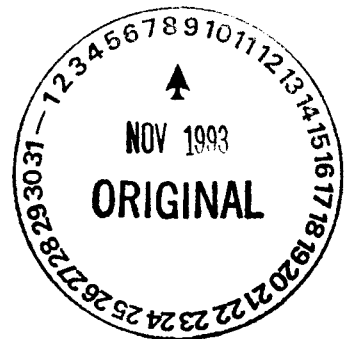


LAW ENFORCEMENT MANAGEMENT INSTITUTE

NEW ZEALAND POLICING:
A STATEMENT OF THE PAST
EXPECTATIONS FOR THE FUTURE

A RESEARCH PAPER
SUBMITTED IN FULFILLMENT
OF THE REQUIREMENTS FOR
MODULE III

BY
STEPHANIE WATSON



HOUSTON POLICE DEPARTMENT
HOUSTON, TEXAS
JULY 1993

211

TABLE OF CONTENTS

I.	INTRODUCTION	i
II.	HISTORY	2
III.	POLICE MISSION/VALUES STATEMENT	5
IV.	STRUCTURE OF NEW ZEALAND POLICING TODAY	6
	A. General Duties Branch	6
	B. Criminal Investigation	10
	C. Traffic Safety	13
V.	CRIME DATA	15
VI.	THE FUTURE	18
	A. Strategic Goals	19
	B. Proposed Programs	23
	C. Implementation	24
VII.	CONCLUSION	28
VIII.	ENDNOTES	30
IX.	BIBLIOGRAPHY	31
X.	APPENDIXES	32

INTRODUCTION

Crime reflects society's changing values and social pressures. For more than 100 years, the crime rate has risen in New Zealand. In the last 30 years, it has risen steadily in line with the changing values of society. A century ago, New Zealand was a different world. The following text will give insight into how ^{New Zealand's} policing began, the current policies of operation it has adopted, and future strategies.

Apart from major crimes such as murder and robbery, the most heavily penalized crimes in the missionary era of the early 1800s were adultery and sorcery. As New Zealand entered the 19th century, offenses related to social issues became prominent, such as working on a Sunday, maintaining house of ill repute, cattle maiming, furious driving (horseback or horsedrawn), drunkenness, and corruptly influencing jury members. More serious offenses included highway robbery and selling liquor to Maori.

The history of policing has changed in New Zealand along with changes in the social values and types of crimes in the country have changed. Through the 1800s, police were jacks-of-all-trades. They acted in an extraordinary range of official roles in addition to those thought of as police roles, including customs officers, inspectors of weights and measures, immigration officers, jailers, bailiffs and rent collectors, receivers of gold, dog registers, postmasters, collectors of agricultural statistics, and census enumerators. Progressively, all non-policing tasks were taken over by other emerging agencies of state to allow police to concentrate entirely on lawbreaking.

Over the last two years, the gap between the handling of serious and minor crime has begun to be bridged to some extent by the introduction of Community Orientated Policing. This puts policing back into communities, involves local police and their communities in determining policing priorities, and encourages neighborhood

involvement in problem solving.

Through the process of decentralization, police decision making is itself becoming more community orientated as it is delegated to the operational staff who interact with the citizens and respond to their needs. Community Policing Centers, by extending the accessibility of police to the community, have been responsible for much of the progress that has been made. It is believed that the combination of all these positive factors will allow them to begin to halt the constantly rising crime rate and to actually reduce it in the next five years.

Today's policing efforts have become increasingly geared toward dealing with the growth in serious crimes involving violence, all too often at the expense of crimes against property affecting large numbers of people. The police of New Zealand today deal with crimes never dreamed of a century ago, such as white-collar fraud, drug trafficking, pornography, sophisticated forgery, computer fraud, international terrorism, gang crimes, and money-laundering.

New Zealand Police have set some challenging goals to achieve in the next few years. They seek to enhance public safety through crime reduction and by encouraging the safe and efficient use of roads. The reduction of the incidence and effects of crime will be achieved through the development of various crime prevention initiatives, further development and enhancement of Community Orientated Policing, and effective detection and apprehension of offenders. These initiatives seek to provide a balance, in their response to all types of crime while building on present programs, such as Community Orientated Policing.

HISTORY OF NEW ZEALAND POLICE

The New Zealand Police force organization established in 1886 was molded to the British pattern, the chief difference being that the New Zealand organization was a national organization controlled from a central headquarters. In Britain, the service was divided into autonomous areas called constabularies.

With the arrival in New Zealand of Governor John Hobson from New South Wales in 1840, police magistrates began to exercise their powers to appoint selected men to act as policemen. Six years later on October 9, 1846, an ordinance was passed for the establishment and maintenance of a constabulary force. This act described the police force as "a sufficient number of fit and able men who would serve as an armed force for preserving the peace and preventing robberies and other felonies and apprehending offenders against the peace."¹

The first rules and regulations governing the police were issued in 1852 and included a summary of the principal duties of the constabulary already prescribed by British law. When provincial councils were formed in 1853, provincial police forces were set up initially in Auckland, New Plymouth, Wellington, Nelson, Canterbury, Otago, and later in the other provinces. These provincial police forces kept their houses in order fairly well, especially in the towns. In 1857, according to a newspaper of the day: "Wellington and Auckland each have a smart police force of about twenty men...Theft and violence are particularly rare. Police duty, according to this account, consisted of keeping the peace among "tipsy sailors, and bush settlers" and "occasionally capturing and incarcerating them".²

With the discovery of gold in the early 1860s in the Otago and Canterbury provinces, the police often had an extremely difficult time in keeping the peace. Many

crimes of violence and thefts were committed. Among the people who came to make their fortunes were desperadoes, some of whom were escaped criminals from Australia. In 1867 the first national police force was raised under the Armed Constabulary Ordinance of 1867. The duties of this constabulary differed from police work known today. They had to fight in the New Zealand Wars as well as keep civil order. But by 1870-71, the then-Minister of Defense was able to report to Parliament that officers and men of the Armed Constabulary were being constantly and usefully employed on road and other works.

In 1877, following the abolition of the provinces, provincial police forces joined the Armed Constabulary, which at that time was formed into two branches: a field force and a police force. There were still difficulties with the Maoris, and the field force was chiefly concerned with these troubles. A military officer was in charge of both forces.

It was not until 1886, when Parliament passed the Police Force Act, that New Zealand got a national, civil police force. Henceforward, the force was generally unarmed, and policemen carried out their ordinary duties in a community which respected the law. The use of firearms, except in grave emergencies, was neither desired nor necessary to keep order.

Military officers, first Major Gudgeon (1887-1890) and later Lieutenant-Colonel A. Hume (1890-1897), remained in charge of the police force until the first professional police commissioner, Mr. J. B. Tunbridge (1897-1903), was appointed. He was an experienced police officer from Britain brought to New Zealand to supervise the transition of the force into a more modern civil police.

In 1912, John Cullen became the first member of the New Zealand Police to

achieve the distinction of passing through all the ranks from constable to commissioner. This established a cherished principle that "every Constable potentially carries the Commissioner's baton."³

In 1958, a New Police Act was passed in which the word "force" was removed from the title. The name now used is "The New Zealand Police".

WOMEN IN POLICING

In 1952 women were accepted as police, but not given total equality until 1973. While women were employed as matrons or searchers in the 1960s, they tended only to women prisoners. New Zealand women won the vote in 1893 and became eligible to stand for Parliament in 1919, but the authorities consistently refused to accept that a woman could hold the public office of a constable. It was not until 1938, nearly three decades after Britain had accepted women police, that the New Zealand Government authorized the training of women. Much of the credit went to vigorous lobbying by the National Council of Women.

The Second World War accelerated recognition of women as police. Training for the original 150 applicants for the first 10 positions in the new Women's Division began in 1941. They wore plain clothes and were assigned to the Criminal Investigation Branch to patrol streets, hotel lounges, parks, dance halls, and racetracks.

Policewomen quickly proved their worth. After further training, the first eight were finally uniformed in 1952, and policewomen were widely seen during the 1953 Royal Tour. Five years later, Constable Elizabeth Bennett was the first woman to pass the Sergeant's examination. In 1962, she and Constable Jean Fleming received the British Empire Medal for distinguished service. In that same year, Commissioner Carr

Leslie Spencer noted that women police in New York performed the same work as male police. He concluded that New Zealand women could hold their own anywhere and should be allowed to do the same job as men.

In 1966, the Police Amendment Act of 1965 allowed for equal pay and the Women's Division of the New Zealand Police was disbanded. That same year, Senior Sergeant Elizabeth Bennett was the first woman to be commissioned as an inspector. Finally, policewomen were fully integrated in 1973 through a directive which required that they be given the same promotional opportunities as men. Today, almost 10 percent of sworn police are women.

POLICE MISSION STATEMENT

The mission statement of the New Zealand Police has been changed to reflect an overall commitment to community service and public safety. In a safe and secure environment people may go about their lawful business unhindered, which is conducive to the enhancement of the quality of life and economic performance. This can be achieved by a police service which:

1. establishes and maintains a partnership between the Police and the communities they service; and
2. maintains public safety, order and the rule of law; and
3. retains public confidence and satisfaction in the services provided; and
4. minimizes the incidence and effects of crime through;
 - crime control;
 - detection, apprehension and prosecution of law breakers;
 - providing support for victims;
 - deterring law breakers and encouraging rehabilitation;
 - minimizing the fear of crime among citizens; and
5. provides community support and protection during disasters and emergencies.

POLICE VALUES STATEMENT

In discharging their duties the New Zealand Police will:

1. maintain the highest level of integrity and professionalism; and
2. respect individual rights and freedoms; and
3. consult with and be responsive to the needs of the community; and
4. uphold the rule of law; and
5. be culturally sensitive; and
6. manage all available resources efficiently, effectively and economically.

STRUCTURE OF NEW ZEALAND POLICING TODAY

There are now three police branches - General Duties, Criminal Investigation, and the new Traffic Safety Branch. While policy is set by the executive, and the coordination and administration is handled by national headquarters, implementation is the responsibility of the six regions and 29 districts.

GENERAL DUTIES BRANCH

The General Duties Branch is the uniformed branch and core operator of all the publicly visible safety services. The original foot patrol approach of 1886 has been replaced by motor vehicles, except for ceremonial or local operations.

Working conditions slowly improved, and in 1922 continuous eight-hour shifts were introduced and quickly became popular. However, police were still working a 56-hour week, and it wasn't until 1936 that they were reduced to a 48-hour week. It was not until 1959 before the 40-hour week was instituted. Today the General Duties Branch has proactive and reactive front line roles in the police.

OPERATIONS GROUP

The Operations Group, which dates from 1972, supports a range of field services which have high public profiles through the open nature of their work. The

New Zealand Police has begun to utilize its concept of proactive policing, which is Community Oriented Policing (COP). Throughout the country, community constables bring a local approach to neighborhood policing. Community relations coordinators work to bring different sectors of communities together. The "Group" itself concentrates on developing crime prevention initiatives and operates educational programs for young people.

Proactive services include the Crime Prevention Section started in 1965, a Youth Aid Section started in 1968 (formerly Juvenile Crime Prevention), and the Law Related Education Program started in 1976. Police strongly support neighborhood and rural support programs and the work of an extensive victim support network.⁴

Reactive services include the Armed Offenders Squads started in 1963. The Anti-Terrorist Squad which is now called the Special Tactics Group, was started in 1977. The Police Negotiating Team started in 1977.⁵

There are 17 Armed Offenders Squads, with a total of 204 part-time members who are trained to use minimum force in dealing with armed offenders. Over the last 29 years, no member of the AOS has been killed while serving as a member. Only five armed offenders have been fatally shot by the AOS.

The Special Tactics Group is made up of a headquarters component, snipers, and three assault groups. The STG was set up to deal aggressively with terrorist incidents or circumstances beyond the capabilities of the AOS. Fortunately, its services are rarely needed, but STG members are occasionally deployed, the most publicized incident being at Aramoana in 1990 where mass-killer David Gray was shot dead after killing 12 residents of the small Otago coastal village and a police sergeant.

The Operations Group has operated a Technical Support Unit since 1979. It

provides sophisticated electronic and other equipment and expertise for authorized surveillance operations ranging from drug trafficking to hostage situations.

The Diplomatic Protection Squad started in 1976 has a key role in protecting "VIPS" from harm, and a Specialist Search Group operates during high profile or sensitive events to search locations, vehicles, and areas for explosive devices. Other specialist field units include the Police Dog Unit (1956), Search and Rescue (1964), and the Diving Squad (1968). All of these specialist units are under one of six regions.

COMMUNITY SERVICES

New Zealand is divided into regions that are headed by region commanders who hold the rank of Assistant Commissioner. Each region includes several policing districts. There are 29 police districts headed by superintendents or chief inspectors, who are responsible for supporting its communities by preventing, detecting, and solving crime.⁶ Each district headquarters has a central station and from that are suburban stations.

The decentralization of operational line command within the police means each district commander and each of his police stations in that district are encouraged to adopt local problem-solving solutions which best meet the needs of each community.

MULTICULTURAL APPROACH

The ethnic diversity of New Zealand's population has for many years involved the adoption by police of a positive recruitment policy for Maori and Pacific Islanders. The police have attracted an average of 10 percent Maori and Pacific Islander recruits since 1976. The recruitment campaign is being accelerated.

Multicultural awareness is a major behavioral science subject at the Royal New Zealand Police College. Consultation and communication with Maori and Pacific

Islander communities is a requirement of policing. William Carran was the first Maori to become a commissioned officer in 1948. He rose to the rank of assistant commissioner. Elizabeth Bennett was the first Maori woman to be commissioned in 1952.

CRIMINAL INVESTIGATION BRANCH

Detective work has been going on since early last century, with Isaac Shaw unwittingly earning the distinction of being the first to use detection in 1840. The first undercover detective was Constable Charles Brown who, in 1947, suspected that Joseph Burns brutally murdered one of Governor John Hobson's staff, Lieutenant Robert Snow, his wife, and young daughter on the north shore of Auckland, New Zealand. Burns confessed and was hanged.

In 1855, the colony's first detective policeman, a Maori, was appointed to investigate the sale of firearms to Maoris. The next oldest specialist service in the CIB is fingerprinting. The newest are gang crimes and casinos, both short-term projects to meet particular requirements.

CRIMINAL INVESTIGATION SUPPORT AND INTELLIGENCE GROUP

The Criminal Investigation Support and Intelligence Group carries direct responsibilities at Police Headquarters for investigating and preventing serious national and international crime. It was established in 1988 after a restructuring that brought together largely covert operations and Criminal Investigation Branch support services. It provides the police with the cutting edge in detecting serious crime.

The Group's services include a Special Programs Unit, which runs authorized, undercover surveillance and electronic interception operations and other types of intelligence gathering. Its purpose is to identify and stop organized crime, drug

trafficking, potential terrorism, and criminal activity by gangs. It operates a National Bureau of Criminal Intelligence, established in 1976, to provide a collection, evaluation, and dissemination center for intelligence activities.

The Police Threat Assessment Unit and National Drug Intelligence Bureau started in 1972 coordinate information about national and international terrorist or drug activities which may have direct or indirect implications for New Zealand. The National Drug Intelligence Bureau is unique in that it combines Police and New Zealand Customs under one roof and one manager.

The Group's National Criminal Bureau acts as New Zealand's member of INTERPOL. It also maintains liaison officers in Sydney, Canberra, and Bangkok and operates as the central clearing station for deportation and extradition to or from New Zealand.

In 1992, a Criminal Assets Investigation Unit was established to trace and seize illegally acquired assets. The acquired assets are derived mostly from white-collar crime rather than drugs.

Short-term, but highly specialized, units are periodically created to meet particular needs. They currently include a three-person unit which has been evaluating the applicants for casino licenses.

LOCAL CRIMINAL INVESTIGATION BRANCH

Plain-clothes Criminal Investigation Branch staff operate throughout New Zealand as part of police station establishments or in special units set up to deal with specific local crime trends, such as a series of armed robberies or for investigations aimed at capturing a murderer or armed robber.

FORENSIC SERVICES

Fingerprinting started in New Zealand in 1903 in a development first used by the then-Prisons Department to identify known criminals. It was quickly taken over by the police. In 1903, fingerprinting, along with official photography, was transferred from the Prisons Department to the Police. This move created a Fingerprint Bureau and a Photographic Unit.

For the first time in British Empire history, fingerprint evidence was used by New Zealand Police in 1920 to convict and hang a murderer Dennis Gunn of Auckland, New Zealand. Today, New Zealand's computer technology is at the leading edge of fingerprinting, with its automated fingerprinting identification system. Photography has branched out into the video recording of crime scenes and evidence and the development of a photofit identification system called "Compusketch". These are just two elements of the Forensic Services Department which, while predominantly involved in criminal investigation, supports many policing areas.

A Document Examination Unit classifies and identifies handwriting and provides analysis on counterfeiting and other physical evidence involving documents and printing. There are three forensic laboratories providing scientific analysis of illicit drugs, blood samples, DNA genetic typing, and other evidential substances.

A National Electronic Interview Unit has begun developing a nationwide video camera system for recording interviews with suspects for indictable offense recordings which may subsequently be replayed in the Courts.⁷ Forensic Services also operates the Police Armory which, among other duties, provides forensic evidence on firearm ballistics for the courts.

TRAFFIC SAFETY BRANCH

The Traffic Safety Branch is the latest addition to the New Zealand Police. Being one of the last western countries to maintain separate police and traffic services, it implemented a merger on July 1, 1992, and formed one united enforcement agency. In effect, the police role has turned full circle, resuming responsibility for all operational aspects of traffic safety after a break of 68 years. The first police traffic inspector was appointed in 1899. The police had responsibility for dealing with motorized traffic since the first cars, trucks and motorcycles began appearing on New Zealand's roads in the early 1900s. The Police Annual Report of 1922 noted that motor cars and motor cycles were, whenever the roads were suitable, replacing the horse and bicycle as the preferred forms of personal transport.

The police began to hand over full responsibility for traffic in 1924 when local authorities, increasingly concerned about road safety, began appointing further traffic officers to deal with motor vehicles congestion and the steady rise in the road accident deaths.

In 1925, the Police Annual Report noted that the development of good concrete roads was leading to fast and reckless driving which, in that year, killed 19 people (13 men and six women). Local authorities began to set driving rules, and many accepted a subsidy from the then-Main Highways Board (now called Transit New Zealand) to extend the enforcement operations of their traffic officers onto main highways. The police continued to accept limited traffic responsibilities, but they had limited mobility. Road safety was not a priority.

In 1929, the Transport Department was established. In 1937, it took over the Main Highways Board's own staff of traffic officers, issued the first road code, and

started the first injury-accident reporting data in collaboration with the police. Gradually, the powers of the traffic enforcement agencies increased. By the 1960s, traffic officers had authority to deal with drunken drivers although prosecutions were still initiated by the police. By the mid-1970s, police were also empowered to deal with all injury accidents.

By 1970, the Transport Department had become part of a new Ministry of Transport, and only five local authorities continued to provide their own traffic enforcement services. It was not until 1989, however, that the traffic agencies of these local authorities were brought under the Ministry of Transport, creating a totally national agency with primary responsibility for road safety. However, the police continued right up to the merger itself to provide full road safety support, particularly at night in provincial and rural areas. The merger decision was based on achieving 24-hour road safety enforcement, the ability of police and traffic officers to help each other reduce both the road deaths and general crime, and the savings to be made from using the same buildings, equipment and services.

Today's Traffic Branch integrates traffic officers and traffic constables with police at police stations and community policing centers around the country. In the interest of educating tomorrow's drivers early, one of their key roles is to provide road safety programs in schools. The primary task is to make communities safer by not only catching lawbreakers on the roads but by solving traffic problems. They adhere to policies set by a headquarters division which develops traffic safety, enforcement, and educational programs.

CRIME DATA

Crime will never be eliminated, and effective policing in any country is a constant balance between the scale of security sought by the public and its cost. Along with this concern of balance, is the constant concern of controlling the crime rate.

THIN BLUE LINE

According to international statistics made by the New Zealand Police over 1988-89, New Zealand had one of the lowest ratios of police to population in the Western world at 1.5 police to every 1,000 persons.

Northern Ireland has the highest ratio at 5.1, and other countries are as follows:

Italy	3.1
West Germany	3.1
Scotland	2.7
England	2.5
Wales	2.5
Australia	2.3
Japan	2.1
Canada	2.0
United States	2.0

The ratio in New Zealand can also be expressed in terms of the number of individual police in comparison with the total population (see Appendix A).

In 1886, there were just 494 sworn police officers, serving a population of 626,000, a ratio of one policeman to every 1,267 persons. By early 1992 there were 5,300 sworn police, including the first 300 of an authorized increase of 900, serving a population of 3.4 million (ratio of 1:646).⁸ Two factors will significantly improve this ratio by the end of 1993:

- o the last of the 900 additional recruits will join the front line, bringing police numbers to 5,900;

- o more than 1,000 warranted traffic officers have been sworn as police officers;
- o the total number of sworn police will reach almost 7,000, and the lowest ratio in the history of the police of about 1:507 (against an estimated population of 3.5 million) will have been struck.

In fact, the ratio has been generally improving since the mid-1960s in line with both population growth and a worsening crime rate.

RACE AGAINST CRIME

The total number of offenses reported to police from January 1992 to June 1992 was 537,295, with an increase of 6.58 percent compared to the previous year (see Appendix B). The police are committed to an ambitious strategy of reducing both the actual rate of crime and the road fatalities by 1997. In mid-1992, the police finalized a five-year strategic plan in which, for the first time in its history, the police refused to accept that the crime rate would simply go on increasing. The plan set a target of reducing the actual rate of crime by the end of 1997 and, in a further reduction, in the road fatalities.

The battleground is complex and involves the police and other government departments in devising strategies and developing increasingly sophisticated resources to:

- o anticipate criminal activity;
- o monitor criminal trends and developments through improved surveillance techniques;
- o educate the vulnerable through support programs;
- o work in partnership with local communities to find solutions for dealing with local crime;

- o supporting community initiatives to deter crime; and
- o deal quickly and effectively with actual crime.

When police-to-population ratios have improved, the rising crime rate continues to outstrip police staffing improvements. However, there are four constantly-improving "competitive edges," namely:

- 1) a skilled, professional, and corruption-free Police service
- 2) increased emphasis on working closely with communities to prevent crime or solve crimes more quickly;
- 3) technological advances in policing, ranging from computerized fingerprinting and information gathering to electronic surveillance and modern crime-fighting equipment; and
- 4) a supportive general public which holds its police in high regard.

The crime reduction strategy centers on developing a public intolerance for crime in all its forms in much the same way that public intolerance has caused reductions in smoking and drunk driving over the last decade in New Zealand. The strategy places responsibility on the police for working even more closely with communities and becoming more customer focused in dealing with all levels of crime against persons and property. In a complementary move, a Crime Prevention Action Group was established by the government in 1992 to investigate the wider crime picture and to coordinate action on a broader front.

THE FUTURE

The New Zealand Police has not been able to stem the trend of increasing crime over the last 30 years despite the provision of additional resources and the adoption

of new operational policies and procedures. Although well advanced in the implementation of Community Orientated Policing, efforts still fall short of any real decrease in the incidence and effects of crime and anti-social behavior.⁹ Indicators, including successful crime resolution and public satisfaction, show that as an organization the police is becoming more effective. However, these gains are continually eroded by increasing workloads.

In 1992, New Zealanders reported 5,000,000 offenses, excluding traffic-related offenses. Of major concern is violent crime (over 34,000 offenses and burglaries over 100,000 offenses). New Zealand can no longer claim to be the peaceful society it was during the 1950s and 1960s.

In response to these trends, the New Zealand Police has developed a five-year Police Strategic Plan which will implement longer-term strategies designed to attack the root causes of crime. One of the primary goals of the plan is to reduce the incidence and effects of crime on victims and communities. This goal goes beyond traditional crime prevention and seeks to reclaim ground previously lost to crime and to actually stem and reverse current crime trends. Police accept that this challenging goal cannot be achieved alone. Communities, government, police, and other social service and community organizations must combine their efforts and strategies towards crime reduction.

Community Orientated Policing will remain the primary policing strategy for service delivery. New Zealand is now developing a series of primary policing strategies to be implemented over the next five years, within the Community Orientated Policing framework, aimed at reversing the upward crime trends of the last three decades. They will to be working even more closely with their communities to combat crime and

related community problems together.

Road Safety has been identified as a key community safety issue and will rank in equal priority with crime reduction strategies. The five-year Police Strategic Plan has committed them to reducing the incidence and effects of crime by the end of the 1997-98 year. That is a pledge that can only be realized if they have full support from the public and other agencies delivering criminal justice services.

Police will play a leading, but partnership, role in the implementation of this strategic approach, which focuses on crime prevention, detection, and apprehension of offenders, publicity programs, and joint police/community initiatives. The critical areas of policing for the next five years have been identified and stated as a strategic outline (see Appendix C).

STRATEGIC GOALS

1. To reduce the incidence and effects of crime;
2. To protect property, enhance public safety, and maintain law and order;
3. To improve the detection and apprehension of offenders;
4. To improve the safe and efficient use of roads;
5. To implement and maintain Community Orientated Policing;
6. To strengthen public confidence and satisfaction with police services;
7. To achieve excellence and equity in the management of police and resources.

These goals are viewed in terms of desirable outcomes to be worked toward through a range of strategies.

STRATEGIES

This strategic plan will be the superior planning document from which subordinate annual planning processes, including district and action planning, will start. These annual plans will reflect steps taken each year to carry out the strategies which will reposition the police over the next five years to enable the goals to be reached. (See Appendix D).

A series of 22 strategies have been identified to enable police to achieve these goals.

EXTERNALLY DIRECTED STRATEGIES

These strategies relate to the way in which police exert an influence on the external environment, so that the environment becomes more favorable to the achievement of goals.

1. Change public attitudes towards crime.

This involves a communication program aimed at raising the level of public intolerance towards criminal and anti-social behavior.

2. Improve public responsiveness through educational programs

This is aimed at increasing the availability of educational programs which assist people to become more aware of crime related issues and what they as individuals can do to help.

3. Encourage other agencies to cooperate with police.

This requires police to continue a leadership role in encouraging other organizations at national and local levels to develop programs which contribute to the achievement of the strategic goals.

4. Obtain legislation changes which improve police effectiveness.

This seeks changes in legislation and criminal justice procedures which currently impede the police in its fight against crime. The measure of effectiveness for this strategy is the achievement of crime reduction or prevention, not an increase in arrests.

5. Successfully compete for resources.

This requires police to ensure it has adequate access to the resources it needs to carry out its tasks.

OPERATIONAL STRATEGIES

6. Re-emphasize public initiatives in crime prevention.

This seeks to increase the community role in crime prevention, for example in rejuvenating neighborhood support and building upon initiatives identified by the Crime Prevention Action Group.

7. Maintain high police profile and accessibility to communities.

This recognizes the need for accessibility and community involvement at all levels in the organization.

8. Increase police responsiveness to community needs.

This encourages a commitment to customer service throughout the organization with a responsive and helpful attitude toward the needs of individuals.

9. Emphasize the problem-solving approach to policing.

This requires continued proactive identification of the underlying causes of problems and the development of innovative ways of tackling these situations.

10. Improve access to quality crime information.

This seeks to increase the effectiveness of investigation through improved management of intelligence data.

11. Apply targeted enforcement for specific objectives.

This requires targeted enforcement programs addressing specific problem areas to emphasize the message.

12. Reinforce specialist investigations capability.

This reinforces the role of centralized Criminal Investigation Branch operations in certain areas of national significance while emphasizing support for local and community orientated activity.

13. Improve road safety services.

This incorporates into police planning and operational procedures, which are the road safety strategies developed by the Traffic Safety Service.

INTERNALLY DIRECTED STRATEGIES

These strategies relate to the way in which organizational improvement increases the effectiveness with which all tasks are carried out and so enhances the prospects of police, as an organization, achieving its goals.

14. Align organizational structure with strategy and accountabilities.

This involves ensuring there is sufficient clarity in roles and appropriate accountabilities, particularly between operational and support functions.

15. Empowering individuals.

This seeks to delegate authority to individuals and encourage innovation and creativity within clear performance guidelines.

16. Establish clearly communicated performance targets.

This establishes agreed upon realistic and measurable performance targets for groups and individuals.

17. Upgrade management information.

This provides for prompt and accurate reporting of results, costs, and achievement of performance standards.

18. Match recruitment and training programs to goals and strategies.

This requires recruitment and training to recognize the need for skills in problem solving policing and management.

19. Rationalize compensation structures and personnel policies and procedures.

This requires a review of current procedures and improvements where necessary while paying attending to the welfare of staff, job satisfaction, and reward for performance.

20. Improve resource allocation.

This addresses the need for efficiency in resource use, the identification of cost reduction opportunities, and flexibility in deployment of resources.

21. Improve use of technology.

This requires the identification and use of appropriate technologies which can improve police efficiency and effectiveness.

22. Establish research capability.

This establishes an in-house research capability in order to identify and understand better the underlying conditions for criminal behavior.

PROPOSED PROGRAMS

The 22 strategies will support four major new programs described below, in addition to other programs which will be developed as required.

Program 1-Environmental Change.

This addresses the changes to both the internal and external environment needed to ensure the achievement of goals. It will encompass the strategies related to attitude changes, legislation changes, and educational programs as well as public initiatives, police visibility, and response to community needs.

Program 2-Improving Police Operations

This addresses the operational strategies needed to improve overall policing effectiveness. It will encompass cooperation with other agencies, emphasis on problem solving, involvement of communities in road safety, targeted enforcement, access to intelligence, reinforcement of specialist investigations capability, and incorporation of road safety strategies.

Program 3-Organizational Development.

This addresses the need to ensure the organization as a whole and that its business procedures are structured or engineered in a way that empowers individuals to meet organizational objectives. It covers organizational responsibility to others, performance measures, recruitment and training, and personnel issues.

Program 4-Effective Resource Management.

This program addresses the need for significant improvement in operational efficiency and resource use. It covers management information, resource allocation, use of technology, and the need to compete successfully for resources. It will also be responsible for establishing the research capability.

IMPLEMENTATION

Implementation of strategies will be based on a twofold process:

(a) Direct Implementation Through Existing Procedures.

Strategies will be incorporated into the annual plans at Headquarters, Regional, and District levels so that these plans reflect the overall direction of the organization.

(b) Implementation Management Through Specific Structures

This responsibility for facilitating the ongoing validation process for the Police Strategic Plan will remain with the National Planning Unit.

The Chief Staff Officer will be primarily responsible to the Commissioner for progress toward the achievement of strategic goals. The Policing Development Group, under the command of the Chief Staff Officer, will facilitate the initial management of the process and provide consultative support to managers within the first two years.

Monitoring and reporting on progress will become the prime responsibility of Management Review.

Relationship with Existing Programs

The five-year Police Strategic Plan is entirely consistent with and provides further support to the Community Orientated Policing program. Other programs and initiatives will be integrated with and made complementary to the strategic planning process.

Implementation Principles.

The following principles will guide the management of the implementation process:

- (a) The programs require bottom-up consultation and coordination at Regional and District levels.

- (b) Sufficient financial resources need to be allocated to ensure overall program success.
- (c) Program progress needs to be monitored within a predetermined reporting framework by Management Review.
- (d) Intermediate targets need to be established and reported against as well as the overall program objectives and time frame.
- (e) The Policing Development Group needs to provide direction, impetus, and advocacy for the program. Program resources need to be provided from within existing police organizational structures.
- (f) The programs need to be supported throughout the whole organization at the senior management level and by all police.
- (g) Consultation and interaction with service organization at all levels will be an important part of the implementation process.

SAFER COMMUNITIES TOGETHER 1993-94

In late 1992, a cross-section of police staff met as the National Steering Committee. Its very important task was to identify the actual strategies that the Police would undertake during 1993-94 fiscal year.

The following strategies were identified as the significantly important areas which merited addressing the first year. They are placed in numerical order but not in order of importance:

EXTERNALLY DIRECTED STRATEGIES

Strategy 1 Attitude Change

Strategy 2 Education/Public Awareness Programs

OPERATIONAL STRATEGIES

Strategy 8 Responsiveness to Community and Individual Needs

Strategy 10 Improved Access to Quality Crime Information

Strategy 11 Targeted Enforcement Programs

Strategy 13 Improved Traffic Safety Services

INTERNALLY DIRECTED STRATEGIES

Strategy 21 Use of Technology

Additional consultation has resulted in the adoption of the following implementation and support projects:

IMPLEMENTATION PROJECTS

1. NEIGHBORHOOD CRIME REDUCTION

Family Violence
Street Violence and Disorder
Home Burglary
Motor Vehicle Crime
Neighborhood Participation

2. REPETITIVE OFFENDERS

Violent Criminals
Burglars, Robbers and Thieves
Traffic Violators

3. THE ALCOHOL ABUSER

The pattern of the abuser is a key component in crimes, for example family violence, public disorder, and road accidents
Liquor distribution and consumption

4. ROAD SAFETY AND TRAFFIC ENFORCEMENT

Reducing crashes causing death and injury
Speeding motorists
Alcohol impaired drivers by random breath testing

5. NATIONAL CRIME LINE

The identity of offenders and their crimes
The evidence to arrest and convict perpetrators of crime

SUPPORT PROJECTS

6. SCIENCE AND TECHNOLOGY SUPPORT

AFIS (AUTOMATED FINGERPRINT IDENTIFICATION SYSTEM)
DNA (GENETIC TYPING)
CSO (CRIME SCENE OFFICERS)
INCIS (INTEGRATED NATIONAL CRIME INFORMATION SYSTEM)

7. CRIME CONTROL SUPPORT

ASSET SEIZURE
FIREARMS CONTROL
ORGANIZED CRIME UNIT

8. YOUTH EDUCATION STRATEGY (YES)

"(YES)" TO CRIME REDUCTION

CONCLUSION

In 1886, the New Zealand Police was established on the ideas of the British policing concept. In the 100 years that followed, it has gone from a force that performed a variety of police and non-police related duties, to the modern entity it is today. The police has drawn upon its rich history to implement a five year strategic plan, which will enhance the rapport between the police and the community.

Although New Zealand's first organized civil police system did not become an actual fact for some 100 years, it has made rapid progress during its short life. Today, it is as efficient and up to date as any of its counterparts in other countries. As with its counterparts, the New Zealand Police has experienced different facets of a changing society, compelling it to adapt to society's needs.¹⁰

New Zealanders believe the main role of the police is to apprehend criminals,

which is their fundamental reactive role. However, proactive strategic activities designed to identify, locate, and prevent criminal activities are also imperative to form an effective police function.

The police's current development of a strategic plan is to provide a vision of the future. This strategic plan signifies a change in direction for policing and redirection in the delivery of services through the 1990s. These changes include a commitment to stem and reverse the current trend of increasing levels of criminal offenses. The process will identify long-term planning needs and provide a framework from which annual planning decisions can be made. A refinement of Community Orientated Policing concepts, issues associated with creating a nationwide intolerance toward criminals and anti-social behavior, and enhance road safety are all the subjects of the strategic focus.

Radical changes in public attitudes toward violence, alcohol, drug abuse, dishonesty, and disorder are the central focus of crime reduction strategies under development. The most positive contribution New Zealanders can make is to refuse to accept that a rising crime rate is "normal" and to determine that they will not tolerate it.¹¹

ENDNOTES

1. Cherrett, Owens J. New Zealand Police 100 Years Service 1886-1986, p. 3.
2. Ibid, p. 3.
3. Ibid, p. 10.
4. Underhill, Sergeant Terry, New Zealand Police.
5. Ibid.
6. Communication Services, New Zealand Police National Headquarters.
New Zealand Police, p. 8.
7. Ibid, p. 14.
8. Ibid, p. 2.
9. Region Commander Holyoake, Ian N., New Zealand Police.
10. Senior Sergeant Strang Alan of New Zealand Police.
11. Ibid.

BIBLIOGRAPHY

Cherrett, Owen J. New Zealand Police 100 Years Service 1886-1986. Kingswood Printing Company Limited, 1986.

Communications Services, New Zealand Police National Headquarters.
New Zealand Police. Wellington, New Zealand, 1992.

Gibbs, Graham, Sergeant of New Zealand Police. Interviewed by
Stephanie Watson, 17 June 1993.

Holyoake, Ian N. Region Commander of New Zealand Police. Interviewed by
Stephanie Watson, 14 June 1993.

O'Brien, William J., Senior Sergeant of New Zealand Police. Interviewed by
Stephanie Watson, 16 June 1993.

Police Strategic Plan 1993-1998, New Zealand Police, 1992.

Report of the New Zealand Police for the period ending 30 June 1992, Annual
Report to Parliament, 1991-1992.

Strang, Alan, Senior Sergeant of New Zealand Police. Interviewed by
Stephanie Watson, 14 June 1993.

Trappit, Dave, Inspector of New Zealand Police. Interviewed by
Stephanie Watson, 14 June 1993.

Underhill, Terry, Sergeant of New Zealand Police. Interviewed by
Stephanie Watson, 16 June 1993.

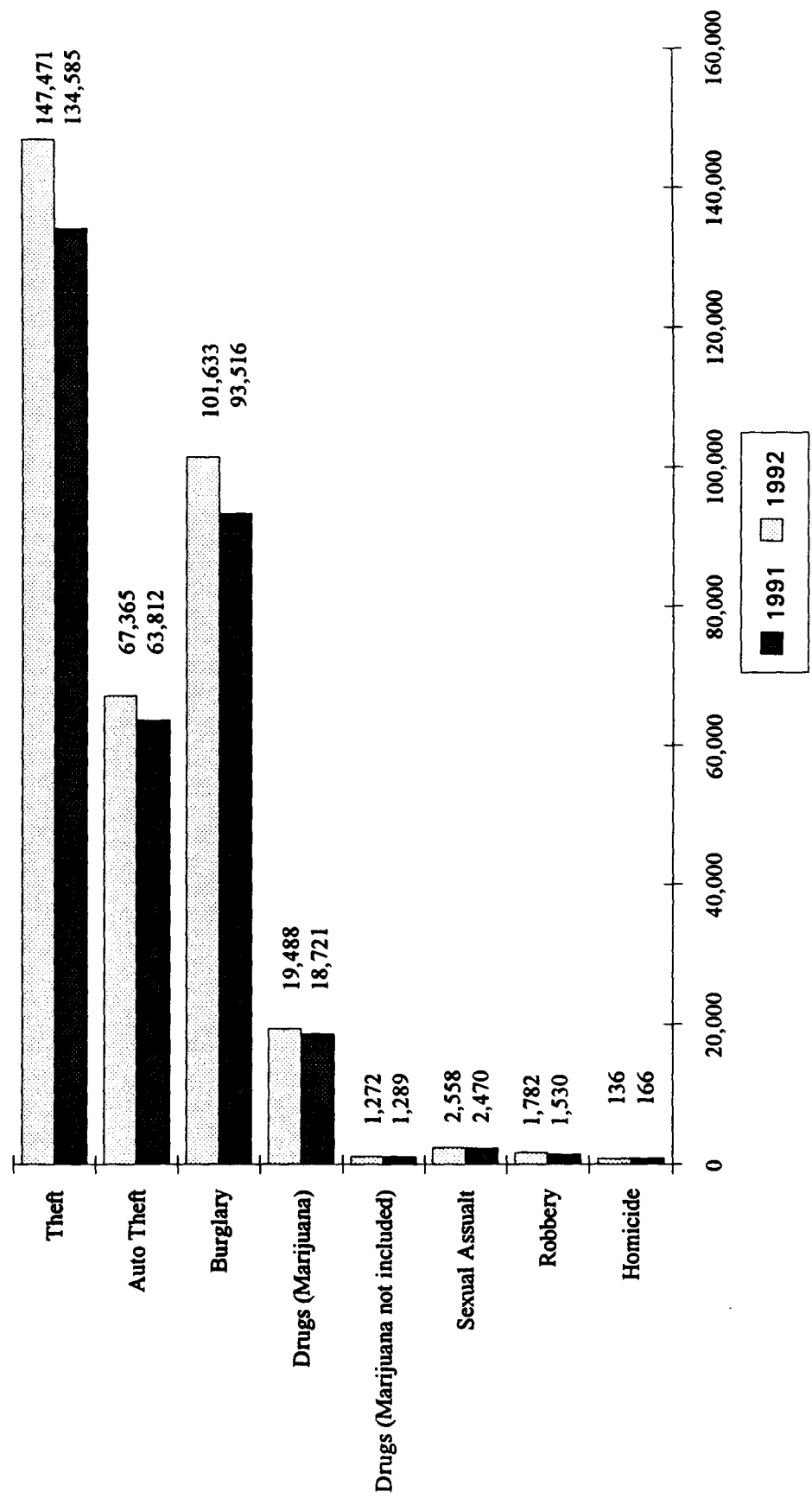
Appendix A

Calender Year	Police	Population	Ratio	Offenses per 100,000 population
1880	551	484,939	1:9490	3,678
1886	494	625,849	1:1267	2,898
1900	586	796,359	1:1359	2,305
1960	2,471	2,370,166	1:9590	4,337
1965	2,698	2,635,300	1:9590	5,021
1970	3,119	2,819,600	1:8770	5,882
1975	4,119	3,100,100	1:7520	7,537
1980	4,961	3,144,000	1:6340	11,107
1985	5,129	3,271,500	1:6380	13,316
1986	5,203	3,278,300	1:6250	13,363 (100 yrs)
1990	4,966	3,379,200	1:6800	14,049
1993	6,950 (est)	3,500,000 (est)	1:5070	-

Note: Ratio of police to population

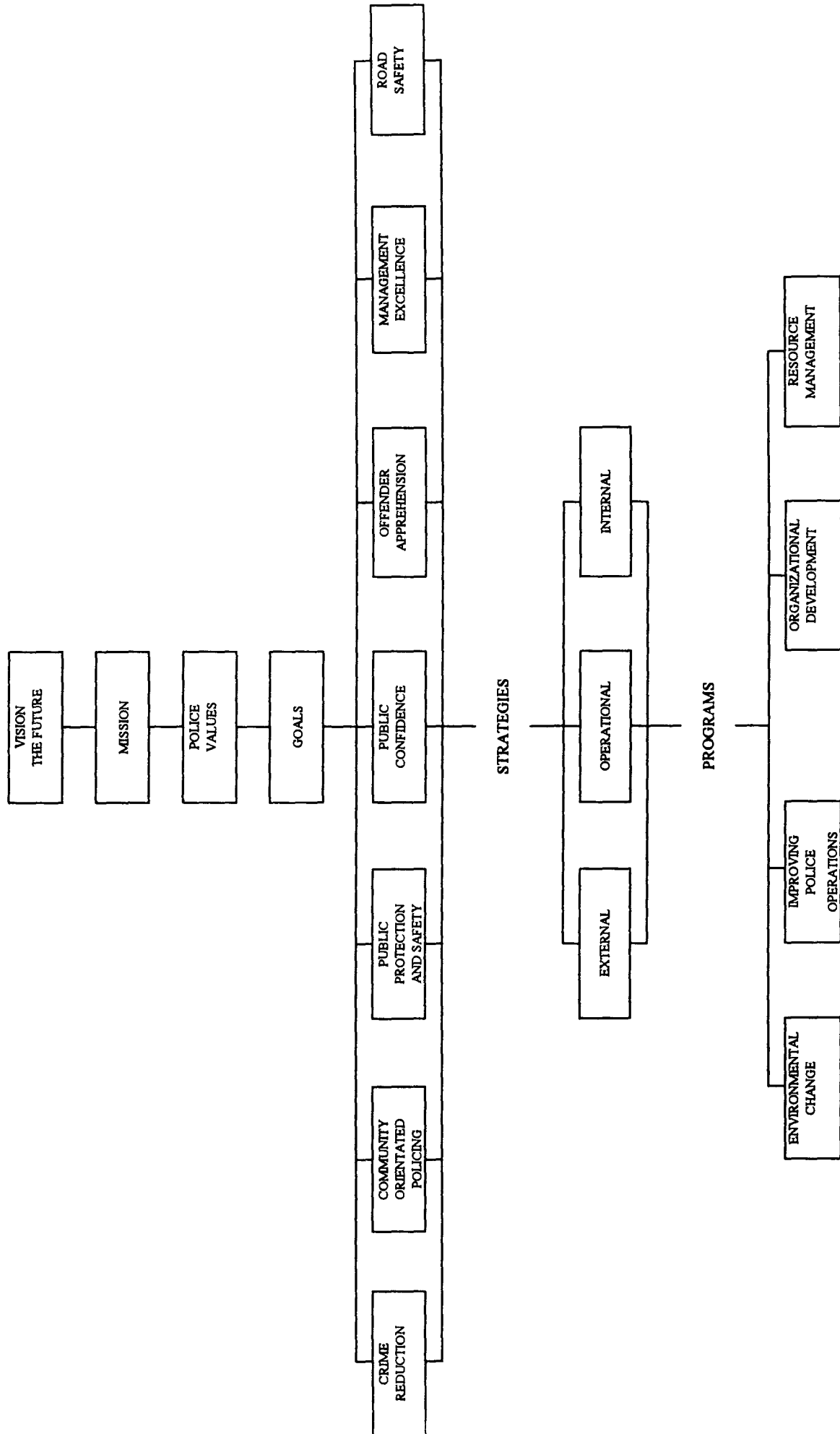
Appendix B

REPORTED OFFENSES FOR 1991 AND 1992



Appendix C

Strategic Plan Outline



REPOSITION THE POLICE

