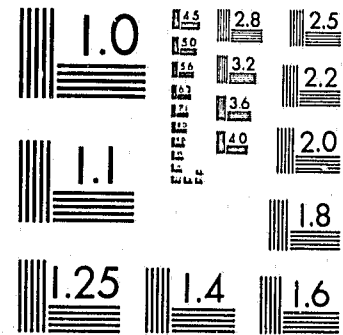


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REPORT ON  
EFFECTIVENESS AND EFFICIENCY  
AUDIT

REPORT ON EFFECTIVENESS  
AND EFFICIENCY AUDIT  
NEW ZEALAND POLICE  
JUNE 1981  
(THE AUDIT OFFICE)

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NEW ZEALAND POLICE  
JUNE 1981

REPORT OF THE AUDIT OFFICE

ON

EFFECTIVENESS AND EFFICIENCY

IN THE

NEW ZEALAND POLICE

For the Year Ended 31 March 1980

June 1981

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NEW ZEALAND POLICE : AUDIT OF EFFECTIVENESS

AND EFFICIENCY

1. Introduction

1.1 Statutory Authority

Section 25(3) of the Public Finance Act 1977 authorises the Audit Office to make such examination as it considers necessary in order to ascertain whether, in its opinion, resources of the Crown have been applied effectively and efficiently in a manner which is consistent with applicable policy of the Government.

An examination of the use of resources in Police has been undertaken for the year ended 31 March 1980.

The "applicable policy of the Government" for Police, while not specifically codified, can be deduced from the oath required to be taken by every member of the Police by section 37, Police Act 1958 (which states inter alia "that I will see and cause Her Majesty's peace to be kept and preserved; that I will prevent to the best of my power all offences against the peace";) and the development of the duties and functions of the Police in common law.

From these influences there has evolved the following generally accepted statement of the role of the Police in New Zealand -

1. To prevent offences and to detect and apprehend offenders.
2. To preserve peace and good order.
3. To protect life and property.

The Audit Office perceives this statement as the applicable policy of the Government for the Police.

1.2 Performance Measures in Government

There has been an increasing awareness worldwide in recent years of the need to develop performance measures in order to more effectively and efficiently manage the resources available to Governments. International developments have been relatively slow and there is every indication that this will also be the situation in New Zealand.

The development of measures of effectiveness and efficiency in the public sector in New Zealand is in its infancy. In spite of this, the Audit Office is convinced that the development of management information systems which demonstrate the degree of effectiveness and efficiency achieved would be a significant step toward better management in Government.

The Audit Office is encouraged by the positive attitude displayed by Police senior management to the need to develop meaningful measures of performance to demonstrate the effectiveness of Police activities and the efficient use of Police resources.

1.3 The Concept of Effectiveness

The concept of effectiveness is seen as the degree of achievement of the objective (i.e. the intended effect) of a particular activity as measured against the expected results. This involves, for each activity, a clear statement of the objective, the identification of appropriate performance indicators and the setting of performance standards against which actual achievements can be measured.

Performance indicators for effectiveness are selected events, the occurrence of which best indicate the achievement of the objective to some degree. Performance standards are the predetermined levels to which the indicators should move. The levels are set by management and represent a subjective decision combining the relative priority of the objective within the organisation and the amount of resources able to be devoted to it.

1.4 The Concept of Efficiency

The concept of efficiency is seen as the maximising of output, given a set level of input. It also involves the development of performance indicators and performance standards. The indicators and standards are set by management and would generally be in the nature of input/output ratios.

2. Scope of the Examination

2.1 Effectiveness

The Audit Office examination of effectiveness in Police included "primary" or "front line" activities and all significant support activities. A support activity was considered to be significant if it had a high resource commitment or was in some way critical to a primary or front line activity.

The activities selected for examination were as follows:

2.1.1 Primary or Frontline:

- Airport Police
- Armed Offenders Squads
- Beat Patrols
- Civil Defence
- Crime Prevention
- Dog Sections
- Drug Squads
- Enquiry Patrols
- Highway Patrols
- Incident Patrols
- Joint Teams
- Law Related Education Programme
- Operations Room
- Search and Rescue
- Team Policing Sections
- Undercover Operations
- Vice Squads
- Wharf Police Stations and Police Launches

2.1.2 Support:

- Criminal Intelligence Service
- Finance and Accounts
- Fingerprints
- Legal Section
- Motor Vehicle Supply
- Motor Vehicle Maintenance
- National Drug Intelligence Bureau
- Personnel Reporting - Police
- Personnel Reporting - Civilian
- Photography
- Police College
- Prosecutions
- Records
- Recruiting
- Supply
- Telecommunications Equipment
- Telecommunications Servicing
- Tradesmen/Handymen
- Typing Services
- Watchhouse Keepers
- Welfare
- Works

2.2 Efficiency

The Audit Office examination of efficiency in Police was restricted to the following resource inputs:

- Personnel
- Motor Vehicles
- Computer Services

These were the three largest resource inputs (with the

exception of capital expenditure) during 1979/80. As disclosed in Parliamentary Paper B.7 (Pt I) (the Estimates) total Police expenditure in 1979/80 was \$110,796,879.

Expenditure on Personnel was \$83,096,992 or 75% of the total.

Expenditure on Motor Vehicle maintenance and operation was \$3,345,041 or 3% of the total.

Expenditure on Computer Charges was \$2,904,488 or 2.6% of the total.

2.3 Other Related Matters

The other related matters, associated with the audit of effectiveness and efficiency, which the Audit Office examined, included the Management Information System, control over capital acquisition projects and the Treasury review of selected increased funding proposals.

3. Effectiveness of "Primary" or "Frontline" Activities in Police

3.1 The Position in Police at the Commencement of this Audit

When this audit commenced in February 1980 the objectives (in the context explained in paragraph 1.3 above) of each activity had not been formally recorded. Up to that time the only formal statement of objectives was the generalised statement of the role of the Police as detailed in the introductory paragraph, i.e.

- (1) To prevent offences and to detect and apprehend offenders.
- (2) To preserve peace and good order.
- (3) To protect life and property.

Although considerable work had been done on work load measurement and some relatively crude statistical information was available, no work of any significance had been done to enable management to measure effectiveness with any degree of precision in the various activities. The same situation also existed as far as the development of performance standards was concerned.

The methods by which Police assessed the effectiveness of their various activities could reasonably be described as informal and intuitive.

3.2 Documentation of Objectives

At the request of the Audit Office, Police formally recorded the objectives (or "intended effect") of the various activities.

3.3 Development of Performance Indicators and Performance Standards

In response to enquiries about the development of appropriate performance indicators and standards, the Deputy Commissioner, in August 1980, advised that:

"Each of the 19 functional groupings which you listed have now been studied to determine what measures, if any, are available or could be developed for your purposes. As a general statement no measures currently exist and none can be developed. A good deal of data exists for a number of functions but it is not readily available from a central source nor is it in a form which would allow for easy computation. Even if it were, it is doubtful if valid generalisations could be made as the information was gathered for completely different purposes. Some functions, especially those of a preventive nature, have no data available at all ....." (emphasis added).

Detailed comments were then made on each of the primary activities listed in the scope paragraph above which reinforced these general comments. (The detailed comments made are reproduced in Appendix A.)



3.4 Opinion of the Audit Office

For the reasons outlined in paragraph 3.3 the Police are unable to demonstrate the effectiveness of their "primary" or "frontline" activities. The Audit Office is therefore unable to form an opinion on the effectiveness of these activities.

3.5 Future Police Action

Police have undertaken to commence work on the development of performance indicators and performance standards to measure the effectiveness of their activities. They have indicated that they intend to start with two selected activities in 1981. The Audit Office is willing to assist in this development and commends the positive attitude taken by Police in this matter.

4. Effectiveness of Significant Support Activities in Police

4.1 Basis for Audit Office Opinion on Support Activities

The Police and the Audit Office agreed that the opinion on the effectiveness of the support activities would be based on the subjective assessment of both the Police staff using the service and those providing it.

The opinions were obtained by a structured discussion from a statistical sample of the staff. The discussion, which invited comments by staff about the selected activities, concluded with an overall assessment. The options were:

Very Good

Generally Satisfactory

Needs Improvement

If the activity was assessed by the respondent as "needs improvement", the specific reasons for this assessment were required.

The results of the assessments are tabulated in Appendix B.

The Audit Office considers that the degree of dissatisfaction which warrants a qualified opinion to be in excess of 15-25% (depending on the nature of the activity).

With the exception of the Prosecutions activity (see paragraph 4.2 below) it is on this basis that the audit opinion on support activities has been formed.

4.2 Prosecutions Activity

The Audit Office, after discussion with Police Management, determined that the effectiveness of this support activity could not be appropriately assessed by interviewing a sample of members as was appropriate for the other support activities.

It was also determined that Police had not developed any performance indicators or performance standards to measure the effectiveness of this activity on a formal basis. The assessment to date by Police has been largely intuitive.

The information extracted by Police from the Justice Criminal History file at the Wanganui Computer Centre for the period 1 April 1979 to 31 March 1980 shows that of the Police cases heard, convictions (or conviction equivalents) were obtained in:

- 67% of the cases heard in the High Court
- 86% of the cases heard in the District Court
- 89% of the cases heard in the Young Persons Court

These percentages only represent the historical national average for the period specified. The number of convictions obtained is only one factor which management would take into account when evaluating this activity. The manner in which the case is brought (e.g. fair presentation of evidence) is considered to be as important as the result.

In view of the undeveloped nature of performance standards the Audit Office is unable to form an opinion on the effectiveness of this activity.

4.3 Opinion of the Audit Office

- (a) In the opinion of the Audit Office the support activities listed below provided an effective service within the Police -

Finance and Accounts  
Legal Section  
National Drug Intelligence Bureau  
Photography  
Records  
Supply  
Telecommunications Servicing  
Tradesmen/Handymen

- (b) In the opinion of the Audit Office, the following support activities could provide a more effective service within the Police

Criminal Intelligence Service  
Fingerprints  
Motor Vehicle Supply  
Motor Vehicle Maintenance  
Personnel Reporting - Police  
Personnel Reporting - Civilian  
Police College  
Recruiting  
Telecommunications Equipment  
Typing Services  
Watchhouse Keepers  
Welfare

(c) The Audit Office is unable to form an opinion on the effectiveness of the Prosecutions activity.

4.4 Comments on Support Activities

From the interviews with staff, many points of concern were raised, even when the activities were assessed as being "very good" or "generally satisfactory". It is intended that the most common causes of concern will be discussed separately with Police management to assist in pinpointing specific areas for early review and attention.

5. Opinion of the Audit Office on the Efficiency of the Personnel Resource in Police

5.1 Sample Selection

To enable the Audit Office to form an opinion on efficiency a statistical sample of man/days from the 1979/80 year was selected from each of the following groups of Police personnel:

- Officers
- NCO's
- Constables
- Civilian staff.

Details of the duties performed on the selected man/day were obtained and an attempt was made to assess the efficiency displayed by discussion with the staff member and subjective assessment by the Auditor on the basis of the discussion and the records available. Generally, extreme difficulty was experienced in assessing the efficiency of those selected. The two main causes of the difficulty were that the records available were not compiled or designed for this purpose and the often considerable time interval between the selected man/day and the date of the interview. These difficulties were compounded by the limited development of performance standards in Police at this point in time.

5.2 Analysis of Sample Results

Analysis of the results of the initial sample showed such

Details of the analysis are tabulated in Appendix C. As can be seen from the details tabulated, opinions were not able to be reached on efficiency for 72% of the Officers sampled, 60% of the NCO's, 69% of the Constables and 100% of the Civilians.

### 5.3 General Observations of Personnel Efficiency

Although the Audit Office has been unable to form an opinion on personnel efficiency, there are a number of observations it feels bound to make:

5.3.1 Personnel in the sample were asked whether any part of the selected day's activity could be better or more economically performed by someone else. Because of the general lack of detailed records available comments in this category tended to be generalised.

Of the Officers sampled, 25% indicated that they considered some of the duties they carried out could be adequately performed by a lesser ranked (or civilian) member. 19% of the NCO's and 28% of the Constables sampled gave similar indications. This indication of an ability to have some of a number of members' duties performed more economically is in accordance with observations made by Audit.

5.3.2 Further discussions and observations by the Audit Office indicate that a significant proportion of the positions held by Police members in certain specific areas could well be undertaken by adequately trained civilian personnel. In

view of the significant salary premium paid to sworn Police members, any ability to have tasks undertaken more economically should be pursued.

It is noted that a number of positions are already being reviewed for this purpose.

The process of civilianisation and the most economical use of staff resources appears to be inhibited to some extent by the difficulty experienced in negotiating terms and conditions of employment for staff other than those employed in terms of the Police Act 1958.

The Audit Office recommends that a review be undertaken to investigate the feasibility of employing all staff of the Police under the Police Act 1958 rather than the present situation where other than "sworn" members are employed under the Sate Services Act 1962.

### 5.4 Opinion of the Audit Office

The Audit Office is of the opinion the Police do not make the most efficient use of the personnel resource they have available. However, as recorded in paragraph 5.1 and 5.2 above, it has not been able to establish the extent of the inefficiency in this resource input.

The Audit Office recommends that there be a re-evaluation of delegations, tasks and staffing to ensure that the most efficient use is being made of the skilled resources available.

6. Opinion of the Audit Office on the Efficiency of Motor Vehicle Usage in Police

6.1 Sample Selection

A statistical sample of vehicle/days was selected in an attempt to assess whether efficient use had been made of the Motor Vehicle resource.

6.2 Sample Analysis

An analysis of the information collected showed that the total actual hours of vehicle usage in the sample amounted to 33% of the total time available (assuming each vehicle day to be 24 hours). This is the equivalent of 8 hours per day. Re-appraisal of this sample result over the whole field indicates the true recorded level of usage to be between 20% and 48%; ie between 5 hours and 11½ hours per day.

Details on vehicle running sheets need comparison with individual work records before conclusive opinions can be formed. Efficient use of the motor vehicle resource is linked with the personnel resource. In view of the inconclusive nature of the analysis of the personnel sample, further sampling and comparison was considered to be of limited value.

6.3 Opinion of the Audit Office

For the reasons outlined in paragraph 6.2 above, the Audit Office is unable to form an opinion on the efficiency of motor vehicle usage in Police.

7. Opinion of the Audit Office on the Efficiency of Police Computer Systems

7.1 Basis for Opinion on Efficiency of Computer Systems

The Audit Office reviewed the efficiency of the Police sub-systems on the Wanganui Computer Centre as part of the Audit Office review of the "Use of Computer in the Public Sector" (Parliamentary Paper B.1 (Pt IV) 1980).

The Wanganui Computer Centre operates for the departments of Police, Justice and Transport. Police is the largest user and a single charge is made against the department each year for the operating cost. The charge includes a charge for application development but the total charge is spread pro rata across the three departments on the basis of calculated/estimated usage.

The main tasks done for Police are queries to Persons of Interest (POI), Vehicles of Interest (VOI), data bases and message switching. Other applications are more specialised, eg finger-printing.

There is no doubt that the Computer Centre is efficient when answering queries. Systems performance monitoring is exceptional and stands out as being the best of all centres visited during the Computer Review. The machines (Univac) are recognised as being very good for this type of communication activity. The question is whether queries to POI/VOI themselves generate effective field work. Police, before they went on to the system, had 371,000 queries a year. This was up to 4.1m at February 1980. The system is only effective if the increase in queries has resulted in a higher

7.2 Opinion of the Audit Office

In the opinion of the Audit Office, the Police sub-systems operated on the Wanganui Computer Centre operate efficiently.

8. Management Information System

In addition to the usual circulars and other written means of communication used by any large organisation, Police make extensive use of regular meetings at all levels of management to communicate policy, practice and day-to-day problems. While such obvious concern to ensure all levels of management are fully informed is to be commended, Police evaluation of their own effectiveness and efficiency is still largely informal and intuitive. This is clearly indicated by the comments in Appendix A and has been confirmed by discussions between Police and the Audit Office.

The practice in assessing the need for additional manpower or for manpower re-allocation has been primarily on the basis of work-load and has been input orientated. The standards used in assessing acceptable work-loads are essentially unchanged from those established in the National Survey of the New Zealand Police - Deployment of Manpower (the "Burnside Book") commenced in 1966 (and completed shortly after that date) and subsequent surveys of a similar nature. The standards established from these surveys are essentially historical averages.

The Audit Office considers that the emphasis of the management information system should now become output orientated with an emphasis on performance indicators and standards for both effectiveness and efficiency. The change in emphasis from input to output orientation is seen as a critical change in attitude necessary for the development of appropriate performance indicators and standards. It means that the

of the activity and the resources they are prepared to commit to it) rather than how much effort is devoted to the activity. A core or base of quantified information indicating levels of effectiveness and efficiency in the various Police activities would, in the opinion of the Audit Office, provide a demonstrably sounder basis for managerial decision making.

9. Administrative Support

During the audit it became apparent, particularly in Police Districts, that a number of administrative procedures have developed where the cost of control would appear to outweigh the benefits to be achieved from strict adherence to the procedures adopted, or were unnecessarily complicated. The Police staff involved in these duties could benefit substantially from greater exposure to new approaches to their day-to-day administrative tasks.

The Audit Office is of the opinion that considerable benefit could be obtained from reviewing administrative procedures in Police Districts to ascertain whether all the detailed controls are in fact necessary, and if so, to ensure that the procedures are economic in operation.

10. Capital Acquisition Project

The Audit Office has reviewed the procedures adopted in the planning and construction of the new Police College at Porirua.

The Audit Office is satisfied that the decision to proceed with the project was made after due consideration of the needs, costs and alternatives. All of the appropriate approvals and financial authorities were obtained and the project implementation has been properly controlled.

The College was originally designed to accommodate 600. This was seen as the reasonable training requirements at the time (1972/73). The classrooms and amenities blocks, swimming pool/gymnasium, and administration building have been built (with some minor adjustments) to this specification. In addition, sleeping accommodation has been provided for 256.

Construction has been staged over a number of years commencing in 1977. During Stage I there was a reduction in the anticipated Police training needs and approval has now been received to commence building on the training aids block and a further 162 beds. This makes a total bed capacity of 418. Police anticipate they will fully utilize this reduced bed capacity of 418 by 1984, one year after construction is completed.

From the above it is apparent that a facility exists which cannot be fully utilised until the balance of the sleeping

11. Treasury Review of Increased Funding Proposals

In the course of this audit there has been occasion to refer to proposals initiated by Police involving additional funding. The Audit Office review included a perusal of the reports on the selected proposals produced by Treasury as a control agency. Discussion with the Treasury Staff involved confirmed this Office's opinion that Treasury's function as a control agency in the particular proposals reviewed was limited by the lack of developed measures of effectiveness and efficiency in Police. This is a general problem in central Government and is certainly not restricted to Police.



12. Conclusion

The Police were selected as a pilot project for the review of effectiveness and efficiency because previous contact had led the Audit Office to form the view that they were well managed. This view has not changed.

The ability of the Audit Office to express positive opinions on effective and efficient application of resources is dependent on management setting objectives for expenditure programmes and developing performance standards and indicators for tasks performed. The state of the art, although reasonably well-developed overseas, is still in its infancy in New Zealand. In this audit these limitations were recognised. It is to the credit of the Police that senior management has now recognised the need to develop performance standards and indicators to enable the effective and efficient use of public funds to be objectively demonstrated. The Audit Office considers the Police to be as well advanced as any other department in attempting to develop these measures.

(A C Shailles)  
Controller and Auditor-General



NEW ZEALAND POLICE  
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20 August 1980

Mr S. Anderson,  
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POLICE EFFECTIVENESS AND EFFICIENCY

1. Your paper on effectiveness measurement refers.
2. Each of the 19 functional groupings which you listed have now been studied to determine what measures, if any, are available or could be developed for your purposes. As a general statement no measures currently exist and none can be developed. A good deal of data exists for a number of functions but it is not readily available from a central source nor is it in a form which would allow for easy computation. Even if it were it is doubtful if valid generalisations could be made as the information was gathered for completely different purposes. Some functions, especially those of a preventive nature, have no data available at all and to try and measure effectiveness in the terms you suggest would have the effect of trying to measure offences which did not occur.
3. The results of the studies which were made are listed in the same order as on your paper and are as follows:

3.1 Undercover Operations

No quantifiable measures of effectiveness for the purpose of this exercise exist for undercover operations.

The Director: Drug Enforcement and Intelligence, his Deputy and the Co-ordinator: N.D.I.B. who are responsible for this work believe that it is extremely difficult to establish measures nor can they suggest any which could be used using existing data. In their view effectiveness can only be determined by a subjective assessment of each operation although the following tangible factors have some use:

- (a) The number of individuals prosecuted as a result of the operations of each undercover member.
- (b) The seriousness and the nature of the charges preferred.
- (c) The amount and quality of the intelligence gathered.

while working undercover

Of the factors listed only the first two, and these are linked, can be quantified but even then there are problems with using those as measures. Each undercover member is usually responsible for the prosecution of between 18 and 35 individuals but the number and/or quality of the offences depends to a very large degree on the original target individuals or groups plus the length of time he is employed. Thus measures based on prosecutions or offences are meaningless by themselves.

### 3.2 Vice Squads

No quantifiable measures for the purposes of this exercise exist for Vice Squads.

The Director: Investigative Services cannot suggest measure/s which could be used and believes they would be difficult to develop. The booklet prepared for the Audit Department entitled Effectiveness Review indicates that Vice Squad duties consist principally of enforcing laws relating to gaming, bookmaking, indecent literature, brothel keeping and immoral activity including prostitution. As with drug offences these offences are seldom reported to the Police who, as a result, have only a limited idea of the full extent of this type of offending in the community. Therefore, if the number of offences detected is used as a measure it is meaningless. The detection of a large number of offences might mean that the Vice Squad are taking the easy pickings and are not effective in suppressing those activities. The detection of few offences might mean that an active and effective squad is ensuring there is little offending. In other words tertiary crime prevention measures (prevention based on detection) are having their effect.

### 3.3 Drug Squads

No quantifiable measures of effectiveness, for the purpose of this exercise, exist for Drug Squads.

The Director: Drug Enforcement and Intelligence, his Deputy and the Co-ordinator: N.D.I.B. cannot suggest measures which might be used and believe that they would be difficult to develop. We have details of reported/cleared drug offences in the Incident/Statistics reports, details of individuals charged and quantities of drugs seized, but the figures say nothing about offences which were not detected, individuals who were not caught or drugs which were not seized. Drug offences are seldom reported nor is anything quantitatively known about the level of drug offending in the community. Therefore, any attempt to measure effectiveness by offences detected is meaningless. The examples quoted for Vice Squads are equally as applicable for Drug Squads.

### 3.4 Armed Offenders Squads

A measure of effectiveness is available for these squads/sections as set out below.

Personnel for Armed Offenders Squads are drawn from the ranks of ordinary U.B. and C.I.B. members stationed in the city where each District Headquarters is located. When a squad/section is activated the members drop their normal duties, deal with the emergency which they were called upon to resolve, after which they return to their normal duties.

Effectiveness of the Squads/Sections can be measured by the number of incidents which they were called upon to deal with and which were satisfactorily resolved with the use of minimum force. Records of incidents are available, reported in accordance with G.I. A102, at National Headquarters in the file series 4/3/- or in each District. Minimum force, of course, must be defined subjectively in the light of the circumstances of each incident.

Effectiveness cannot be measured as the expected proportion of callouts which are likely to result in injury to the public/police/offender. It can only relate to actions which the Squad/Section have some control over. The Police have very little control over an armed offender, who is often quite irrational, until such time as he is in custody. To use the suggested measure would suggest that if an offender suicides or harms a hostage the Police are in some way ineffective.

### 3.5 Airport Police

No quantifiable measures of effectiveness, for the purpose of this exercise, exist for the Airport Police.

Both the Director: Investigative Services and Inspector J. Munro of the Wellington Diplomatic Protection Squad believe it is impossible to develop measures for a period which has already passed. Airport Police are part of a team which provide security and other services to air travellers. It would therefore, be impossible to filter out those matters which involve only the police from customs, immigration, airport security, C.I.S., and the airlines. Figures are available for computer terminal transactions but they say nothing about what was achieved as a result. That data source holds potential for future measures but is of little use to us now.

### 3.6 Beat Patrols

No quantifiable measures of effectiveness, for the purpose of this exercise, are available for Beat Patrols.

Each station has the beats ranked in order of priority and these must be filled in that order of priority. Exceptions to the rule would be small areas such as those covered by Sergeants and one and two man stations. Minimum levels of beat coverage, depending on hour of the day, are also expected. However when a beat constable leaves his beat to attend an incident that does not mean that another is called

in to man it during the absence of the first. Therefore, although standards of expected coverage are set, it is quite impossible to set standards of expected time on beat patrol. A constable could strike a sudden death, a shoplifter or some other incident within the first few minutes of commencing duty which could take him off his beat for the rest of his shift.

Records of beat constables duties must be recorded by sectional sergeants in terms of General Instruction D204. These reports are filed at each station then disposed of after 12 months in accordance with General Instruction D115 and Appendix 43. Some of the records for the 1979/80 financial year should still be available. No Central records are kept of actual beat coverage or incidents attended by beat constables. While some material has been collected for C.A.D. areas it is stored on computer tape and the programme/s have not yet been written to allow the data to be analysed.

### 3.7 Incident Patrols

No quantifiable measures of effectiveness are available, for the purpose of this exercise, for Incident Patrols. Data from C.A.D. areas is stored on computer tape but the requisite programme/s have not yet been written to analyse it.

Incident (I) patrols are authorised by General Instruction D191 which spells out the purpose of the patrols and the duties and functions of the two uniform constables manning them. I patrol crews are the responsibility of either the shift sectional sergeant or a designated I patrol sergeant. The sergeant must submit a sectional report in accordance with General Instructions D188 (3) (g) or D204 in respect of the I patrols under his control. The crews themselves must submit a patrol report in accordance with General Instruction D191 (5) or D205. In areas controlled by C.A.D. the patrol reports are computer generated.

Staff are specifically allocated on staff establishment charts issued by the Commissioner, for I patrol duties. District Commanders must ensure the staff so allocated are deployed in accordance with those charts. General Instruction D176 (2) (c) refers.

The staff establishment charts are held at National Headquarters and at each District Headquarters. The I patrol reports, copies of telephone messages and the sergeants sectional reports are filed at stations and will be available for the past 12 months. The rest will have been disposed of in accordance with General Instruction D115 and Appendix 43.

The fact that I patrols exist and that patrol and sectional reports are submitted is not evidence of the effectiveness or efficiency of the patrols. They are there, among other things, to provide service to the public when complaints are made and to provide a police coverage on the assumption that the presence of the patrols deters offenders. The only way to determine effectiveness and efficiency, in the absence of any other quantifiable data, is to ask people who have sought

police service which has been provided by an I patrol. As to prevention of crime that is impossible to measure.

### 3.8 Enquiry (E) Patrols

No quantifiable measures of effectiveness or efficiency, for the purposes of this exercise, are available for Enquiry Patrols.

General Instruction D190 outlines the purpose and functions of E patrols. As a broad statement they are intended to provide a service akin to the old suburban constables but on a 16 hours a day seven days a week basis. Part of their function is the service of summonses and the execution of warrants but, depending on the area served, this is usually only a small part of the work. In some areas, where the number of warrants and summonses warrants it, one or more members may be employed to deal exclusively with them.

Each E patrol member is required to keep a Diary of Duty by General Instruction D190 (10) and D202. This is expected to show, among other things, the number of warrants executed and summonses served plus those still in hand. This information is not available from any central source. The only information available centrally is through Doc Loc which provides some information about workload but only at station level. It does not show if summonses have been served or warrants executed merely that they were received.

If a check on summonses and warrants at the level of the individual constable is to be made this can only be done at stations by checking duty diaries. No expected percentage of summonses to be served is set. They are either served or they are not. If not served a decision is made by the prosecuting authority responsible for the issue of the summons whether to proceed with the prosecution. The summonses lapse if the prosecution is dropped, but a warrant to arrest in lieu of summons is obtained if the prosecution is to continue. Therefore 100% of all summonses are expected to be either served or resolved in some other way.

Warrants are either executed or they are not. No expected level of executions, as a standard, is set. Warrants for non-payment monies which are not executed are returned to the court of issue for filing. Warrants to arrest for other reasons are usually filed by the Police. General Instruction C159 details the action to be taken upon receipt of a warrant.

### 3.9 Operations Room

No quantifiable measures of effectiveness or efficiency, for the purposes of this exercise, exist for Operations Rooms. On the other hand, from a subjective point of view, if they were not both efficient and effective complaints could be expected from both members of the public and members of the police which would call for action to be taken by supervisors.

The purpose and functions of Operations Rooms and the duties and authority of Operations Room staff are spelt out in General Instruction D184. The staff act as the nerve centre of all police operations within defined geographic areas. Telephoned complaints from the public are actioned from there while all radio equipped vehicles and persons are controlled from there.

At his time it is not possible to determine efficiency of Operations Rooms staff in C.A.D. areas in terms of the time taken from the receipt of a complaint to it being actioned. The information is stored on a computer tape but the requisite programmes have not yet been written to analyse it. Some computer information may be available locally on a daily basis. In Wellington this is kept with the sectional and patrol reports which are kept for 12 months in accordance with General Instruction D115. In other than C.A.D. areas time of receipt of messages and dispatch of police services are shown on copies of telephone messages. These should be available at stations for the 1979/80 financial year. However, while the time taken to action complaints may be a measure of efficiency it says nothing about the relative seriousness of complaints or the action that the Police can/should take at that time. For example, a complaint about burglars on premises requires immediate action whereas a complaint about a burglary which occurred 24 hours previously does not have the same urgency and can be delayed for a short while at least. Therefore, the first suggested measure in the draft effectiveness paper fails unless what is to be measured is properly defined.

3.10 Highway Patrols

No quantifiable measures of effectiveness or efficiency, for the purposes of this exercise, exist for Highway Patrols.

Highway Patrols ("H" Patrols) are authorised by General Instruction D193. They patrol highways and localities where there are no police on rostered night shift for the purpose of preventing or detecting crimes or offences. The patrols are normally deployed between 2200 and 0600 hours.

These patrols are ad hoc; that is they are used to deal with a specific problem such as stock thefts, deer poaching and burglaries in rural areas. The only way of checking effectiveness would be to ascertain if offences/complaints dropped after the patrols were deployed. Of course such a drop is no guarantee that the "H" Patrol has been responsible. As a general statement "H" Patrols are seldom used. The only way of checking utilisation and effectiveness would be to enquire with Districts. It is doubtful if it is worth pursuing from the Audit point of view.

3.11 Team Policing Sections

No quantifiable measures of effectiveness or efficiency, for the purposes of this exercise, exist for Team Policing sections.

General Instruction D196 defines team policing, details the objective of that form of policing, and sets out the duties of the Sergeant in charge of the section. The work is of a proactive nature; that is it is preventive. While they do respond to calls that is a very small portion of their work. The Sergeant is required to submit a sectional report by General Instructions D196 (6) and D204 and this should be available for the past 12 months at stations which have such sections.

As this form of policing is preventive it is impossible to determine effectiveness in a quantifiable way. As to the expected time the section should be on patrol that is very much a matter for local administrators. The sections are intended to provide flexibility to meet both specific and general policing problems. Therefore deployment and standards such as expected time they are or should be on patrol are local matters.

3.12 Dog Section

The success rate for dogs is recorded but no expected success rate is set. Any dog which is not achieving as it should be would be the subject of enquiry. Percent success is only a guideline.

The number of dogs differs slightly from year to year but as at 31 March last there were 65 general duties dogs, four narcotics and three explosive. For the last three financial years the following details of jobs were advised to the Chief Dog Trainer by District Dog Handlers,

|        | <u>No. of incidents attended</u> |             |             | <u>Successful jobs</u> |                  |                |
|--------|----------------------------------|-------------|-------------|------------------------|------------------|----------------|
|        | General                          | Narcotic    | Explosive   | General                | Narcotic         | Explosive      |
| 1978   | 12506                            | 606         | 126         | 3101 (25%)             | 112 (18%)        | 7 (6%)         |
| 1979   | 15017                            | 795         | 490         | 1806 (12%)             | 62 (8%)          | 16 (3%)        |
| 1980   | 13823                            | 1003        | 435         | 1519 (11%)             | 169 (17%)        | 35 (8%)        |
| Totals | <u>41346</u>                     | <u>2404</u> | <u>1051</u> | <u>6426 (16%)</u>      | <u>343 (14%)</u> | <u>58 (6%)</u> |

When the figures are transformed into the number of jobs per dog per year the following is the result.

|      | <u>No. of incidents attended</u> |          |           | <u>Successful jobs per dog</u> |              |              |
|------|----------------------------------|----------|-----------|--------------------------------|--------------|--------------|
|      | General                          | Narcotic | Explosive | General                        | Narcotic     | Explosive    |
| 1978 | 176.1                            | 202      | 42        | 43.7(1:4)                      | 37.3(1:5.4)  | 2.3(1:8.3)   |
| 1979 | 205.7                            | 159      | 163.3     | 24.7(1:8.3)                    | 12.4(1:12.8) | 5.3(1:30.8)  |
| 1980 | 212.7                            | 250.8    | 145       | 23.4(1:9)                      | 42.2(1:5.2)  | 11.7(1:12.4) |

The tables show that there is considerable variance between years which would normally require an explanation. However,

the 1979/80 year is the one under review and this is shown in both tables. The dogs actually achieved, across the board, a success rate for that year of one in nine (1:9) jobs for general work, one in about six (1:6) for narcotics work and about one in 12 (1:12) for explosive work. An expected success rate per dog is not set as so much depends on an extremely wide range of factors involving dogs and the conditions under which they work. To use any other figures for expected success than those actually achieved is meaningless as targets were not set in the first place. On the other hand to use actual figures as the expected success level is as equally meaningless. If the average for the three years is used the dogs haven't done as well in general work but have done better in narcotics and explosive work.

### 3.13 Search and Rescue (S.A.R.)

The expected success rate is 100%. As to the meaning of success, that must be defined subjectively in the light of the circumstances which brought about the search.

Details of all searches are recorded in accordance with General Instruction S54. Copies of these reports are available in Districts and at the office of the S.A.R. Co-ordinator.

### 3.14 Civil Defence

The expected coverage of Civil Defence plans is 100%.

Emergency/disaster plans must be maintained in each District Headquarters and at such other stations as directed by the Commissioner in accord with General Instruction E102. Copies of these plans are retained at National Headquarters in the office of the S.A.R. Co-ordinator.

Such plans serve as the basis of an initial police deployment and thereafter must be adopted to meet the particular circumstances of the disaster. Plans of this nature may never be used and until they are it cannot be determined with any certainty that they will be effective.

General Instruction E123 requires each District Commander to report on emergency and civil defence matters for the year. These reports must cover the following.

- (a) List of emergency or disaster situations which occurred and were controlled by the police.
- (b) Numbers and locations of civil defence police within his district.
- (c) State of capability of members of the civil defence police including extent of training and state of morale.
- (d) Details of any incident or disaster requiring the services of civil defence police during the past year.

(e) Details of emergency or disaster situations which occurred and were controlled by the police.

within his district within the past year and controlled by the local civil defence controller.

- (f) General state of civil defence organisations within his district.
- (g) Full-scale exercises held by the local civil defence during the year.
- (h) Any matter or special aspect of civil defence which in the opinion of the District Commander should be reported upon.

These reports are filed in the office of the S.A.R. Co-ordinator.

### 3.15 Wharf Police Stations and Police Launches

Wharf Police Stations (there are only two) provide the same policing services as any other Police Station. If effectiveness is to be measured, assuming that such is possible, then it can be done in the same way as for other Stations.

The major difference between Wharf and other stations is that the former have a launch plus a well qualified police crew attached. Standards which could be used for measurement are very much local matters, e.g., patrol work in Wellington is currently being restricted as a fuel economy measure. General Instruction D48 details the purpose and use of police launches.

In Wellington all details of incidents and running of the launch are logged while in Auckland the same details are kept in the sameway that vehicle patrol reports are kept. These records are available at both Stations. Patrol and sectional reports are only retained for 12 months in accordance with General Instruction D115 and Appendix 43 thus only part of the records for the 1979/80 financial year may be available.

### 3.16 Law Related Education Programme

No quantifiable measures of effectiveness, for the purposes of this exercise, exist for the Law Related Education Programme.

Both the LREP Co-ordinator and the YAS Co-ordinator agree that it is almost impossible to measure effectiveness of the LREP Programme or of individual officers from internal Police sources. The only way this could be determined is by speaking to children, parents, teachers or headmasters who have had some experience or knowledge of the programme.

Based on figures for this year (February to June) each LREP Officer is expected to talk to an average of 25 classes per month. This figure is inclusive of school holidays but does not include absences for sickness, training or other forms of operational duty. Leave is expected to be taken during school holiday periods.

Records of school visits are maintained by individual LREP members and at the office of the YAS Co-ordinator.

### 3.17 Youth Aid Section

No quantifiable measures of effectiveness, for the purposes of this exercise, exist for the Youth Aid Section.

Neither the Youth Aid Co-ordinator nor his Deputy could suggest measures for this enquiry.

In an attempt to develop at least one measure cleared offences for 15 different areas were extracted from Incident/Offence Report No. 4 for the 1978 calendar year for persons under 17 years. Dividing these offences by the number of youth aid officers in the area it was hoped that a ratio measure of workload of offences cleared: youth aid officer, would be obtained. This proved to be unsatisfactory as the variance (the dispersion around the mean) was too great. This indicates that it would be a poor measure. There is also the problem that the figures relate to offences not individuals with the result that quite erroneous conclusions could be reached as it is possible that differing statistical gathering policies exist between Districts. In any event such a measure does not indicate effectiveness, it only shows the number of offences cleared in respect of persons under 17 years per youth aid officer, which by itself, is meaningless.

### 3.18 Joint Teams

No measures of effectiveness, for the purpose of this exercise, exist for the teams.

Joint Teams comprise a member of the Police, a Maori Affairs Officer, a Social Worker from the Department of Social Welfare and a community volunteer.

The teams were originally set up by the Maori Affairs Department and the Police. The Social Welfare Department joined later. There are seven operational teams, four in Auckland, two in Wellington and one in Gisborne.

The purpose, control and duties of the teams are set out in General Instructions Y22-24.

The Community Liaison Co-ordinator, who is responsible for the Police aspect of the teams, suggests that the only measure which could be used is for each team to be asked to identify a target group within their area of responsibility with which they have had dealings with. Audit could then speak to members of that group to ascertain if the group feel the team have been effective. J Teams are involved in crime prevention and it is impossible to measure the crime which did not occur.

### 3.19 Crime Prevention

No quantifiable measures of effectiveness, for the purposes of this exercise, exist for Crime Prevention Sections.

The Co-ordinator: Crime Prevention, believes that it is impossible to determine effectiveness of crime prevention in the sense required here. The best that is possible is to survey people at which specific crime prevention programmes have been aimed. This involves market research seeking peoples attitudes, it does not measure the crime which was not committed.

4. It is regretted that the number of measures which are available or which could be developed for your enquiry are so few. As pointed out at the beginning, a great deal of data is gathered but it is either not readily available or quite unsuitable for your purposes. While it will be of no help to you for your particular task we accept the need for measures of effectiveness and efficiency and will now be taking steps to set them up. The task will be time consuming as it will involve many levels of management within the Police and will require skilled manpower. The latter will take time to acquire and/or train. It will be a new area to us in the same way that this present exercise is new to you so our initial steps will be cautious and fairly slow.

*K.O. Thompson*  
(K.O. Thompson)  
Deputy Commissioner

## APPENDIX B

## PARAGRAPH 4.1 REFERS

Effectiveness of Support Objectives

Explanatory notes to the sample results presented in the table below:

- (i) The sample results are shown as a percentage of those in the sample who felt competent to respond.
- (ii) The opinions recorded in each row for "Districts" are from those staff members responsible for supplying the support service in each district.
- (iii) The opinions recorded for each group of personnel are from the random sample of 50 which was also selected for the efficiency assessment. It represents the opinions of those who use the support services. As this sample constituted only a small portion of the field, the "needs improvement" opinions have been further appraised to indicate the true range of opinion in the field. (At 90% confidence level.)
- (iv) For the purpose of this audit it is considered that the opinion of greatest significance when establishing the effectiveness of the support services or objectives is the volume of opinion which considers the service "needs improvement".
- (v) The results are presented in descending order of dissatisfaction by activity.

(Results shown as % of sample responding)

| SUPPORT ACTIVITY                            | SAMPLE RESULTS |                        |                   | SAMPLE RESULTS APPRAISAL  |             |
|---|----------------|------------------------|-------------------|---|-------------|
|   | Very Good      | Generally Satisfactory | Needs Improvement | Likely true level of opinion that activity "needs improvement" in the whole population. |             |
|   |                |                        |                   | Lower Limit   | Upper Limit |
| (1)<br><u>PERSONNEL REPORTING - POLICE</u>  |                |                        |                   |   |             |
| Districts                                   | 6              | 53                     | 41                |   |             |
| Officers                                    | 8              | 37                     | 55                | 44  | 66          |
| NCOs  | 6              | 29                     | 65                | 57  | 73          |
| Constables                                  | 4              | 46                     | 50                | 38  | 62          |
| (2)<br><u>WORKS</u>                         |                |                        |                   |   |             |
| Districts                                   | 20             | 33                     | 47                |   |             |
| Officers                                    | 9              | 35                     | 56                | 43  | 69          |
| NCOs  | 10             | 37                     | 53                | 38  | 68          |
| Constables                                  | 9              | 44                     | 47                | 32  | 62          |
| Civilians                                   | 15             | 54                     | 31                | 10  | 52          |
| (3)<br><u>MOTOR VEHICLE SUPPLY</u>          |                |                        |                   |   |             |
| Districts                                   | 6              | 59                     | 35                |   |             |
| Officers                                    | 20             | 33                     | 47                | 36  | 58          |
| NCOs  | 20             | 40                     | 40                | 29  | 51          |
| Constables                                  | 25             | 32                     | 43                | 31  | 55          |
| (4)<br><u>CRIMINAL INTELLIGENCE SERVICE</u> |                |                        |                   |   |             |
| Districts                                   | 33             | 50                     | 17                |   |             |
| Officers                                    | 16             | 35                     | 49                | 36  | 62          |
| NCOs  | 23             | 46                     | 31                | 18  | 44          |
| Constables                                  | 32             | 47                     | 21                | 10  | 32          |
| (5)<br><u>WATCHHOUSE KEEPERS</u>            |                |                        |                   |   |             |
| Districts                                   | 33             | 47                     | 20                |   |             |
| Officers                                    | 19             | 48                     | 33                | 20  | 46          |
| NCOs  | 24             | 52                     | 24                | 14  | 34          |
| Constables                                  | 40             | 33                     | 27                | 16  | 38          |

Note: Total field sampled for District opinion - therefore, no further

| SUPPORT ACTIVITY                           | SAMPLE RESULTS |                        |                   | SAMPLE RESULTS APPRAISAL  |             |
|--|----------------|------------------------|-------------------|---|-------------|
|  | Very Good      | Generally Satisfactory | Needs Improvement | Likely true level of opinion that activity "needs improvement" in the whole population. |             |
|  |                |                        |                   | Lower Limit   | Upper Limit |
| (6)<br><u>FINGERPRINTS</u>                 |                |                        |                   |   |             |
| Districts                                  | 40             | 47                     | 13                |   |             |
| Officers                                   | 31             | 50                     | 19                | 9   | 29          |
| NCOs                                       | 46             | 24                     | 30                | 19  | 41          |
| Constables                                 | 46             | 33                     | 21                | 10  | 32          |
| (7)<br><u>RECRUITING</u>                   |                |                        |                   |   |             |
| Districts                                  | 53             | 41                     | 6                 |   |             |
| Officers                                   | 29             | 53                     | 18                | 9   | 27          |
| NCOs                                       | 26             | 57                     | 17                | 8   | 26          |
| Constables                                 | 22             | 46                     | 32                | 20  | 44          |
| (8)<br><u>TELECOMMUNICATIONS EQUIPMENT</u> |                |                        |                   |   |             |
| Districts                                  | 38             | 46                     | 16                |   |             |
| Officers                                   | 23             | 60                     | 17                | 8   | 26          |
| NCOs                                       | 24             | 52                     | 24                | 14  | 34          |
| Constables                                 | 24             | 54                     | 22                | 12  | 32          |
| (9)<br><u>WELFARE</u>                      |                |                        |                   |   |             |
| Districts                                  | 33             | 59                     | 8                 |   |             |
| Officers                                   | 45             | 32                     | 23                | 12  | 34          |
| NCOs                                       | 35             | 43                     | 22                | 11  | 33          |
| Constables                                 | 55             | 30                     | 15                | 5   | 25          |
| (10)<br><u>TYPING SERVICES</u>             |                |                        |                   |   |             |
| Districts                                  | 67             | 22                     | 11                |   |             |
| Officers                                   | 49             | 32                     | 19                | 10  | 28          |
| NCOs                                       | 60             | 22                     | 18                | 9   | 27          |
| Constables                                 | 49             | 26                     | 25                | 14  | 36          |

| SUPPORT ACTIVITY                                 | SAMPLE RESULTS  |                        |                   | SAMPLE RESULTS APPRAISAL  |             |
|--|---|------------------------|-------------------|---|-------------|
|  | Very Good   | Generally Satisfactory | Needs Improvement | Likely true level of opinion that activity "needs improvement" in the whole population. |             |
|  |   |                        |                   | Lower Limit   | Upper Limit |
| (11)<br><u>POLICE COLLEGE</u>                    |   |                        |                   |   |             |
| Police College                                   | Police College considers its effectiveness to be very good. |                        |                   |   |             |
| Officers   | 27  | 52                     | 21                | 10  | 32          |
| NCOs   | 44  | 42                     | 14                | 6   | 22          |
| Constables                                       | 26  | 59                     | 15                | 4   | 26          |
| (12)<br><u>MOTOR VEHICLE MAINTENANCE</u>         |   |                        |                   |   |             |
| Districts  | 44  | 56                     | 0                 |   |             |
| Officers   | 28  | 62                     | 10                | 3   | 17          |
| NCOs   | 32  | 49                     | 19                | 10  | 28          |
| Constables                                       | 38  | 38                     | 24                | 13  | 35          |
| (13)<br><u>PERSONNEL REPORTING - CIVILIAN</u>    |   |                        |                   |   |             |
| Civilians  | 14  | 70                     | 16                | 6   | 26          |
| (14)<br><u>NATIONAL DRUG INTELLIGENCE BUREAU</u> |   |                        |                   |   |             |
| NHQ  | NHQ considers the effectiveness of NDIB to be very good.    |                        |                   |   |             |
| Officers   | 36  | 50                     | 14                | 3   | 25          |
| NCOs   | 56  | 33                     | 11                | 1   | 21          |
| Constables                                       | 52  | 35                     | 13                | 1   | 25          |
| (15)<br><u>TRADESMEN/HANDYMEN</u>                |   |                        |                   |   |             |
| Districts  | 50  | 44                     | 6                 |   |             |
| Officers   | 43  | 46                     | 11                | 3   | 19          |
| NCOs   | 35  | 43                     | 22                | 12  | 32          |
| Constables                                       | 47  | 47                     | 6                 | 0   | 13          |
| Civilians  | 48  | 52                     | 0                 |   |             |





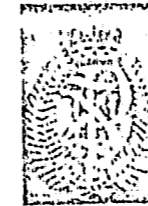
## APPENDIX C - PARAGRAPH 5.2 REFERS

## TABULATION OF EFFICIENCY SAMPLE RESULTS

## - PERSONNEL

Results shown as % of sample.

| <u>Assessment</u>         | <u>Officers</u> | <u>NCO's</u> | <u>Constables</u> | <u>Civilians</u> |
|---------------------------|-----------------|--------------|-------------------|------------------|
| Very Good                 | 8               | 17           | 7                 |                  |
| Good                      | 14              | 17           | 13                |                  |
| Fair                      | 6               | 6            | 11                |                  |
| Poor                      |                 |              |                   |                  |
| Very Poor                 |                 |              |                   |                  |
| Unable to form an opinion | 72              | 60           | 69                | 100              |
|                           | 100             | 100          | 100               | 100              |



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1 July 1981

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## EFFECTIVENESS AND EFFICIENCY AUDIT OF THE POLICE

1. Thank you for the report on the audit of effectiveness and efficiency of the Police conducted for the year ending 31 March 1980 and for the invitation to comment on the content of that report.

2. The statement that the development of measures of effectiveness and efficiency in the public sector in New Zealand is in its infancy is particularly relevant. Police administrations throughout the western world are grappling with the problem of quantifying the effectiveness and efficiency of operational procedures. In recognising the benefits to be gained from objective setting and performance I must stress the complexity of the subject.

3. The major objective of the Police is the prevention of crime; although obviously this reference is to levels rather than in absolute terms.

4. The first point to make under this heading is the wide variety of factors that are regarded as being "causes" of crime. A few of these are:

- mental illness
- passion (sexual - jealousy - hate, etc)
- intoxication (liquor/drugs)
- boredom
- economic gain/greed
- lack of parental control
- religion (or lack of it)
- negligence
- ineffective penalties.

5 Many of these "causes" are inextricably inter-twined. They have been subjected to extensive research by the most eminent of social scientists, psychologists and practitioners with agreement being largely confined to the conclusion that the causes of crime are "many and varied". There is even less agreement among "experts" as to how crime can be prevented. Although the report impliedly criticises police officers for assessing their effectiveness "informally or by intuition" it may well be that in the absence of scientifically based research findings that isolate the "causes" of crime and identify the methods by which it can be prevented, the intuition and observations of experienced practitioners may be as accurate a guide as any.

6 Another aspect of the same point can be illustrated by the scores of different Acts and Regulations that the Police are expected to enforce. It is quite impossible for any more than a small proportion of these to receive any attention at all. Nevertheless, selections have to be made and priorities fixed. If operational factors and available resources were the only ones involved, the disposition of resources could be made in a reasonably rational manner. However, there are other demands that must be accommodated. Public opinion cannot and should not be ignored and it is essential that the Police be responsive to public feeling and their demands for service. The extent to which a Police Commander can allow his resources to be dissipated by applying them to "unpopular" offending rather than concentrating on areas where the ill consequences for society are greater, is again a matter for intelligence, experience and judgement rather than scientific criteria.

7 A third point under the heading of crime prevention is that the Police is only one of the many organisations concerned in the prevention of crime and that in some respects, its influence is limited; as a return to the earlier list of some of the "causes" of crime will confirm. If there is to be a substantial reduction in the incidence of crime, this will be attributable to more fundamental influences than those exercised by the Police. In other words the Police are usually dealing with symptoms or consequences of other maladies. The major contributions that the Police can make towards crime prevention are in conjunction with other agencies. How one can scientifically isolate and quantify Police effectiveness in a useful and meaningful way in this context is not known. Again, judgement and practical experience appear more relevant.

8 Another of the primary goals of the Police is the detection of crime and the apprehension of offenders. This cannot, of course be isolated in practice, from preventive measures for three main reasons:

- the deterrent aspect associated with the prospect of being apprehended
- the possibility of rehabilitation following apprehension, and
- the impracticability of committing further crimes when in prison following apprehension

This overlapping of goals which may be untidy in the theoretical sense is avoidable in the practical situation.

9 In both crime prevention and detection the means by which members of the Police operate can be just as important as the results achieved. The Police are rightly constrained by the rule of law and by what the general public consider reasonable. The incidence of crime for example could probably be reduced by an aggressive "stop and question" programme. Although offenders may be apprehended and others deterred by such possibility, the very aggression and zeal exercised by the Police could occasion such a public outcry and resentment that Police/community relations and therefore effectiveness, would be adversely affected. Even when arresting an offender, police conduct incidental to enforcing the law can have more influence on an offender's future behaviour than the actual outcome of judicial proceedings. The crux of the matter is that the means and the ends of police activity are inter-twined to such an extent that the undue concentration on "achievement" which quantification would encourage could in the long term be distortive and self defeating.

10 The report appears to have overlooked the inherent weaknesses of "crime statistics" and the perhaps impossibility of overcoming them without a massive expenditure of resources, and the associated problems of quantification of police effectiveness.

11 One must start from the basic premise that even the most knowledgeable expert can only guess the incidence of committed (as opposed to reported) crime. Overseas studies confirm that only a fraction of committed crime is reported to the authorities and if the so called "victimless" crimes are included, the fraction would be very minute. In general terms, therefore, if the actual incidence of crime is not known then neither can that which is prevented by the Police or other authorities be known.

12 These comments and examples, as earlier indicated, serve to illustrate the peculiar nature of the broad goals of the Police that militate against the formulation of precise operational objectives and the criteria which permits no absolute quantifiable assessment of effectiveness.

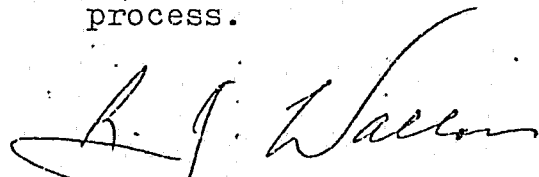
13 Whilst I am appreciative of the efforts of your staff in conducting the review and compiling the report I am concerned at some of the findings. The use of structured discussions with a small randomly selected number of staff appears to have distorted the results in Appendix B. That schedule lists a wide range of support functions on which the selected staff were asked to comment. Such is the range of subjects that I would doubt if the degree of knowledge of those interviewed would be sufficient to allow informed comment on all topics. However, follow up action will be taken to identify the causes of dissatisfaction and remedial steps implemented where necessary.

14 Further discussions with members of your staff (paragraph 4.4) will be of assistance in this regard.

15 It is agreed that where the nature of the function or task allows, it is sound administrative practice to have clearly

defined objectives, performance standards and the means of quantifiably assessing results. As indicated, within the Police there are practical difficulties at the upper operational levels that as far as is known have yet to be overcome anywhere in the world. At the lower levels of operations and in the support areas, what has been suggested in the report can be usefully applied. In accordance with the undertaking, we will be commencing work on developing performance indicators and standards to measure effectiveness in appropriate areas.

16 Because of the complexity of the task your offer of assistance will be gratefully accepted. As staff training and commitment from all levels of the service are key elements in this new strategy, implementation will have to be a steady rather than spectacular process.



R J Walton  
Commissioner of Police

**END**