



**REPORT FROM
THE COMMISSIONER OF POLICE
TO
THE MINISTER OF POLICE

ON

ISSUES RELATING TO
POLICING IN THE AUCKLAND AREA**

21 November 2002

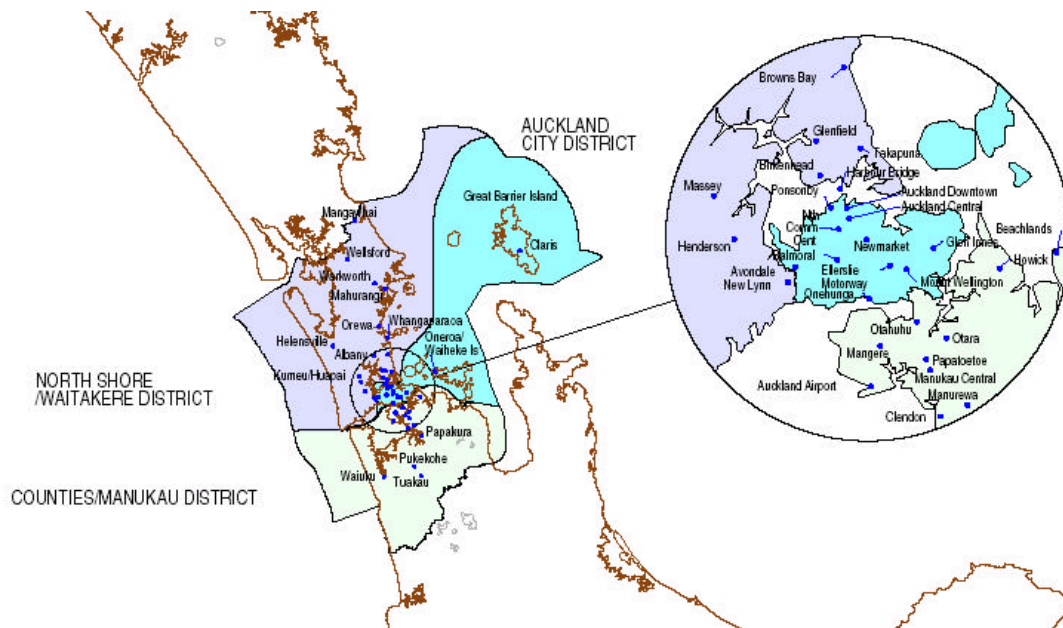


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EXECUTIVE SUMMARY

Purpose

This report covers information requested by you on options that I wish to advance with you to improve policing responses in the Auckland region.

Background

You requested a report covering Auckland issues in a letter dated 30 August 2002. The specific terms of reference were to address:

- the wider context for policing in Auckland;
- crime trends in Auckland, and strategies which address these offending patterns;
- resource allocation processes, staff recruitment, retention and deployment issues, and associated financial and administrative arrangements;
- management and administrative structures, especially operational and administrative command arrangements; and
- the need for community engagement in police strategies.

A high-level report (Part A) covering these issues was delivered to you on 30 September 2002. Following discussion on that report I am now pleased to advance a variety of options for your consideration (Part B) that address your primary areas of interest. Part B provides my assessment under the following categories:

- i. Auckland crime strategies.
- ii. Resource allocation issues (resource allocation, staffing and deployment).
- iii. Financial and administrative arrangements.
- iv. Community engagement.

I appreciate the fact that some of the issues that I raise in this document are matters that you will wish to consider in the context of budget bid considerations with other Ministers. I understand that any matters for budget consideration need to go through the normal business case preparation and appropriate Ministerial approvals.

There are some proposals however that I will wish to pursue as part of normal operational management within baseline funding and if you agree, I will announce them and commence implementation. I look forward to working with you as implementation unfolds.

Summary of proposed solutions

As outlined, Part B of this report promotes a variety of proposed solutions. Some will involve potential budget bids while others will be implemented within baseline budget allocations. In summary the proposed solutions are:

Crime Strategies

- Mobile DNA collection capacity¹ across the Auckland districts (paragraph 58).
- Further expansion of non-sworn scenes of crime forensic capacity and capability (paragraph 59).
- Improved investigative capacity (paragraphs 60-61).
- Improved clan-lab response capacity (paragraph 62).
- Improved organised crime investigative capacity (paragraph 63).
- Introduction of Crime Stoppers initiative (subject to community support) (paragraph 64).
- Additional focus on tackling vehicle-related crime (paragraph 65).

Resource allocation

Resource allocation formula

- Review of allocation processes and in particular assess the impact of Auckland-based organised crime on national crime victimisation (paragraphs 66-67).
- Improved police response capacity (paragraphs 68-69).
- Development with local government of a five-year police resource strategy covering recruitment and retention (paragraphs 70-71).
- Developing a Statement of Intent² with Government (paragraph 72).

Staffing

- Implementing recruitment initiatives (trainee programme, UK recruitment, targeted recruitment of Māori, Pacific and Asian people) (paragraphs 73-74).
- Review and potential reversal of deployment arrangements of Auckland-based police elsewhere in New Zealand and to some tasks on behalf of other agencies (paragraphs 75-77)
- Review of leave without pay provisions and policy (paragraph 78).

Deployment

- Review of police rosters across Auckland districts to unify deployment in a manner that better matches resources to risk and demands for service (paragraphs 79-80).

Finance and Administration

- Small regional adjunct to Office of Commissioner based in Auckland (paragraphs 81-84).

¹ In this report *capacity* refers to an additional resource, whereas *capability* refers to improving or increasing the competencies and skills of an existing resource base.

² A Statement of Intent is a movement towards an outcome based reporting regime.

- Deployment of Assistant Commissioner to Auckland effective 29 October 2002.
- The Assistant Commissioner and an adviser will work on:
 - Developing a regional Auckland demand and response strategy;
 - Reviewing serious crime investigation and intelligence gathering, assessment and dissemination capacity and capability across Auckland districts.

Community engagement

- Police access points to be maintained at current levels and only amended to better reflect community demands (paragraphs 85-87).
- Creating police liaison roles in local government offices (paragraph 88).
- More structured accountability arrangements with local government (paragraph 89).
- Introducing a telephone reporting line for non-emergency calls and reports (paragraph 90).
- CCTV and expanded use of initiatives aimed at crime reduction through urban design (paragraph 91).
- School-based police liaison officers (paragraph 92).
- High police visibility through concentrated and co-ordinated deployment using the Spot Light policing approach (paragraph 93).
- Engagement with the Minister of Police, local government and Police Executive on Auckland policing issues on a regular and programmed basis (paragraph 94).

PART A – PROBLEM DEFINITION

INTRODUCTION

1. Part A of this report gives a high-level overview of policing issues in the greater Auckland area. Although drawing specific information from the three Police districts that cover this area (Auckland City, North Shore/Waitakere/Rodney, and Counties-Manukau), Part A acknowledges that any analysis of policing in Auckland must take into account wider demographic and socio-economic factors, as well as Police funding and policy settings.
2. Part A is structured as follows:
 - the wider context for policing in Auckland;
 - crime trends, and strategies which address these offending patterns;
 - resource allocation processes, staff recruitment, retention and deployment issues, and associated financial and administrative arrangements;
 - management and administrative structures, especially operational and administrative command arrangements; and
 - the need for community engagement in police strategies.
3. Inevitably, a report of this nature cannot, nor does it attempt to, provide an exhaustive discussion of every police-related issue in the Auckland area. The timing of Part A was such that, inevitably, it offered something of a ‘snapshot’ of where Auckland policing was at in September 2002, and where I see it going in the short, medium and long term. Indeed, many of the initiatives described in the report will already be well known to you, and I have also briefed you on some of our future thinking for policing in Auckland. I fully expect to continue these conversations with you about Auckland-related issues as part of the regular dialogue that Police officials have with your office.

WIDER CONTEXT FOR POLICING IN AUCKLAND

4. The distinctive demographic and socio-economic profile of Auckland challenges Police to come up with innovative policing solutions, if we are to continue to provide effective services to the people of the region.

Demography

5. 2001 census results indicate that the Auckland region is home to just under a third (31%) of all New Zealanders. The three Auckland Police districts extend beyond the Auckland Regional Council boundaries to include a section of the Kaipara Territorial Authority and Franklin District Council, covering 1.174 million people. In addition to a large population base, Auckland’s rate of population growth is greater than many other parts of the country. The Auckland region experienced an 8.4% increase in usually resident population from 1996 to 2001 (compared to a national average of only +3.3%).

6. Auckland's demographic makeup is also marked by cultural diversity. For example, 12.5% of Auckland's population identify as Māori; 14.6% identify as Asian; and 14.9% identify as Pacific peoples. (Significantly, this translates to 21% of all Māori and 67% of all Pacific peoples living in New Zealand.) In addition, up to 70% of new migrants to New Zealand settle in Auckland, leading to even richer cultural diversity in the area.

Socio-economic factors

7. The Auckland region also has a distinctive socio-economic profile, in part reflecting broader characteristics associated with the different groups that make up its population, and in part reflecting market dynamics (such as population growth fuelling demand for housing). For instance, the 2001 census showed an unemployment rate of 8% for the Auckland urban area, compared to a national rate of 7.5%. Auckland's socio-economic landscape also differs from other regions in other respects. For example, Auckland's wholesale trade businesses dominate the sector nationally, and around two thirds of the country's imports by value enter through Auckland's airport or ports.

Transport issues

8. These demographic and socio-economic factors also contribute to some distinctive infrastructural needs and pressures. Auckland is home to the country's busiest airport, and 70% of overseas tourists enter New Zealand at this single border control post. Even more significantly, Auckland has 650,000 registered vehicles (nearly one for every two people), which is one of the highest rates of car ownership in the world. If current trends continue, Auckland's traffic volumes are predicted to double within the next 20 years.

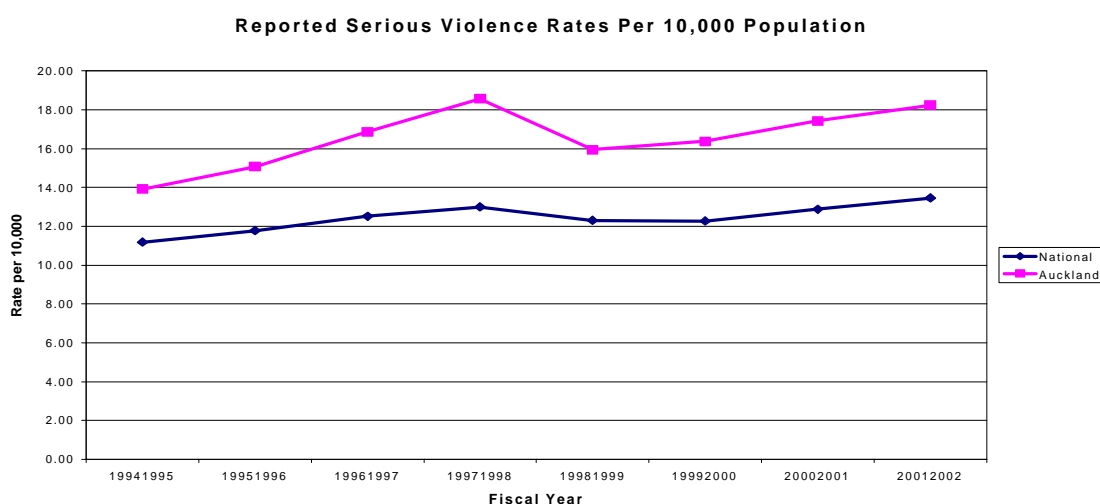
Impact on policing

9. Auckland continues to be one of the fastest growing regions in the country. Growth in population results in increasing demand for services. Ethnic diversity introduces new challenges in the incidence and types of crime that Police must deal with, staff skill requirements, and maintaining public confidence. Increases in vehicle ownership and traffic volumes call for greater enforcement, engineering and educational responses. The increased international movements of goods and people pose risks across several crime fronts, including drug trafficking, illegal firearms, and organised crime networks.
10. To take a concrete example, Auckland's ethnic communities require additional effort by Police to ensure that effective services are delivered. This is typified by the language difficulties that exist in taking complaints, and in interviewing witnesses and suspects. Often these facets of an investigation need to be conducted through the services of an interpreter, which adds significantly more time and cost to complete accurately. Furthermore, a number of incidents Police deal with in the non-criminal arena have cultural complexities that need to be understood and patiently worked through if a successful outcome is to be achieved. Again, many of these matters take time, especially when dealing with new migrant groups who are not yet accustomed to New Zealand society.

11. Overall, as the context for policing Auckland becomes more complex and demanding, so must the sophistication of the Police response. It is also important to acknowledge that this dynamic situation may be better served by flexible policy and investment models. Furthermore, as Police moves towards implementation of its strategic plan, there will be a need to consider divestment of functions that are not core to policing. An example is the potential to free up 11 fulltime equivalent sworn police through a reduction in the overseas police escort of illegal immigrants to their point of origin.

CRIME TRENDS AND STRATEGIES

12. Official Police crime statistics are publicised at regular intervals through the year, and it is not the intention of this report to cover familiar ground. At a summary level, however, the three Auckland Police districts contribute a significant proportion of total recorded crime. Of around 430,000 total offences that Police record each year, some 35% occur in Auckland City, North Shore/Waitakere/Rodney, and Counties-Manukau. On a per capita basis, emergency calls for assistance in Auckland are also higher than in other parts of New Zealand (contributing over 40% of total calls for emergency service).
13. The apparent rise in the rate of violent crime in the Auckland area is a matter of concern. While the violent offending rates are currently higher in metropolitan Auckland than in other areas, it should be noted the national rates for such crimes also appear to be rising. It is worth noting too, that the violent crime rate in Auckland has historically tracked at a higher level than the national rate for such offending, as illustrated in the following graph.

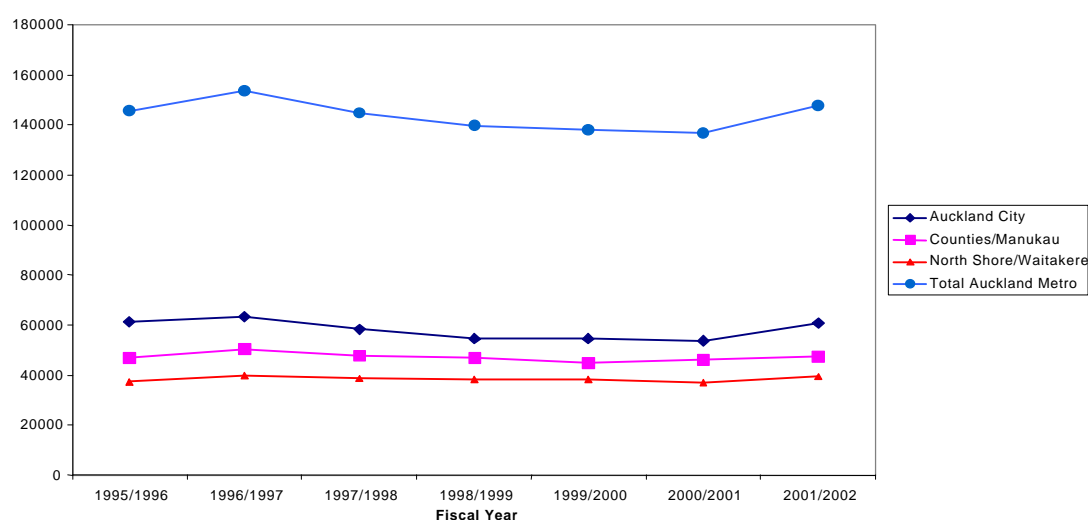


14. The other area of special interest is crimes of dishonesty, including burglary, unlawful taking, theft and fraud. The Auckland districts record just over 800 crimes of dishonesty per 10,000 population per annum. Yet despite recent increases in dishonesty offending in metropolitan Auckland, the current recorded level is the third lowest out of the last eight years. Any sustained reduction that can be made

will have a significant impact on the total recorded crime rate, both in the Auckland region and nationally.

15. It also bears repeating that Auckland has made significant gains in some of the volume crimes over the last five years. Although total recorded crime in the three Auckland districts rose last year (from 136,719 offences in 2000/01 to 147,683 offences in 2001/02), there has still been a decline from the total crime figures recorded in the mid-1990s (for instance, there were 153,707 offences recorded during 1996/97).

Total Recorded Crime in Auckland from 1995/96 to 2001/02



Strategies

16. Each Auckland Police district has recently undertaken a crime review, and identified priority areas for action. There is a broad similarity, with youth offending, road policing, volume crime (such as dwelling burglary and unlawful taking of vehicles), and organised crime, all featuring prominently.
17. In consultation with the Office of the Commissioner, District Commanders have subsequently developed a range of crime reduction targets for 2002/03. Some are broadly expressed: for example, in the area of family violence, districts have targeted the need to 'reduce repeat victimisation to below 2001/2002 benchmark levels'. Similarly, in relation to road policing, districts have identified the need to 'reduce road fatalities to less than the average of the last three years'. It has been possible to set more specific targets for certain crime priorities. A reduction in the rate of recorded offending of approximately 3% is sought nationally for each crime priority. However, the reductions that are targeted vary by district depending on local conditions and crime rates that have been experienced in each district over the past several years. The targets are regarded as 'stretch' objectives and their achievement relies on both good police performance and on factors outside the control of District Commanders. The targets may be re-set from time to time depending on emerging crime trends and the need to set District Commander's revised objectives that are relevant and achievable. The targeted

rates of offending that were in place on 25 September 2002 for the three Auckland districts were:

Targeted offending rates for 2002/2003 (offences per 10,000 population³)

Crime Priority	North Shore/ Waitakere/Rodney	Auckland City	Counties-Manukau	Average Metro Auckland Target
Burglary (dwelling)	73	141	147	118
Car theft, conversion, unlawful taking	43	125	85	82
Theft ex car	92	251	130	152
Violent attacks (less family violence and sexual attacks)	48	78	68	64

18. How each district goes about tackling these crime types will reflect the dynamics of their respective communities. The opportunity to develop regionally-focused strategies specifically tailored for the Auckland area, such as a regional organised crime strategy, is also being addressed.
19. It is important to note that the district/regional crime strategies for Auckland will be developed within the framework of implementing the *Police Strategic Plan to 2006*, and across-government initiatives like the justice sector *Crime Reduction Strategy*. As well as being sensitive to the views of local communities, it is vital that Police strategies are attuned to these wider action plans. It will be necessary to continue to co-ordinate work by the Police with that of partner agencies.

RESOURCING ISSUES

20. The allocation of police resources in Auckland has historically been a sensitive issue. The main challenge has been to provide the central Auckland area with sufficient staff to cope with the demands of the high daytime population coming to work, and the high evening population visiting the city's entertainment venues.

Current allocation model

21. As you have previously been advised, Police has based resourcing decisions on specific formulae since the 1980s. Methodologies used in the past drew on crime and incident attendance rates (with weightings for certain crime types) and population (with weightings for certain age cohorts, areas, crimes, and road safety

³ Rates of offending per 10,000 population have been approximated using resident population data from the 1996 and 2001 census. Using other population concepts will alter the calculated rates.

delivery requirements). The current resource allocation process has been in place since 1998, whereby around one-third of sworn staff are assigned to Police districts on a basis of strategic priority, with the remainder being distributed based on population. I retain overall discretion to make adjustments to staff numbers outside this allocation model, and have exercised this discretion in making inter-district adjustments between Auckland districts since 2000.

22. For the last two years, changes to total national Police numbers have been as a direct result of extra Government funding. In all cases, staff funded from Government initiatives have been ring-fenced for specific areas. Hence, of 375 newly-funded sworn staff allocated by strategic priority, the main beneficiaries have been road policing (285 positions), counter-terrorism (33 positions), and youth aid (27 positions). As a result, the proportion of staff allocated according to strategic priorities is slowly rising, whilst the proportion of staff allocated through district populations has been decreasing. The increase in resources has been welcome; however, the task-specific nature of these allocations has been eroding the flexibility historically available to me and to District Commanders to distribute resources across emerging problem areas in a timely or responsive manner.

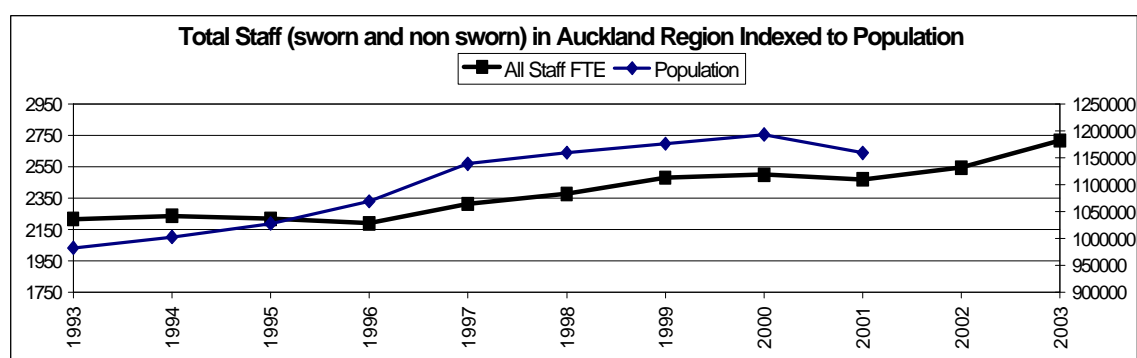
Funding arrangements

23. Much discussion occurs around the internal and external resource allocation process. Continuing dialogue is required with Government in the context of seeking to improve community safety and crime reduction outcomes. It may be, for example, that there is scope to re-evaluate the current method of funding police services through output classes within Vote:Police.
24. This suggestion arises out of the reality that, increasingly, the parameters and constraints placed on funding arrangements for New Zealand Police are acting as a disincentive to both operational staff and managers. For instance, external reporting requirements underpin the need for management to require operational staff to both record and report their activities in detail through Police's Activity Management System, and to deliver specific quantities of service hours to specific activities. However, in the latter case, this can appear contrary to the operational pressures that are seen to exist for Police staff. The conclusion that some observers draw from such difficulties is that Police funding that is tied to specific crime types or functional service units is restrictive and unhelpful in achieving enhanced community safety and crime reduction.
25. As I advised in the recent *Briefing to the Incoming Minister*, Police plan to lead work on developing an investment model that clearly identifies the benefits of policing in terms of enhanced community safety and crime reduction. This work will be undertaken with the support of Ministers, and in conjunction with core criminal justice agencies. It ties in with a wider organisational commitment to move away from a Departmental Forecast Report model to a Statement of Intent approach, in line with our partners. A useful starting point may be the 'willingness to pay' model adopted by the Land Transport Safety Authority. Importantly, this work will identify inter-relationships and dependencies across the criminal justice

and community safety sectors, thus allowing decision-makers to make more explicit investment choices around total Police funding.

Resource allocation in Auckland

26. In the metropolitan Auckland area, sworn resources have been distributed from the national allocation to the area as though it were a single district, adjusted for perceived workload factors for North Shore/Waitakere/Rodney, Auckland City and Counties-Manukau. The target establishment of sworn staff is currently 2,041 (with new road policing staff). In addition, there is a sizeable number of Police staff working in Auckland for national service centres (in the order of 111 sworn officers and 176 non-sworn staff) who do not show up in district headcounts, but who principally support Auckland police, and deliver services directly to the people of greater Auckland.
27. The following graph compares population growth in Auckland and the total number of sworn and non-sworn staff in the three Auckland Police districts:



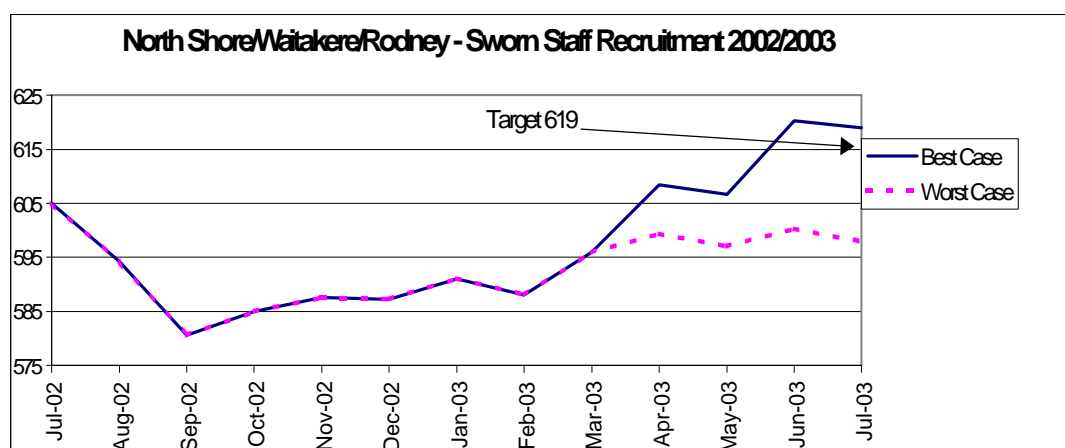
Note: Before 2000, the Police staff numbers are old Northern Police Region, less the Northland Police district. After 2000, staff numbers provided are derived from the three Auckland Police districts plus those in service centres which have Auckland locations. The population numbers are from Statistics New Zealand for the Auckland region, with 1996 and 2001 being census data, and the other years medium projections.

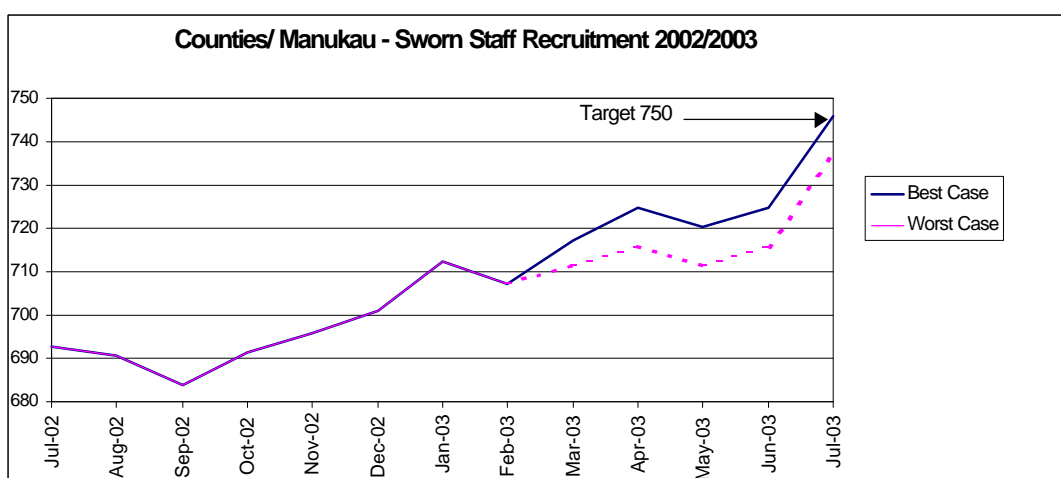
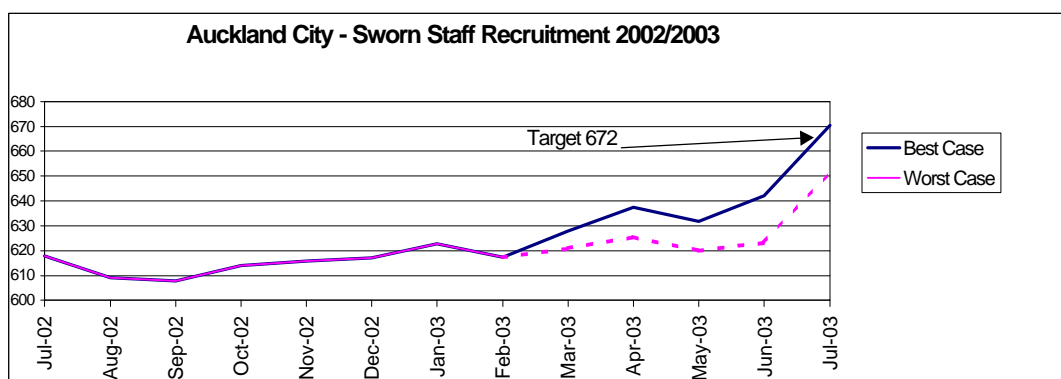
28. In terms of within-region resource allocation, each of the following functions is assigned to a specific Auckland district for administration purposes, but is managed collectively by the District Commanders, acting as the Auckland Board of Management:
 - Metro Crime – Counties-Manukau (Drug Squad, Organised Crime, and VIP Squad).
 - Metro Operations – Auckland City (Air Support, Maritime Unit, Dog Section and Emergency Planning).
 - Metro Road Policing – North Shore/Waitakere/Rodney (regional Traffic Alcohol Group and Motorways Group).
29. Resources are grouped in this way to manage an issue strategically (e.g., illicit drug interdiction), or because the nature of the resources makes it impractical to do otherwise (e.g., Air Support). However, the resources required for each of these functions are not equal. When the staff numbers are added to each district's other

numbers, they distort the perception of equitable distribution of staff across the region.

Auckland staffing issues

30. Taken as a whole, the three Auckland Police districts are currently approximately 120 sworn staff, and 60 non-sworn staff, below the levels needed to achieve the target strength identified for 30 June 2003. The three districts are tracking at different rates to achieve these targets. (For the sake of comparison, the combined Auckland districts were 105 sworn staff members under their target allocations as at 30 June 2002.) The need to build the Auckland districts up to target staff strengths by the end of the 2002/03 financial year, and to retain staff once they are recruited, remains a challenge.
31. In relation to recruitment and retention, the highly competitive local labour market makes it a formidable task to meet the targets set for Auckland's Police districts. Retention of staff will remain a problem whilst there is a perception of inequity between workload/cost of living factors and relative remuneration, but it should be emphasised that there is insufficient research around the impact of remuneration on decisions to exit the Police.
32. However, as you know, significant resources have gone into increasing the number of recruits for the three Auckland districts. In the past 12 months this has resulted in 200 people being recruited for metropolitan Auckland.
33. With the proposed recruitment of experienced police officers from the United Kingdom, it is anticipated that the Auckland districts will achieve their target strength by the end of the 2002/03 fiscal year, or calendar year 2003 at the latest. The following graphs display the recruitment situation for the three Auckland districts:





Note: The situation up until February 2003 is confirmed. Beyond this date, recruit details are subject to variation. The best case scenario assumes recruitment is at the desired level. The worst case scenario assumes recruitment continues at the same level as the previous five recruit wings. Both scenarios assume that overseas recruitment proceeds and current attrition levels remain. In relation to the worst case scenario for North Shore/Waitakere/Rodney district, this reflects initial thinking that this district will not be a beneficiary of the overseas recruitment programme.

34. There are other significant human resourcing issues facing the Auckland Police districts apart from a simple focus on staff numbers. For example, as the three districts have some of the largest populations of Māori, Pacific, and Asian peoples, I am eager to ensure that I have sufficient Police staff who can connect effectively with those communities, using appropriate cultural knowledge and networks. Similarly, Auckland districts possess a higher percentage of young and less service experienced staff than most other Police districts. However, care needs to be taken in drawing any negative conclusions from that observation alone, as productivity, capability and quality issues need to be considered in a much wider context.
35. From time to time, discussion focuses on the extra workload and pressures placed on staff in the Auckland Police districts. Common indicators to test workload pressure include levels of absence through sickness and amounts of staff overtime being accrued. An examination of these factors across the Auckland districts shows that the levels of overtime accrued and sick leave taken in Auckland are similar to the rest of the country. (It is important not to read too much into this, as sickness and overtime rates can also be impacted by management and supervisor awareness of work pressures faced by staff.)

36. Finally, it is appropriate to highlight the importance of understanding other leave issues within the Auckland districts. I have already briefed you in general terms about the management of leave without pay (LWOP) across Police as an organisation, and that information is not repeated here. However, I note that there are currently 100 sworn staff on LWOP in metropolitan Auckland, out of a national total of 254. Available data indicates a small increase in the numbers of Police staff taking annual and parental leave; but that around 80% of all staff taking LWOP return to employment with Police. While staff are on LWOP they are replaced in the district and do not directly erode capacity or capability unless there is, as we currently have in Auckland, a recruitment issue.

Budget initiatives and other actions

37. Guided by the *Police Strategic Plan*, there is a range of initiatives already in train to address the resourcing situation in Auckland. Highlights include:
- Extra funding for additional non-sworn support staff;
 - Negotiations with service organisations to pilot flexible employment arrangements for some roles previously only undertaken by sworn staff (such as complaint taking);
 - Establishing a police trainee scheme with an Auckland component;
 - Organising short-term placement of experienced staff from other districts in Auckland;
 - Potential recruitment of experienced overseas police officers to work in Auckland;
 - Targeted recruitment from the Auckland Māori, Pacific, and Asian communities;
 - Supporting the Northern Communications Centre with extra staff to meet radio traffic demands in Auckland City (six extra staff commenced duty on 1 July 2002);
 - Providing staffing support from other districts for the America's Cup operation;
 - A second radio channel for Auckland City (that became operational on 1 July 2002);
 - Altering business processes to improve crime reporting and case management;
 - Research into the feasibility of introducing a customer-focused telephone reporting system (based on the Police Assistance Line model operating in New South Wales);
 - New funding for specific Auckland City and Counties-Manukau youth initiatives.

Options for the future

38. Whilst there are opportunities to target funding to directly address Auckland staffing needs, recent approaches have tended to provide dedicated funding to specific or specialist groups. At the moment the more pressing need is to cover off basic general policing services such as responding to calls for service and investigating crimes.

39. The *Police Strategic Plan* signals a desire to use a sensitive resource allocation model. The aims of any improved allocation methodology would be to better match resources to need; and to improve Police's capability to deliver effective and efficient services.
40. In order to successfully address perceived disparities, I am committed to developing a more sophisticated resource allocation model - one that determines the demand for policing services across a broad front of service drivers, and then assesses Police's ability to meet that demand. This will provide the Government with clearer indications of the investment required in Vote: Police to improve key results.
41. My officials will brief you on the results of this work by December 2002.

MANAGEMENT AND ADMINISTRATIVE STRUCTURES

42. The disestablishment of the previous four-region structure for New Zealand Police, and the movement to the current 12-district structure, has delivered some desirable outcomes. In particular, regular performance review meetings between the Board of Commissioners, District Commanders, Area Controllers and other District Managers have resulted in a sharper focus on results, alignment with strategy, and ultimately improved accountability for policing actions. The creation of standard district structures that align with local authority boundaries (where practical) has also promoted inter-district partnerships between staff focused on similar problems. The transition from a regional to a district-oriented structure for Police coincided with a continuing decline in total recorded crime, from earlier peaks in the mid-1990s [described in paragraph 15, above].

Auckland-specific structures and processes

43. The three Auckland districts have a specific management process to cater for the particular issues that arise in the Auckland area. The Auckland Board of Management sees the District Commanders from Auckland City, North Shore/Waitakere/Rodney, and Counties-Manukau meet monthly to focus on pan-Auckland issues. The Board is supported by structures designed to offer specialised policing services across Auckland [described in paragraph 28, above].
44. Each of the Auckland District Commanders is employed under a contract with me, and reports directly to me. District Commander performance is measured through regular performance review meetings conducted with me, assisted by and through Police's Organisational Performance Group.

Options for the future

45. There are other potential management and administrative options for greater Auckland which require further research and examination. Possibilities include:
 - exploring the idea of a small Auckland region administration unit, as an adjunct to the Office of the Commissioner, which is responsible for regional

relationship management, and focuses on a small number of strategic priority areas;

- reviewing the current Metro Crime team based in Counties-Manukau (a number of services provided by this group have national benefit);
- reviewing the services provided by Criminal Intelligence Units based in each of the districts (the fact that criminal elements do not operate within defined boundaries means there may be efficiency gains if intelligence processes are regionally aligned).

COMMUNITY ENGAGEMENT

46. Strengthening Police-community relations is a key plank of the *Police Strategic Plan*. All three Auckland districts are involved in community engagement at a local government and multiple community group level. Examples are listed below:

<i>General consultation</i>	<i>Specific Māori and Pacific consultation</i>
<ul style="list-style-type: none"> • Undertake community consultative and partners meetings (all districts). • Project Buzz Off - work with Neighbourhood Watch and Safer Community Council (NSW). • Develop one stop community shop at Takanini (CM). • Asian peoples liaison officer and Asian crime line (NSW). • Partnership development through the Policing Development Manager and Area Controllers (CM). • Train all managers in the principles of community engagement (CM). • Internet safety initiatives (AC). • Partnership development with Auckland City Council Law and Order Committee and Transport and Roading Committee (AC). • Re-assess placement of Community Constables (NSW). • Close working with Safer Auckland City as part of the work led by the Ministry of Justice on an overall <i>Crime Reduction Strategy</i> (AC). 	<ul style="list-style-type: none"> • Develop shared community safety vision and goals with local Māori and Pacific peoples (all districts). • Achieve greater Māori and Pacific peoples representation in policing roles (all districts). • Focus on Māori responsiveness – Iwi liaison: the Tutahitanga Advisory Group (NSW). • Raise the profile of the Māori Advisory Group (AC). • Focus on Pacific peoples responsiveness – newly formed Pacific liaison officer (NSW). • Research a multi-cultural policing centre (CM). • Help improve Māori Wardens Project for Central City (AC). • Establish Pacific Advisory Group (AC). • Ngati Whatua, urban Māori groups and Auckland District Māori Council (AC). • Develop a database of Māori and Pacific service providers (CM).

47. As you can see, the three Auckland District Commanders are committed to a constructive, co-operative relationship with local government. In addition to working in partnership with relevant community boards and other groups, staff from the three districts work closely with various local government bodies, especially on crime prevention and safer community initiatives. At a strategic level, the three District Commanders also have regular dialogue with the Auckland Mayoral Forum. I directly support this process with regular mayoral meetings. Together, this helps ensure that Auckland police are responsive and accountable to the communities they serve.

48. Measuring the success of community engagement can be difficult. The commitment in the *Police Strategic Plan* to develop a community engagement model reflects our view that there is benefit in offering guidance to districts on what levels of community engagement are desirable. Such a model could help achieve more consistent partnerships with local government, non-government organisations, Māori, and other community representatives. As you are aware, work on this community engagement model is well-advanced, and officials will brief you on the results of our work by December 2002.

DISCUSSION

49. Part A of this report has attempted to provide a high-level overview of policing issues in Auckland. It has not tried to traverse ground that has been the subject of more detailed briefings to you, nor has it sought to pre-empt work that is still in progress (notably, our reviews of models around resource allocation and community engagement). As noted at the outset, there is regular dialogue between Police officials and your office, and I anticipate Auckland-related issues will be a key part of our future conversations.
50. Although Part A is an overview report, and we regularly discuss Auckland-related issues formally and informally, I have nonetheless attempted to flag some specific opportunities that you may wish to consider. In particular, I have noted that there are opportunities to target funding to directly address Auckland staffing needs; and I also highlighted the fact that the dynamic situation in Auckland may not be best-served by static policy or investment models. I identified that a challenge for both Police and the Government is to build in sufficient flexibility to Police's budgetary and policy frameworks, so that the shape of policing services can be adjusted to meet changing needs.
51. Implicit in Part A has been recognition that, faced with Auckland's dynamism, standing still is not an option. Experience suggests that there are some clear choices for moving forward. Options include new investment, new policy, or a mixture of both. Recent funding increases have helped, as have refinements to policies in certain areas, but their full effects are yet to be realised. There are other initiatives which are yet to come on stream (for instance, the roll-out of the Government's *Crime Reduction Strategy* and *Road Safety Strategy to 2010*). The speed and direction with which the Police can move to meet Auckland's challenges will continue to be influenced by these funding and policy settings, just as much as by demographic and socio-economic factors described earlier.
52. In the final analysis, much of the value of Part A is its ability to cast into sharp relief the major issues facing policing in the greater Auckland area. In doing so, however, it will be evident that many of these issues are not new, nor are they necessarily unique to Auckland.
53. In some ways, Auckland is a crucible that reveals elements that cut across Police's ability to provide effective and efficient services for all New Zealanders. These include an increasing population, associated increases in offending and calls for

service, and an even greater need to work in collaborative partnerships. As laid out in the *Police Strategic Plan*, Police will continue to strive to meet these challenges, with the support of central and local government, partner agencies, and the wider community.

54. Police industrial arrangements also provide some constraints, as the New Zealand Police Association continues to adopt a stance that delays the appointment of non-sworn staff to deliver a range of customer services (such as complaint taking and crime scene examination) that involve new or re-focused positions. We continue to work through these issues, although it should be noted that some positions, which Government provided funding for in April 2002, remain unfilled. This is both frustrating and unfortunate.

CONCLUSION

55. Significant issues for policing in Auckland are:

- Complex demographics and dynamics of New Zealand's largest conurbation.
- Major crime trends:
 - increasing levels of violent behaviour and offending.
 - increasing dishonesty, particularly vehicle-related crime;
 - increasing organisation of criminal activity/enterprise.
- Recruitment and retention of Police staff.
- Flexibility available to me and to District Commanders to deploy staff, especially as pressures arise locally.

Actions taken

56. A range of initiatives are already in train to address these issues, including those highlighted in paragraph 37.
57. Part B of this report covers my assessment of potential solutions.

PART B – COMMISSIONER’S ASSESSMENT OF POTENTIAL SOLUTIONS

Auckland Crime Strategies

58. New DNA legislation will enable Police to expand the collection of DNA samples. I intend to maximise the benefits of this legislation and boost the hit rate of this highly effective and proven crime-fighting tool in Auckland. To do this the data base must be increased. I intend to explore with Government the possibility of funding a regional team of police and forensic experts to provide a mobile DNA collection capacity and capability. My initial research indicates a small dedicated team could generate 3,500 additional samples potentially resulting in up to 500 additional DNA hits per year. Each hit can potentially generate 5–10 additional resolutions and in some cases solve high-profile historical crimes as well. This proposal would need to be developed into a business case as part of an investment package for Government consideration.
59. Furthermore, I am committed to deploying a team of dedicated, expert forensic scenes of crime officers (SOCOs) across the Auckland districts. I recognise the resource benefits in pursuing non-sworn versus sworn options in these roles without loss of effectiveness as this presents the opportunity for career development and transfer of forensic skills across disciplines. Additionally, this is an opportunity to free up sworn staff from attending scenes unnecessarily. I see this initiative being linked to the development of a dedicated telephone reporting line, which I will outline in more detail later in this paper. I am able to advise that those non-sworn SOCO staff funded in FY2002/03 are being progressively deployed. This is despite some initial industrial delays. I will continue to monitor and review these initiatives and discuss with you any potential resource requirements in the forensic service domain.
60. Because Auckland districts are not fully up to strength, the ability of Police to respond to calls for service and to adequately investigate many offences that have promising leads of enquiry is compromised. Population growth is an aggravating factor.
61. My analysis indicates that additional general investigative staff capacity is required in order to bring the quality of investigations on volume crime matters such as burglary, fraud and unlawful taking of motor vehicles to a similar level as provided in other metropolitan areas. Therefore I will explore with government the possibility of funding additional investigators.
62. The crime impact of the burgeoning illegal use of amphetamine-type-substances needs to be addressed. Therefore I am going to explore with Government the possibility of basing clan-lab response teams (including investigation analysts) in Auckland, Wellington and Christchurch, together with funding to support general staff training.

63. Furthermore I will be developing regionally focused strategies to deal with organised crime, community policing and inter-district deployment to tackle serious crime.
64. Through one of my Assistant Commissioners, I have engaged in dialogue with principals in the Australian proprietary telephone reporting service known as Crime Stoppers^{TM4}. The purpose is to explore how we can introduce Crime Stoppers in Auckland if communities support this.
- This sponsored initiative provides the ability for the public to anonymously report information on criminal activity by telephone. It enables those providing material assistance to solving crime to claim a reward in instances of successful prosecutions.
 - Because Crime Stoppers requires a dedicated telephone line and staff, there will be a need to incorporate this initiative into the development of a dedicated police assistance line outlined later in this report.
 - In Australia for example, anyone with information about illegal activity or suspected perpetrators is encouraged to call Crime Stoppers on a national toll free number. The Crime Stoppers number is staffed between 7am and 12am Monday to Friday and 8am to 8pm on weekends. Outside these hours there is a recorded message.
 - As a result of intelligence received by Crime Stoppers, New South Wales report that 2891 people have been arrested in the several years since it was introduced⁵, with more than 8822 charges laid and \$7.4 million worth of stolen property and \$61 million dollars worth of drugs seized. In addition, 31 homicides, 146 assaults, 234 armed robberies and 92 sexual offences have been solved as a direct result of information given to Crime Stoppers.
 - The system does not replace existing reporting mechanisms and if anyone has information about someone wanted by police or a person they know has committed a crime but has not been arrested, they can contact their local police station 24-hours a day. Anyone who has witnessed a crime in progress is encouraged to use the emergency police contact via 111.
65. Finally, vehicle crime is an emerging area of concern. Streamlined reporting, enhanced use of specially trained forensic examiners, directed and targeted

⁴ The Crime Stoppers concept is a unique partnership between the community, Police and the media. In Australia, each state programme is run through a company structure, administered by a Board of Directors. The companies work closely with Police to ensure that the community can participate in crime fighting. The directors are all volunteers drawn from a wide section of the community, and each board is responsible for developing strategies to finance and promote their Crime Stoppers programmes in conjunction with Police.

⁵ For more details, see the NSW Police Crime Stoppers website
<http://www.police.nsw.gov.au/crimestoppers/crimestoppers.cfm>

enforcement and a focus on repeat offending and victimisation are currently areas of police attention. However I will be seeking more gains in reducing this type of crime through a regional approach to managing the problem.

Resource Allocation Issues

Resource allocation formula

66. Historically Police had a demand type resource allocation formula, however the current formula is part demand (based on generic population) and part strategic priority. I have directed that the current model be reviewed to determine if there is a more equitable method of allocating resources.
67. I will complete this work by year-end 2002. This review will also consider the effect of allocating resources to Auckland to deal with organised crime issues with a national perspective.
68. I note that whilst the gain in sworn staff to Auckland in recent years has generally matched population growth, deployment has been into specific ring-fenced activities as determined by budget initiatives (e.g. road policing staff, youth aid officers, and law enforcement teams). Core service delivery areas of responding to emergency calls and general investigations have not received any increase over recent years.
69. As a consequence, currently between 45–55% of emergency calls are attended within the performance standard of 10 minutes. I will explore with Government the potential for funding additional capacity in order to raise the timeliness of emergency response to similar levels experienced by other urban areas within New Zealand.
70. Because of the unique challenges presented by the Auckland environment with regards to the recruitment and retention of sworn police staff, I intend to expand existing resource allocation modelling arrangements to develop a five-year police resourcing strategy for Auckland. It will require full consultation with the Auckland Mayoral Forum and the engagement of their expertise in demographic, social and resource management planning. The benefits will include a greater alignment with emerging population trends. A primary focus will be to match the demographic profile of sworn police to the diverse ethnic, age and cultural composition of current and future Auckland populations.
71. This five-year perspective of policing is a model that I believe needs to be applied nationally. It would be a significant step towards building an approach towards investment in community safety through policing that is modelled on the success of road safety funding arrangements.
72. It also links well with my plans to develop a Statement of Intent with justice sector and central agency partners. The Statement of Intent will enable a better flow of resource allocation to desired outcomes, improve reporting to Government, and

will minimise compliance overheads such as detailed reporting on tasks and activities required of all police staff.

Staffing issues

73. I will be implementing several recruitment initiatives, including establishing the police trainee scheme, recruiting experienced overseas police officers to work in Auckland, and targeted recruitment from the Auckland Māori, Pacific, and Asian communities.
74. I expect these to produce results in the medium term and assist the Auckland area in coming up to current target strength by year-end (graduation of UK recruits) and maintain this through to calendar year-end 2003 (graduation of cadet trainees).
75. Auckland staff are younger in age and service experience than other districts.
76. I remain concerned that Auckland districts are not expected to be at total target strength until 30 June 2003. I am working to manage the current shortfall of approximately 120 sworn staff across the three districts.
77. While this situation remains I will be taking steps to ensure that Auckland police are not deployed elsewhere in New Zealand, or to some tasks on behalf of other agencies, without good reason. I also intend to continue to critically review national plans for holiday policing operations.
78. I am also concerned that a higher percentage of Auckland staff appear to be taking the leave without pay (LWOP) option than in other districts. Because it impacts on staff retention, I am developing a strategy to improve management of the level of LWOP nationally. I am able to deploy staff at my discretion on their return from extended LWOP, and it's likely I will direct them to Auckland.

Deployment issues

79. An additional factor for consideration is how staff are deployed. I am concerned that staff rosters vary across districts in Auckland. Although deployment is constrained by relatively inflexible industrial and rostering arrangements, I have addressed the issue of matching resource to demand within the Northern Communication Centre. I will apply the lessons learnt from this approach at a district level.
80. I need to signal however that the timing and benefits of an alternative deployment model cannot yet be accurately predicted as significant work will be required to design, negotiate and implement the necessary changes.

Financial and Administrative Arrangements

81. The process of developing new management attitudes and skills will continue to progress. I believe there are potential cost efficiencies available if the district structures were reviewed and roles merged regionally, but the value of local management control would be lost. Gains are flowing through in such areas as operational safety, more efficient service delivery and more focus on crime targets. The overriding benefit of existing district structures is that increasingly the big crime reduction issues (large problem solving initiatives) will be tackled.
82. However, I believe that there may be value in a small regional administration as an adjunct to my office with responsibility for regional relationship management and focus on a small number of strategic priority areas. An example of the sort of work that a “regional focus” might take is: A regional demand management strategy – aimed at synchronising regional access to police services, providing service guarantees for initial response, providing more opportunities for people to access police services in a culturally appropriate way, and introducing efficiencies (if possible). A focus will be tighter control of deployment across districts to manage demand.
83. In the interim I have directed that an Assistant Commissioner be stationed within Auckland, effective immediately, to test the feasibility of this approach. This dedicated resource will oversee initiatives affecting the whole region and provide a point of contact for consultation with local government and other stakeholders.
84. Additionally there may be opportunity for reviews of the current metropolitan crime team based in Counties-Manukau, in so far as several services provided by this group have a national benefit. A further area for examination is the services provided by Criminal Intelligence Units based in each of the three districts. Criminal elements operate within the city in a border-free environment and I am interested in exploring any efficiency gains that may be available if the intelligence process also worked on a regional basis.

Community Engagement

85. I am firmly committed to continuing down the path of strong community engagement in policing. “Strategic” relationships operate at a national level, as well as district (Local Authority) and local (e.g. community board or local community group level). The interests of each of these levels of relationship are different. For example, local input might focus on road policing, public space disorder, graffiti and noise issues. At a national level the relationship is often concerned with joint approaches to reducing social and crime problems such as family violence and organised crime.
86. I will report on a formal model for engaging with Auckland communities by December 2002.

87. I am mindful of the concern felt by communities when discussions emerge around potential police station closures or amendment of hours. In the next few months I will ensure that no existing services are compromised or reduced and existing premises are retained.
88. I believe there is potential for local government engagement in policing to be enhanced. Local government consultative processes could be tailored to service crime/safety issues in addition to road policing and existing council purposes. I am keen to explore opportunities for an enhanced collaborative planning process that would see a pilot scheme to place police officers in liaison roles within local authorities.
89. I am also keen to explore a more structured accountability process with Police reporting performance results to both Local Authorities and Government similar to arrangements that currently exist within road policing environment. I am clear that the future of policing lies in joint local ventures with local government being one of the key partners. This additional police capacity and capability will form part of budget discussions with government.
90. There are continuing issues in the Auckland districts around access to police for reporting crime or making calls for service. Making the reporting of crime easier could involve the creation of a dedicated police assistance line (PAL)⁶. I will be exploring with Government the potential for this initiative to improve police response to non-urgent calls. Although this is likely to require a substantial investment I am encouraged by overseas experience which has shown considerable improvements in the service to victims while also enabling front-line staff to be released to target street crime and to initiate local crime prevention action.
91. I am aware of the potential for joint community safety ventures that reduce the opportunities for offending through urban design and the use of CCTV.
92. Furthermore, I am encouraged by the success of a project in Counties-Manukau that involves deploying a police officer as a school-based liaison officer. This has considerable merit as a preventative approach to offending and victimisation. I intend to look at expanding the current pilot project to cover further low decile schools within the Auckland area. The officers would have a multi-functional role that would combine youth education, youth aid services and general liaison between the school and local police.
93. Finally I am committed to maintaining high visibility policing in locations that attract large numbers of people within the Auckland region. This will be a continuing priority. I am encouraged by the positive benefits that have been demonstrated through the use of the 'Spot Light' initiative used by Strathclyde

⁶ In New South Wales, the Police Assistance Line (PAL) operates 24-hours a day, 365 days a year and provides the community with another option for reporting non-urgent crime. Victims can use PAL when a crime is not in progress. PAL handles calls relating to break, enter and steal, motor vehicle theft, stealing from motor vehicle, stealing, malicious damage, minor motor vehicle crash reports as well as lost property reports.

Police⁷ in 'Safer Scotland'. This involves high visibility, concentrated policing of specific crime or public safety concerns. The enforcement activity is co-ordinated and well publicised. I will be initiating a series of 'Spot Light' initiatives in Auckland.

FURTHER ENGAGEMENT

94. It is my intention to provide regular updates on the Auckland situation to interested community leaders and the Minister. These will be:

- **Ministerial**
 - Weekly updates to Ministerial advisers
 - Monthly updates to Minister of Police
- **Local Government**
 - Verbal reporting and meetings by the Assistant Commissioner deployed to Auckland
- **Board of Commissioners**
 - Weekly reporting as a standing agenda item
- **Police Executive**
 - Monthly reporting to Police Executive Conference as a standing agenda item

Submitted for your information and discussion.

Rob Robinson
Commissioner
21 November 2002

⁷ Spotlight is a practical, flexible and responsive policing style, which involves identifying the public's concerns, focusing police on addressing very local problems. No problem is too big - or too small. It uses intelligence sources to target problems and locate criminals, a high-profile uniform presence to offer reassurance to the public as well as covert operations and surveillance to identify offenders. Central to its success is the forming of effective partnerships with other agencies to find answers to problems while emphasising the needs of vulnerable groups.