether or not they support the officer's actions as being necessary, proportionate and reasonable in the circumstances, or whether they require further information. If the reviewer does not support the officer's actions, they must outline their view of the incident, and if relevant discuss with the officer and note any remedial training required. If there



are concerns specifically about excessive force, deliberate misrepresentation of the incident or other perceived inappropriate action, the Inspector-level reviewer must refer the incident to the Police Professional Conduct Manager, the relevant Human Resources Manager and the District Commander or Director for further investigation.

TASER Discharges

After completing the two-stage review process, a selection of records from events involving TASER discharge in 2022 were further reviewed by the TASER Assurance Forum, a panel of representatives from workgroups including Police Professional Conduct, Continuous Improvement, RNZPC Training, and Operational Capability. The panel considers the TASER footage and the TASER discharge and connectivity data in combination with the relevant TOR report/s and reviewers' comments. If any concerns are identified, the panel refers the report to the appropriate people/groups for follow-up.

Firearms Discharges

Any firearms discharges intentional or unintentional—that result in an injury or fatality are classified as Critical Incidents, and involve a number of further internal and external investigations.

IPCA Notifications

Events involving serious injury or fatality are notified to the IPCA to conduct an independent investigation of the event.

TOR Data Overview

Analysis of tactical options use is conducted at the level of "TOR events". A "TOR event" is the reportable use of one or more tactical options by one officer against one individual. There can be multiple TOR events pertaining to a single incident, e.g. multiple subjects or multiple officers.

Data Extraction

Data was extracted on 9 June 2023. The final dataset was made up of 6,899 TOR events that had completed the two-stage review process, as well as 6 TOR events reported to the TOR Fatalities and Shooting Injuries database. Fatalities and Shooting Injuries TORs are reported by a supervisor (rather than the officer/s involved), anonymised, and only contain high level data. These 6,905 TOR events form the basis of the analyses in this report.

A further 139 TOR events that occurred during Op Convoy are presented in Part Five of this report. This event was qualitatively different from other instances of tactical option use, and was excluded from the main TOR analysis to avoid obscuring the data and any trends.

Reports for an additional 51 TOR

events (0.7% of total) had not completed the two-stage review process at the time of data extraction and were excluded from further analysis.

Increase in TOR Events

As shown on Figure 42, the total number of TOR events increased substantially in 2022 (21%). Although the previous few years also showed increases, these fell within the typical range. However, the 6,905 TOR events seen in 2022 is more than two standard deviations above the 12-year mean (\overline{x} = 5188, σ = 609) suggesting a genuine increase in TOR events, rather than random variation around the average. The pale blue zone in Figure 42 illustrates the 12-year mean \mp 2 standard deviations.

Of note, the increase in TOR events parallels the trend of violence offences. Figure 42 displays the number of violence offences³⁶ against the number of TOR events over the same period.

This pattern is also consistent globally: many of the international jurisdictions who make their use of force data available have reported a recent increase in use of force events, however none of the increases are as large as seen in New Zealand (see references in <u>Appendix 1</u>).

Attended Events

One TOR event occurred for every 341 events attended by New Zealand Police (0.3% of attended events), a gradual increase from previous years. This shift is due to both an increase in the number of TOR events as well as a decrease in the number of attended events over the last few years (see Figure 43). There were 2,351,862 total attended events in 2022, down from 2,507,968 in 2021, and 2,863,929 in 2020.





³⁶ Violence offences refers to offences with ANZSOC 1000 codes, excluding threats and intimidation offences



Figure 42. TOR Events and Violence Offences, 2011-2022

Source: NIA, Tactical Options Reporting (TOR) databases



Figure 43. TOR Events and Attended Events, 2011-2022

Source: NIA, Tactical Options Reporting (TOR) databases

Tactical Options Use

In fulfilling their duties, frontline police encounter a wide range of behaviours, ranging through cooperative, resistant, assaultive, up to behaviour that could cause grievous bodily harm or death. Staff are equipped and enabled through training in a suite of tactical options and through the tactical appointments made available to them to respond appropriately to keep themselves and the communities they serve safe—wherever they live, work and visit.

Tactical Options

New Zealand Police have a range of tactical appointments and techniques to use; the decision to use force, and the specific technique or equipment used can be influenced by a multitude of factors including—but not limited to—the behaviour encountered, the number of people present and/or involved, the size and demeanour of the subjects, apparent alcohol or drug intoxication, whether the subjects are armed and the types of weapons involved, as well as the physical location of the event. Figure 44 illustrates the types of tactical options used over the past five years.

2022 Tactical Options Use

Police used 8,747 tactical options at 6,905 TOR events, an average of 1.3 tactics per TOR event. In comparison, in 2021 police used 7,333 tactical options at 5,705 TOR events, also an average of 1.3 tactics per TOR event.

Naā Pirihimana o Aotearoo

Figure 44. Tactical options use as a percent of all TOR events, 2018-2022^{37, 38}



 37 Officers may use more than one tactical option at a TOR event, so the total percentage exceeds 100% $\frac{38}{38}$ Sponge round use accounted for < 0.5% of TORs, which rounds to 0% so does not appear on this figure

Empty Hand Techniques

As Figure 44 shows, empty hand techniques are consistently the most used tactical option, used at 38% of TOR events over the last five years (36% in 2022). Empty hand techniques also cause a large proportion of subject injuries (46%), with an average of 1 subject injury for every 6 empty hand uses (p.117).

Baton

Baton use has been consistently low over the last five years, with only 38 uses in 2022.

Prior to the introduction of the Tactical Database (see 2021 **Environment and Response** Report for further information), only baton strikes against a person comprised a reportable use of force. From November 2021, any baton use against a person's body is considered a reportable use of force (for example, leveraging a subject's arms out from under their body). Other baton uses-such as breaking a window-are not captured in tactical options reporting, so this data may underestimate overall baton usage and usefulness.

Regardless, the consistently low tactical option usage stresses the need to consider the potential opportunity-cost associated with training time focused on batons as a tactical option. Baton use also has a high subject injury rate, with 1 injury for every 6 uses.

Handcuffs-Restraints

This category refers to handcuff use only when combined with pain compliance (see 2019 <u>Tactical Options Report</u> for further information), as well as use of other restraints such as a restraint chair or a spitting hood. Overall, handcuffs-restraints were used at 10% of TOR events in 2022, a slight drop on previous years.

Metal handcuffs with pain compliance made up 41% of handcuffs-restraints uses, with 294 uses in total, at 294 TOR events (4% of all TOR events).

Spitting hoods made up 34% of handcuffs-restraints uses, with 248 uses in 2022 (at 247 TOR events: 4% of all TOR events). In 233 of these TOR events (94%), the subject was reported to have spat blood/saliva at police. In another 6 TOR events the subject spat but not specifically at police, including subjects who spat at security staff or while being transported in patrol cars. A further 6 TOR events involved subjects who were threatening to spit (or vomit) on police. One subject had a spitting hood applied because she was coughing at staff and yelling that she had COVID-19, and another subject was placed in a spitting hood during transportation in a

patrol car because he was intoxicated, obstructive, aggressive and assaultive.

In contrast, at 371 TOR events, subjects were reported to have spat blood/saliva at police, but were not fitted with a spitting hood. Put another way, of the 604 TOR events where subjects spat blood/saliva at police (9% of all TOR events), only 39% resulted in the subject being fitted with a spitting hood, despite the increased risks associated with viral transmission during the COVID-19 global pandemic. Five subjects who were fitted with a spitting hood had been exposed to OC spray.

The rate of spitting at police during TOR events was consistent with previous years, but is much higher than observed elsewhere. Data from 10,000 use of force events in the US showed that spitting occurred at 3.6% of events³⁹. However, the US events occurred over a longer timeframe and reporting practices may differ from New Zealand.

Restraint chairs were used 145 times at 144 TOR events, accounting for 20% of all handcuffs-restraints uses. The remaining restraint usages included vehicle leg restraints (2%), waist restraint belts (1%) rear wrist and leg restraints (1%) and plastic ties with pain compliance (1%).

TASER

As shown on Figure 44, the proportion of TOR events with TASER use has been relatively stable over the last five years. There were 1,861 TASER TOR events in 2022 (27% of all TOR events) compared to 1,599 in 2021 (28% of all TOR events).

Figure 45 illustrates TASER use at TOR events by the highest mode of deployment only (see also <u>Appendix 6</u>). Blue-toned segments represent TASER shows and redtoned segments represent TASER discharges. The legend displays TASER deployment types in order of increasing intensity from presentation only (lowest) to discharge (highest).

Consistent with 2021, laser painting was the highest mode of deployment at most TASER TOR events (68%; n=1,268). Other TASER shows were made up of presentations (n=223; 12%) and arcing (n=35; 2%). TASER discharge occurred at 335 TOR events (18%), a similar proportion to 2021 (20%).

The TASER show-to-discharge ratio increased slightly to 5:1,

Figure 45. TASER use at TOR Events, by highest mode of deployment and policing

(after four consecutive years holding steady at 4:1). In other words, on average, for every TOR event that involved a TASER discharge there were five TOR events that involved only a TASER show. This result demonstrates the effectiveness of TASER shows, with the majority (82%) not proceeding to a discharge.

There were two operational unintentional discharges. These discharges did not hit anyone and no property was damaged.



Source: Tactical Database: Tactical Options Reports (TOR)



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Firearms

As illustrated in Figure 44, the increase in firearm use seen in 2021 was maintained in 2022.

Table 29 shows the number of TOR events where police used firearms by the highest mode of deployment. In total, there were 764 TOR events where police used firearms in 2022. The vast majority of the times that police used firearms (99%) the highest mode of deployment was presentation only.

Police discharged firearms (directed at a person) at five TOR events. Police also discharged a firearm at an incident in Central District in 2022, resulting in a fatality; due to ongoing internal investigations at the time of data analysis, this incident is not included in this report.

The five recorded TOR events with a firearm discharge (directed at a person) occurred across four incidents, with two officers discharging firearms at one incident in Wellington District. One subject sustained a fatal gunshot wound (Wellington), and the remaining three subjects sustained non-fatal gunshot wounds (Auckland City, Canterbury and Southern).

There was one unintentional firearm discharge in the operational environment in 2022, which did not result in any injuries.

Table 29.	TOR Events	involving firearm	use by highes	t mode of	deployment,	by
policing	district	_				-

District	Presentation	Discharge	Discharge (not at subject)	Unintentional Discharge
Northland	28		1	
Waitematā	81			
Auckland City	130	1		
Counties Manukau	85			
Waikato	58			
Bay of Plenty	96			
Eastern	47			
Central	49		1	
Wellington	101	2		1
Tasman	16			
Canterbury	45	1		
Southern	21	1		
National	757	5	2	1

Source: Tactical Database: Tactical Options Reports (TOR)

Note: Fatalities and Shooting Injuries TORs contain only high level data, so it is not possible to describe the circumstances of these events. Please see further reports published at <u>Tactical Options Research Reports | New Zealand Police</u> for further details.

As Figure 46 illustrates, firearms use by police broadly reflects changes in firearms violence offences over time. Firearms violence offences and police use of firearms increased in parallel in both 2021 and 2022. This pattern speaks to the use of force by police as responsive to the volume and nature of threats to safety in the wider community. It

is important to note that just as most offending does not involve firearms violence offences, most TOR events do not involve firearm use by police (89%) or firearm discharges by police (99.9%).

In the broader context, police firearm discharge incidents comprised 0.0003% of all events attended by police (n = 6).This rate is consistent with previous years, ranging between 0.0002% and 0.0004% of attended events since 2018 (the first full year of data captured in the *Fatalities and Shooting Injuries database*). However, while rare, the potential for serious injury or death for those involved warrants continuous efforts to minimise the occurrence of these events.



Figure 46. TOR Events with Police firearm use, and Firearms Violence Offences⁴⁰, 2011-2022

Source: TOR Events: Tactical Options Reporting (TOR) databases; NIA





AOS Deployments

New Zealand Police are not routinely armed, meaning they are not required to carry a firearm at all times. Although officers can retrieve a firearm from a safe when they deem it necessary (and use a firearm as a tactical option), members of Armed Offender Squads (AOS) and the Special Tactics Group (STG) are deployed to incidents where there is anticipated to be a high risk. This can be reactive or as part of a planned operation.

Figure 47 shows the number of AOS deployments over the past ten years. After a slight upward trend, emergency deployments have been relatively consistent over recent years. In comparison, pre-planned deployments have been increasing year-on-year, demonstrating an increase in proactive operations and/or taking preventative measures when undertaking tasks (such as executing a search warrant). As they are routinely armed, AOS and STG aren't required to complete a TOR for a firearm presentation, however this tactic may be used during deployments.



Source: AOS Deployments

Figure 47. AOS deployments, 2013-2022

*Temporary Carriage Authorisations*⁴¹

Temporary carriage refers to a decision for certain staff (e.g., within a geographical boundary) to carry firearms for a restricted time period due to circumstances that suggest a threat to safety. As can be seen in Figure 48, there was a considerable increase in the number of temporary carriage authorisations in 2022. Of note, 70% of these orders were applied to the Eastern district.

Figure 48. Temporary firearm carriage authorisations, 2020-2022



⁴¹ Temporary carriage authorisations must adhere to a multitude of policy requirements including being reviewed at district commander level, undergoing a review at least every 12 hours or when any conditions change, and maintaining a detailed log of all decisions such as the timeframe and location restrictions, and justifications for decisions.

Tactic Use with Armed Subjects

Whether a TOR event occurs is influenced by the unique characteristics of the situation and people involved, including the risk of harm to others posed by the subject. One important factor is whether a subject is armed and the type of weapon. Officers must respond appropriately to this elevated risk, minimising harm by selecting the safest and most effective tactical option for the circumstances, and reducing the risk of injuries to members of the public and themselves.

As discussed previously (see p.49), subjects were armed at

17% of TOR events. Subjects were most likely to be armed with cutting / stabbing weapons (8% of all TOR events), followed by bludgeoning weapons (5%) and firearms (2%).

Subjects at 1X (threaten / attempt suicide incidents) TOR events were more likely to be armed than subjects at other TOR events (30% of 1X TOR events compared with 17% of non-1X TOR events), especially with cutting / stabbing weapons (23% of 1X TOR events compared to 8% of non-1X TOR events). In fact, of armed subjects at 1X TOR events, 76% were armed with a cutting / stabbing weapon. This suggests that the weapons risk to staff —both the likelihood of a weapon and type of weapon— depends, at least in part, on the type of incident attended.

Table 30 compares tactic usage at TOR events where subjects were or were not armed. As the values illustrate, police were more likely to use firearm and TASER when subjects were armed; these are both higher level tactics that can be deployed from a distance.

In contrast the tactics that require staff to get closer to subjects empty hand techniques, OC spray and handcuffs-restraints—were more likely to be used when subjects were not armed.



Source: Tactical Database: Tactical Options Reports (TOR)

Table 30. Tactical option usage rates at subject-armed and subject-unarmed TOR events





Where do TOR Events Occur?

In some situations, police must intervene directly to prevent crime and harm. Not all events types pose the same threat of harm to the public or to police, therefore, TOR events can be more likely to occur at some incident types than others. At all times, staff must ensure that their actions prevent any further harm to victims and prevent any further crimes from being committed in what is often a very heated and complex situation.

TOR Incident Types

The likelihood of police being required to use force depends on the type of incident attended. Table 31 shows the most common incident types in which force was used in 2022, accounting for 86% of all TOR events.

'Property abuse offences' and 'violence offences' shared the highest rate of TOR events occurring, with one TOR event occurring for every 31 events attended for each of these event types. TOR events were least likely to occur at 'turnovers' (vehicle stops), with one TOR event occurring for every 4,154 events attended. Like 'turnovers', 'threats / intimidation offences' accounted for 3% of all TOR events. However, the rate of TORs occurring at 'threats / intimidation offences' was much higher than for 'turnovers', with one TOR event for every 60 events attended. This is because police attend far more 'turnovers' than 'threats / intimidation offences' in general, meaning that although the number of TOR events at the two types of incidents were similar, TOR events have occurred at a much smaller proportion of 'turnovers' overall and so the likelihood of



force being used at these incidents is far lower. Similarly, 'family harm' accounted for the second highest proportion of TOR events (17%), but TOR events occurred on average at only one of every 120 'family harm' incidents attended, emphasising the large number of these events that police attended. The vast majority of these incidents—119 out of every 120 (99.2%)—were resolved without any use of force.

Table 31 also displays the percentage of events that police attended in response to a call for service, rather than as a result of police initiated or police discovered activities (percentages relate to all 2022 events attended by police, not only TOR events). As the percentages illustrate, for nine of the most common incident types, a large majority of police attendance was in response to a call for service. For instance 97% of 'threaten / attempt suicide' events, and 95% of 'family harm' events were attended in response to a call. These nine categories accounted for 68% of all TOR events. In other words, the data indicates that most TOR events occurred at incidents where police were responding to a request for help from a member of the public rather than police initiated (or police discovered) activities.

Table 31. Most common incident types at which a TOR event took place, and percent of events that were a response to a call for service rather than police initiated ⁴²

Incident Type	Total TOR events	Percent of all TOR events	Number of Attended Events per 1 TOR event (on average)	Percent of Attended Events where Police Responded to Call for Service
Property abuse offence/s	442	6%	31 to 1	92%
Violence offence/s	667	10%	31 to 1	93%
Disorder offence/s	1276	18%	35 to 1	91%
Dishonesty offence/s	370	5%	54 to 1	81%
Threats / intimidation offence/s	212	3%	60 to 1	93%
Arrest warrant	256	4%	83 to 1	10%
Mental health	157	2%	101 to 1	91%
Threatens / attempts suicide	170	2%	106 to 1	97%
Family harm	1153	17%	120 to 1	95%
Traffic incident	593	9%	149 to 1	60%
Suspicious car / person	235	3%	212 to 1	83%
Bail check / breach	213	3%	924 to 1	6%
Turnover	178	3%	4154 to 1	<1%
Other	983	14%	989 to 1	21%
Total	6905	-	341 to 1	24%

Source: Tactical Database: Tactical Options Reports (TOR); CARD



⁴² Proportions and rates are not comparable with previous years' due to changes in the reporting system. Previously, the reporting officer selected an incident type. From November 2021, the event type is automatically populated from CARD data (but can be changed by the reporting officer). CARD event types may comprise either an incident type (as per previous reporting) or an offence code, broadening reporting options and shifting the way events are recorded.

TOR Events in Custody

Overall, custody accounts for only a small proportion of tactical option use, at 7% of TOR events in 2022 (n=499). This equated to 1 TOR event for every 180 custodies. However, the dynamics of working within a custody suite present certain challenges when responding to resistant or assaultive custodies, meaning there are several key variations in the tactical options used within custody compared to TOR events as a whole. Table 32 provides a comparison of TOR events within custody and overall.

Firstly, there were no police uses of firearms or police dogs as tactical options within custody. OC spray and TASER were also used at far fewer custody TOR events. These findings are to be expected due to the likelihood of the incidents occurring within a confined space.

Handcuffs-restraints were used to a much greater extent, at 37% of custody TOR events (compared to 10% of all TOR events). This difference was predominantly due to restraint chairs, as all TOR events involving a restraint chair occurred within custody (78% of custody handcuffs-restraints). At 94% of those TOR events, the subject had attempted or threatened self-harm. Although spitting hoods were used to the same extent (4% of TOR events), subjects were more frequently reported as exhibiting spitting behaviours within custody (17% compared to 9% of all TOR events).

At almost two-thirds (62%) of custody TOR events, empty hand techniques were also used much more frequently than the general rate for TOR events (36%).

Tactic	Custody TOR events	Percent of Custody TOR events	Percent of all Tactic TOR events	All TOR events	All TOR events (%)
Empty Hand	309	62%	13%	2454	36%
Handcuffs-Restraints	185	37%	27%	678	10%
- Restraint Chair	144	29%	100%	144	2%
- Spiting Hood	22	4%	9%	247	4%
OC Spray	38	8%	2%	2003	29%
TASER	18	4%	1%	1861	27%
Baton	3	1%	8%	38	1%
Other Tactic	22	4%	41%	54	1%
Total	499	-	7%	6905	-

Table 32. TOR events in custody compared to all TOR events, by tactical option

Source: Tactical Database: Tactical Options Reports (TOR)

Policing District

Table 33 shows the total number of uses of each tactical option in each district (see <u>Appendix 7</u> for a district breakdown of the number of TOR events). Because an officer may use a given tactical option multiple times at the same TOR event, the total use of each tactical option is often higher than the total number of TOR events where that given tactical option was used. Because multiple tactics may be used at the same TOR event, the total number of TOR events where each tactic was used is greater than the total number of TOR events.

There are similarities between the distribution of tactical options use and assaults against police, with Bay of Plenty and Canterbury being in the top three districts in both datasets and the bottom three districts also being the same across both. Population size may be an influencing factor, however, Southern District has a similar population size to Bay of Plenty, yet the districts are very different in the proportions of tactical option use (and TOR events) and assaults of police they account for.

District	Empty Hand	OC Spray	TASER	Handcuffs- Restraints	Firearm	Dog	Baton	Sponge Round	Other Tactic	Total	%
Northland	120	135	59	17	29	22	1	2	1	386	4%
Waitematā	273	74	134	89	81	31	4	1	3	690	8%
Auckland City	196	218	159	55	131	44	6	-	2	811	9%
Counties Manukau	358	162	204	121	86	44	6	-	5	986	11%
Waikato	201	202	203	41	58	45	5	3	6	764	9%
Bay of Plenty	292	226	218	55	97	40	6	1	5	940	11%
Eastern	280	252	152	49	47	21	3	1	2	807	9%
Central	251	203	134	38	51	26	2	10	5	720	8%
Wellington	248	181	174	83	104	55	2	2	9	858	10%
Tasman	119	110	86	32	16	19	-	-	4	386	4%
Canterbury	329	192	234	98	46	47	2	-	9	957	11%
Southern	138	85	131	44	22	14	1	3	4	442	5%
Total Uses	2805	2040	1888	722	768	408	38	23	55	8747	100%
TOR Events	2454	2003	1861	678	764	402	38	23	54	6905	

Table 33. Tactical option use by policing district

Source: Tactical Database: Tactical Options Reports (TOR)



Part Three: Who do Police Encounter?



Why Personal Factors Matter

Due to complex interactions between a range of factors, including systemic, social and cultural factors, certain groups are over-represented in the criminal justice system and thus interactions with police. This section of the report examines some of the personal factors associated with those who police have encountered, focusing on: [1] offenders who committed an offence of assaulting police (from NIA data), and [2] subjects of a use of force (from TOR data).

As outlined in the report introduction, one of the core priorities in Our Business is 'focused prevention through partnerships; focused police effort and working with others to achieve better outcomes'. To ensure these efforts are focused where they are likely to make a difference, there is a need to understand more about who offenders are and what their needs might be. Notwithstanding that everyone is an individual with different circumstances bringing them into contact with police, by knowing who is more likely to be encountered, staff can better prepare to respond in the most appropriate way. For instance, by learning about the needs and values of different groups, not only can these be upheld but in doing so confidence and trust in New Zealand Police is likely to increase. Further, recognising these nuances is important for upholding our own values of 'Commitment to Māori and the Treaty', and 'Valuing Diversity'.

When taking the Constables' Oath, every police officer swears to "...faithfully and diligently serve... without favour or affection...," in doing so committing to treat all people fairly, without prejudice or discrimination. Furthermore, the primary determining factor in an officer's decision on how they respond to a situation, such as whether to use force, should always be the subject's behaviour. As such, force should only be used in response to behaviour that is resistant, assaultive, or that is intended or likely to cause serious harm. There is no place for any police use of force in any other circumstances in Aotearoa New Zealand.

Some groups have a disproportionately high level of contact with the criminal justice system, and are involved in a disproportionately high proportion of TOR events. Recent international discourse highlights that some groups experience disproportionately more interactions with the police (see for example Minhas & Walsh, 2021); as a result, these people also have more opportunities for an interaction to result in a use of force. If people believe they are being unfairly targeted by the police, the associated frustration may inflame any interactions they have with the police, potentially increasing the chance of behaviour that will lead to use of force. To fully understand any biases in use of force, we must consider not only the specific interaction where force has occurred, but also what happened before that interaction and what led to the interaction occurring. Being cognisant not only of an individual's needs but their drivers, or motivations behind their behaviours (such as their reactions towards Police as an organisation or to individual staff members during an interaction) may also help to understand how best to response in order to deescalate the situation and improve any future interactions.

New Zealand Police is undertaking a major piece of work to examine how we can ensure we deliver policing that is fair and equitable for all our communities. 'Understanding Policing Delivery' is a research programme focussed on identifying whether, where, and to what extent, bias exists at a system level in New Zealand Police's operating environment.



Personal Factors: Focus on Gender

Offences of assaulting police

Despite males making up approximately 50% of the general population of Aotearoa New Zealand⁴³, over two-thirds of the offences of assaulting police were committed by males in 2022. This proportion increases up to 88% when looking specifically at offences involving a firearm. Figure 49 illustrates the gender distribution of the offenders who committed each type of assault against police.

Looking at the data over the past 10 years reveals that the gender distribution of offenders has remained quite consistent over time. Over the past few years the large difference between the number of male and female offenders had begun to reduce. However, 2022 has seen a reduction in female offenders alongside an increase in male offenders, causing this gap to grow further (see Figure 50).



Figure 49. Gender breakdown of offenders committing an offence of assaulting police



Figure 50. Gender breakdown of offenders committing an offence of assaulting police 2017-2022



⁴³ Population data (here and throughout this report) is from Stats NZ Tatauranga Aotearoa; see Appendix 1 for details.

TOR Events

Males were also the most highly represented group in TOR events, to a greater extent than for assaults against police: males accounted for 85% of TOR events in 2022 (see Figure 51). In other words, males were subjects of TOR events 35% more often than we would expect based only on population numbers. This same pattern occurs in several related areas: Males account for 78% of all offender proceedings, including 79% of proceedings for violence offences⁴⁴, consistent with the point that police use of force is primarily a response to violent behaviour. Males also account for the vast majority of offences of assaulting police involving firearms (see also the previous page). Furthermore, according to the Department of Corrections, 94% of the 2022 prison population were male—a 44% higher representation of males than in the general population⁴⁵. Although the rates across these measures vary, taken together the measures consistently show that males are over-represented in the criminal justice system, including in encounters with police.

Figure 51. Gender of offenders who committed an offence of assaulting police and of TOR subjects, compared with the general New Zealand population



Source: StatsNZ; NIA; Tactical Database: Tactical Options Reports (TOR)



⁴⁴ Offender proceedings data from Recorded Crime Offender Statistics (RCOS).
⁴⁵ Prison data from Ara Poutama Actearoa Department of Corrections; see Appendix 1 details.

Personal Factors: Focus on Age

Offences of assaulting police

Figure 52 shows that the most common age group for those who committed an offence of assaulting police in 2022 was 21 - 30 years, followed by 31 - 40 years. In fact, these two age groups combined constituted almost two-thirds of the offences of assaulting police (63%). The age distribution of offenders was quite similar across the different types of assault, with the average age of 27.7 for firearms, 30.8 for non-firearm weapons, and 31.6 manual assaults.

Assaults involving a firearm were less widely distributed, with no offences committed by someone under 17 years of age or over 40 years old. Despite some slight fluctuations over time, Figure 53 shows the age distribution over the past 10 years has remained relatively consistent. Over the previous two years, the number of offenders in the 21 - 30 years age group has reduced and the number of offenders in the 31 - 40 years age group has increased, bringing these two cohorts to a more similar level.



Figure 52. Age of offenders who committed an offence of assaulting police

Figure 53. Age of offenders committing an offence of assaulting police 2017-2022



TOR Events

Consistent with offences of assaulting police, and as shown in Figure 54, subjects aged 21 - 30years accounted for the largest proportion of TOR events (33%). In total, 71% of TOR events involved subjects aged 17 - 40 years old. This number also parallels offender proceedings; people aged 17 - 40 years old accounted for 68% of all offender proceedings in 2022.

Figure 56 also illustrates the asymmetrical distribution of subjects' ages at TOR events, with a sharp increase from adolescence and peaking during the twenties before gradually declining across the older age groups. The pattern is more symmetrical when examining TOR events relative to population numbers, still peaking in the 21 – 30 year age group, and decreasing gradually on either side towards the youngest and oldest groups.

Of interest, this asymmetric pattern also parallels the agecrime curve-a widely observed criminological phenomenon in which crime prevalence typically increases sharply during adolescence and the early 20s, and then gradually declines during older ages⁴⁶. The broad pattern of the age-crime curve is widely consistent, although the specific peak and shape of the curve vary based on offender and offence characteristics. The increase and subsequent decrease in crime are likely to be driven by both biological factors (e.g. brain maturation, physical capability) and social factors, such as the weakening and subsequent re-emergence of

social bonds as people progress though adolescence to adulthood and form meaningful social connections to work and family⁴⁷.

Why would TOR events be distributed in the same pattern as the age-crime curve? There are at least two reasons. First, the same factors associated with increases and decreases in deviant behaviour over the life-span may also be associated with increases and decreases in the types of behaviour that lead to police using force (e.g. resistant or assaultive behaviour). Second, police work focuses on preventing crime and apprehending offenders; given that crime is more concentrated in younger age groups (as illustrated by the age-crime curve), these people may be involved in more interactions with the police, increasing the opportunities to be involved in a TOR event.





⁴⁶ See <u>De Apodaca, Csik, Odell, O'Brien, Morris & Thorne</u>, 2014; <u>Loeber & Farrington</u>, 2014.
 ⁴⁷ For a detailed review, see Ulmer & Steffensmeier, 2014.

Figure 54. TOR events by subject age group⁴⁸



Source: Tactical Database: Tactical Options Reports (TOR), RCOS, StatsNZ

⁴⁸ The data in this figure is based on the 6,595 TOR events where the subject's age was known. The remaining 310 TOR where the subject's age was not known are not included in the figure or analysis.

TASER and Firearm Use by Age-Group

Examination of TASER usage (both shows and discharges), by age-group shows the same asymmetric pattern as TOR events, peaking during the twenties. As illustrated in Figure 55, the largest proportion occurred for subjects aged 21 – 30 years, then the proportion of subjects gradually declined in older and younger age groups. Firearm use also followed this same asymmetric distribution (also illustrated in Figure 55).

Appendix 8 provides a short summary of each of the TOR events with the youngest and oldest subjects who experienced a TASER show, a TASER discharge or a firearm presentation. These TOR events shared some common features despite the age differences: the TASER TOR events involved either assaulting police, or being armed with a knife and intent on self-harm/suicide. The firearm TOR events all involved subjects armed with firearms in public spaces.



Figure 55. Highest mode of TASER and firearm deployment by subject age group



Personal Factors: Focus on Ethnicity

Māori were overrepresented in the interactions with police examined here, especially in relation to population numbers. In 2022, Māori subjects accounted for approximately half of all TOR events and of all offences of assaulting police. New Zealand Police needs to continue working with Māori communities—through strategies such as *Te Huringa o Te Tai*—to improve criminal justice outcomes for Māori. The following pages examine ethnicity in isolation and alongside differences in age and gender; explanations and solutions that focus on only ethnicity may not be effective in accounting for the observed disparities or in changing outcomes for Māori or other overrepresented groups.

Offences of assaulting police

As seen in Figure 56, 50% of the offences of assaulting police in 2022 were committed by someone recorded as Māori. This is despite Māori making up less than 20% of the population in Aotearoa New Zealand. This percentage increased considerably when focusing on offences involving a firearm (81%), although the small numbers should be acknowledged (n=16). Aside from offences involving firearms, the ethnic distribution of offenders for the other groups remained similar.

Looking at trends over time, Figure 57, overleaf, illustrates that the number of offences committed by Māori in 2022 dropped, whereas the number of offences committed by European offenders increased. This has resulted in a change to the trendlines in previous reports, with the long term upward trend for Māori being somewhat tempered and European offenders showing an upward trend when previously numbers for this cohort were relatively static. Despite the line for Pacific Peoples appearing relatively flat, due to the small numbers, the trendline also shows a moderate upward trend.



Figure 56. Offences of assaulting police by the ethnicity of offenders

Note: Ethnicity terms and classifications are based on the Statistics New Zealand Statistical Standard for ethnicity (ETHNIC05 v2.1.0).; MELAA refers to Middle Eastern, Latin American and African. People who identify as multiple ethnicities are counted in multiple ethnicity categories in StatsNZ data.



Figure 57. Ethnicity of offenders committing an offence of assaulting police, 2017-2022

Source: NIA





TOR Events

TOR subjects were more likely to be Māori than any other ethnicity (Table 34). Māori subjects accounted for over half of all TOR events (51%). Of note, nearly twothirds of these TOR events (62%; 2,206 of 3,555) involved males aged 17 - 40.

Offender proceedings give some context to the high proportion of TOR events: Māori accounted for 45% of all offender proceedings in 2022, including 50% of proceedings for violence offences. However, TOR events with Māori subjects occurred at a higher rate in relation to offender proceedings than all other ethnicities except Pacific Peoples. TOR events with Pacific Peoples were also disproportionately high in relation to offender proceedings and population numbers.

People who identified as Asian showed the lowest rate of TORs relative to both offender proceedings and population. Further investigation to better understand why this rate is so much lower may be beneficial. Of note, this group makes up 17% of the general population, the same proportion as Māori. This group may provide an ideal and baseline for comparisons across ethnicity groups, especially as the Asian population in New Zealand grows in the future. StatsNZ population projections predict that by 2040, nearly a quarter of New Zealand's population will identify as Asian. Any learnings might also be generalised to other groups.



Ethnicity	TOR Events	Per 10, 000 Offender Proceedings	Per 100, 000 Population
Māori	3555	677	400
Pacific Peoples	686	694	149
Asian	77	213	9
MELAA	75	616	81
European	1930	515	54
Other / unknown	582	474	-
Total	6905	590	135

Table 34. TOR Events by subject ethnicity

Source: Tactical Database: Tactical Options Reports (TOR), RCOS, StatsNZ

Tactical Option Usage Rates

Although tactic usage rates were broadly similar across the three largest ethnic groups-Māori, Pacific Peoples, and Europeanthere were several clear differences (Figure 58). Consistent with previous years, TOR events with Māori and Pacific subjects had lower rates of empty hand techniques and handcuffsrestraints use than TOR events with European subjects. In contrast, there was a higher rate of OC spray use at TOR events with Māori and Pacific subjects. It is not readily apparent what might be driving these differences.

Factors such as the subjects' build and behaviour, apparent alcohol and drug intoxication, as well as the environmental conditions may contribute. Data from 2021 suggests that TOR events with Māori and Pacific subjects may be more likely to occur in open spaces, which are more appropriate for OC spray use. In 2021, 67% of TOR events with Māori subjects and 67% of TOR events with Pacific subjects occurred in an outdoors area, compared with 61% of TOR events with European subjects (see 2021 Environment and Response Report)49.

Consistent with 2021, injury rates

were slightly lower for Māori and Pacific subjects compared to European. European subjects sustained injuries at 19% of TOR events, Māori and Pacific Peoples at 13%, perhaps as a result of lower use of empty hand techniques. Further examination of these differences may help to identify underlying causes and contributing factors, including any factors that may be affecting tactical option deployment decisions.

Usage rates for baton, sponge round and 'other' tactics were consistently low across all groups so are not included in Figure 58.



Figure 58. Tactical option usage rates by subject ethnicity

⁴⁹ Equivalent analysis is not possible for 2022 TOR data due to a change in the information that is captured. From November 2021, location type data is only recorded for OC Spray and TASER tactics.



TASER Deployment

The overall TASER usage rate was only slightly higher for Māori and Pacific subjects than for European subjects (2% - 3% higher; Figure 57). However, over half of all TASER deployments in 2022 were directed at Māori subjects (Table 35): the majority of these (68%) were males aged between 17 - 40 years. Māori subjects had a disproportionately high number of TASER TOR events in relation to offender proceedings and especially in relation to population. Pacific peoples were also overrepresented in TASER TOR events relative to offender

proceedings. These patterns are similar to patterns observed for all TOR events (see p.104).

The TASER show-to-discharge ratio-the number of TASER shows for every TASER discharge- was higher for Māori than European and Pacific subjects, with Pacific subjects having the lowest rate (also in Table 35). Taken together, these results suggest that the disproportionally high number of TASER TOR events for Maori and Pacific subjects is due to the overall high numbers of TOR events for these subjects, not due to police using TASER differently for subjects of different ethnicities.



Table 35. TOR Events with TASER use by highest mode of deployment and subject ethnicity

Ethnicity	Show	Discharge	Total TASER TOR events	Per 10 000 Offender Proceedings	Per 100 000 Population	Shows per Discharge
Māori	849	158	1008	192	113	5
Pacific Peoples	142	55	197	199	43	3
Asian	16	3	19	52	2	5
MELAA	15	4	19	156	20	4
European	408	98	506	135	14	4
Other / unknown	96	17	113	92	-	6
Total	1526	335	1862	159	36	5

Source: Tactical Database: Tactical Options Reports (TOR), RCOS, StatsNZ

Firearm Deployment

As shown in Table 36, firearm use at TOR events shows a similar pattern to all TOR events, and TASER TOR events. Relative to population numbers, both Māori and Pacific Peoples experienced higher rates of police firearm use than European subjects. In 62% of TOR firearms events with Māori or European subjects, and 72% of TOR firearms events with Pacific subjects, the subjects were males aged 17 – 40 years old.

Of note, the differences in firearms use by subject ethnicity were less

evident when examining firearms TOR events relative to offender proceedings. In other words, firearms TORs were more likely to have subjects who were from ethnicity groups with higher rates of offending. As shown on Figure 58 (p.105), the proportion of TOR events where police used firearms was almost identical for Māori and European subjects (10% and 9% respectively), highlighting that the observed differences in numbers (in Table 36) are likely to be due to overall higher numbers of TOR events for Māori subjects, rather than higher Police use of firearms against Māori subjects.

As noted earlier, the five TOR events with a firearm discharge directed at a subject relate to only four incidents. One of these incidents involved two officers discharging firearms, resulting in two TOR events.

It should be noted that because firearm discharge numbers were so small, calculations of the presentation to discharge ratio would not be a fair representation of the data, so this comparison has not been included.

*Table 36. TOR Events with firearm use by highest mode of deployment and subject ethnicity*⁵⁰

Ethnicity	Presentation	Discharge	Total Firearm TOR events	Per 10 000 Offender Proceedings	Per 100 000 Population
Māori	357	1	358	68	40
Pacific Peoples	97	2	99	100	22
Asian	12	-	12	33	1
MELAA	11	-	11	90	12
European	178	2	180	48	5
Other/unknown	102	-	102	83	-
Total	757	5	762	65	15

Source: Tactical Database: Tactical Options Reports (TOR), RCOS, StatsNZ,



Personal Factors: Common Characteristics

Figure 59. Overlap in TOR subjects' personal characteristics



Source: Tactical Database: Tactical Options Reports (TOR)

Common Personal Characteristics: TOR Subjects

As detailed in the previous pages, people who are male, aged 17 – 40 years, or Māori, are overrepresented in assaults against police, and in TOR events. In fact, these three characteristics are not independent. Figure 59 displays the overlap between these three characteristics, by showing how often they co-occur in subjects of TOR events.

In Figure 59, each of the three circles represents one of the three

characteristics. The circle sizes represent the percentage of TOR subjects with that characteristic; these percentages are also shown in the box labelling each characteristic around the edge of the figure. Each circle is separated into four sections. The overlap between all three circles illustrates the percentage of TOR subjects with all three characteristics, and the overlap between each pair of circles shows the percentage of subjects who have both characteristics (but not the third characteristic). Finally, the nonoverlapping segments show the

percentage of subjects who have that single characteristic, but neither of the other two.

As shown by the three–way intersection in the centre of the overlapping circles, 32% of all TOR subjects were male, aged between 17 – 40 years, and Māori. In total, 78% of TOR events had subjects with at least two of these three characteristics (as shown by the four blue-toned segments) and in 97% of TOR events, subjects had at least one of these three characteristics. This pattern of personal characteristics is the same as observed in 2021.
Of interest, being male and being aged 17 - 40 years accounted for the largest proportion of TOR subjects, 61%. Yet these two characteristics have been largely overlooked in public discourse about police use of force.

The single-characteristic segments in Figure 59 are not to scale (a downside of using this graphical approach) but the percentages themselves are informative. When examining each characteristic independent of the others, none accounted for a high proportion of TOR subjects, emphasising that these characteristics tend to co-occur in subjects of TOR events. Of note, although 51% of TOR subjects were Māori, only 2% of TOR subjects were Māori but neither male nor aged 17 - 40 years. Interventions to help address Māori overrepresentation might do well to also incorporate age and gender given the high level of cooccurrence of these characteristics. Likewise. prevention work focused on males and people aged between 17 - 40years may have spill over effects contributing to a reduction in Māori overrepresentation.

Further investigation of this overlap using more sophisticated statistical techniques is likely to be informative. This initial analysis suggests that overrepresentation of Māori in TOR events is linked with the overrepresentation of males and people aged between 17 – 40 years. As such, it is unlikely that the observed disproportionality can be fully understood or remedied without consideration of these factors alongside ethnicity.

Consistent with the large proportion of TOR events involving Māori males aged 17 -40 years, this cohort is also responsible for a large proportion of offending relative to population numbers. Māori males aged 17 -40 years make up only 3% of the general population, but accounted for 23% of all offender proceedings, and 28% of all offender proceedings for violence offences in 2022. In addition, Māori males aged 17 - 40 years, accounted for 36% of TOR events that resulted in a charge being laid for violence offence/s in 2022.

It is likely there are a multitude of factors that contribute to the overrepresentation of this cohort in use of force events, and it will take substantial research and investigation to disentangle the underlying causes and fully understand the interactions between them. As noted previously (see p.95), New Zealand Police is undertaking a multi-year piece of work to examine how it can ensure we deliver policing that is fair and equitable for all our communities. We hope that this research programme will identify some of the drivers of these effects as well as potential solutions.

The current analysis suggests that any research, policies or strategies, which focus on ethnicity as a standalone factor, independent of other influences, may oversimplify the factors at play and miss crucial information, explanations, and importantly opportunities to remedy the disproportionate representation of this group in TOR events as well as in the broader criminal justice system. These results suggest that ethnicity should not be assumed to be the sole factor driving disproportionate outcomes; deeper thinking is required. Examining ethnicity in isolation, and especially attributing outcomes solely to ethnicity misses the complexity of the underlying causes. In addition, focusing on ethnicity to the exclusion of other relevant factors is a disservice to the cohort most likely to be on the receiving end of a police use of force. Resolving disproportionate representation of Māori in TOR events is unlikely to be achieved without also addressing and resolving the disproportionate representation of males aged 17 - 40. The challenge for New Zealand Police and the public is to expand and deepen current debate and investigations to ensure that strategies and resolutions are comprehensive and will help improve the future for the people they are intended to help.



Personal Factors: Focus on Mental Health and Mental State

Police are often first responders to events involving mental distress including when someone is threatening or attempting suicide. Subjects may also be under the influence of drugs or alcohol. These events present unique challenges and—as with any other type of event—police must tailor their response to the specific personal and situational factors to keep people safe.

1M and 1X Incidents 51

The number of TOR events that occurred at 'mental health' (1M) and 'threatens / attempts suicide' (1X) incidents was notably lower than seen in previous years (5% of 2022 TOR events, vs. 10% of 2021 TOR events). This decrease may be driven in part by the overall reduction in the number of 1M and 1X events that police attended, decreasing from 37,506 in 2021, to 33,922 in 2022; a 10% reduction. In addition, it is likely that the decrease in TOR events at these incidents may be partly due to a change in the way TOR incident types are captured in the Tactical Database (see p.91). Most 1M and 1X events that police attended were resolved without any use of force: on average for every 104 1M or 1X events attended, only one involved the use of a tactical option (1%).

Table 37. 1M and 1X Incident Types and Mental State atTOR Events

	Inc	ident Type		Mental	State	
District	1M - Mental illness	1X - Threaten/ attempt suicide	Mental health	Suicidal	Alcohol	Drugs
Northland	6	5	42	15	122	71
Waitematā	17	23	83	40	183	97
Auckland City	14	16	81	32	245	98
Counties Manukau	17	19	108	58	208	126
Waikato	10	9	68	43	210	102
Bay of Plenty	20	17	106	46	280	115
Eastern	9	12	94	29	279	116
Central	16	17	87	44	230	126
Wellington	21	17	86	48	232	99
Tasman	3	8	33	18	143	61
Canterbury	11	14	110	72	295	146
Southern	13	13	55	38	162	65
National	157	170	953	483	2589	1222

Source: Tactical Database: Tactical Options Reports (TOR)

Additionally, 7% of incidents with injury reported in MyPolice (n=90) noted mental health as a factor; also a slight reduction on 2021.

Mental State

Regardless of the overall incident type, the reporting officer also makes a subjective assessment of factors relating to the subject's mental state, including whether they were experiencing drug or alcohol intoxication, mental health distress, or were suicidal.

Mental health was deemed a relevant factor in 14% of TOR events, slightly lower than 2021 (17%). In 7% of TOR events, the subject was reported to be suicidal, the lowest rate observed since 2011 (12-year mean: \overline{x} = 9%). In 281 TOR events, both of these factors were identified as relevant. In total, there were 1,155 TOR events where either one or both factors were recorded, equivalent to 17% of TOR events, or approximately one TOR event out of every six.

Alcohol intoxication was recorded as a relevant factor at 2,589 TOR events (37%) and drug intoxication at 1,222 TOR events (18%). In 561 TOR events (8%) both of factors were identified as relevant. In total, there were 3,250 TOR events (47%) where either one or both factors were recorded.

⁵¹ The selection of 1M Mental Health and 1X Threaten/attempt suicide incident types, or mental state factors, does not constitute a formal diagnosis.

Figure 60. Tactical option use at 1M Mental Health, 1X Threaten / Attempt Suicide and all other TOR events



Source: Tactical Database: Tactical Options Reports (TOR)

Tactical Option Use at 1M and 1X TOR Events

Figure 60 shows the rate of tactical option use at 'mental health' (1M) and 'threatens / attempts suicide' (1X) incidents compared with all other TOR events. Although usage rates were broadly similar for each tactical option across the groups, some key differences were observed. For instance, OC spray, dogs and firearms were used less frequently at 1M and 1X TOR events than at other TOR events.

One clear point of difference was in the use of handcuffs-restraints, which were used more frequently at 1M and 1X TOR events compared to other TOR events. The high usage rate at 1M and 1X TOR events may be because some of the restraint options available are specifically intended to prevent self-harm. For instance, 18% of restraint chair uses were at 1X events, even though these events make up only 2% of all TOR events.

In addition, 1M and 1X TORs were more likely than other TORs to use <u>only</u> handcuffs-restraints: at 13% (n=21) of 1M and 15% (n=25) 1X TOR events, handcuffs-restraints were the only tactical option used. In contrast, handcuffs-restraints were the only tactical option used in only 4% (n=259) of other TOR events.



Personal Factors: Focus on Gang Affiliation

There are a range of sources that collect information to better understand gang-related harm occurring to, by and within these communities, taking a multi-agency approach. New Zealand Police works to tackle the illegal supply of firearms to gangs and organised crime groups, and other unlawful gang behaviour, as well as collecting data on gang membership of those police encounter.

Figure 61. Distribution of gang members by policing district (left), compared to the distribution of Gun Safe events linked to at least one gang member (right) ⁵²



Gang members make up a very small proportion of the national population (~0.2%), meaning they are often overrepresented in encounters with police. In 2022, 23% (n=584) of Gun Safe events were identified as being linked to at least one gang member, which, despite the overrepresentation based on population size, is a small decline compared with 30% (n=891) of events in 2021⁵³.

Figure 61 illustrates the geographical distribution of known gang members by policing district alongside the distribution of Gun Safe events linked to at least one gang member, and shows Bay of Plenty to have the highest percentage of both. Further similarities include Wellington being in the top three districts, and Tasman, Northland and Southern being in the bottom four districts. These findings imply that gang membership may have a level of influence on firearm events. Of note, however, Waikato was in the top third of districts for gang members, but the bottom third for Gun Safe events linked to a gang member.

Figure 61 also includes the proportion of Gun Safe events in each district that were linked to at least one gang member.

⁵² As of 28 July 2023, when data on gang membership was exported for analysis

⁵³ Data is not comparable to previous reports as it using a different method; data has held in NIA has been linked to Gun Safe subjects rather than using information reported by the officer when completing the Gun Safe report

In total, 631 TOR events (9%) involved a subject who was either a patched gang member or a gang prospect, meaning they accounted for more than 44 times more TOR events than expected based on population numbers. Despite the much higher rate of TOR events, the details of the TOR events were largely similar for gang and nongang members.

Gang members were as likely as non-gang members to be armed at TOR events (Table 38A). For the most part, the distribution of weapon types was similar for the two groups, however gang members were nearly twice as likely to be armed with firearms than non-gang subjects.

The pattern of tactical option use was broadly similar for gang members and non-gang subjects, however there were some noticeable differences with specific tactical options. As shown in Table 38B, police were less likely to use empty hand techniques, but more likely to use firearm and TASER in TOR events with gang members compared to TOR events with non-gang subjects.

Behaviours observed were also similar across the two groups (see Table 38C). Gang members had lower rates of several behaviours including threatening police, assaulting police and non-police, and verbal abuse. The only behaviour reported at a higher rate for gang members was evading police. However, gang members were no more likely to actually escape from police than non-gang members.

Tables 38A-C. TOR Event details for gang and non-gang subjects

18%

Weapon type	Gang	Non-Gang			
Cutting/stabbing weapon	45%	47%			
Bludgeoning weapon	29%	29%			
Firearm	21%	11%			
Throwing weapon	5%	6%			
Vehicle	4%	6%			
Other shooting weapon	4%	6%			

Table 38A. Armed Subjects' Weapon types

Table 38B. Tactics used

Total Subjects Armed

Tactic	Gang	Non-Gang
Empty Hand	22%	37%
OC Spray	30%	29%
TASER	34%	26%
Handcuffs-Restraints	6%	10%
Firearm	17%	11%
Dog	8%	6%

Table 38C. Subject Behaviours

Observed Behaviour	Gang	Non-Gang
Threaten non-Police	18%	20%
Threaten Police	30%	36%
Assault non-Police	13%	18%
Assault Police	20%	29%
Aggressive	69%	71%
Verbally abusive	46%	56%
Spit blood/saliva at Police	4%	9%
Obstructive	66%	67%
Self-harming	3%	7%
Threatening self-harm	3%	7%
Evading Police	41%	34%

Source: Tactical Database: Tactical Options Reports (TOR)

17%



Personal Factors: Focus on Improving Outcomes

Tactical options are used to keep people safe and prevent harm, yet come with a risk of harm to both subjects and officers. At many incidents where force was used, police were called to help (see Table 31, p.91); New Zealanders rightly expect that in these circumstances police will respond and intervene if required. The ideal future would see a reduction in the need for tactical options to be used but this is at least partly dependent on changing the way people respond to police in these intense and complex interactions.

Fundamentally, tactical options are used in response to a subject's behaviour. Police can look for opportunities to help change behaviour that leads to use of force, such as through promoting continuous improvement in officers' interactions with the public, and in strategies for successfully deescalating volatile situations to reduce or avoid the need to use force. It may be that police tactical communication strategies are less successful in de-escalation for cohorts of people with certain personal characteristics.

There is increasing widespread belief that some groups experience disproportionately more interactions with police (see p.95). New Zealand Police should examine whether this belief is accurate, and if so, whether the underlying drivers are within the control of police. More specifically, can any biases be addressed by changing the way police initiate activities and interactions, or are the drivers due to differences in demand and calls for service? Regardless, if people believe they are being unfairly targeted by the police, the associated frustration may inflame any interactions they have with the police, potentially decreasing the chance of successful de-escalation and increasing the chance of tactical options being used.

To fully understand any biases in use of force, we must consider not only the specific interaction where force has occurred, but also what happened before that interaction and what led to the interaction occurring. It is crucial for New Zealand Police to continue to build strong community relationships. Doing so should lead to improvements in the way members of the public respond to police, contributing to improved interactions between police and members of the public.

The most striking difference across the data presented here, consistent with the wider criminal justice system, is the overrepresentation of Māori males aged between 17-40 years old. However, the dominant focus on ethnicity as a driving factor of disproportionate outcomes may be obscuring the underlying causes that lead to the disproportionate representation of Māori. To address and remedy the overrepresentation of Māori in TOR events, it is essential to also

acknowledge and address the disproportional representation of males and people aged 17-40 years, as these three factors are more likely to occur in combination than in isolation. A broader focus that encompasses all these-and potentially other-factors is likely to contribute to improved outcomes for Māori and non-Māori. The overrepresentation of males and 17-40 year olds in TOR events and assaults against police highlights an opportunity for change. Another potential opportunity is to examine groups with disproportionately lower tactical option usage (e.g. Asian ethnicity) to understand how these interactions may differ and whether any factors are within police control and generalisable to other populations.

New Zealand Police must also continue to invest in high-level strategies, such as Te Huringa o Te Tai, to reduce the overrepresentation of this cohort especially, and of all overrepresented groups. In addition, the Te Tarai Hou-Reframe Strategy focuses on utilising interventions that reduce harm and reoffending, and ensuring people who have offended are supported to work towards a different future. More broadly, Te Tarai Hou emphasises continued strengthening of community partnerships as well as improvements to frontline practice for better resolution outcomes and a safer New Zealand.

Risks and Opportunities For Part Two: Police Response & Part Three: Who we Encounter

Increase in tactical options use follows trend in violence offences

There has been a ~20% increase in tactical options usage, with an increase from 7,333 tactical options at 5,705 TOR events in 2021 to 8,747 tactical options at 6,905 TOR events in 2022. Whilst this is a large increase, the upward trend parallels that of violence offences.

No specific area in which increases have occurred

Almost all policing districts have seen an increase in tactical options use in 2022, with just Central District and Counties Manukau remaining relatively static compared to the previous year. Similarly, there were increases in the use of almost all tactical options, with the proportion of uses of force comprised by each tactical option remaining fairly consistent with previous years. Handcuffs-restraints, including spitting hoods, were the only tactic to see a decrease in 2022.

TASER and firearm more likely to be used against armed subjects

Comparing armed and unarmed subjects found a greater rate of TASER and firearm use by police as a tactical option for armed subjects. The majority of use for both options was presentation only (82% of TASER uses, 99% of firearm uses). Considering firearm discharges, no similarity could be identified between police firearm discharges and firearm presentations or discharges at police. However, all police firearm discharges aimed toward a subject occurred against an armed subject, though not necessarily armed with a firearm.

Police firearm use mirrors firearm violence offences

The increase in police use of firearms has continued to mirror the trend in firearm violence offences over time. Police used firearms as a tactical option across all districts, with Auckland City and Wellington, the two largest cities, the most frequent districts.

Males, 17-40 year olds and Māori continue to be over-represented but trends for Māori have changed

As with previous years, these characteristics were over-represented in assaults against police and TOR events, demonstrating the value in continued need for targeted interventions. However, for assaults against police, the number committed by Māori dropped in both 2021 and 2022, and the number committed by European offenders increased in 2022, resulting in a change to the trendlines in previous reports. The long term upward trend for Māori has been somewhat tempered and data for European offenders is showing an upward trend when previously numbers for this cohort were relatively static.

Reduction in mental health as a relevant factor

Whilst remaining a risk factor, the proportion of MyPolice incidents with injury and TOR events that were flagged as involving mental health distress in some way reduced in 2022.



Part Four: Outcomes of Police Responses



Tactical Options Use

Focus on Subject Injuries

Tactical options support frontline police to prevent harm by enabling them to intervene effectively when someone's behaviour puts either themselves or other people at risk of harm. Staff also have the opportunity to minimise harm by selecting the safest and most effective tactical option for the circumstances, to reduce the risk of injuries to both members of the public and themselves. However, injuries do sometimes occur.

Table 39. Subject injury frequency and injury rates for each tactical option

	Total	Percent of all TOR	Tactic uses per 1
Tactic	Injuries	Injuries	injury (on average)
Empty Hand	492	46%	6 to 1
OC Spray	94	9%	22 to 1
TASER	16	2%	118 to 1
Handcuffs-Restraints	40	4%	18 to 1
Handcuffs without pain compliance ⁵⁴	21	2%	76 to 1
Firearm	5	<1%	154 to 1
Dog	367	35%	1 to 1
Baton	6	1%	6 to 1
Sponge Round	12	1%	2 to 1
Other tactic	8	1%	7 to 1
Overall	1061	100%	15 to 1
Other cause—not tactic	109		

Source: Tactical Database: Tactical Options Reports (TOR)

Tactical Option Subject Injury Frequency

Overall, subjects sustained 1,061 injuries at 1005 TOR events. At 957 TOR events, the subject sustained one injury, at 40 TOR events the subject sustained two injuries and at 8 TOR events, the subject sustained three injuries. Note that because a TOR event is about the tactical options used by one officer against one individual—rather than the incident as a whole—in some cases a subject injury is recorded multiple times across multiple TOR events. At 5,900 TOR events (85%), the subject did not sustain any injuries.

As Table 39 shows, most injuries were caused by empty hand techniques and dog deployment, a finding that is consistent with previous years.



⁵⁴ E.g., a subject struggling on the ground while being handcuffed sustained grazes. Handcuffs without pain compliance is not a reportable use of force, thus not all uses are recorded, meaning injury rate is likely to be much lower than what is reported here. See <u>2019 TOR Annual Report</u> for further details.

Table 39 also shows the injury rate for each tactical option. Dog deployment had the highest injury rate, with an average of one injury resulting from every use. Dog deployment is only required to be reported as a tactical option if the dog bites or injures someone (dogs are often used for tracking, which is not a use of force). Note that not every dog bite causes an injury: there were 37 TOR events with a dog as a tactical option but no associated injury. Dogs expand police capability when other tactical options would be ineffective, especially over distance (e.g. due to the subject running away).

Empty hand techniques (EHT) caused the most subject injuries overall, at a rate of one injury for every six uses, the same rate seen in 2021. Consistent with previous years, empty hand techniques were also the most used tactical option (used at 36% of TOR events), and account for nearly half (46%) of all injuries. Taken together, these findings highlight a potential opportunity for police to reduce harm through reduced use of empty hand techniques. EHTs are very often the most appropriate tactical option for the situation, as they are not subject to restrictions such as not being within a confined space (e.g., OC spray) or exhibiting behaviour has the potential to escalate within or beyond assaultive (e.g., TASER).

Typically EHT is perceived to be a less extreme use of force than the majority of other tactical options, but the injury data raises questions around this assumption. There may be an opportunity for further improvement to ensure that staff are enabled with the most appropriate tactics available that also minimise harm.

TASER had a low rate of subject injuries, with one injury occurring for an average of 118 uses (superficial TASER probe injuries are not included). One reason TASER has such a low injury rate is that the majority of uses (82%) involved only a presentation, showing the effectiveness of this tactical option as a show of force. Firearm use is also predominantly presentation only (99%), accounting for the low rate of injuries relative to usage. However, despite the low rate, when firearm use goes beyond presentation, the consequences can be severe.

Sponge rounds can only be used in restricted circumstances, as they are only available for use by AOS and STG.

Overall, the data highlights some potential opportunities for further examination and future improvements. However, it is important to recognise that expectations must be tempered by the context of policing, with the many and varied elements that are essential to deliver the policing that New Zealanders expect and deserve. Identifying opportunities for improvement and the willingness to embrace change are not sufficient on their own; change is enabled through resourcing, capacity, and prioritisation. As such, improvements will be iterative, enabling New Zealand Police to adapt and grow over time, rather than through implementing an immediate and expansive change between one year and the next.

See Table 40, overleaf, for injuries by tactic at district level.

Subject Injuries in Custody

Within custody, subjects received one or more injury at 14% of TOR events; a very similar level to all TOR events (15%). There were 72 subject injuries reported at 68 TOR events, which equates to 7% of all TOR events with a subject injury.

As may be expected due to EHT being the most frequently used tactic, EHT was also the leading cause of injury. However, at 89% of injuries, this is disproportionate to the level of TOR events and accounts for 13% of all TOR subject injuries caused by EHT.

Table 40. Subject injury frequency and causes, by policing district

District	Empty Hand Techniques	OC Spray	TASER	Handcuffs- Restraints	Handcuffs without pain compliance	Firearm	Dog	Baton	Sponge Round	Other Tactic	Total	Other cause: Not tactic
Northland	21	6	1	2	1	-	22	-	2	-	55	4
Waitematā	55	6	-	7	-	-	25	1	-	-	94	10
Auckland City	37	13	1	-	-	1	42	-	-	-	94	15
Counties Manukau	59	12	1	2	3	-	37	-	-	1	115	13
Waikato	31	6	3	3	1	-	44	2	2	1	93	12
Bay of Plenty	54	7	1	7	3	-	37	2	1	1	113	11
Eastern	45	8	1	5	-	-	18	-	1	1	79	10
Central	34	6	1	2	2	-	23	-	3	-	71	10
Wellington	54	8	2	2	3	2	50	-	2	-	123	6
Tasman	21	6	1	2	-	-	16	1	-	-	47	4
Canterbury	57	16	2	4	4	1	40	-	-	4	128	8
Southern	24	0	2	4	4	1	13	-	1	-	49	6
Total	492	94	16	40	21	5	367	6	12	8	1061	109

Source: Tactical Database: Tactical Options Reports (TOR)



Tactical Option Subject Injury Severity

Figure 62 illustrates the severity of injuries caused by each tactical option. Minor injuries required no treatment or self treatment only; moderate injuries required medical treatment but not hospitalisation, and serious injuries required hospitalisation⁵⁵.

TASER had one of the lowest injury rates, but when injuries did occur they were more likely to be moderate or serious than minor. In contrast, empty hand techniques caused the most injuries, but injuries were most likely to be minor. OC spray balanced the best of both outcomes: OC spray had a low injury rate, and when injuries occurred, they were most likely to be minor. These findings are consistent with 2021.

Firearms caused injuries at five TOR events (<1% of all injuries), but these injuries were by far the most severe, with three serious injuries requiring hospital treatment and two fatal injuries. Note that because a TOR event is about the tactical options used by one officer against one individual—rather than the incident as a whole—in some cases a subject injury is recorded multiple times across multiple TOR events. Although there were two fatal injuries recorded at TOR events, these relate to only one incident, where two officers each used a firearm, resulting in one fatality.

This data gives a deeper understanding of the risk from the different tactical options, emphasising that we cannot rely on injury frequency alone to inform decisions intended to reduce harm. Injury severity is also important in understanding risk.



Figure 62. Subject injury severity for each tactical option

⁵⁵ Everyone who is subject to TASER discharge undergoes a medical check, which is not included as treatment

Tactical Options Use

Focus on Staff Injuries

Staff Injury Frequency

Staff record information about injuries they have sustained in MyPolice (see p.64), and—when relevant—on Tactical Options Reports. The new Tactical Database (rolled out nationally November 2021) can now capture multiple staff injuries, so staff injury data is more comparable with subject injury data.

In total, staff sustained 640 injuries, at 556 TOR events (8% of TOR events) in 2022. On average, one staff member was injured for every 12 TOR events, a slight reduction from the 2021 rate of one staff member injured for every 10 TOR events. Within custody, this rate is slightly lower still at one staff member injured for every 14 TOR events.

Injured staff sustained between 1 and 6 injuries, with most staff reporting either 1 injury (n=460), 2 injuries (n=70), or 3 injuries (n=20). As with subject injuries, staff injuries are counted more than once when the officer's Tactical Options Report relates to more than one TOR event (i.e. multiple TOR subjects).

Most staff injuries were caused by actions of the subject (69%). The remaining injuries were attributed either to the officer's own actions (22%), actions of other Police staff (2%) or other causes (7%).

Records of staff injuries are not

directly attributed to specific tactical options. However, by comparing the tactical options used during TOR events where staff were injured (staff-injury TOR events) against those where staff were not injured (non-injury TOR events), we can get an idea about the possible risks to staff. To make this comparison, the usage rate of each tactical option was calculated for both staff-injury and non-injury TOR events. Next the usage rate for non-injury TOR events was subtracted from the usage rate for staff-injury TOR events. Figure 63 (overleaf) illustrates the resulting difference for each tactical option. A difference of zero indicates that the tactic was used equally often during staff-injury and non-injury TOR events. More positive differences indicate that the tactic was used more during staff-injury TOR events than non-injury TOR events, and more negative differences show the opposite.

Over two-thirds of TOR events with staff injuries occurred at TOR events where the staff member had used empty hand techniques (70%; n=391), and this rate was more than double the rate of empty hand techniques in TOR events where no staff injury occurred (32%). This pattern of results is consistent with 2021. Although we do not know whether empty hand techniques directly caused these injuries, these figures suggest that TOR events where empty hand techniques are used are a higher risk for staff injuries—— either because of the tactic itself, or because of other features that are also likely to occur at these events (for example, staff being in close proximity to the subject). Handcuffs-restraints were also used more often in staff-injury TOR events (14%) compared to non-injury TOR events (9%). In contrast, TASER, firearm, and dogs-which can all be deployed from a distance—were used less often in staff-iniury TOR events compared to non-injury TOR events. OC spray was used slightly less often in staff injury TOR events, although the difference was only small.





Figure 63. Differences in tactical option usage rates for TOR Events where staff were and were not injured



Source: Tactical Database: Tactical Options Reports (TOR)

Staff Injury Severity

Figure 64 displays the proportion of injuries that occurred at each of the four levels of severity, for staff compared with subjects. Minor injuries required no treatment or self treatment only; moderate injuries required medical treatment but not hospitalisation, and serious injuries required hospitalisation. Most injuries occurred at lower levels of severity, although subjects had an almost equivalent rate of moderate as minor injuries. These patterns are consistent with previous years.

Figure 64. Severity of staff injuries compared with subject injuries



Source: Tactical Database: Tactical Options Reports (TOR)

Complaints Relating to Tactical Options Use

Complaints provide an indicator of public trust and confidence, and of whether New Zealand Police is delivering the services that New Zealanders expect and deserve. The more the public trust Police to treat them and others with fairness and respect, and the more that the service received meets people's expectations, the less they should feel the need to complain about their interactions with police. Conversely, a breakdown in trust or disparities between people's expectations and experiences should lead to complaints. New Zealand Police has a robust complaints review process and it is possible that this may encourage a higher level of complaint reporting if people can trust that their complaint will be taken seriously.

There were 599 complaints received in relation to use of force in 2022 (see Table 41). This is an increase of 12.8% on 2021, continuing to build on an upward trend over time. This figure excludes 63 complaints relevant to Op Convoy, which are discussed on page 141 of this report. The proportion of complaints that were upheld following investigation (meaning disciplinary, corrective, or procedural / policy action was taken as a result) has increased minimally compared to 2021 and remains lower than 2020, 2018 and 2017.

The number of complaints equates to one complaint for every 15 uses of a tactical option. As per Table 42, empty hand techniques continue to account for the vast majority of complaints made about tactical option use. Although that could be expected due to the higher number of uses, at one complaint for every six uses of an empty hand technique, this tactical option also has a much higher complaint rate than the other tactics. TASER use has the lowest complaint rate, at one complaint for every 118 uses, which is also lower than 2021.

Table 41. Complaints received relating to use of force and percent upheld, 2017-2022

	2017	2018	2019	2020	2021	2022
Complaints	366	438	433	449	531	599
% Upheld	7.4%	5.9%	1.4%	2.2%	1.3%	1.8%

Source: Police Professional Conduct

Table 42. Complaint frequency and rate for eachtactical option

	Сотр	laints	Tactic uses per
Tactic	n	%	(on average)
Empty hand	436	73%	6 to 1
OC spray	60	10%	34 to 1
Handcuffs-restraints	36	6%	20 to 1
Firearm	32	5%	24 to 1
TASER	16	3%	118 to 1
Dog	13	2%	31 to 1
Other tactic	6	1%	9 to 1
Baton	0	-	-
Overall	599	100%	15 to 1

Source: Tactical Database: Tactical Options Reports (TOR); Police Professional Conduct



Tactic	Upheld	Not upheld	% Upheld*	Ongoing
Empty hand	4	358	1%	74
OC spray	2	48	4%	10
Handcuffs-restraints	-	34	0%	2
Firearm	4	27	13%	1
TASER	-	10	0%	6
Dog	1	8	11%	4
Other tactic	-	5	0%	1
Overall	11	490	2%	98

Table 43. Complaint outcomes for each tactical option

Source: Police Professional Conduct

Table 44. Complaint distribution by policing district

District	п	%	TOR events per complaint (average)
Northland	34	6%	9 to 1
Waitematā	63	11%	8 to 1
Auckland City	63	11%	10 to 1
Counties Manukau	59	10%	13 to 1
Waikato	61	10%	10 to 1
Bay of Plenty	41	7%	18 to 1
Eastern	38	6%	17 to 1
Central	73	12%	8 to 1
Wellington	40	7%	17 to 1
Tasman	23	4%	13 to 1
Canterbury	61	10%	12 to 1
Southern	33	6%	10 to 1
Service Centres	10	2%	-
National	599	100%	12 to 1

Source: Tactical Database: Tactical Options Reports (TOR); Police Professional Conduct

As shown in Table 43, when considering the investigation outcomes by tactical option, a marginally higher percentage of firearm use complaints were upheld. However, it may be that the percentage appears inflated due to the very small total number of complaints.

To look for any geographical patterns, complaints were also analysed by policing district. As per Table 44, Tasman received the lowest proportion of complaints, consistent with 2021, which may be expected as they had the lowest number of TOR events. Central District received the largest proportion of complaints and had the highest complaint rate, at one complaint for every 8 uses of a tactical option. This was joint with Waitematā and only marginally higher than Northland. Bay of Plenty had the lowest complaint rate per tactical option use, followed by Eastern and Wellington Districts.

Charges Laid

As demonstrated throughout this report, officers sometimes encounter resistant or assaultive behaviour that either prevents them from fulfilling their role in keeping the peace, protecting themselves or others from harm, enacting arrests or preventing escape. In situations such as these, where police are required to use force, the majority of subjects go on to be charged with one or more offences.

In 2022, 56% of TOR events resulted in the offender being charged with at least one offence (n=3862), a slightly smaller proportion than in 2021 (63%). Outcomes for the remaining TOR events (n=3043) included situations where [1] alternative resolutions (such as verbal and formal warnings) were used, [2] a subject escaped before his or her identity was confirmed, [3] the decision to lay a charge was still pending at the time the report was submitted, [4] a decision was made not to charge the subject, such as in a mental health incident, [5] the subject died, or [6] the police intervention successfully prevented an offence from being committed and the TOR event was resolved without a chargeable offence occurring. Figure 65 illustrates the percentage of TOR events that resulted in a charge (or multiple charges) broken down by the offence category. Consistent with previous years, in 2022 the most common charges laid were for violence offences, followed by drugs and antisocial offences. Note that some subjects faced charges from multiple categories.

Figure 65. Percent of TOR Events involving at least one charge in an offence category



Source: Tactical Database: Tactical Options Reports (TOR)



Part Five: Operation Convoy



Police Injuries and Near Misses

Sustained during Operation Convoy

From 8 February until 2 March 2022, a protest that was initially focused against COVID-19 vaccine mandates took place, which involved an occupation of the Parliament grounds in Wellington. What began as a peaceful protest developed elements of unlawful behaviour and caused disruption into surrounding areas. Protestors were trespassed and the occupation evolved into a riot on the final day. Police were required to respond to the situation and work to clear the grounds, bringing the occupation to an end. A major operation was undertaken in order to achieve this, entitled Operation Convoy (Op Convoy), which involved violence from some protesters toward police.

Overview of Incidents Reported in MyPolice

There were a total of 266 incidents reported in MyPolice that were identified as relevant to Op Convoy (10% of all reported incidents in 2022). Of those incidents, 167 (63%) had at least one associated injury (12% of all reported incidents with injury in 2022). In 35% of these incidents, multiple injuries were reported, totalling 283 injuries relevant to Op Convoy (14% of all injuries reported in 2022).

Causes and types of injury

Table 45 sets out the primary injury causes, with the most frequent being 'hit, or trapped by object(s)' at nearly a third of the incidents with injury (n=52). This was followed by being 'hit, struck or bitten by person (assault)' at just under a quarter of incident with injury. It is interesting to note that the most common primary cause of injury sustained during Op Convoy varied from the most frequent primary cause of injury received during operational activities as a whole (both in 2022 and other previous years - see p.65).

Table 45. Reported incidents with injury, by primary injury cause

Primary injury cause	n	%
Hit or trapped by object(s)	52	31%
Hit, struck or bitten by person (assault)	40	24%
Other (Please specify)	23	14%
Hitting object, animal or person	13	8%
Muscle/joint stress repetitive / forceful movement	11	7%
Muscle stress lifting / handling people	5	3%
Contact / exposure to biological factors	5	3%
Contact / exposure to chemical substance	4	2%
Slip / trip / stumble or fall on same level	4	2%
Muscle stress no objects being handled	3	2%
Fall from height	2	1%
Contact with hot objects	1	1%
Contact with sharp objects	1	1%
Hit, struck or bitten by animal, insect or spider	1	1%
Muscle stress lifting / handling objects	1	1%
Muscle stress physical exercise	1	1%
Total	167	100%

Source: MyPolice



Table 46. Reported incidents with injury, by primary injury type

Primary injury type	n	%
Bruise / graze	61	37%
Muscle / tendon / nerve	22	13%
Sprain / strain / twisting	18	11%
Other (Please specify)	13	8%
Open wound / laceration	12	7%
Contusion / crushing	10	6%
Concussion / other internal injuries	7	4%
Burn / effects of radiation	6	4%
Fracture / broken bone / dislocation	5	3%
Disease	5	3%
Superficial injury	4	2%
Foreign object	3	2%
Poisoning toxic effects	1	1%
Total	167	100%

Source: MyPolice

Locations of injuries

As well as the main causes of injury varying compared to the general trend for frontline staff injuries, the most common body parts to sustain an injury also varied. This finding is of particular relevance as it may have implications for the use of protective equipment or clothing during similar public disorder incidents in the future. As illustrated in Figure 66, the most frequent part of the body to receive an injury during Op Convoy was the legs, at just over a quarter of reported injuries (26%; n=58). Of these, the most common cause of injury was being hit or trapped by an object (50% of leg injuries), resulting in a bruise/graze (57% of leg injuries).

The next most common body parts to be injured were the arms

Consistent with the most frequent primary causes of injury, and the narrative descriptions given – where most injuries were described as being caused by being struck by projectiles– the main type of injury sustained was a bruise / graze (37%). This was followed by muscle / tendon / nerve injuries (14%) and sprains / strains / twisting injuries (11%) (Table 46).

Further reflecting these findings, analysis found that weapon use compared with manual assaults during Op Convoy was considerably different to all operational activities. For incidents occurring during Op Convoy, 71% were coded as involving a weapon and 11% were coded as involving a manual assault; contrary to the normal trend of manual assaults occurring far more frequently than non-firearm weapon assaults. (Further analysis on weapons and manual assaults is provided later in this section).

(17%; *n*=38) and head (13%; *n*=28). For arms, the leading cause and type of injury was the same as for leg injuries, but it may be noteworthy that head injuries differed. The leading cause of a head injury was being hit, struck or bitten by a person (36% of head injuries) and the most common injury was concussion/other internal injuries (25% of head injuries).



Figure 66. Body locations of injuries sustained during Op Convoy, and as a percent of all Op Convoy injuries ⁵⁶

Source: MyPolice



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⁵⁶ Figure does not include injuries to 'other' body parts. Body parts are not double-counted if multiple injuries occurred to the same body part. For incidents with more than three injuries, data is limited to the top three injuries reported as this level of detail is only captured for to up to three injuries.

Incidents Involving Weapons

Weapon types

Of the 266 incidents reported in MyPolice that were identified as occurring during Op Convoy, 71% (n=188) were coded as involving at least one type of weapon being used, or attempting to be used, against police⁵⁷. Weapons were grouped into four categories: projectiles, chemicals, explosives/fire, and other weapons.

As shown in Table 47, projectiles, which consisted of a range of objects of opportunity such as bottles and bricks / paving stones, were the predominant type of weapon used (88% of incidents in which a weapon was used during Op Convoy).

Although substantially less frequent than projectiles, explosives / fire was the second most common weapon type, at just below 1 in 5 incidents involving a weapon (18%), followed closely by chemicals (16%). Unlike the projectiles, which mainly consisted of throwing any objects that could be found in the vicinity, the explosives / fire and chemicals categories included types of weapons that would be expected to have involved planning and intention, such as homemade improvised explosive devices (IEDs).

Table 47. Incidents involving use of a weapon against police, by weapon type, during Op Convoy

Weapon	No. of incidents	% of Op Convoy incidents	% of Op Convoy weapon incidents
Projectiles	165	62%	88%
Explosives / fire	34	13%	18%
Smoke / smoke bombs	16	6%	9%
Fire	12	5%	6%
Fireworks	8	3%	4%
IEDs	7	3%	4%
LPG / gas	6	2%	3%
Chemicals	30	11%	16%
Fire extinguisher	16	6%	9%
Paint / paint bombs	7	3%	4%
Other / unknown substance	8	3%	4%
Petrol	4	2%	2%
Other	13	5%	7%
Vehicle	8	3%	4%
Bodily fluid	3	1%	2%
Fire hose (water)	3	1%	2%
Laser	1	<1%	1%
All weapons	266	71%	100%

Source: MyPolice

Due to the circumstances of Op Convoy, and the narrative descriptions provided, it was difficult to ascertain the number individual weapons, therefore figures are restricted to incident/reports not weapons. As many reports included multiple weapon types, the numbers across weapon types will total more than the number of incidents/reports.

⁵⁷ Weapons were manually coded using the narrative descriptions provided. Due to the circumstances, it was not possible to determine a reliable count of individual weapons. Instead, weapon types or categories were counted to improve data accuracy.

Causes of injuries from weapons

Of the 188 incidents identified as occurring during Op Convoy and involving a type of weapon(s), 107 reported at least one associated injury. Due to multiple injuries, there were a total of 203 injuries reported. As previously mentioned, there were often multiple weapon types within one report. This, alongside a lack of clarity in the written narratives (possibly at times due to uncertainty of the officer themselves), meant it was not often clear which weapon caused an injury. Therefore, an injury rate could not be accurately calculated for each weapon type.

Consistent with the majority of weapons being projectiles, the predominant primary cause of injury was being hit or trapped by an object (48%). This was followed by being hit, struck or bitten by a person (23%). At 43% of primary injuries, the main type of injury was a bruise / graze. This was much higher than any other type of injury.

Locations of injuries from weapons

As illustrated in Figure 67 (overleaf), at almost a third (32%) of all injuries sustained that involved the use of a weapon during Op Convoy, legs were the most frequently injured body part.



This could be due to legs not being as well protected compared to other areas of the body, as the narratives provided in MyPolice indicate that protestors were intentionally aiming projectiles at officers' legs and the ground to reach areas that weren't covered by shields or other protective equipment. The head (17%) and arms (16%) were also targeted predominantly with projectiles being thrown at officers. Narratives suggest this may have been due to the heavier objects that were thrown, as they could not be easily pushed away or they bounced off the shields to cause injuries to upper body areas such as the head, arms and shoulders.

This indicates that there may be scope for improvement in the protective equipment provided to officers during a public disorder event. It was also noted that not all officers were wearing protective equipment due to limited availability, whether this was the injured officer themselves or the officer described being injured while using their protective equipment to cover colleagues.

As it was not consistently reported, it was not possible to determine whether a lack of protective equipment contributed to injury or if so, by how much. It could be an area of future research to follow up with those injured officers to determine more about the role of protective equipment in their experience.

The leading cause and type of injury for the common body parts injured in incidents involving a weapon(s) were consistent with all Op Convoy injuries. At these incidents, being hit or trapped by an object was the most common cause of an injury to the legs (57%) and arms (54%), but being hit, struck or bitten by a person was the most frequent cause of a head injury (40%). For both legs (57%) and arms (71%) bruise / graze was the leading injury type, however for the head the most common injuries were concussion and other internal injuries (28%), and open wound / laceration (20%).







Source: MyPolice

Manual Assault Incidents

Of the 266 incidents reported in MyPolice that were identified as occurring during Op Convoy, 11% (n=28) were coded as involving a manual assault against the officer. Of those incidents, 71% resulted in injury (n=20). Whist data has previously indicated that manual assaults are the most common threat to staff safety (see p.64), these low numbers compared to the high level of weapon use (see previous section) indicate that the predominant hazard to staff throughout Op Convoy was from armed offenders. It is possible that this finding could be extrapolated to other mass public disorder events. Considered together, the low numbers and high injury rate may also suggest a level of underreporting of manual assaults or altercations that did not result in injury.

The narrative data provided in the MyPolice records was used to code and analyse the types of assaults that arose (see Table 48). Following the same trend as for all manual assaults, the most frequent form of assault was being struck by the protestor (43%). A quarter of manual assaults were coded as 'other', which included situations such as protestors running/charging into officers, stomping on them, and pulling them to the ground. Just under a fifth of manual assaults were officers being kicked and in two incidences an officers was scratched.

Due to such small numbers, a body map has not been provided, but analysis determined that arms were the most frequent body part to receive an injury from a manual assault (32%; n=8), followed by knees (12%; n=3) and legs (12%; n=3).

Type of manual assault	Incidents	Incidents with injury	Injury %	% of protest manual assaults	% of all Op Convoy incidents
Struck	12	9	75%	43%	5%
Other	7	4	57%	25%	3%
Kicked	5	3	60%	18%	2%
Scratched	2	2	100%	7%	<1%
Unclear	2	2	100%	7%	<1%
Total	28	20	-	100%	11%

Table 48. Reported incidents involving a manual assault during Op Convoy, by the type of assault, the number and proportion with injury

Source: MyPolice



How Serious were Injuries Sustained During Op Convoy?

The level of treatment required can be used as a proxy measure for the level of severity of an injury. As set out in Figure 68, of the injuries sustained during Op Convoy, 31% (n=52) of staff received medical treatment, 28% (n=46) received first aid level care and 1% (n=2) were hospitalised. The remaining 40% did not receive any form of treatment (n=67). Overall, these treatment rates indicate that the injuries reported during Op Convoy may have been slightly less serious than other reported staff injuries in 2022, as a greater percentage did not receive any treatment and a lower percentage received hospital level care.

The two incidents involving hospitalisation were both caused by a heavy projectile impacting with the head, leading to concussion or other internal head injuries. Furthermore, although the head was only the third most common area for the primary injury, it was the most frequent body part to require both medical and first aid treatment, as well as hospital care, reinforcing the importance of adequate head protection, especially in these circumstances.

In addition to being responsible for the two hospitalisations, incidents involving a weapon were more likely than manual assaults to result in medical care (29% compared with 20%) and first aid (36% compared with 20%). In fact, the majority of manual assaults did not receive any treatment.

Figure 68. Treatment levels for all injuries, incidents with weapons and manual assaults reported in MyPolice, sustained during Op Convoy



Tactical Options Reports Operation Convoy



New Zealand Police's tactical approach to the occupation was very challenging as an initially lawful and peaceful protest developed elements of unlawful behaviour before turning into a trespass incident, followed by an unlawful assembly and finally degenerating into a full-blown riot. New Zealand Police launched the operation to clear occupiers from Parliament grounds on 2 March 2022. The resulting mass disorder and violence was an extremely rare occurrence in New Zealand's history. Police encountered confronting and challenging circumstances, which required an agile and adaptive response.

This part of the report focuses on New Zealand Police's tactical option use during the final day of the occupation, comprising only a very small—but operationally distinctive—part of the larger occupation event.

The Independent Police Conduct Authority (IPCA) undertook an inquiry into Police operations throughout the protest, which can be found on their website: www.ipca.govt.nz.



Op Convoy Tactical Options Reporting

Initial instructions to operational staff were that they would not complete Tactical Options Reports (TORs), but this decision was later reversed and staff were advised to complete TORs for any reportable tactical option uses. In total, 61 staff members completed a Tactical Options Report for the final day of the occupation.

The TOR form itself is not a good fit with the mass disorder that frontline officers encountered, and staff found it difficult to accurately capture their use of tactical options. The primary difficulty was the large number of people involved; a TOR form focuses on one officer's actions against one or more specified individual people, including an individual's behaviours, mental state, responses, and outcomes of the incident such as charges laid or injuries sustained. Given the ongoing, relentless, and chaotic nature of the final day, we cannot reasonably expect staff to be able to recall every individual that was affected by a tactical option use. Staff were advised to record a symbolic placeholder subject for any tactics that they used but did not have subject information for. As a result, the number of tactics used, number of subjects involved, and number of TOR events recorded is indicative only rather than providing a complete and comprehensive picture of



what occurred. For example, if an officer reports OC Spray use against one individual, tactical options data shows one tactic use against one person at one TOR event. In contrast, if an officer reports OC Spray use against 10 individual people, the data shows 10 tactic uses, against 10 subjects at 10 TOR events. The nature of a mass disorder situation, and the tactics that are most appropriate to these circumstances (such as OC Spray and riot shields) do not allow for easy identification of affected individuals. Further, staff may not only have used the same tactics against multiple people within the crowd at one time but multiple times over many hours, yet this repeated usage is likely to have been captured as one tactic use against one placeholder subject.

In addition, some supervisors completed a TOR on behalf of all staff members working in a team; the resulting data would count these records as representing one TOR event by one officer, rather than multiple TOR events for the multiple officers involved. In short, the data available does not fully capture the extent of tactical options usage during the final day of the occupation. However, the data does provided an insight into how tactic use during this mass disorder event varied from general patterns of tactical option use.

All TOR records from 2 March 2022 that occurred as part of Op Convoy have been excluded from the main TOR analyses (presented earlier in this report). Instead, these 61 reports (139 TOR events) form the basis of the following section of this report.

We suggest that the following data should be understood as a representative sample of tactical option usage on the final day of the occupation, rather than as providing a complete record of everything that occurred.

Who was Encountered?

Subjects' Behaviour and Mental State

As expected, subject behaviours on the final day of the occupation were substantially different from typical TOR events. The most commonly observed behaviours were aggressive demeanour, physically assaulting police, threatening police, and being verbally abusive. As shown in Table 49. these four behaviours occurred much more frequently on the final day of the occupation than in typical TOR events. Spitting blood or saliva at police was also seen more frequently during the final day than in typical TOR events.

Similarly, observations regarding subjects' mental state differed from typical TOR events. The most frequent mental state recorded for the final day of the occupation was "other" mental state, providing further support that the features of this mass disorder event did not fit the standard reporting options available. The mental state information specified under this category included anger, agitation, violence, heightened state, rioting, pack mentality and the intent to cause harm. Subjects were much less likely to exhibit alcohol or drug intoxication or mental distress during the final day of the occupation than in typical TOR events.

Table 49. Percentage of TOR events with eachSubject Behaviour and Mental State

		Operation	
Subject Robaviour	2022 TOR	Convoy TOR	
Subject Benaviour	events	events	
Aggressive demeanour	71%	86%	
Physically assault Police	28%	84%	
Threaten Police	35%	76%	
Verbally abusive	55%	76%	
Non-compliant / obstructive	67%	57%	
Physically assault non-Police	18%	14%	
Spit blood / saliva at Police	9%	12%	
Threaten non-Police	20%	7%	
Evading / decamping	34%	7%	
Self-harm	6%	0%	
Threaten self-harm	7%	0%	
Subject Mental State			
Other	3%	19%	
Excited delirium / hysteria	6%	15%	
Distressed emotional state (not 1M)	17%	14%	
1M Mental health	14%	4%	
Alcohol intoxication	37%	3%	
Drug intoxication	18%	2%	
1X Suicidal	7%	0%	
Total TOR Events	6905	139	

Source: Tactical Database: Tactical Options Reports (TOR)



Subject Weapons

Consistent with the MyPolice data presented earlier in this section of the report, subjects were armed at 77% of TOR events on the final day of the occupation, a dramatically higher rate than seen at typical TOR events (17%). As shown in Table 50, the types of weapons subjects were armed with also differed considerably from typical TOR events, with subjects most likely to be armed with throwing weapons. Like the MyPolice injury and near miss reports, TORs detailed weapons including brick pavers, glass bottles, pieces of concrete, road cones, road signs, shopping trolleys, spears, chairs, pieces of wood and camping equipment—as one officer put it, "They were using whatever they could find as projectiles to throw at Police."

Subjects were also more likely to be armed with flammable weapons than in typical TOR events. These weapons included petrol, fireworks, Molotov cocktails, improvised explosive devices and gas cannisters. It is likely that the different weapon types, in addition to the differing dynamics of dealing with multiple subjects in a large crowd, influenced the choices of tactical options used.

Some subjects were armed with more than one weapon so percentages do not sum to 100%.

Table 50. Armed subject weapon types for OpConvoy and other 2022 TOR events

	2022 TOR	Op Convoy
Subject Weapon	events	TOR events
Throwing weapon	6%	71%
Bludgeoning / hitting weapon	29%	28%
Flammable weapon	1%	9%
Vehicle as weapon	5%	4%
Cutting / stabbing weapon	47%	1%
Other shooting weapon	6%	1%
Restraint / constriction weapon	<1%	-
Firearm	12%	-
Animal as weapon	1%	-
Total Armed Subjects	1201	107
Percent Armed Subjects	17%	77%
Total TOR Events	6905	139

Source: Tactical Database: Tactical Options Reports (TOR)



Tactical Options Usage Rates

As shown on Figure 69, the pattern of tactical options used was vastly different on the final day of the occupation compared to typical TOR events. The two most common tactics used were OC Spray (40%) and Sponge Rounds (40%). Of note, OC Spray use also included *Sabre Red MK 9* OC spray, which has the same content as the standard *Sabre Red Crossfire* OC *s*pray that New Zealand Police use, but is designed for crowd situations; this product comes in a larger cannister, has a higher volume stream and deploys over a greater distance. "Other" tactical options were also used much more frequently than at typical TOR events. These other tactics comprised four main categories: [1] riot shields, [2] the aversion tone on Long Range Acoustic Devices (LRAD), [3] fire hoses and fire extinguishers, and [4] throwing objects that the occupiers had thrown at Police.





Subject and Staff Injuries

Very few subject injuries were reported, likely due to the limitations in being able to identify subjects, and the fact that people typically disappeared into the crowd following a tactical option use, rather than remaining in the care of Police.

Subjects sustained injuries in 13 TOR events (9% of Op Convoy TOR events). This rate is lower than for other 2022 TOR events (15%), but it is likely that it underestimates the true number of subjects injured during the final day of the occupation.

There were 35 TOR events (25%) where staff reported that they sustained an injury; a much higher rate than seen in other 2022 TOR events (8%). This illustrates the heightened risk of policing a mass disorder event. Note that these 35 TOR events relate to only 18 staff members and 24 injuries; some staff injuries are counted multiple times because the staff member's Tactical Options Report included multiple TOR events/subjects. It is also likely that there is an overlap between the injuries

reported in Tactical Options Reports and on MyPolice, therefore these totals should not be accumulated.

Of note, and contrary to the injuries reported in MyPolice, the injuries staff sustained during Op Convoy TOR events appeared to be more serious than typical TOR events, with higher proportions than usual requiring medical treatment (see Figure 70). In contrast, the injuries recorded for subjects were less serious than typical TOR events, but this may be an artefact of the reporting limitations previously noted.

Figure 70. Severity of staff and subject injuries at Operation Convoy TOR events and other 2022 TOR events



Source: Tactical Database: Tactical Options Reports (TOR)

Complaints Relating to Tactical Options Use

As previously noted, there were 63 complaints relating to tactical options use during Op Convoy, which were excluded from the analyses presented on pages 123-124.

As set out in Table 51, the majority of complaints were related to empty hand techniques,

consistent with tactical option complaints generally. This was followed by OC Spray. At the time of writing, there were no upheld complaints.

Table 51. Complaints relating to tactical option use during Op Convoy

Tactic	Not Upheld	Ongoing	Total Complaints	Percent of Op Convoy Complaints
Empty hand	33	14	47	75%
OC Spray	7	3	10	16%
Other	2	2	4	6%
TASER	1	-	1	2%
Baton	1	-	1	2%
Total	44	19	63	100%

Source: Police Professional Conduct





Risks and Opportunities

For Part Five: Operation Convoy

Riotous behaviour comprised only a small part of the occupation, and presented unique challenges

The occupation moved through many stages before degenerating into a riot. The mass disorder was an extremely rare occurrence, and had a very different tactic profile to the typical operational environment. Police struggled to respond with the required level of force to combat the degree of violence encountered and to protect themselves from harm.

High use of weapons, especially projectiles / throwing weapons

Contrary to the normal trend for operational injuries, MyPolice reports involving a weapon were substantially more common than those detailing a manual assault (71% of incidents compared with 11% of incidents). This was also the case for TOR events (77% of subjects armed compared with 17%). 88% of MyPolice incidents involving a weapon were categorised as including a projectile(s), and 71% of Op Convoy TOR events involved throwing weapons.

Staff injuries at Op Convoy TOR events more serious

Injuries staff sustained during an Op Convoy TOR event appeared to be more serious than injuries during typical TOR events, with 37% of injuries categorised as moderate or serious compared to 20% of other TOR events in 2022. This is contrary to injuries reported in MyPolice, for which 32% of Op Convoy injuries required medical or hospital level care compared with 46% of other operational injuries. This could indicate that tactical option use in mass disorder situations is particularly high risk, beyond the situation itself.

Most serious injuries from heavy impact to the head

Both staff hospitalisations were due to a projectile causing head injuries and the head was the most frequent body part to require both medical and first aid treatment. This demonstrates the need to ensure adequate provision and effectiveness of protective headwear for staff in public disorder situations.

Implications for fire retardant clothes and protective legwear

The use of explosive weapons and chemicals with the potential to be flammable was relatively unique to the large scale public disorder scenario, which may have implications for the provision of fire retardant clothing for any similar large-scale public disorder events in future. Additionally, narrative data suggested that officer's legs –at over a quarter of all primary injuries, leg injuries were the most common– were intentionally targeted due to a lack of protection. Therefore, findings may also have implications for the provision of protective legwear. It is recognised that a review of public order policing that will include protective equipment is underway and, in the interim, Police have purchased further protective equipment to be deployed as needed.

TOR forms are ill-suited to a mass disorder event

Data regarding tactical options use was limited due to the nature of the events and the fields available on TOR forms. Aligning with the IPCA recommendations, alterations may be needed to improve accuracy if a similar event was to happen in future.



Notes

Reporting Data

Within this report, percentages and averages presented are rounded. Quantitative data does not provide a nuanced understanding of factors, such as what influences the deployment of tactical options. Further, where the numbers in this report are small, slight increases or decreases may result in large percentage differences. For these reasons, caution should be exercised when interpreting data, including when comparing data across reporting years or districts.

Disclaimer

The data reported in this publication is drawn from a series of dynamic operational databases and is subject to change as new information is recorded or updated. It is therefore possible that data reported here may differ from previous and future releases. The data provided is the most accurate available at the time of data extraction. Data entry errors were corrected where identified. While some data inaccuracies may remain (as with all large administrative databases), New Zealand Police is confident that the data is more than sufficiently accurate to monitor and describe the reported operational environment.

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Contact

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For non-OIA media enquiries, please contact the NZ Police Media Centre: <u>http://www.police.govt.nz/news/police-media-contacts</u>


Glossary

OCIP (Operational Capability Insights and Performance)	Workgroup within the Operational Capability group. Authors of the report.
Operational environment	Public environment in which frontline police officers operate.
Hazard	Risk to safety. Within this report, referring to risks of harm to police derived from enacting their operational duties, particularly interacting with the public.
Occurrence Offence	A record containing one or more offences or incidents that occurred at the same time/date and location. A crime that meets a specific legal definition.
Gun Safe	A New Zealand Police database used to monitor firearms activity, with a focus on police encounters with firearms
MvPolice	Human resource system that, among other uses, is where staff report injuries and near misses
Operation (Op) Convoy	The name given to the police response to the occupation of Parliament in February-March 2022
(offence of) Assaulting police	Assault refers to the act of intentionally applying or attempting to apply force to the person of another, or threatening to do so if it is reasonably believed the person has the ability to effect the threat. This excludes uses of force authorised by law (e.g. police use of force in appropriate circumstances). The are multiple assault offences, several of which are specific to the assault of a police officer, including 'assaults police (firearm)', 'assaults police (other weapon)', and 'assaults police (manually)'.
Manual assault	Assault without the use of a weapon (any object used to inflict harm)
Tactical Options Reporting (TOR) event	Reportable use of one or more tactical option by one officer against one individual. There may be multiple TOR events related to the same incident.
Tactical options	Appointments/equipment and techniques that officers can use when required to use force on a subject.
Empty hand techniques Communication and Resource Deployment (CARD)	A range of close quarter skills using arms, hands, legs and/or feet to control or defend against a subject. Collection of systems used by New Zealand Police to provide resource deployment, operational communications, and command and control services.
Attended event	An event recorded in the Communication and Resource Deployment (CARD) system with an assigned arrival time. This includes officer generated events (e.g. attending a location to gather information), not only emergency deployments in response to a call for service but excludes a small number of incident types where police-public interactions were highly unlikely (such as training).
National Intelligence Application (NIA)	System that New Zealand Police currently use to record details of offences, incidents and tasks where investigation beyond initial attendance is required.
Firearm use (against police)	Collective term for both firearm presentations and firearm discharges at police.
Firearm presentation (at police)	As discussed within this report, there are numerous definitions of a firearm presentation, but within this report this term refers to firearms that were deliberately pointed directly at police, but not discharged.
Firearm discharge (at police)	When a firearm is fired directly toward police (this includes outside and inside a vehicle). It does not include a firearm that is discharged in the vicinity of police but not towards them (such as a warning shot into the air).
Firearm calibre	Measure of the internal bore of a firearm barrel, which heavily influences the type of ammunition and speed at which it can travel.
Body Armour System (BAS)	Component of police uniform consisting of a carrier vest which can be fitted with hard and soft armour plates to provide protection.
Near miss	Incident that had the potential to result in an injury but which did not eventuate.
Threat Exposure Necessity response (TENR)	Decision-making framework to determine the most appropriate response to the immediate circumstances (including the level of force, if any, to use).
Assessment (PCA)	Officers subjective assessment of the threat level at a moment in time.
Ask-Why-Options-Confirm- Action (AWOCA)	Step-by-step tactical communications process that is part of the tactical options framework and should be used throughout any incident.
Tactical Options Framework	Framework used by New Zealand Police to inform decision making around the use of force, which includes TENR, PCA and AWOCA.
Highest/lowest mode of deployment	For TASER and firearms, there are multiple modes of deployment/ways in which they can be used. The lowest mode of deployment for a TASER is a presentation (drawing and presenting the appointment at the subject as a visual deterrent), followed by laser painting (overlaying the laser sighting system on the subject as a deterrent) and then arcing (activating the TASER as a visual deterrent only, not in contact with the subject). The highest mode of deployment is discharge, when the probes are fired to connect with the subject or the TASER is placed directly against the subject (a contact stun). For firearms, the lowest mode of deployment is a presentation and the highest mode is a discharge
Tactical (TOR) Database	Database used to report and review incidents at which police have used force
Offender proceedings	Actions taken by police against an offender - the type of apprehension used e.g. prosecution
Lise of force	The use of one or more tactical ontions by police on a subject

Overview of Key Data Sources

Gun Safe was introduced nationally on 1 March 2019 to record police encounters with firearms. District Command Centre staff are asked to enter all events where firearms are believed to be involved into Gun Safe, regardless of whether, or how, these firearms were used during the event. This includes, but is not limited to, events where firearms are seized or located, events where a person involved has a history of using firearms, and events involving the presentation or discharge of firearms at members of the public or police. The OCIP team also monitor other police databases to ensure that all firearms events are entered in the Gun Safe database. Therefore, Gun Safe represents the most comprehensive database of firearm activity.

Tactical Options Reporting (TOR) database is used to report details about events at which Police have used force. The database captures information about the broader context and sequence of events, the people involved, the behaviours encountered, and the tactical option(s) used in response. It also details the officer's thinking and decision-making throughout the event. A tactical option is the method of force chosen for use by the officer. Every report is reviewed first by the officer's immediate supervisor, and then by another District staff member at Inspector level or above. A TOR 'event' is the reportable use of one or more tactical options by one officer, against one individual. Multiple TOR events can occur at one incident if force is used by more than one officer and/or against more than one person. The following deployments of tactical options are reportable: handcuffs with pain compliance or without pain compliance when used with another reportable tactical option (but note that these uses do not form part of the analyses reported here); other restraints; OC spray bursts; empty hand techniques; baton strikes; dog bites or other dog-related deployment injuries; "other" tactics (e.g. weapons of opportunity), sponge rounds; shows and discharges of a TASER and/or firearm (noting that Armed Offenders Squads (AOS) and Special Tactics Group (STG) are exempt from reporting shows—but not discharges—of TASER and firearms).

National Intelligence Application (NIA) is where all occurrences in which police believe an offence is likely to have been committed are recorded. A recorded occurrence is any call for service or police activity (offences, incidents, services, or tasks) that is recorded after the initial attendance is complete, whereas an offence is a crime that meets a specific legal definition. Police measure demand and activity through recorded occurrences rather than offences, as an occurrence can have multiple offences but also may not have any. Recorded offences do not necessarily result in charges or convictions.

MyPolice is the human resources system, which is used for a large range of purposes. One role of MyPolice is to hold information on injuries and near misses (incidents that had the potential to result injury) experienced by frontline staff, and this pool of data has been utilised within this report.

Additional internal data sources include **Firearms Search and Seizure (FSS)** database, the **Armed Offender Squad (AOS) Deployment** database, **Police Professional Conduct** (complaints), **Communication and Resource Deployment (CARD)** data and **Recorded Crime Offender Statistics (RCOS)** (offender proceedings).



External Data Sources

New Zealand Population

StatsNZ Tatauranga Aotearoa. See National ethnic population projections, by age and sex, 2013(base)-2038 update, available at https://nzdotstat.stats.govt.nz/wbos/Index.aspx?DataSetCode=TABLECODE8613

New Zealand Prison Population

Ara Poutama Aotearoa Department of Corrections. See *Prison Facts and Statistics - December 2022*, available at

https://www.corrections.govt.nz/resources/statistics/quarterly_prison_statistics/prison_stats_december_ 2022

International Use of Force

Australian Federal Police. See ACT Policing Annual Report 2021-22, available at https://www.police.act.gov.au/sites/default/files/Reports/actp-ar-2021-2022.pdf

Chicago Police Department. See Use of Force Dashboard, available at <u>https://home.chicagopolice.org/statistics-data/data-dashboards/use-of-force-</u> <u>dashboard/#:~:text=The%20dashboard%20is%20a%20central,to%20facilitate%20transparency%20and</u> <u>%20accountability</u>

- Police Service of Northern Ireland. See *Statistics on Police Use of Force*, available at https://www.psni.police.uk/about-us/our-publications-and-reports/official-statistics/statistics-police-use-force
- The Washington Post: *Police Shootings Database*, Figure "*How 2023 compares with previous calendar years*," available at https://www.washingtonpost.com/graphics/investigations/police-shootings-database/
- UK Home Office Official Statistics. See *Police Use of Force Statistics*, England and Wales: April 2021 to March 2022, available at <a href="https://www.gov.uk/government/statistics/police-use-of-force-statistics-england-and-wales-april-2021-to-march-2022/police-use-of-force-statistics-england-and-wales-april-2021-to-march-2022/police-use-of-force-statistics-england-and-wales-april-2021-to-march-2022/police-use-of-force-statistics-england-and-wales-april-2021-to-march-2022/police-use-of-force-statistics-england-and-wales-april-2021-to-march-2022/police-use-of-force-statistics-england-and-wales-april-2021-to-march-2022/police-use-of-force-statistics-england-and-wales-april-2021-to-march-2022/police-use-of-force-statistics-england-and-wales-april-2021-to-march-2022/police-use-of-force-statistics-england-and-wales-april-2021-to-march-2022/police-use-of-force-statistics-england-and-wales-april-2021-to-march-2022/police-use-of-force-statistics-england-and-wales-april-2021-to-march-2022/police-use-of-force-statistics-england-and-wales-april-2021-to-march-2022/police-use-of-force-statistics-england-and-wales-april-2021-to-march-2022/police-use-of-force-statistics-england-and-wales-april-2021-to-march-2022/police-use-of-force-statistics-england-and-wales-april-2021-to-march-2022/police-use-of-force-statistics-england-and-wales-april-2021-to-march-2022/police-use-of-force-statistics-england-and-wales-april-2021-to-march-2022/police-use-of-force-statistics-england-and-wales-april-2021-to-march-2022/police-use-of-force-statistics-england-and-wales-april-2021-to-march-2022/police-use-of-force-statistics-england-and-wales-april-2021-to-march-2022/police-use-of-force-statistics-england-and-wales-april-2021-to-march-2022/police-use-of-force-statistics-england-and-wales-april-2021-to-march-2022/police-use-of-force-statistics-england-and-wales-april-2021-to-march-2022/police-use-of-force-statistics-england-and-wales-april-2021-to-march-2022/police-use-of-force-statistics-england-and-wales-april-2021-to-march-2022/police-use-of-

Trend Analysis for Violent Compared with Non-Violent Firearms Offences





Full/Additional Datasets from Event Type Analysis

Remaining event types for Gun Safe events 2022

Event type	Number of Gun Safe events	Percent of all Gun Safe
Breach of the Peace	9	<1%
Trespass	9	<1%
Found Property	9	<1%
Grievous Assaults	8	<1%
Wilful Damage	7	<1%
Public Relations	7	<1%
Kidnapping and Abduction	7	<1%
Fire Request Police Assistance	6	<1%
Bail Check	6	<1%
Mental Health	6	<1%
Other Service Request / Response	6	<1%
Firearms Licensing	6	<1%
Drugs (Cannabis Only)	5	<1%
Interference With Cars	4	<1%
Drugs (Not Cannabis)	3	<1%
Bail Breach	3	<1%
Other Incident	3	<1%
Alarm	3	<1%
Em Bail Breach	2	<1%
Theft Ex Car	2	<1%
Police Safety Orders	2	<1%
Theft Ex Shop	2	<1%
Car Conversion	2	<1%
Protection Order Breach	2	<1%
Blockage / Breakdown On Highway	2	<1%
Road Checkpoint	2	<1%
Crime Prevention Advice	2	<1%
Parole Recall Warrant	1	<1%
Directed Patrol	1	<1%
Rape	1	<1%
Missing Person	1	<1%
Endangering / Interfering	1	<1%
Court Orders	1	<1%
Telephone Offences	1	<1%
Traffic Incident	1	<1%
Foot Patrol	1	<1%
Escort Duty	1	<1%
Minor Assaults	1	<1%
Sexual Attacks	1	<1%

Remaining event types for occurrences when at least one offence of assaulting police with a non-firearm weapon took place, 2017-2022

	2017	2018	2019	2020	2021	2022	Total	% of all
Fire Request Police Assistance				1		1	2	<1%
EM Bail Breach				1		1	2	<1%
Theft Ex Shop		2					2	<1%
Unauthorised Street And Drag Racing	1					1	2	<1%
Car Conversion	1				1		2	<1%
Robbery	1		1				2	<1%
Bail Breach		1					1	<1%
Road Checkpoint						1	1	<1%
Liquor Offences		1					1	<1%
Other Incident				1			1	<1%
Emergency/Disaster/Spill					1		1	<1%
Sexual Affronts			1				1	<1%
Protection Order Breach	1						1	<1%
Noise Control				1			1	<1%
Foot Patrol					1		1	<1%
Court Orders	1						1	<1%
Drugs (Not Cannabis)			1				1	<1%
Assist Fire/Ambulance/Traffic						1	1	<1%
Firearms Offences					1		1	<1%
Recovery Motor Vehicle		1					1	<1%
Grievous Assaults						1	1	<1%
Theft Ex Car				1			1	<1%
Pandemic Checkpoint				1			1	<1%
Blockage/Breakdown On Highway						1	1	<1%
Breach Of Local Council Liquor Ban				1			1	<1%
Execute Search Warrant					1		1	<1%
Directed Patrol	1						1	<1%
Stock/Animals	1						1	<1%
Harassment	1						1	<1%
Child Abuse	1						1	<1%



Remaining event types for occurrences when at least one offence of manually assaulting police took place, 2017-2022

	2017	2018	2019	2020	2021	2022	Total	% of all
Interference With Cars	5	5	6	7	4	7	34	<1%
Bail Check	10	5	4	5	4	6	34	<1%
Protection Order Breach	9	4	5	4	7	4	33	<1%
Blockage/Breakdown On Highway	3	1	2	10	10	7	33	<1%
General Theft	6	9	8	3	2		28	<1%
Firearms Offences	1	6	4	6	2	7	26	<1%
Other Service Request/Response	6	1	3	4	3	5	22	<1%
EM Bail Breach	1	2	3	4	7	4	21	<1%
Hotel Visit	1	5	5	2	7	1	21	<1%
Noise Control	7	3	3	2	4	1	20	<1%
Foot Patrol	1	2	3	4	5	5	20	<1%
Alarm	2		4	2	4	6	18	<1%
Car Conversion	3		3	3	1	7	17	<1%
Assist Fire/Ambulance/Traffic	3	1	3	4	4	2	17	<1%
Execute Search Warrant	2	1	5	1	4	4	17	<1%
Missing Person	1	2	1	3	5	4	16	<1%
Watching/Observations	1	2			8	5	16	<1%
Unaccompanied Child Or Young Person		2	6	2	3	1	14	<1%
Other Incident	1	3	1	5		4	14	<1%
Emergency/Disaster/Spill	1	4	3	2	1	2	13	<1%
Road Checkpoint	1	2	2	1	5	2	13	<1%
Unauthorised Street And Drag Racing	1	2	2	3	2	2	12	<1%
Directed Patrol	1	2	1	1	5	2	12	<1%
Escapes Custody			4	1	2	3	10	<1%
Drugs (Cannabis Only)		3	1		2	4	10	<1%
Breach Of Local Council Liquor Ban		3	2	1	1	2	9	<1%
Pandemic Response				4	5		9	<1%
Sexual Affronts	1			5	1	1	8	<1%
Liquor Offences			2	3	2	1	8	<1%
Drugs (Not Cannabis)	2	1	1	1	1	1	7	<1%
Logistics/Staff Transport		2	1		1	3	7	<1%
Grievous Assaults		1		1	2	3	7	<1%
Public Entertainment Duty	1		1	2	1	1	6	<1%
Crime Prevention Advice			3	1	1	1	6	<1%
Bylaw Breaches	1	1		2	1		5	<1%

Solvent Abuse	2	1			1	1	5	<1%
Recovery Motor Vehicle	1				4		5	<1%
Arson		1	1	2	1		5	<1%
Theft Ex Car		1	1	2	1		5	<1%
Health Act Breach				2	1	2	5	<1%
Police Safety Orders	1			2	1		4	<1%
Dog Control	1			1		2	4	<1%
Child Abuse			3			1	4	<1%
Wilful Damage - Graffiti	1	1		1			3	<1%
Sexual Attacks	1		2				3	<1%
Court Orders	1				2		3	<1%
Escort Duty						3	3	<1%
Pandemic Checkpoint				2			2	<1%
Pandemic Mass Gathering					2		2	<1%
Harassment		2					2	<1%
Bomb Scare				1	1		2	<1%
Advise Relatives				1	1		2	<1%
Kidnapping And Abduction					1	1	2	<1%
Fraud		1			1		2	<1%
Juvenile Complaint	2						2	<1%
Other Preventive Task				1		1	2	<1%
Summons	1						1	<1%
Demonstration Duty						1	1	<1%
Correspondence/Counter						1	1	<1%
Telephone Offences			1				1	<1%
Justice Offences				1			1	<1%
Pandemic Person Check					1		1	<1%
Warrant To Arrest/Fines Enforce				1			1	<1%
Endangering/Interfering						1	1	<1%
Non Decipherable Deaf Text Message					1		1	<1%
Reassurance Essential Facility					1		1	<1%
Rape				1			1	<1%
Lost Property					1		1	<1%
Civil Dispute				1			1	<1%



PROP Ammunition Records Created in 2022 and Total Ammunition Quantity by Calibre or Gauge

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54 inch1115235 $577 inch$ 22222 $58 cal$ 11111 $7 x 57$ 1015322 0.177 208 38616 24044175 0.22 17111744701497132046 0.221 11160 0.222 48110639803 0.223 3812334435762838 0.23 5118128 0.243 14632591532600 0.25 1529126825 0.26 41223 0.27 22835922173163 0.28 2120311176 0.303 31267422806976 0.308 4711042541310392 0.31 274131 0.32 31117126797 0.35 4186109 0.357 553292551435 0.36 2429017212 0.38 904392522443 0.44 46727622641 0.445 23339 0.455 8202517 0.476 14120 0.5 63856 0.762 372	.50 inch			1	3		
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$\begin{array}{c c c c c c c c c c c c c c c c c c c $	0.25	15	291	26	825		
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$\begin{array}{c ccccccccccccccccccccccccccccccccccc$	0.28	21	203	11	176		
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$\begin{array}{c c c c c c c c c c c c c c c c c c c $	0.303	312	6742	280	6976		
$\begin{array}{c ccccccccccccccccccccccccccccccccccc$	0.308	471	10425	413	10392		
$\begin{array}{c ccccccccccccccccccccccccccccccccccc$	0.31	2	7	4	131		
$\begin{array}{c ccccccccccccccccccccccccccccccccccc$	0.32	31	1171	26	797		
$\begin{array}{c ccccccccccccccccccccccccccccccccccc$	0.35	4	18	6	109		
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0.4139833304170.42188860.44467276226410.445233390.455949274832610.45582025170.476141200.5638560.762372492346019	0.4	8	166				
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0.455 8 202 5 17 0.476 1 4 1 20 0.5 6 38 5 6 0.762 37 2492 34 6019	0.45	59	4927	48	3261		
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0.762 37 2492 34 6019	0.5	6	38	5	6		
	0.762	37	2492	34	6019		

	202	21	2022			
Calibre/Gauge	Records	Quantity	Records	Quantity		
0.765	3	53	3	6		
0.8	15	384	7	96		
1 inch			2	4		
10 mm	5	24	10	547		
11 mm	1	3	1	4		
12 gauge	2257	71288	2029	57150		
12 mm	26	175	16	165		
12.7 mm	4	130	5	26		
13 mm	1	1				
16 gauge	12	231	8	80		
16 mm	1	1	-			
2 inch	4	74	2	22		
20 gauge	143	3894	127	3436		
20 mm			4	25		
25 mm	4	22	3	64		
3 inch	8	50	2	302		
30 mm	8	435	6	65		
30.06	16	400	12	178		
<u>40 mm</u>	10	421	3	7		
40 mm	122	1050	122	22772		
5 mm	133	316	155	22112		
5 5 mm	16	1560	0	40		
5.5 1111	57	1000	9	720		
5.00 50 mm	57	2032	40	300		
SU IIIII	10	40	1	200		
	10	2000	20	4034		
0.35 mm	2	3	2	54		
0.5 11111	00	2137	39	752		
0.5 X 55	48	1517	39	501		
7 mm	194	3374	235	4750		
7.5 mm	6	53	3	151		
7.55 mm	2	/	0.4	0005		
7.62 mm	55	2113	64	3925		
7.62 x 3	2	131	1	50		
7.62 x 39	125	/846	133	7038		
7.62 x 51	10	283	4	111		
7.62 x 54	13	528	4	115		
7.63	2	75	1	50		
7.65 mm	6	181	6	108		
/./ mm	1	6	4	8		
7.9 mm	1	1				
7.92 mm	4	69	2	8		
7.92 x 33			1	10		
8 mm	66	913	46	762		
8 x 57	4	119	5	90		
84 mm	1	1				
9 mm	390	20622	297	233389		
9.4 mm	1	1	1	2		
Other (Specify)	31	1116	63	1885		
Total	11172	903619	10229	1010413		

Offences of Assaulting Police by Policing District

	2017	2018	2019	2020	2021	2022	2022 %	Total	2022 injury rate	Total injury rate
Northland	99	81	81	89	122	132	6%	604	25%	29%
Waitematā	147	135	207	206	183	224	10%	1102	29%	22%
Auckland City	186	156	172	174	186	161	7%	1035	33%	20%
Counties Manukau	197	191	219	234	222	212	9%	1275	23%	20%
Waikato	158	127	157	180	205	172	8%	999	16%	22%
Bay of Plenty	179	171	194	247	230	248	11%	1269	21%	21%
Eastern	130	159	135	192	181	194	9%	991	10%	17%
Central	184	154	167	245	241	236	10%	1227	28%	21%
Wellington	175	154	230	245	227	214	9%	1245	21%	18%
Tasman	104	102	71	102	89	108	5%	576	15%	16%
Canterbury	158	184	193	219	199	233	10%	1186	15%	22%
Southern	97	88	102	120	120	142	6%	669	23%	18%
Total	1814	1702	1928	2253	2205	2276	100%	12178	22%	20%



TASER TOR Events by Highest Level of Deployment and District

District	Presentation only	Laser Paint	Arc	Discharge (Discharge with Probes or Contact Stun)	Total TASER TOR Events	Unintentional Discharge
Northland	5	25	2	22	54	0
Waitematā	15	82	2	34	133	0
Auckland City	13	107	1	34	155	0
Counties Manukau	14	150	5	33	202	2
Waikato	33	137	6	23	199	0
Bay of Plenty	34	152	7	24	217	0
Eastern	7	97	1	42	147	0
Central	30	69	-	35	134	0
Wellington	21	114	-	35	170	0
Tasman	19	56	3	8	86	0
Canterbury	17	183	4	30	234	0
Southern	15	96	4	15	130	0
TOR Events	223	1268	35	335	1861	
Percent of TASER TOR Events	12%	68%	2%	18%	100%	

Note: Operational unintentional discharges (UD) only are included here; these values do not include UDs during training or preand post-operational checks. UDs are not counted in the total TASER deployments or percentage calculations.

TOR Events where each Tactical Option was used by District

District	Empty Hand	OC Spray	TASER	Handcuffs- Restraints	Firearm	Dog	Baton	Sponge Round	Other Tactic	Total	%
Northland	103	134	54	17	29	22	1	2	1	298	4%
Waitematā	234	73	133	86	81	31	4	1	3	532	8%
Auckland City	168	218	155	53	131	44	6	-	2	656	10%
Counties Manukau	318	159	202	115	85	44	6	-	5	784	11%
Waikato	173	200	199	39	58	45	5	3	6	616	9%
Bay of Plenty	252	223	217	53	96	39	6	1	5	744	11%
Eastern	252	249	147	44	47	21	3	1	2	644	9%
Central	225	199	134	37	50	25	2	10	5	566	8%
Wellington	229	174	170	75	103	54	2	2	8	690	10%
Tasman	103	102	86	29	16	18	-	-	4	292	4%
Canterbury	276	189	234	92	46	45	2	-	9	747	11%
Southern	121	83	130	38	22	14	1	3	4	336	5%
TOR Events	2454	2003	1862	678	764	402	38	23	54	6905	100%
Percent of TOR Events	36%	29%	27%	10%	11%	6%	1%	<1%	1%	-	-
Total Uses	2805	2040	1889	722	768	408	38	23	55	8747	-

Note: Because officers may use multiple tactical options or the same tactical option multiple times at the same TOR event, the number of TOR events for each tactical option and for each district sums to more than the overall total number of TOR events, and total uses of each tactical option is higher than the total number of TOR events where a given tactical option was used.



TOR event summaries for youngest and oldest subjects of a TASER show, TASER discharge, or firearm presentation

TASER Show: Youngest

The youngest subject of a TASER show was a ten-year old who had a history of violence against family members, and was armed with a knife and threatening to commit suicide. Police were called to a private residence, where the subject had shut themselves in a room. Police entered the room, and the subject held the knife to their throat. The TASER presentation successfully resolved the situation, and the subject was referred for further support.

TASER Show: Oldest

The oldest subject of a TASER show was 82 years old. The subject was pulled over for driving while unlicensed and under a driving prohibition order. The subject resisted arrest, threatening and assaulting Police. The TASER presentation was effective, and the subject was arrested and charged.

TASER Discharge: Youngest

Two 14-year olds were the youngest subjects of a TASER discharge, at two separate TOR events. In the first incident, the subject was tall with a muscular build, had been arrested earlier in the day and was also a suspect for a further offence earlier in the day. The subject was vandalising property, threatening police and members of the public, and assaulted a police officer. The TASER discharge was effective; the subject was successfully taken into custody and multiple charges were laid. In the second incident, the subject also had a large build, being taller and physically bigger than attending Police staff. Oranga Tamariki had contacted Police to report that the subject—who was under a custody order—was missing from care. The subject refused to accompany police, was verbally abusive and assaulted an officer. The TASER discharge was effective, and the subject was able to be handcuffed, but continued to be verbally abusive and resistant. The subject was arrested and charged for assaulting police.

TASER Discharge: Oldest

The oldest subject of a TASER discharge was 75 years old. Ambulance staff called Police about the subject who had overdosed, was armed with a knife and intended to stab themself. The subject had superficial cuts over their neck and torso, and was holding the point of one knife into their stomach and another to their throat. The subject advanced on Police staff, threatening them with knives. The TASER discharge incapacitated the subject and staff applied handcuffs. Ambulance staff provided medical treatment, and the subject was taken to hospital for treatment and assessment.

Firearm Presentation: Youngest

Three 12 year olds were the youngest subjects of a firearm presentation, at three separate incidents. In the first incident, a firearm was discharged from a vehicle with multiple occupants. The vehicle failed to stop, even after the tyres were deflated with a Tyre Deflation Device. The subjects' behaviour was consistent with the recent pattern of stolen vehicles and ram raids, and the subjects were deemed to be high risk of further offending. Police initiated a pursuit, the car eventually pulled over, and the multiple occupants decamped on foot. Police ran after the offenders, initially presenting a Glock pistol on approach. The offenders—aged between 12 and 15 years—were arrested. (Continues next page).

Firearm Presentation: Youngest (continued)

The second incident also involved a vehicle with multiple occupants seen pointing pistols. The vehicle was located stopped on the side of the road, and police presented a firearm while the occupants exited the car. The situation was resolved successfully; three BB guns and one cap gun were located.

The third incident relates to three separate TOR events, because three officers each presented a firearm at the same subjects. Two people were seen walking, each holding a pistol which they were unloading, loading, and racking. One officer presented a Glock pistol while challenging the subjects to drop their weapons; two other officers presented M4 rifles from further back. Both subjects were successfully arrested and taken into custody.

Firearm Presentation: Oldest

The oldest subject of a firearm presentation was 72 years old. Family members contacted Police with concerns about the subject's safety; they had access to firearms, a firearm license, and they were threatening to shoot themself. The subject was stopped while driving, and police presented a Glock while the subject exited the vehicle. The subject was verbally abusive, and was arrested and detained for mental health assessment. The subject's firearms were seized, and referral was made for the suspension of their firearm license.