Police Act Review

Building for a modern New Zealand Police

What the New Zealand public want and expect from their police in the 21st century

A summary of research conducted in 2006 on behalf of New Zealand Police

UMR research

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Contents

Introduction

In August 2006, New Zealand Police contracted UMR Research Limited to explore what the New Zealand public want and expect from their police in the 21st century. The research was one of several methods used to access the public's views on policing, as part of a review of the 1958 Police Act.

Scope

The research was designed as an exploratory study to provide a flavour of public feeling about the future of policing. Because of this, it was primarily qualitative research. The value of qualitative research is its ability to identify the range of issues involved, allow an assessment of the intensity with which views and attitudes are held, and give a feeling for language. As such, qualitative research is not intended to be statistically representative of the extent to which views and attitudes are held throughout the wider population. Where possible, however, quantitative elements were incorporated into the overall research.

This report

The research produced a wealth of information on what New Zealanders want and expect of their police. The full research findings, with detailed notes on methodology, runs to 200+ pages. While this fuller document is available on request, it was agreed a more accessible summary report should be developed.

This report highlights the key findings of the research. To provide context, additional resources have been attached as appendices. These include survey questionnaires, demographic information on the research participants, and discussion prompts used during focus groups. A description of the wider strategic environment which informed the research has also been included.

Main points

Key findings from the research are grouped by thematic topics. Some of the most significant findings to emerge include:

General perceptions and expectations

- Current perceptions of New Zealand Police are dominated by a picture of an institution which is generally well-regarded and enjoys considerable public goodwill.
- While media representations seem to influence the general public's perceptions of Police, perceptions held by victims of crime and offenders are largely based on personal experiences.
- The public expect high ethical and operational standards of Police, and for Police staff to be responsive and empathetic to people's situations, no matter how minor an incident may appear.

Principles of policing

- There was support for Police to abide by a set of principles, especially those which have 'stood the test of time'. For instance, crime prevention is regarded as an ideal Police should be striving towards, which in turn requires a close relationship with the community.
- There was ambivalence over the need to enshrine policing principles in law. However, principles were seen as central to a *Code of Conduct* which applies to all Police staff, and there was also a desire for the principles to be communicated to the public.

Police functions

- Enforcing the law, preventing crime and solving crime were identified as the three most important Police functions, although not all were seen as Police's sole responsibility. Keeping the peace and providing a visible patrolling presence were also seen as important Police functions.
- There was a feeling Police places too high a priority on road policing. However, respondents did regard road safety as an important function, and there would be concern if it was policed less effectively.

Police and the wider policing environment

- There was reasonable support for other agencies to investigate minor offences, and offences requiring highly specialised investigative skills.

- There was some support for non-Police staff 'walking the beat' to offer general community reassurance, especially if this enabled Police resources to be directed to serious crime and improved responsiveness. Such support may depend on alternative patrollers being from an already-respected organisation, such as Māori Wardens.

- There was a level of public support for Police to recover costs of policing major events, such as rock concerts. However, some people expressed concern that charging for police services would mean a shift from policing as a public service to policing for profit.

- Overall, greater use of private sector providers was expected to lead to improved policing. Some expressed concerns about such a development unless it could be ensured Police vetted individual private sector providers and monitored the quality of their services.

Police staffing

- A majority of respondents supported Police having more staffing options, often on the basis it should lead to greater Police visibility and more policing resources being directed to serious crime. Other arguments in favour of increased staffing flexibility for Police revolved around employment opportunities, cost savings and greater community support.

- The main argument against supporting more Police staffing options rested on a preference to simply employ more officers with the full range of constabulary powers.

Community engagement

- There was a preference for Police to engage with the public at a neighbourhood level, with strong support for constables 'walking the beat' as a form of community engagement.

- Respondents valued neighbourhood level engagement with Police as a way of learning about crime patterns where they live, rather than providing direct input into the direction of local policing. Respondents expressed little support for attending public meetings to discuss policing.

Police powers

- The role of constable was considered integral to policing, and the traditional Police uniform was seen as critical to conveying professionalism, respect and clear identification.

- In keeping with Police's largely unarmed ethos, there was a desire to see limits set around the use of weapons. While there was support for tactical options such as pepper spray, batons and Tasers to be available to Police, there was a general preference for officers to use the minimum force appropriate in the particular circumstances.

The future of policing

- Three unique aspects of policing in New Zealand were identified: these were the nation's multi-cultural make-up, the country's small size (making for a well-connected society from which little could be hidden), and the fact police officers normally do not carry firearms.

- A common hope for the future was for Police to be professional and well respected. This goal was thought more likely to be achieved if Police is representative of and sensitive to New Zealand's multi-cultural make-up; and the extent to which police are active, visible and approachable in their communities, ethical, effective and focused on crime prevention.

About the research

This section of the report provides a high-level description of the methodology used. Further insights are available in the appendices to this report. Full methodological notes are contained in the 200+ page document of record, which can be requested from the Police Act Review Team (see the contact details set out on the back cover of this document). In broad terms, the research was made up of three main phases.

Phase 1: Initial scoping

First, a search was undertaken of similar overseas studies, recent New Zealand Police strategy documents, socio-economic data and demographic projections. This gave additional direction to the research, highlighting perceptual differences which might be expected across demographic groups, as well as gaps between international and New Zealand research.

To provide further context and direction, some initial quantitative research was conducted in this scoping phase. A survey was undertaken among the general public and included questions on the following areas of policing:

• the allocation of Police resources

• the position of private security firms within policing

• the role of organisations other than Police in carrying out policing functions.

The survey was included as part of UMR's fortnightly omnibus survey and conducted from 10 to 14 August 2006. The omnibus is a nationally representative telephone survey of people aged 18 years and over. At the '95% confidence level', the sample size (n=750) provides a margin of error for a 50% figure of ± 3.6%.

Phase 2: Exploratory phase

The second phase of the research began with one-on-one interviews of victims (n=10) and offenders (n=10). Interviewees were selected from Auckland, Hawke's Bay and Wellington from a range of ethnic backgrounds and both genders. Victims had been subject to a range of offences, including violent (e.g., assault and kidnapping) and non-violent crimes (e.g., car theft and fraud). All offenders interviewed had served or were serving a custodial sentence and had, by their own admission, committed at least two crimes (ranging from arson, to serious driving offences, to injuring with intent and various illicit drug offences). Victims were primarily recruited with the assistance of Victim Support, while interviews with offenders were facilitated by the Department of Corrections and Prisoners' Aid and Rehabilitation Society.

The intention of the in-depth interviews was to gain an early understanding of perceptions and expectations of Police from those who have most contact with Police. The interviews primarily focused on unprompted recall of Police, and experience on contact with Police - including the degree to which expectations were met, and things Police staff did which were considered important.

The findings from these in-depth interviews were then tested against perceptions of members of the general public (n=16), defined as those who had not had close contact with Police as victims of crime or offenders

in the past five years. The views of these general public respondents were explored in two focus groups; one in Auckland, one in Hawke's Bay. Each focus group meeting lasted approximately two hours and involved eight participants.

This exploratory work in Phase 2 identified key drivers of perceptions and expectations of Police, which were subsequently tested across a much wider cross-section of respondents in the main qualitative phase of the research (Phase 3).

Phase 3: Main research phase

The information obtained in Phases 1 and 2 were used to inform Phase 3 of the research, which comprised:

- four creativity groups
- 16 focus groups and two mini groups
- an e-panel
- a second omnibus survey.

CREATIVITY GROUPS

Creativity groups involve people with tested creative and lateral thinking skills. Unlike focus groups, they are not heavily moderated, with more extensive use of breakout sessions. Creativity groups are especially valuable in providing insight into complex topics, about which people are unlikely to have developed views or any views at all. In this research, creativity groups explored the issues of the principles by which Police should operate, policing powers, and ways the public could provide input into local policing. All four creativity groups were convened in Auckland from 9 to 11 October 2006. Two of the groups involved 18-25 year olds, with the other two groups involving 26-49 year olds.

FOCUS GROUPS AND MINI GROUPS

The findings from the creativity groups informed the design of the discussion guide for a subsequent large scale qualitative phase involving 16 focus groups and two mini groups. These groups reflected a set of demographic variables which the international literature had shown were most closely associated with differing expectations of police.

The 16 focus groups were conducted in Auckland, Gisborne, Wellington, Christchurch and Gore between 24 October and 2 November 2006. The two mini groups, held in Auckland, took place between 24 and 26 October. All groups included male and female participants. The respondents were selected to reflect New Zealand's diverse population as far as possible, with urban, provincial and rural samples chosen to ensure a wide geographic spread of respondents.

The two mini groups (minimum n=4) were conducted among Māori and Pacific people aged 18-25 years. The mini groups were included in the research to help ensure young Māori and Pacific people were comfortable voicing their opinions.

The full discussion guide for all groups, along with detailed location and demographic specifications, is provided in the appendices. Briefly, however, each group discussed the following issues:

- general perceptions of Police
- principles of policing
- the role of non-traditional policing agencies
- Police staffing options
- Police-community engagement.

E-PANEL

Another component of this third phase of research involved emailing two questions to UMR's nationally representative group of 116 e-panellists. The questions sought views on hoped for, as well as expected, changes to policing in New Zealand over the next 20 years. The e-panel approach allows more time for considered responses than is possible within a focus group, enabling deep reflection and high quality insights. The e-panel was conducted from 22 to 29 September 2006. Of the 116 e-panellists contacted, 94 provided written responses.

SECOND OMNIBUS SURVEY

The final component of Phase 3 involved secondary quantitative research using UMR's omnibus survey. This was conducted between 30 November and 3 December 2006, and sought to provide confirmation of some of the key findings from the preceding qualitative phases. Again, this was a nationally representative telephone survey of people aged 18 years and over. The sample size (n=750) provides a ± 3.6% margin of error for a 50% figure at the '95% confidence level'.

Questions included in this second omnibus survey sought to gauge support for the following:

- accountability of Police to communities
- reporting options for non-emergency offences/incidents
- use of staff with limited training or powers in policing roles
- the importance of Police staff being bilingual or multi-lingual
- Police's role in improving safety on the roads
- the possibility of cost-recovery for policing services at large scale events.

Literature review

To further set the scene for the main phases of the research, this section of the report summarises insights from a review of earlier published studies, as well as demographic projections for New Zealand which may have a bearing on the implications of the research.

The starting point for the literature review was to identify broad changes in social attitudes in western countries since the late 1950s. Such shifts were thought to offer an important context for the review of New Zealand Police's legislation, which seeks to reflect changes to communities and policing practices since the present Police Act was passed in 1958.

Overseas literature

A key theme to emerge from the relevant literature was a long-term trend of declining trust in people and in institutions generally. For example, data showed 56% of the United Kingdom population in 1959 said most people could be trusted, a figure which declined to 43% in 1981 and to 37% by 1997 (Worcester 2005). In the United States, a study of long-term polling trends showed the percentage of adults who always or mostly trusted the Government declined steadily from 1964 to 1996 (Sherman 2002). Similarly, Ingelhardt (1997) has shown declining respect for authority in 17 countries surveyed in 1981 and 1990.

A trend was also detected over the past 50 years toward greater egalitarianism in expectations of government institutions, and a matching desire for increased accountability. The emergence of consumer rights organisations, oversight bodies for public agencies and ombudsmen-type roles is seen to reflect the need to address issues of trust and confidence in government institutions.

The literature review also canvassed recent research into aspects of policing from the United Kingdom, Canada, Australia, South Africa and the United States. This analysis provided some important insights into factors which influence expectations and satisfaction with police. A United Kingdom study (Page 2006) identified the accessibility of public services and the responsiveness of public sector agencies as the two aspects of service that are in most need of improvement. The study found that in the public service, trust was synonymous with confidence and satisfaction with services, and was based on the outcome of the service and how it is delivered. Trust can also affect levels of use and engagement with services. Some people avoid contact with services they do not trust unless it is absolutely essential.

A Canadian study (Erin Research Inc. 2003) identified three critical factors which contribute to public trust in government – service quality, perceptions that government services are of benefit, and perceptions that government services meet one's needs. The underlying drivers of satisfaction with service were timeliness (responsiveness), staff knowledge and competence, staff courtesy/'going the extra mile', fairness and an outcome that met needs.

Public perceptions are influenced by whether they consider police actions to be reasonable. Studies have pointed to the fact citizens' opinions about the legitimacy of police authority vary widely from one situation to the next, meaning police legitimacy must be earned/renewed on a case-by-case basis (e.g., Reiss and Roth 1993). This situational dimension of public perceptions of police is reinforced in several studies. For example, United States researchers found those who contacted police to report a crime or suspicious circumstance were significantly less satisfied with police than respondents who reported a traffic accident or who otherwise received police assistance (Brown and Benedict 2002). There is also evidence to suggest negative service experiences with police can have a magnifying effect in people's minds. A recent review of studies conducted in England and Wales, the United States and Russia concluded that not only can police get little credit for delivering professional services, bad experiences can have a 4-14 times greater impact, deeply affecting individuals' views of both police performance and legitimacy (Skogan 2006).

Researchers have also theorised that, because most policing work occurs out of public view, some negative perceptions can arise because of an assumed lack of police action. A South African study by Pelser, Schnetler and Louw (2002) provides some support for this hypothesis, showing that 87% of people who had reported a crime to Police expected to be contacted by a detective afterwards, though only half (49%) said this had happened.

The literature review also found younger people to be significantly less satisfied with police than their older counterparts. Home Office research suggests expectations and perceptions of police not only differs by age, but also by socio-economic background and ethnicity. According to Bradley (1996), 25-45 year old adults in lower socio-economic positions tend to perceive police as treating their communities with indifference and prejudice. In contrast, mid-life adults from higher socio-economic backgrounds tend to support policing initiatives, and generally trust and respect police. Bradley (1996) reports that ethnic minorities across all age groups generally have negative perceptions of police organisations, with particular concerns about targeting, stereotyping and lack of cultural awareness.

The overseas literature also highlights the extent to which a gap exists between prioritisation decisions made by policing agencies and public expectations. A United States study by Beck, Boni and Packer (1999) asked respondents to rank policing functions by the level of priority they thought police attributed to them versus their own rankings. Disconnects were identified with the relative rankings of several functions. For instance, respondents perceived police to rank traffic enforcement as their third highest priority, when their own preference was for it to be the lowest-equal priority.

New Zealand demographics and related studies

As new policing legislation will need to anticipate future changes to New Zealand's demographic profile, the literature review also provided high-level consideration of the country's demography. The international literature identified policing expectations tend to be dependent on age, ethnicity and socio-economic background. Therefore, the principal focus of the analysis was on areas of New Zealand where significant demographic changes could be expected.
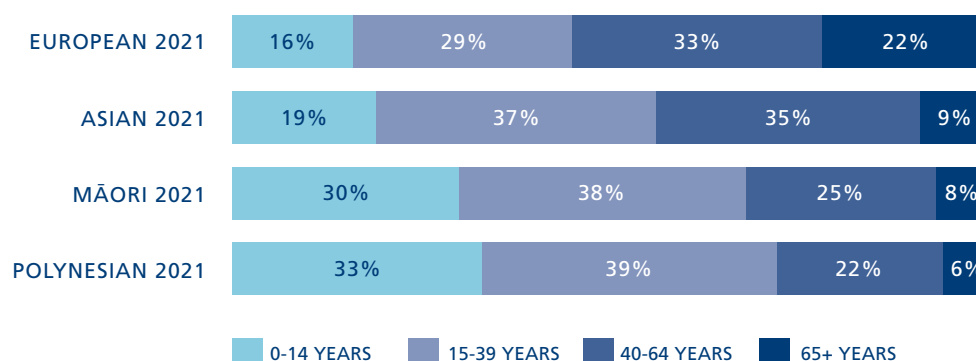
Overall, a somewhat ambiguous picture emerges from the projected demographic changes in New Zealand. On the one hand, a marked ageing of the population as the 'baby boomer' generation progressively retires may provide a positive influence on expectations of Police, if international experiences hold true and these older people have generally supportive views of police. On the other hand, New Zealand's future population profile may impact negatively on expectations of Police, if overseas studies are borne out and poorer perceptions of police are expressed by growing numbers of ethnic minorities and young people.

In the future New Zealand will see a dramatic change in the proportion of its Māori, Pacific and Asian populations. Greater Auckland will experience this change more than any other part of the country, with cities like Manukau and Auckland City (the current home of large numbers of ethnic minorities) undergoing the most dramatic shift in population profile. In 20 years time, Auckland's population will approach 2 million, accounting for 67% of New Zealand's population growth over that period (Statistics New Zealand 2005). Four of the country's largest cities will be located in greater Auckland, and this growth, together

with the increased ethnic diversity of the city and ageing population, is likely to place significant pressures on community services and physical infrastructure.

Other notable aspects of the future population profile are the relative youthfulness of Māori and Pacific cohorts, and the fact these groups are proportionately over-represented among those on low incomes and amongst offenders. Further, under 18 year olds account for more than 20% of all recorded crime (New Zealand Police 2006). Figure 1 shows how some of these projected demographic changes might play out.

FIGURE 1:   PROJECTED AGE DISTRIBUTION OF NEW ZEALAND BY ETHNICITY, 2021

	0-14 YEARS	15-39 YEARS	40-64 YEARS	65+ YEARS
EUROPEAN 2021	16%	29%	33%	22%
ASIAN 2021	19%	37%	35%	9%
MĀORI 2021	30%	38%	25%	8%
POLYNESIAN 2021	33%	39%	22%	6%

Source: Adapted from Statistics New Zealand (2005)

Implications

The literature review suggests New Zealand's projected demographic changes carry major implications for future policing. These issues will be more pronounced in the greater Auckland region, where the dissonance between the older and younger populations' expectations of police is likely to be greater. As those challenges are approached, Police faces a critical triangulation; society's values and expectations of Police will be shaped and influenced by direct/indirect experiences of the conduct and practices of police, and indeed the wider justice system, but they will also be shaped and influenced by images of Police presented in the media (see Figure 2).

FIGURE 2: THE CRITICAL TRIANGULATION AFFECTING PERCEPTIONS AND EXPECTATIONS OF POLICE
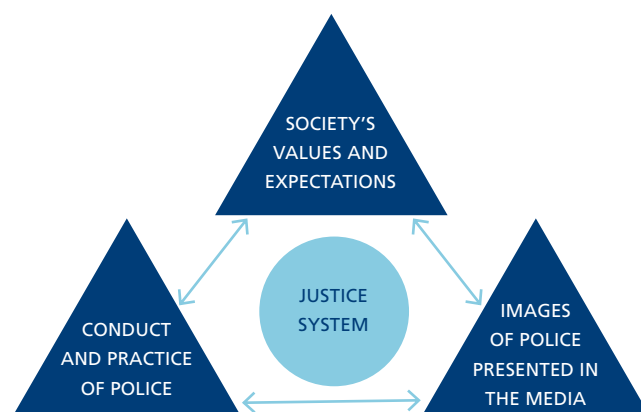

Source: Adapted from Schmidt, Seydegart and Spears (2003)

In summary, the literature review indicates expectations and perceived performance determine levels of public trust and confidence in Police. Trust and confidence in turn seem to be driven by perceptions of effectiveness, professionalism, fairness, reasonableness, respectfulness and cultural sensitivity. Lower levels of trust and confidence are evident among young people, ethnic minorities, disaffected communities and

people in lower socio-economic positions. Across the board, there seems to be fairly low knowledge of Police activities, with a need for more communication initiatives to address perceived gaps between public expectations and reality. Figure 3 expresses these key findings in diagrammatic form.

FIGURE 3: OVERVIEW OF KEY FINDINGS FROM THE LITERATURE REVIEW
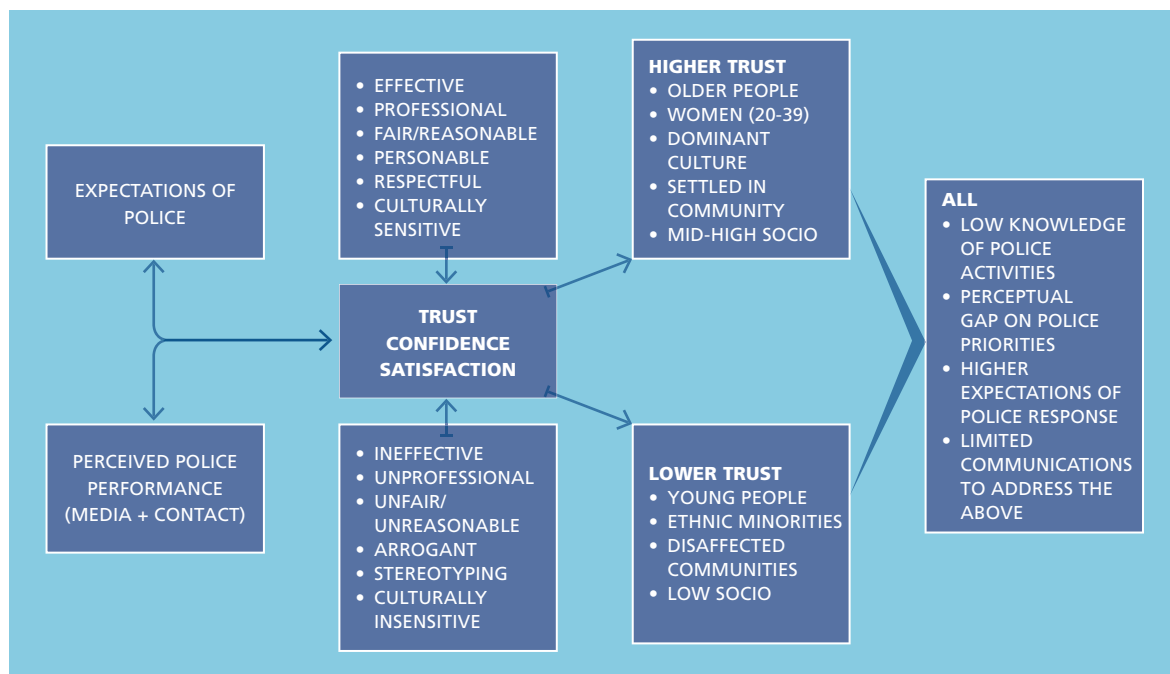
Key findings

- Police, like other institutions of state, are under public scrutiny far more today than 50 years ago. While public trust in institutions has generally declined, expectations of Police are high.

- Trust and confidence in Police performance is driven by media representations and personal experience. A negative experience with Police has a far greater impact than a positive one in shaping individuals' views of Police performance.

- Key population groups (younger people, ethnic minorities and people from lower socio-economic backgrounds) are more likely to hold negative perceptions of Police. Demographic projections for New Zealand indicate Police face significant challenges, especially in Auckland, where there is a high concentration of all three of these groups.

Phase 2 and 3: Research findings by theme

Perceptions

Current perceptions of Police were elicited in the creativity and focus groups using a variety of techniques. For example, in the focus groups, respondents were asked individually to recall anything they had seen, read or heard about New Zealand Police in recent months. They were also asked to rate how good a job they felt Police were doing on a 0-100 scale, where 0 meant "very poor" and 100 meant "very good". After each individual had written down their rating, they were asked to explain their reasons. Discussion was also facilitated on topics such as trust in Police and Police integrity.

Victims and offenders' perceptions of Police were explored through in-depth interviews. Although victims and offenders' experiences are largely dealt with in the next section of the report, the factors influencing their perceptions are included here.

KEY FINDINGS

- Current perceptions of Police are dominated by a picture of an institution generally well regarded and enjoying considerable public goodwill. Across research participants in all groups (n=130), Police received an average performance approval rating of 68 on a 0-100 scale. Those who gave more positive ratings tended to base their views on a general feeling of support for Police, or because of specific experiences. While there was an awareness of negative publicity about Police at times, there seemed to be a willingness to discount some media accounts of performance failings, with a reluctance to tar Police as a whole because of individual shortcomings.

Media impressions of Police
- Pepper spray incidents
- Liam Ashley death
- Lowering entry criteria
- Kahui Twins
- Rickard case
- Police woman prostitute
- Speeding Motorcade
- Traffic quotas
- Struggling with gangs/ rising crime
- Iraena Asher 111 case
- High speed chases/boy racers
- Off-duty policeman on drink-drive charge
- Tasers
- Fenton capture
- Cannabis crime arrests
- Under resourcing
- Workplace pornography
- Lack of local police

- Across the groups, certain demographics gave ratings below the average mark: 18-25 year olds, younger Pacific people, Māori, new migrants, and those who live in Auckland. Perceptions of higher victimisation from crime and lower levels of Police responsiveness were commonly cited factors in these ratings. This lends tentative support to the lesson from overseas studies that young people and ethnic minorities tend to have below-average levels of trust and confidence in police agencies.

- Some believe Police has yet to come fully to terms with the multi-cultural dynamics of New Zealand and Police's relationship with the community. In particular, there seems to be a reasonably widespread view that South Auckland (home to a large ethnic minority population) is a policing 'hot spot'. Some see Police at a cross-roads regarding how effective policing will be in a multi-cultural New Zealand.

- Victims of crime had their perceptions of Police largely shaped by personal experiences. While their recall of media stories was much the same as the general public, negative stories were likely to be either discounted on the basis of positive experiences or reinforced on the basis of negative experiences. Offenders had limited media recall of Police, and their perceptions were almost entirely based on personal experiences. Some offenders' perceptions were shaped by claimed experiences of physical abuse and harassment.

- There was a widespread perception Police is under-resourced to meet the challenges of today's world, especially in an age where the actions of Police staff are put under closer scrutiny than in the past. There was also a belief that Police effectiveness is constrained to some extent by laws which limit police powers, and by a judicial system that does not give Police the support it should.

- Technological advances are expected to enhance Police effectiveness and potentially address resourcing problems, but such advances carry with them underlying concerns about the extent to which police will be able to monitor people. Any resolution of these concerns is linked, at least in part, to the level of underlying public trust in Police integrity.

- While technological advances may address resourcing issues, there was a perception Police must become more specialised to address increasing demands to respond to crime. Police's perceived failure to effectively tackle some crimes (e.g., burglaries and car thefts) was seen to open up the possibility these roles will eventually be taken over by others.

- There was a desire to limit the coercive options available to Police in keeping with its largely unarmed ethos, with guidelines only mandating use of guns where there is a risk to life. While there was support for tactical options such as pepper spray, batons and Tasers to be available to police, there was very little public awareness about protocols that apply to their deployment. While these tactical options are regarded as preferable to using firearms, greater public understanding about their permitted use seems needed. Generally, there was support for police using the minimum force appropriate in the circumstances, albeit misunderstanding can arise over the meaning of "minimum force".
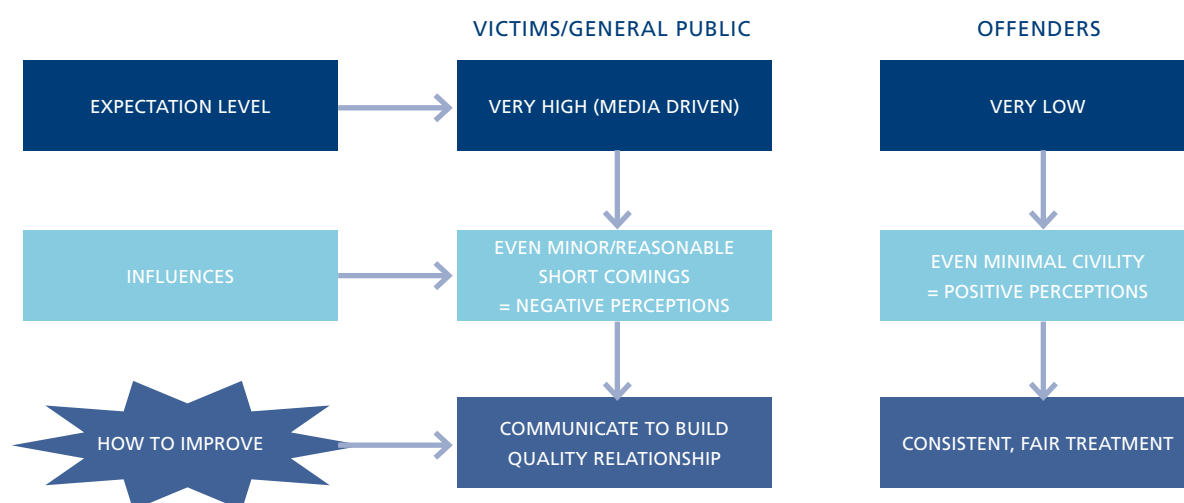
Expectations

Public expectations regarding contact with Police were covered in the two exploratory focus groups held in Auckland and Hawke's Bay. The focus groups were held after the bulk of the in-depth interviews with victims and offenders had taken place. This was done to enable an exploration of any differences which might emerge between the expectations of those who had had close contact with Police and those who had not. In the end, expectations of Police held by victims, offenders and the general public appeared very similar (although the actual experiences of offenders were different from the other groups in a number of respects).

KEY FINDINGS

- The public set high ethical and operational standards for Police. Even what may be perceived as relatively minor shortcomings can influence negative perceptions, particularly for victims who have recently experienced the emotional trauma of a crime. Offenders' expectations of police behaviour on contact with them are low, so even minor acts of civility can create positive perceptions. As Figure 4 shows, these findings suggest opportunities to improve perceptions of Police by offenders, victims and the wider public.

FIGURE 4: EXPECTATIONS OF POLICE HELD BY VICTIMS, OFFENDERS AND THE GENERAL PUBLIC

	VICTIMS/GENERAL PUBLIC	OFFENDERS
EXPECTATION LEVEL	VERY HIGH (MEDIA DRIVEN)	VERY LOW
INFLUENCES	EVEN MINOR/REASONABLE SHORT COMINGS = NEGATIVE PERCEPTIONS	EVEN MINIMAL CIVILITY = POSITIVE PERCEPTIONS
HOW TO IMPROVE	COMMUNICATE TO BUILD QUALITY RELATIONSHIP	CONSISTENT, FAIR TREATMENT

- Victims and the public expect police to be responsive and empathetic to their situation no matter how minor the incident may appear to police, who continually have to prioritise responses to a wide range of incidents. Where there is a risk to people or property, or where apprehension of an offender is possible, an immediate response is expected. Police are also expected to keep victims informed of the process and progress of their investigation, and closure for victims may only come, though not necessarily, with the conviction of the offender.

- Victims and offenders share similar expectations to the general public regarding contact with police (particularly regarding respect for human rights in the case of offenders).

- While the attendance of a non-uniformed officer at a crime scene was not ruled out by victims, there was a strong preference for the authority of a uniformed officer to be present if the victim requires protection or in order to arrest the offender.

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- For offenders, the types of treatment in custody that evoked positive perceptions of Police were the absence of physical or verbal abuse, being informed of their rights and being civil. An evident tension emerges between offenders and Police over the issue of guilt and innocence. Offenders take the view it is the Courts which decide guilt or innocence, and until that has occurred Police should not regard them as guilty; yet police have arrested offenders on the basis they have evidence they believe proves guilt. It appears these polar perceptions may account for much of the variance in the offender-Police relationship. Anecdotal commentary from this research suggests if Police communicate professionally and civilly to offenders, much of the tension can be reduced.

Principles

Four creativity groups explored the type of principles which underpin policing. Participants were sent a copy of *Issues Paper 1: Principles* (Police Act Review Team 2006) a week prior to the groups, and were asked to highlight five areas they felt should guide New Zealand policing over the next 20 years. Some participants highlighted more than five areas.

Across all respondents, the following principles received the strongest support: impartiality; respect for human rights; efficiency and effectiveness; to have the respect of the public; using minimal force in the first instance; openness; accountability; and a clear understanding of Police's role.

KEY FINDINGS

- There was strong support across all four creativity groups for Police to abide by a set of principles. The principles which gained most support were those which have stood the test of time. The 19th century principles attributed to Sir Robert Peel, for instance, were felt to be the most important overall. Crime prevention was regarded as the ideal to which Police should be striving, which required a close relationship with the community. Many of the principles were seen to be inter-linked.

Highlighted sections	
Peel's Principles	59
Basic Principles	
Openness and Clarity	
Northern Ireland 1998 'Good Friday Agreement'	
Police Board of Victoria	
Reflecting the special character of...	
Strategic directions in Australasian Policing 2005-2008	
Guiding principles	
Consolidation of police related law	
Principles of Policing	
Over time	
Flexibility through a 'broad principles' approach	
Principles for the process of developing new Police Act	
Principles: Two dimensions	1

Peel's Principles n=59	
Police are the public and the public are the police	10
Police efficiency is the absence of crime/disorder	10
Public respect and approval means public cooperation and observance of laws	10
Police powers are dependant on public approval and respect	9
Impartial service to law	7
Strict adherence to police functions	5
Prevent crime and disorder	4
Use of minimum physical force	3
Cooperation diminishes proportionately to use of physical force	1

- As many of the principles were regarded as critical to public support and trust, and the professionalism of Police, there was strong support for there to be consequences for not adhering to them. There was some ambivalence over the need to enshrine principles in law, but doing so was more firmly supported among younger age groups. While enshrining principles in law provided the public with a high degree of clarity and certainty about their application, some believed it could impede the effectiveness of policing. At the very least, it was felt the principles should be central to a *Code of Conduct* for all Police staff. Respondents also felt these principles should also be communicated to the public.

- There was a need to be clearer about the wording of some principles to avoid misunderstandings and disagreement. This was particularly important in relation to Police and its relationship with the community. The principle "Be representative, and reflect New Zealand's multi-cultural nature" must avoid any perception of being partial to one ethnic group. While it was agreed police must work with communities, they should not be so close as to be perceived as influencing the impartial application of the law.

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Functions

Views on what functions Police should carry out were explored in both the creativity groups and the main series of focus groups. In the creativity groups, functions were derived by participants in the groups without any prompting. In the focus groups, respondents were provided with a prompted list of functions which they rated for their importance (see the appendices for copies of the prompts used). If focus group participants thought a particular function was not appropriate for Police, they could choose not to provide a rating.

Additionally, two quantitative modules were run in UMR's omnibus surveys in August and November-December 2006. Responses provided measures of the general public's views on Police functions.

KEY FINDINGS

- Enforcing the law, preventing crime and solving crime were the three most important Police functions, although only law enforcement was regarded as the unique preserve of Police. The other two functions can either be carried out by others or are to some degree a shared responsibility. Maintaining the peace and providing a visible patrolling presence were also viewed as important Police functions, though not as important as the first three.

- There was strong public support for Police resources to be spread beyond preventing and solving crime to include activities such as public relations and education.

- Conversely, some functions Police carry out were less supported. For example, providing police for overseas peacekeeping duties and helping to manage civil emergencies were regarded as functions other agencies should or could carry out. There was a strong desire to retain Police resources in New Zealand, and a perception modern technology has significantly reduced the need to station Police staff offshore to investigate crimes.

- There was a strong perception Police places too high a priority on traffic enforcement. Worries about 'ticket quotas' and 'revenue gathering' were commonly recounted. However, respondents did regard road safety as an important function and there would be concern if it was policed less effectively.

- The effective delivery of all Police functions was strongly predicated on police establishing a close, visible relationship with the community.

Police and the wider policing environment

The topic of who is perceived as better placed to carry out some of the wide array of policing functions was asked in the two exploratory focus groups and the main qualitative phase. Discussions focused on support for, or opposition to, those other than New Zealand Police carrying out activities broadly connected with policing. This was supplemented by some quantitative measures derived from the two omnibus surveys.

KEY FINDINGS

- There was a reasonable level of public support for others than Police to investigate minor offences (e.g., street vandalism and property damage), as well as offences which require highly specialised skills (e.g., fraud). Respondents in the qualitative part of the study were able to identify many activities they believed could be carried out by others, and cited examples where this is already being done.

- Ethnic minorities differed from other respondents by being far more supportive of agencies or groups other than Police 'walking the beat' to provide community reassurance. While further research is required to confirm this, it appears support for others performing such a role would be contingent on the respect felt for the particular agency/group (e.g., Māori Wardens). Factors favouring such an approach included enabling Police resources to be directed to more serious crime, improving responsiveness, and for ethnic minorities improving relations between those policing and those being policed.

- There was a level of public support for Police to recover the costs of policing major events like rock concerts (see Figure 5). Some worried about possible administrative costs associated with any such move, while others expressed concern that charging for police services would mean a shift from policing as a community service to policing with a profit-driven focus.

FIGURE 5: PUBLIC SUPPORT FOR AN ABILITY TO RECOVER COSTS FOR 'OVER AND ABOVE' POLICING

QUESTION: DO YOU SUPPORT OR OPPOSE POLICE BEING ABLE TO RECOVER COSTS FROM EVENT ORGANISERS FOR POLICING AT LARGE EVENTS, SUCH AS ROCK CONCERTS? (RESPONDENTS N=750)
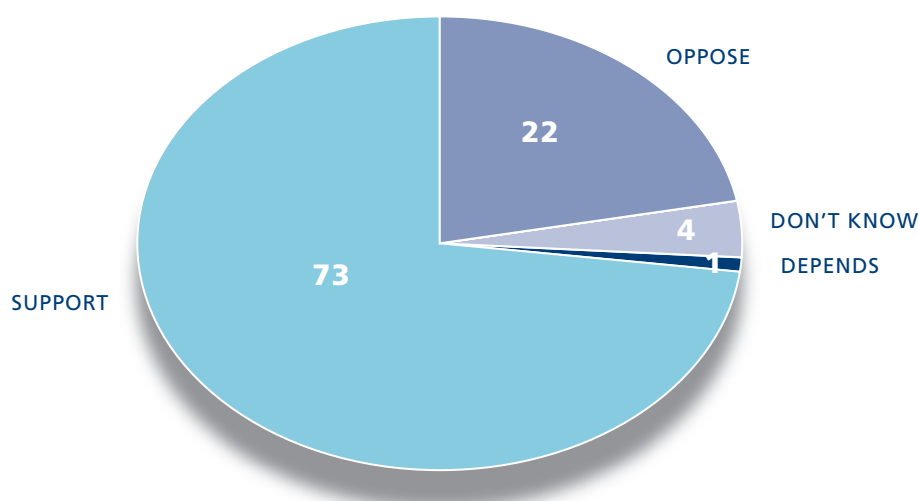
- Overall, greater use of private sector providers was expected to lead to improved policing, but not a quantum shift in improvement.

- There were concerns about use of private sector providers of policing services unless it could be ensured Police vetted individual providers and monitored the quality of services.

- Respondents did not want other organisations carrying out policing activities where there was a risk to people or property, where an arrest is required, or where statutory requirements demand Police involvement. Concerns also existed around jeopardising successful prosecutions if professional Police procedures were not applied.
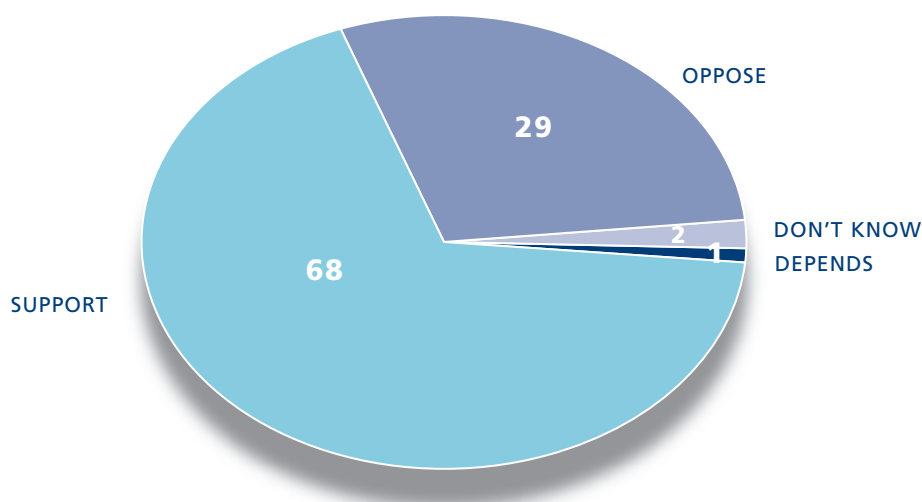
Staffing

Respondents were provided with a prompt sheet in both the exploratory focus groups and the main research phase of focus and mini groups. This briefly described United Kingdom and Canadian use of police employees with limited powers and training tailored to specific functions. The prompt (see appendices) also briefly described the views of critics, some of whom claim such staff represent 'policing on the cheap'; that it could confuse the public; and controversy had arisen when uniformed people who were not police had been used to guard crimes scenes. Respondents were then asked whether they supported or opposed Police having more staffing options than currently exists. In addition, a question on staffing options was included in the November-December omnibus survey.

KEY FINDINGS

- Most participants in the main phase of the research supported Police having more staffing options. Of the 137 respondents, 100 favoured greater Police staffing flexibility, while only 13 rejected this idea (with 14 respondents saying they did not know). A clear majority of people interviewed as part of the UMR omnibus survey also expressed support for limited-powers officers as part of Police's staffing mix (refer to Figure 6).

FIGURE 6: PUBLIC SUPPORT FOR LIMITED-POWERS POLICE IN NEW ZEALAND

QUESTION: IN SOME COUNTRIES, TO ALLOW REGULAR POLICE TO FOCUS MORE ON SERIOUS CRIME, OTHER POLICE STAFF WITH LIMITED POWERS AND LESS TRAINING PATROL THE STREETS AND DEAL WITH MINOR CRIME. WOULD YOU SUPPORT OR OPPOSE THIS HAPPENING IN NEW ZEALAND? (RESPONDENTS N=750)

- Support for more Police staffing options seemed to be driven from a widespread perception Police is under-resourced. Respondents favoured greater staffing flexibility because they believe it will lead to greater police visibility, and more Police resources being directed toward serious crime. Secondary arguments revolve around broader employment opportunities, cost savings and greater community support for Police. It was also felt such options could provide opportunities for police themselves, such as providing an apprenticeship system for young police who could graduate from work on low-level crime to become a fully-trained officer with more powers and skills. It was also thought it could provide an opportunity for older officers to remain in the job longer.

- The main argument against more staffing options rested on a preference to simply have more police with full powers. It was reasoned if people were to be recruited to perform police duties, and would need to be at least semi-trained and have some powers to be effective, it would be better to go all the way and recruit more officers who have the full range of skills and police powers.

- Some respondents said it could lead to a loss of respect for police and their authority if the public saw officers with limited powers. A linked concern was that police with full powers and training, who were presumably of a higher quality, might have less contact with the public. Others worried widening the types of Police employees might lead to the 'watering down' or 'dumbing down' of Police.

- It was also reasoned there could be problems co-ordinating the types of police who would have to work closely together. Respondents imagined fully trained police would need to provide back up support for those with limited powers/training.

- If less well trained police were introduced, respondents believed they should receive Police training, and wear uniforms similar to (but still distinctive from) those worn by fully trained constables. It was also felt the powers given to such limited-powers officers should be commensurate with what is required to ensure their effectiveness.
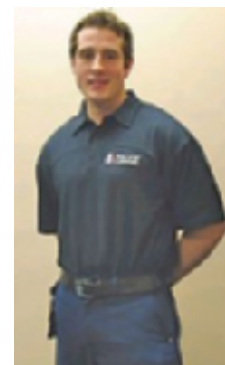
Community engagement

The issue of Police's engagement with the community was explored in both the exploratory qualitative research and in the main qualitative phase. In addition, the November-December omnibus survey carried some questions on how Police might better work with communities.

Only four respondents in the two exploratory focus groups held in Auckland and Hawke's Bay had actively served on community-type organisations. Their participation had revolved around involvement for the sake of their children, typically serving on a school board or sports team committee, or was driven by a personal conviction or special interest. While those people had a positive experience, and felt they had been in a position to influence outcomes, most respondents said either they did not have enough time, or did not have much to contribute. Some were sceptical about the effectiveness of local committees' ability to influence wider community outcomes.

KEY FINDINGS

- There was a strong preference for Police to engage at a neighbourhood level through a community constable or Neighbourhood Support committee. Interest in this engagement was primarily to learn from Police about crime incidents in the areas where people lived.

- There was minimal support for holding public meetings where Police could engage with communities about policing in their local area. This was principally because there was no evident need for such meetings, and people have little time or inclination to attend. The prevailing view was if an issue is important enough it will be raised by elected community representatives.

- When asked about how people wanted to report non-urgent matters to Police, there was a strong preference for traditional methods (e.g., using the telephone or visiting a Police station) over electronic reporting (e.g., using e-mail or texting). While the advantages of convenience and anonymity of electronic reporting were recognised, considerable scepticism prevailed about the risk of abuse, the responsiveness of such a system, and the implications for Police resources. However, there was some support for keeping victims informed about the progress of investigations via e-mail, to overcome the problems of contacting specific case officers by phone.

- Police appear to have more ways of making contact with communities in rural/provincial areas than in urban areas. Those in rural/provincial areas appear to stress the importance of quality connections over the need for more police, while the opposite seemed to be the case in urban areas.

Powers

Police powers and the role of constable were two topics discussed exclusively in the creativity groups held in Auckland. Due to time constraints, discussions on Police powers were only held with the two 26-49 year-old groups, and the role of constable with one of the 18-25 year-old groups and one of the 26-49 year-old groups. Both topics were introduced using the mind-map technique which involved participants working in sub-groups of three, and collectively answering questions/tasks to build a picture of the concept under discussion. The sub-groups then reported back to the group as a whole for wider discussion.

KEY FINDINGS

- Ultimately, it was felt Police powers source from the public and values of society. Instinctively, though, Police powers are regarded as derived from the government and legislation. While this is also true of other uniformed services that exercise enforcement powers, there are perceived to be some sharp differences which set Police apart. These include: the power of police to use lethal force if necessary, wider powers of arrest, more interaction with the public, and greater dependence on public goodwill and support.

- The arguments for police to be independent of government revolve around the need to avoid political interference or improper influence being brought to bear. The key argument against police independence focused on the need for police to be accountable. Overall, there was support for the concept of Police powers flowing from the common law office of constable (albeit this concept was not easily grasped without heavy prompting).

- More generally, the role of constable was viewed as integral to policing, and the traditional Police uniform critical in conveying professionalism, respect, and clear identification. It was expected the job of constable would be a constant in the New Zealand way of policing.

The future of policing

The future of policing in New Zealand was explored primarily in the creativity groups. Participants were invited to bring an object symbolising how they thought New Zealand Police would be in 20 years time. Explanations offered for choosing objects were particularly revealing about current perceptions of Police, challenges Police face and how those challenges may be overcome.

UMR's e-panel was also used to explore public hopes and expectations for policing over the next 20 years.

KEY FINDINGS

- The creativity groups wanted Police of the future to be professional and well respected. They thought this would be achieved by Police being representative of and sensitive to New Zealand's multi-cultural make-up; active, visible and approachable in communities; ethical; effective; and focused on crime prevention.

- These outcomes were contingent on Police being well resourced and equipped, and able to attract high quality staff.

- Three unique aspects of policing in New Zealand were identified. These were the nation's multi-cultural make-up, the small size of the country (making for a well-connected society from which little could be hidden), and police officers largely not carrying firearms.

- Privatisation of Police was seen as the worst outcome for policing in 20 years time. Other possible future scenarios which caused concern were the prospect of increased lawlessness and decreased public confidence in Police. It was also suggested having unpopular laws would create a poor outcome for Police.

- The e-panel also reinforced some of the creativity groups' hopes for the future of policing. E-panelists wanted Police to be respected, well resourced and to maintain high standards. However, actual expectations for the future were more pessimistic. Many e-panelists thought there would be little change to the present day, while others thought recruitment problems might become worse, police officers could become routinely armed, and there might be erosion of Police independence.

Conclusion

The research conducted in 2006 sought to explore what New Zealanders want and expect from their police in the 21st century. It is a snapshot in time of public views on policing from people across the country and from many different walks of life. It offers valuable insights into perceptions and expectations of New Zealand Police.

This report summarises the broad elements of the research and its key findings. As noted earlier, a comprehensive document of record is also available. However, this report - which includes high-level descriptions of the methodology used, lessons drawn from the literature review, and background data - is designed to be as self-contained as possible.

Looking forward

The insights drawn from this research have a number of potential applications.

Most immediately, this research will help inform the preparation of a public discussion document, *Policing Directions in New Zealand for the 21st Century*, to be released in mid 2007. The discussion document will outline the government's proposals for new policing legislation, and will form the basis for the next phase of consultation on the Police Act Review. Submissions on the discussion document will be called for over a two month period, with opportunities for direct feedback at a number of consultation forums held around New Zealand. *Policing Directions in New Zealand for the 21st Century* will provide another chance for New Zealanders to have a say on the future legislative arrangements for policing.

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Appendices

Wider context for the research

To help focus the research, UMR was provided with background material and briefings by the team co-ordinating the Police Act Review. UMR was advised of issues that could feature in a new Act, and other topics the government has signalled are out of scope for review (e.g., Police will continue to be a national, centrally funded organisation, rather than moving to a system where there are provincial police forces paid for by regional and/or local government).

When conducting the research, UMR also took into account the wider environment in which the Police Act Review is taking place. (Full details are available online at: http://www.policeact.govt.nz)

For example, private security firms have emerged as significant players in New Zealand's law and order landscape in recent decades. It is estimated the private security sector makes up 46% of the domestic law enforcement market; larger than New Zealand Police, which comprises some 40% of the market. This, together with increasing use of volunteer security personnel, raises fundamental questions about the kinds of functions the public support 'private security and policing' covering. It also begs the question whether the public/private distinction in relation to governance needs re-thinking, and how best to develop and support policies to reflect the modern reality of public/private policing networks.

The types of offences police can be called to respond to has also grown during the past 50 years. While there is clarity over the role police exercise with respect to serious crimes (e.g., violence, robbery and sexual offences), the role is somewhat blurred in other areas where different agencies may be active (e.g., fraud, animal cruelty, immigration and gaming offences). Knowing this, another important dimension of the research was to identify public support for non-Police agencies to take primary/sole/increased responsibility for policing certain offences, in situations where it is less clear that Police should take the lead, or indeed have any enforcement role at all.

These sorts of issues were debated at a day-long symposium held in Wellington in late 2006, which discussed the evolution of New Zealand's safety and security environment. Details about the symposium, including a record of its proceedings, are available online at: http://www.policeact.govt.nz/securing-the-future.html

Further key issues required exploration in the research. These included the level of understanding and support for principles of policing to feature in a new Act, and whether the lack of clarity around the role and function of Police needed to be clarified in legislation. In terms of governance, other issues included the extent to which Police's role could be integrated within a wider sector approach to policing, and whether support exists for greater community-driven input into policing policies. UMR was invited to keep these and other issues in mind when approaching the literature review and the subsequent phases of the research.

1. Phase 1: Initial scoping

1.1 August 2006 omnibus survey question guide

PF1 Which ONE is closest to your view? [READ LIST]

(a) Police resources should be focused only on preventing and solving crime OR

(b) Police resources should be spread widely to include activities like public relations, education, safety, as well as preventing and solving crime

[DO NOT READ] Unsure

PF2 Do you think more use should be made of private security firms instead of the New Zealand Police to undertake public safety or crime prevention? [DO NOT READ]

- Yes
- No
- Unsure

PF3 On a 0-10 scale, where 0 means "strongly oppose" and 10 means "strongly support", how much would you support or oppose organisations other than the New Zealand Police carrying out the following functions [RANDOMIZE]

[INTERVIEWER NOTE: IF RESPONDENT ASKS 'WHAT TYPE OF ORGANISATION'?, YOU CAN REPLY 'ORGANISATIONS SUCH AS PRIVATE SECURITY FIRMS, PRIVATE INVESTIGATION AGENCIES AND LOCAL COUNCILS']

-1- Investigating car thefts
-2- Enforcing road safety
-3- Enforcing liquor offences
-4- Enforcing trespass orders
-5- Investigating financial fraud e.g. insurance investigations, Internet scams
-6- Investigating property damage
-7- Investigating street vandalism e.g. graffiti, littering
-8- Investigating burglary

1.2 Sample frame for omnibus survey

2. Phase 2: Exploratory phase

2.1 Exploratory focus and mini group discussion guide

STANDARD INTRODUCTION AND WARM UP

- Individually write down organisations that you have trust in to do their job with integrity. Think of any organisations you want. [Discuss reasons for choice in each case, explore difference in perception between trust and confidence].

- Let's take 5 of the organisations you have identified and for each give them a rating on a scale of 0-100 where 0 means "trust to do their job with integrity, but frequently disappointed" and 100 means "highest trust to do their job with integrity almost all the time". [Include Police even if not mentioned. Explore reasons for different ratings and discuss, probe Police].

- OK I want you now to jot down anything that comes to mind that you have seen, heard or read about the New Zealand Police in say that last year or so. Write a few things down [Capture list on whiteboard, discuss views on what has been recalled.] Has what you have recalled influenced your view about the police at all? If so, how? [Discuss].

INTEGRITY, TRUST AND CONFIDENCE

- Do you think your perception of the integrity of the NZP has changed at all in the past few years? If so, how? What has brought about those changes? [If reputation has fallen, explore how to address that issue].

- From what you've said, to what extent would you say there is a connection between how much trust and confidence you have in the Police and your perception of their integrity? Do the two go hand-in-hand or are there differences?

- Write down what you think are the critical values for the Police to have for you to have confidence in them. [Elicit answers and then ask] If the Police showed those values would you say they would display high integrity? If not, why not?

POLICE PERFORMANCE AND EXPECTATIONS ON CONTACT WITH POLICE

- What are your general impressions of police performance with respect to the way they deal with victims of crime? Can you rate their performance on a 0-10 scale where 0 means very poor and 10 means very good. What are your reasons for your ratings? If you were a victim of a crime, what would be the most important things for the Police to do? If it's easier, jot your thoughts down.

- What are your general impressions of Police performance with respect to the way they deal with alleged offenders? Can you rate their performance on a 0-10 scale where 0 means very poor and 10 means very good. What are your reasons for your ratings? If you were being investigated by the Police in relation to a crime which you may or may not have committed, what would be the most important things for the Police to do? If it's easier, jot your thoughts down.

POLICE ACTIVITIES

- What sorts of things do the Police typically do? Let's make a list on the whiteboard. Do you think they should be doing all these things? Could others do some of these jobs? How happy would you be if others did some of these jobs? Would you get better policing elsewhere if others did do some of these jobs? Why? Why not?

- Distribute prompt list [Prompt 1] – This is a list of a number of activities that could be carried out by the Police or others, such as private security firms or local councils or specialist private investigators. On a 0-10, where 0 means "strongly oppose" and 10 means "strongly support", how much would you support or oppose someone other than New Zealand Police carrying out the following functions. [Discuss reasons for ratings]

POLICE STAFFING OPTIONS

- Distribute prompt [Prompt 2]. Please read this piece of paper and when you have read it please answer the question below by ticking the appropriate response. [Elicit reasons for support/opposition] OK, what sort of checks and balances would you like to see in place? What, if any powers, should such staff have? How much training should they have? Should they be readily identifiable and distinguishable from police officers? How helpful would that be/not be?

- [As a group on whiteboard] Write down what you think are the best arguments in favour of using people other than sworn Police officers for policing duties. And the arguments against? Which are the strongest arguments and why?

COMMUNITY ENGAGEMENT

- Has anybody here been on the local school board, PPTA, local community board or something like that? What made you join? How did you find it? Did you feel you had some influence?
- How do you think would be the best way for you to have your say in local policing.
- How genuinely interested would you personally be in having a say on local policing in your community by attending meetings on a regular basis to discuss issues?

FUTURE ISSUES (IF TIME ALLOWS)

- Finally, looking to the future, what do you see as the major things that are going to influence the way policing is done in future. Jot a few things down and let's discuss. [Explore each and reasons]

WRAP UP

- Well, we're just finishing up now. The research we're doing will provide an input to decisions that will be made about a New Police Act. Is there anything else anyone would like to say that might be helpful in that regard? Anything you wanted to say tonight, but didn't get round to saying?

Prompt 1

On a 0-10 scale, where 0 means "strongly oppose" and 10 means "strongly support", how much would you support or oppose someone other than the New Zealand Police carrying out the following functions. Tick the 2 you are most supportive of having someone other than the police doing:

ACTIVITY	RATING 0-10	TICK TOP 2
Investigating car thefts		
Enforcing road safety		
Monitoring liquor offences		
Serving trespass orders		
Investigating financial fraud e.g. insurance investigations, Internet scams		
Investigating property damage		
Investigating street vandalism e.g. graffiti, littering		
Investigating burglary		
Providing crime prevention advice		
Walking the beat		

Prompt 2

Apart from using private organisations to assist with policing, some countries use a mix of policing staff from those who are fully trained and have full powers of arrest and investigation to those with more limited powers and training.

For example, in the United Kingdom, Police Community Support Officers are trained, civilian staff who wear a uniform and provide a visible presence on the streets. They have limited powers, such as, they can detain someone for 30 minutes until a police officer arrives, they can issue minor infringement notices and can enter property to protect people or property at risk.

Another option is to use uniformed staff as only the "eyes and ears" of the Police, but they are not given any powers of arrest, detention or investigation.

However, some people have been concerned that this is 'policing on the cheap'. They have said that the public could be confused as they might expect community support officers to have the full powers and training of a police officer. And in New Zealand, there has been some

controversy over the use of uniformed people to guard crime scenes who are not full police officers.

Would you support Police having more staffing options available than currently exists?

☐ Yes

☐ No

☐ Don't Know

2.2   Depth interview guide – Victims

1. Jot down anything that comes to mind that you have seen, heard or read about New Zealand Police in say the last year or so. Has what you recalled influenced your view of the New Zealand Police at all? In what ways?

2. We understand you have been the victim of a crime and as a result have dealt with the Police? Was this the first time you had dealt with the Police as a result of experiencing a crime? [If not, determine other occasions and explore general nature of what happened]

3. What sort of crime did you experience? [Listen and note what is said, be alert to positive/negative points that emerge.]

4. How did you feel about the way the Police acted on this occasion? [Explore positive/negative feelings.]

5. Thinking back on what happened, when you contacted the Police, what was important that they did? [probe if not mentioned speed of response, type of response, ongoing contact] In what ways were your expectations met/unmet? Did anything unexpected happen?

6. What was important to you about who from the Police responded? [e.g. someone in uniform, whoever was closest, someone that could provide a specific function such as fingerprinting] Would it have made any difference to you if the person you dealt with was an agent of the Police, but not a sworn officer? What difference would it have made?

7. Thinking about your experience now, if you needed to call the Police again, what would be the most important things for the Police to do? [Also prompt on - take a written statement? Take a note of what happened? Provide an electronic option of reporting?]

8. Do you think justice was done in the end? If so why and who do you mainly hold responsible for justice being done? If not, why not and who do you mainly hold to account for justice not being done?

9. At the beginning, you recalled things about the Police you had seen or heard over the past 12 months. Would you say these have been more or less influential in shaping your views about the police than the actual experience you had with the Police? In what ways is one more important than the other in shaping your opinions of the Police?

10. Do you think the integrity of the NZP has changed at all in the past few years? If so, how? What has brought about those changes? [If reputation has fallen, explore how to address that issue].

11. Finally, looking to the future, which one is closest to your view:

    A. Police resources should be focused only on preventing and solving crime, OR

    B. Police resources should be spread widely to include activities like public relations, education, safety, as well as preventing and solving crime

    What are your reasons for your choice?

2.3 Depth interview guide – Offenders

1. Tell me what comes to mind that you have seen, heard or read about New Zealand Police in say the last year or so. Has what you recalled influenced your view of the Police at all?

    What has influenced how you feel about New Zealand Police? [Prompt: TV, radio, newspaper, friends, experience etc.] Are there particular stories that you have seen or heard? Can you tell me about those?

2. We understand that you have been convicted of a crime. Was this the first time you had dealings with the Police as a result of a crime? (If not determine other occasions/ crimes and explore general nature of what happened)

3. What crime did you commit most recently? that came to the attention of Police?

4. Thinking back on your contact with the Police what experiences were really important to you? (e.g. informed friends/relatives, were fair and just/unfair/unjust, use of coercive force/powers, behaved with integrity, culturally sensitive) Prompt for positive and negative experiences.

5. Talk me through the contact you had with the Police. What were your main concerns/fears/thoughts? What things went well? What did you like? What things didn't go well? What didn't you like? What things would have made the contact better for you? What should have been done the same/differently?

6. Thinking about how the Police interacted with you, would you say they acted as you expected? If not, why not? Please explain what you expected and how it differed from what happened. Did they do anything that you didn't expect? What did they do? Did they act appropriately then? Be realistic bearing in mind they were investigating a crime for which you were convicted.

7. If the Police were investigating/arresting you again in relation to a crime (or a crime you were suspected of committing or one that they might have been a witness to), what would be the most important things for Police to do? Or - how would you expect them to behave/act?

3. Phase 3: Main research phase

3.1 November-December 2006 omnibus survey question guide

POL1 On a 0-10 scale where 0 means "a very low priority" and 10 means "a very high priority", how much of a priority should Police place on the following activities? [RANDOMIZE]

-1- Patrol of public places
-2- Investigating serious offences
-3- Ensuring road safety
-4- Tackling anti-social behaviour, such as drunkenness and graffiti

POL2 Do you support or oppose police being able to charge event organisers to recover costs for policing at large events, such as rock concerts? [DO NOT READ]

- Support
- Oppose
- Don't know
- Unsure

POL3 In some countries, to allow regular police to focus more on serious crime, other police staff with limited powers and less training patrol the streets and deal with minor crime. Would you support or oppose this happening in New Zealand? [DO NOT READ]

- Support
- Oppose
- Don't know
- Unsure

POL4 At the moment police report back to communities about their activities by presenting crime and safety results to local councils. In what other ways would you like to see police sharing information with communities? [PRE-CODES: DO NOT READ]

- Local newspaper/media
- Public meetings
- Website
- Unsure
- Other (specify)

POL5 On a 0-10 scale where 0 means "not at all important" and 10 means "very important", in your view how important is it that there are some police officers who can speak a language other than English? [DO NOT READ]

POL6 How do you think police could improve their road safety role? [PRE-CODES: DO NOT READ]

- Provide more police/traffic patrols
- Split the traffic-police role/create a traffic department
- Advertise more about road safety
- Stop speeding quotas
- Provide safe driving courses
- Stop revenue gathering
- Put up more speed cameras

POL7 There are several possible ways of reporting a non-urgent offence to Police. On a 1-5 scale where 1 means "a very weak preference" and 5 means "a very strong preference", how would you rate your preference for the following ways of reporting a non-urgent offence to the Police: [RANDOMIZE]

-1- Visiting a Police station
-2- E-mailing
-3- Texting-in
-4- Telephoning a Police station

POL7A Are there any other possible ways of reporting a non-urgent offence to the Police? [DO NOT READ]

- Yes
- No
- Unsure

IF POL7A = 'Yes', ASK POL7AI

POL7AI What other possible ways are there? [PROBE]

3.2 Sample frame for omnibus survey

3.3 Creativity group discussion guide

INTRODUCTION, CONFIDENTIALITY ETC

1   PRINCIPLES
Issues Paper 1

- Discuss in their own groups the areas they have highlighted from their own reading of the Issues Paper, then as a group develop their own list of principles for the Police
- Maximum of 5 principles
- Why are these particular principles important?
- Identify examples of Police acting on these principles? Also where they have not.

Round up with group discussion of the sets of principles developed.

Would they support having a set of guiding principles as part of the new Police Act? Why, why not?

What would having the principles as part of legislation mean to New Zealanders?

2   FUTURE OF NEW ZEALAND POLICE

As a group talk about the object they have brought along (Something that represents how you think the New Zealand Police will be in 20 years time.)

Develop a Story Board

Header cards (We will have these as initial starting points for the story board)

1.   WHAT New Zealand Police should be like?

2.   HOW should it be delivered?

-    Write down on the cards how New Zealand Police should be in the next 20 years? All the characteristics, activities, etc and then how it should be delivered / working etc
-    Sort the cards into groups that seem to fit together
-    Put together on the boards
-    Show any linkages etc

Round up with group discussion on the different storyboards on future of New Zealand Police

-    What are distinctly New Zealand characteristics?
-    What is the worst that could happen?
-    What is most likely to happen?
-    Contrast with E-panel comments

3A   CORE POLICING FUNCTIONS

Develop all options etc. using the lotus blossom template

On this template we will get the groups to agree on their five core functions. The groups will then be asked to explore these core functions in terms of:

-    How can they be provided?
-    Who will be providing these core functions? What could be done by others?
-    Style of policing
-    Identify networks that Police work in

3B   OFFICE OF CONSTABLE

Mind Map

-    What should police officers be responsible for?
-    What factors are unique to the role?
-    Why?
-    Implications
-    How important is the uniform?

Round up with group discussion on the group's decision on what the core policing functions are? What are their reasons for these functions being core?

Then proceed onto the mind maps of the office of constable.

The groups will then present their mind maps and then we will introduce the images of the two uniforms and explore perceptions of image and brand of the police and how these may be affected by the style of uniform.

4   COERCIVE OPTIONS

Mind Map

-    Appropriate coercive options
-    Why?
-    Implications
-    How delivered?

3.4   Locations and specifications of Phase 3 focus and mini groups

LOCATIONS AND SPECIFICATIONS
AUCKLAND

FOCUS GROUPS:
- mixed ethnicity, 26-49 years, 4 with dependent children, 4 without dependent children
- new migrants (migrated to New Zealand within the past 3 years), mixed age
- mixed ethnicity , 18-25 years
- mixed ethnicity, 50 years plus

MINI GROUPS:
- Māori, 18-25 years
- Pacific people, 18-25 years

WELLINGTON

FOCUS GROUPS:
- mixed ethnicity, 18-25 years
- mixed ethnicity, 26-49 years, 4 with dependent children, 4 without dependent children
- mixed ethnicity, 50 years plus

CHRISTCHURCH AND RURAL/PROVINCIAL ENVIRONS

FOCUS GROUPS:
- 18-25 years, including 2 Asian
- 26-49 years, including 2 Asian
- rural mixed ethnicity, 50 years plus

GISBORNE

FOCUS GROUPS:
- rural-provincial, mixed ethnicity including minimum 4 Māori, 18-25 years
- rural-provincial, mixed ethnicity including minimum 4 Māori, 26-49 years
- rural-provincial, including minimum 4 Māori 50 years plus

GORE

FOCUS GROUPS:
- mixed ethnicity, 18-25 years
- mixed ethnicity, 26-49 years, 4 with dependent children, 4 without dependent children
- mixed ethnicity, 50 years plus

3.5   Focus group discussion guide

STANDARD INTRODUCTION AND WARM UP
GENERAL PERCEPTIONS
- Individually, I want you to rate your view of the Police. So, using a scale of 0-100 where 0 means "the Police do a very poor job" and 100 means "the Police do an excellent job" can you rate how good or bad a job you think the Police do? [Discuss reasons for choice in each case].

POLICE ACTIVITIES
- What sorts of things do the Police typically do? Let's make a list on the whiteboard. Do you think they should be doing all these things? Why? Why not? Could others do some of these jobs? Who?

  How happy would you be if others did some of these jobs? Would you get better policing elsewhere if others did do some of these jobs? Why? Why not?

  What are some of the positives about partnerships with the private sector?

  What are some of the difficulties/concerns about partnerships with the private sector?

- Distribute prompt list [Prompt 1] – This is a list of a number of activities that could be carried out by the Police or others, such as private security firms or local councils or specialist private investigators. On a 0-10, where 0 means "strongly oppose" and 10 means "strongly support", how much would you support or oppose someone other than the New Zealand Police carrying out the following functions. [Discuss reasons for ratings]

- Distribute prompt list [Prompt 2] – This is a list that others have identified as core functions of the Police. Have a look at that for a minute or two. Are there any you disagree with? Why? Is there anything missing? Which of the three categories would you rank each within? [Discuss category rankings].

POLICING PRINCIPLES

- Distribute prompt list [Prompt 3]. Here's a list of principles that others have identified as key principles that the Police should abide by. Again have a look through them. Tick any you think you agree with and put a cross next to any you disagree with. If you think anything needs adding write that down too. OK – did anyone have any crosses? [Discuss reasons] What about adding to the list – did anyone have anything down for that? [Discuss]

POLICE STAFFING OPTIONS

- Distribute prompt [Prompt 4]. Please read this piece of paper; when you've done so answer the question below by ticking the appropriate response. [Elicit reasons for support/opposition] OK, even if you don't support the Police having more staffing options, if steps down this path were eventually taken, what, if any powers, should such staff have? How much training should they have? Should they be readily identifiable and distinguishable from Police officers? How helpful would that be/not be?

- [As a group on whiteboard] Write down what you think are the best arguments in favour of using people other than fully-sworn Officers for policing duties. And the arguments against? Which are the strongest arguments and why?

- Technology can provide electronic opportunities to improve the way in which the public and the Police interact. For instance, people could provide information to Police over the Internet or report incidents or crimes that do not need immediate Police responses, such as property damage or thefts from vehicles. Or Police could keep the public informed about the progress of an investigation into a burglary of their home. What do you think of that? What might the advantages be? What might be some drawbacks? Should it be used?

  Would you personally use electronic reporting, if it was available? Which crimes would you expect to be able to report to the Police electronically, if this ability were available?

COMMUNITY ENGAGEMENT

- Do you think the community should have more of a say in how local policing is done? If so, what do you think would be the best way for people to make their views known?

- How genuinely interested would you personally be in having a say on policing in your local community - say, by attending meetings on a regular basis to discuss issues?

- How comfortable would you feel if you heard that others were part of some sort of reference group or citizens panel, which were feeding community views on policing back to local Police?

- Is it mainly about more connections with local communities, or is it about better-quality connections?

  [Explore ways that communities could be more involved in policing at a local level (e.g., Neighbourhood Support, community patrols). See if the question of powers/protections for volunteer "eyes and ears" roles comes up. Perhaps give a prompt in this direction.]

GENERAL PERCEPTIONS 2

- OK I'd like you to rate the Police again on the same 0-100 scale you used at the beginning where 0 means "the Police do a very poor job" and 100 means "the Police do an excellent job" can you rate how good or bad a job you think the Police do? [Discuss reasons for and changes/stay the same to ratings].

WRAP UP

- Well, we're just finishing up now. The research we're doing will provide an input to decisions that will be made about a New Police Act. Is there anything else anyone would like to say that might be helpful in that regard? Anything you wanted to say tonight, but didn't get round to saying?

Prompt 1

On a 0-10 scale, where 0 means "strongly oppose" and 10 means "strongly support", how much would you support or oppose someone other than the New Zealand Police carrying out the following functions. Tick the 2 you are most supportive of having someone other than the police doing:

ACTIVITY	RATING 0-10	TICK TOP 2
Investigating car thefts		
Road safety work (e.g. drink drive testing)		
Monitoring liquor offences		
Serving trespass orders		
Investigating financial crimes (e.g. fraud, insurance scams)		
Investigating property damage		
Investigating street vandalism (e.g. graffiti)		
Investigating burglary		
Providing crime prevention advice		
Walking the beat		

Prompt 2

The functions listed below are ones some people consider to be important Police functions. Please indicate for each of the following functions the level of priority you think it should have by ticking in one of the columns.

FUNCTION	MOST IMPORTANT	PRETTY IMPORTANT	LEAST IMPORTANT
Helping manage civil emergencies			
Contributing to road safety			
Enforcing the law			
Delivering public safety education			
Maintaining order ('keeping the peace')			
Policing overseas to prevent trans-national crime (eg drug smuggling)			
Preventing crime			
Providing a visible patrolling presence in communities			
Solving crime			
Contributing to overseas crises ('peacekeeping')			

Prompt 3

Here's a list of principles some people think Police should follow. If you agree with a principle applying to Police, place a tick beside it; if you disagree, place a cross beside it.

If there are any other principles you think should be added to the list, then add them to the list.

PRINCIPLE	✓ OR X
Be open and transparent	
Be efficient and effective	
Apply the law impartially ('without fear or favour, malice or ill-will')	
Be accountable to the public	
Behave in way that respects people's human rights	
Act ethically and with integrity at all times	

Police by consent if possible, using the minimum force necessary

Work in a way that delivers the best value from policing

Operate in partnership with the community

Be representative, and reflect New Zealand's multicultural nature

Prompt 4

Police in some countries use a wider mix of policing staff than we do here in New Zealand. This can include staff who are fully trained and have full police powers through to staff with limited powers who have undergone less training.

For example, in the United Kingdom, Police Community Support Officers are trained to provide a visible presence on the streets and deal with low-level crime and disorder. They wear a uniform similar to a constable, and have limited police powers; such as being able to detain someone for 30 minutes until a constable arrives, being able to issue infringement notices for certain offences, and being able to enter property to protect people or property at risk.

Another option is to use uniformed staff as "eyes and ears" of regular police, but they are not given any powers of detention or investigation. This model is used in Canada, for instance.

In New Zealand, such support roles might provide an alternative and/or extra staff resource for the Police. It could help the 'thin blue line' to stretch further, especially if it freed up police officers from tasks that don't require full training or extensive police powers (e.g., acting as scene guards at crime scenes).

However, some may be concerned that introducing such support roles would be 'policing on the cheap'. Others might be wary about potential confusion, where people might expect uniformed support staff to have the full powers and training of a regular police officer.

Would you support Police having more staffing options available than currently exists?

☐ Yes

☐ No

☐ Don't Know

3.6 Demographics of focus and mini group respondents

FOCUS GROUP AND MINI GROUP DEMOGRAPHIC BREAKDOWN

	18-25 YEARS	26-49 YEARS	50 YEARS PLUS	TOTAL
Male	29	26	20	75
Female	28	29	23	85
Total	57	62	43	155

Note: Respondents were purposefully over-recruited for the focus and mini groups, thus some were paid and did not participate. The actual number that attended all 16 focus and mini groups was (n=143).

PARTICIPANTS BY ETHNICITY

New Zealand European	87
Other European/British	20
NZ European/Other European-British	3
NZ Māori	18
NZ European/NZ Māori	9
Pacific Island	7
Asian	10
North American	1
TOTAL	155

The new migrants focus group, specified as those who

had migrated to New Zealand within the past three years, included respondents who had originally come from Norway, France, South Africa, Canada, China, Britain, Fijian and an Indian who had lived in Congo for many years.

3.7 E-panel respondents demographic breakdown

E-PANEL DEMOGRAPHIC DATA

	SEPTEMBER 2006	
	N=	%
GENDER		
Male	40	42
Female	55	58
AGE GROUP		
16-19	6	6
20-29	13	14
30-39	22	23
40-49	21	22
50-59	13	14
60 Plus	20	21
OCCUPATION		
Professionals, Managers	27	28
Technicians, Associate Professionals	11	12
Clerks	4	4
Sales & Service Workers	11	12
Blue Collar	7	7
Students	5	5
Retired	11	12
Homemaker	10	11
Not Employed	2	2
PERSONAL INCOME		
Less than $15,000	23	24
$15,000-25,000	10	11
$25,001-30,000	8	8
$30,001-40,000	17	18
$40,001-50,000	14	15
$50,001-70,000	8	8
More than $70,000	8	8
Income was nil / or loss	2	2
Refused	5	5
HOUSEHOLD INCOME		
Less than $20,000	5	5
$20,000-30,000	8	8
$30,001-40,000	12	13
$40,001-50,000	19	20
$50,001-70,000	14	15
$70,001-100,000	15	16
More than $100,000	16	17
Refused	6	6
AREA		
Auckland	28	29
Provincial	46	48
Christchurch	14	15
Wellington	7	7
Rural	18	19
ETHNICITY		
Māori	5	5
Non-Māori	90	95