

## 2013 Goldstein Awards

### The Kaipatiki Community Policing Project:

*A problem solving approach to youth crime in Kaipatiki.*



Waitematā Police District

New Zealand

***Front cover: Kaipatiki Community Policing Project team.***

***From left: Constable Ant Searle, Sergeant Sundip Patel, Constable Wayne  
Iremonger, Constable Bianca Johnson. Inset: Constable Grant Kenny***

***(Photo courtesy of North Shore Times)***

# THE KAIPATAKI COMMUNITY POLICING PROJECT

## Section 1: Summary of Application

A 2010 District scan (macro-scan) by Waitematā Police showed that while North Shore City<sup>1</sup> recorded the lowest crimes per capita of any city in New Zealand, its working class neighbourhood suburbs of Beach Haven and Birkdale (commonly referred to as Kaipatiki) remained over represented in a number of crime types, particularly burglary. Current social strategies were failing to achieve the desired crime and safety outcomes.

A micro-scan of Kaipatiki confirmed the existence of a crime problem: burglary. Burglary, one of the primary community concerns, was increasing, in contrast to the remainder of the City. Residents of Kaipatiki were up to three times more likely to be burgled than those in other suburbs.

A small team of a Sergeant and four Constables, were committed to supplement the existing Community Constable and initiated the analysis and response phase of the Kaipatiki Community Policing Project.

Data gathering was commenced to understand and identify what was driving crime and to identify other community concerns. It included community consultations, a

*Perceptions of Safety* survey and Police Intelligence products.

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<sup>1</sup> North Shore was one of four cities making up the Auckland metropolitan area. These four cities, along with three districts, were merged in November 2010 into one "super city" under the governance of the Auckland Council.

Analysis of this data identified that what was originally thought to be a burglary problem was in fact a youth crime issue, dictating a response with a clear focus on youth and improving safety perceptions of the residents.

The response phase had two parallel work streams. The first was to tackle youth crime issues, through engaging with identified repeat youth offenders, targeted burglary interventions and high police visibility.

The second work stream was a series of reassurance policing initiatives aimed at improving residents' safety and perceptions of safety in their neighbourhood with the objective of increasing social capital within the community. Responses included identifying and removing noticeable indicators of crime (both real and perceived), visible enforcement and problem solving persistent issues.

At the conclusion of the first year (2011), Kaipatiki burglaries were reduced by 45%, against previous years (273 burglaries in 2010, 151 in 2011), sustained through 2012, when a staged withdrawal of Police resources began. For the first quarter of 2013, burglaries are 30% lower than for the same time during the first two years of the project, indicating that the project gains are not only sustainable, but accelerating. Simultaneously, other crime measures trended down. Perhaps equally revealing is the increase in Kaipatiki house prices during this period suggesting an improved perception of Kaipatiki as an increasingly desirable place to live.

## Section 2: Project Description

### Scanning

Waitematā Police District covers a large geographic area, with an estimated population of 556,250 residents (Statistics New Zealand). This is a diverse district, covering both rural and urban communities and a broad mix of cultures.

In 2010, a District scan was conducted to identify crime reduction opportunities. The North Shore Policing Area within the District had the enviable record of policing a city with the lowest crime rate per capita of any city in New Zealand. However, within this city, the suburbs of Beach Haven and Birkdale (commonly referred to as Kaipatiki) were identified as being over represented in a number of crime types, particularly burglary. It was recognised that for many years social services, including Police, had been taking a 'hit and run' approach to Kaipatiki. Social services would commit short term resources to the location to address specific problems and as soon as the perceived issues lessened, would then withdraw the resources. While this addressed the symptoms, this tactic did not address the underlying issues which persisted and, on some indices, accelerated.

A decision was made at the governance level to investigate further and, if required, commit Police resources to the problem.

A more detailed scan phase of the project was commenced in October that year. The purpose of the scan was to confirm a crime problem within Kaipatiki. It involved identifying the recurring issues within the community, understanding what the community identified as the issues and the consequences of the problem.

As part of the scan, burglary was chosen as an indicator crime. Burglary is highly invasive<sup>2</sup> and often traumatic, especially for children<sup>3</sup>. It had long been identified by Police staff and community that burglary was a continuing issue within Kaipatiki. A consequence of the burglary rate was that there was a growing acceptance within the community that being burgled was an inevitable part of life in Kaipatiki.

An analysis was made of burglaries in Kaipatiki (see Appendix Figure 1). This showed a linear *increase* in burglaries over the previous three calendar years, peaking at 273 burglaries in 2010. This data were then compared to the remaining suburbs in North Shore city. Figure 2 shows that in the remaining suburbs in the North Shore, burglaries had consistently *decreased* over the same period.

Of further significance was the fact that Kaipatiki accounts for 8% of North Shore's residents but, on average, 16% of North Shore burglaries were occurring in this location. At times this peaked as high as 24%. Residents of Kaipatiki were up to three times more likely to be burgled than any other suburb of North Shore.

This scan confirmed that there was a crime problem within Kaipatiki and it was disproportionate to the remainder of the Area.

Having confirmed that a problem existed, the project developed goals of:

- improving the safety of the community;

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<sup>2</sup> Ekblom, P., Law, H., & Sutton, M. (1996). *Safer cities and domestic burglary*. Home Office Research Study 164. [http://www.popcenter.org/library/scp/pdf/66-Ekblom\\_el\\_al.pdf](http://www.popcenter.org/library/scp/pdf/66-Ekblom_el_al.pdf)

<sup>3</sup> Victim Support. (2005, December). *Investigating the practical support needs of burglary victims* <http://www.victimsupport.org.uk/~media/Files/Publications/ResearchReports/investigating-practical-needs.ashx>

- reducing crime; and
- building sufficient social capital<sup>4</sup> that Police could ultimately reduce its resources but maintain the gains.

Part of the scan involved identifying what resources were available within the Police, and externally, to achieve the project goals. The Police project team had to have sufficient resource to make a difference and possess the right skills and motivation. The team was assembled around the existing North Shore Problem Solving Team. Led by a Sergeant trained in Problem Solving, the team consisted of a Problem Solving Team member, the Kaipatiki Community Constable, a Youth Aid specialist and a Campus Constable.<sup>5</sup> To supplement the team and also expose other Constabulary staff to Problem Oriented Policing, a General Duties Constable was rotated through the team every three months.

The Community Constable would ultimately be the public face of the project and would remain in Kaipatiki when the project concluded.

A number of capable, existing resources within the community were identified to contribute to the project: the Local Board (Council), Community Social Workers, Community Groups, Neighbourhood Support, Government, Education and Health agencies. There was a high degree of motivation from these groups towards the proposed project.

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<sup>4</sup> "The term social capital emphasizes not just warm and cuddly feelings, but a wide variety of quite specific benefits that flow from the trust, reciprocity, information, and cooperation associated with social networks. Social capital creates value for the people who are connected and, at least sometimes, for bystanders as well " Source: <http://www.hks.harvard.edu/programs/saguaro/about-social-capital> , accessed 09.05.13

<sup>5</sup> A constable trained to work with the local schools

## Analysis

In November 2010, with the team assembled, the analysis phase of the project was undertaken. The aim was to try to understand what the problem was, what Police were currently doing about it, and to develop a theory and understanding of what was driving the burglary and crime issues. To build the understanding, the team engaged with the community and other agencies in a number of ways.

### Community Survey

Based on the national survey, A *Perception of Safety* survey was prepared for Kaipatiki; 155 residents were questioned to identify key community concerns and issues. This survey was conducted by Police Volunteers who were trained in survey methodology. Using Police Volunteers, as opposed to uniformed Police officers, meant that members of the public were more open to discussing confidence issues.

As well as identifying community concerns, the survey base-lined perceptions of safety within the community. Some interesting challenges emerged from the survey. For example, it was identified that 82 % of residents have *full or quite a lot* of trust in New Zealand Police, higher than the NZ average of 75 %<sup>6</sup>. This informed the project team that not only did they have a mandate from the citizens to work in the area, but also high expectations to meet.

Disturbingly however, only 55% of those surveyed *felt safe or very safe in their local neighbourhood after dark*, compared to a national average of 70%. This needed addressing.

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<sup>6</sup> New Zealand Police Citizens' Satisfaction Survey, Final Report for Year 3 Results (July 2009 – June 2010), Gravitass.



### ***Community Consultations***

A series of consultation meetings were conducted within the community. Initially the project team had anticipated that consultation would be conducted by way of advertised community meetings for residents to come along and express what they saw as the key issues and problems. However, in the early stages of the planning community workers who best knew the people informed the team that this was a community that did not attend meetings, that the only people who would turn up would be issue motivated groups. At the suggestion of these community workers, a series of targeted focus groups were held. The focus groups included:

- Youth
- Elderly
- Iwi (local Maori - indigenous people )
- Community Workers
- School Group
- Government Agencies

The information obtained during these consultations was documented and analysed. The analysis enabled the team to gain an in-depth perception and understanding of what was driving the crime issues within Kaipatiki. The insights formed part of the process in determining responses to the crime issues.

### ***Police Intelligence Products***

Police Intelligence within the Area was reasonably well established. The project sourced existing intelligence products including offender profiles, crime maps, analytical

documents and bail profiles. Throughout the life cycle of the project, the project team closed the intelligence loop by providing notings and information back to intelligence staff.

### *Outcome*

The outcome of the meta-analysis (survey data, community consultations and Intelligence products) provided a new understanding of the problem: what was initially thought to be a burglary problem was not. The analysis showed a constellation of problems (as listed below) including burglary, much of which appeared to be committed by young people. Burglary was a symptom.

Many of the other identified community concerns were also driven by youth crime, e.g.,

- illegal street racers
- disorder at named reserves
- graffiti vandalism
- youths drinking on the streets.

As a result, an action plan was formulated with a set of priorities to be addressed.

## Response

By January 2011, the project team felt that they sufficiently understood the problems and issues to commence a response. To achieve the project aims, two work streams were conducted in parallel. The first was a targeted approach to the youth crime problem and the second, running in parallel, was a reassurance policing approach.

The project team identified that to build the social capital needed to make this project sustainable, the public had to believe that it was possible to actually make a difference within their community. To do this the citizens needed to see and *feel* that their area was becoming safer. Simply reducing crime behind the scenes may make a difference to a small number of families, but to gain real momentum the community has to know that a sea change is taking place. This reassurance policing used a series of traditional methods as well as developing a suite of new tactics aimed at making the suburbs not only *be safe*, but *feel safe*<sup>7</sup>.

### Youth Crime Work Stream

Repeat youth offenders were identified through a number of sources: Police Intelligence, the project team and community sources. These youth were engaged with by using a 'carrot and stick' approach.

The identified youth were placed on notice and given clear information: their offending was no longer tolerated in this community<sup>8</sup>. Simultaneously, they were provided with incentives to cease offending e.g., employment opportunities, educational courses and a reduction in enforcement pressure. It was recognised early that employment is a way

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<sup>7</sup> Be Safe and Feel Safe are the objectives of the *New Zealand Police Prevention First* strategy.

<sup>8</sup> Kennedy, D. M.(2010). *Deterrence and crime prevention: Reconsidering the prospect of sanction*. Routledge Studies in Crime & Economics: UK.

out of the crime trap. Community Social Workers and Police worked collaboratively to prepare and deliver programs that aimed to provide the social skills and training required to transition the youth into employment. The majority of youth offenders were happy to accept this approach and reduce their offending.

Families were offered assistance and guidance in managing difficult youth through a Strengthening Families<sup>9</sup> approach.

Yet not all youth offenders accepted the hand that was being offered to them. Those that did not want to engage in this manner were subject to the 'stick', which involved the increased use of enforcement opportunities on these youth offenders, the imposition of court imposed bail conditions and having the family apply pressure to the youth offenders not to commit crime. Other forms of persuasion included increased surveillance by Truancy Officers and increased visits by Police staff to the home address.

At all times during the 'stick' phase, the opportunity was made available for the youths to co-operate and engage with the project team, with a reduction in pressure if true behavioural change was demonstrated.

### ***Truancy and Schools***

Truancy was identified as a driver of youth crime in Kaipatiki. The team worked very closely with District Truancy Officers (contracted by the Ministry of Education) who were co-located in the same office as the project team, enabling a free and rapid exchange of information.

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<sup>9</sup> For more information on Strengthening Families, refer to [www.strengtheningfamilies.govt.nz](http://www.strengtheningfamilies.govt.nz).

The Campus Constable initiated the implementation of a holistic truancy programme known as '*Rock On*'<sup>10</sup> in all Kaipatiki schools. *Rock On* is a team based approach to tackling truancy that brings together all the agencies involved with the truant, to build a sustainable approach to the truant by addressing the truant's individual needs, with an escalating series of responses.

Engagement with local schools by the project team was very high. Schools were particularly susceptible to being targeted for burglary. The project team identified that forensic marking would aid in reducing school burglaries. The team obtained sponsorship for a forensic marking product, SelectaDNA,<sup>11</sup> to be applied to all of the schools in the local area. The launch of the forensic marking was held at the local high school and was attended by high profile community and Council members including the Mayor of Auckland<sup>12</sup>.

The project team also took the opportunity to engage in further positive social interactions with local schools by attending sporting events and school awards.

### ***Crime Families***

Certain families were identified as persistent offenders within Kaipatiki. The team applied an extensive amount of enforcement pressure on these crime families including strengthening the neighbours around the crime families and facilitating the neighbours to provide information in a confidential manner. Following the receipt and verification of

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<sup>10</sup> For more information about the Rock-On truancy program, refer to [www.edgazette.govt.nz/Articles/Article.aspx?ArticleId=7765](http://www.edgazette.govt.nz/Articles/Article.aspx?ArticleId=7765)

<sup>11</sup> See [www.selectadna.co.nz](http://www.selectadna.co.nz).

<sup>12</sup> The work conducted by the project team enabled SelectaDNA to be rolled out to all schools in North Shore, not just Kaipatiki.

information, the project team would take high visibility enforcement action against these crime families. In this way, the people providing information could see that their information was being acted upon promptly, visibly and their anonymity upheld.

### *Target Hardening*

A target hardening approach was taken to streets that were particularly vulnerable to youth crime. Target hardening was viewed as a means to reclaim the neighbourhood for the residents, street by street if that was needed.

One example is Taurus Crescent, reputed to be the toughest street in Beach Haven, which is well known as a crime generator with many crime families living within this street. Additionally, it had a high rate of unreported crime, family violence and social issues.

A project named *Know Your Neighbours*<sup>13</sup> was implemented within this street. The principle of the project was that neighbourhoods could be made safer by neighbours knowing and engaging with each other and by resident led community development.

The project was 'fronted' by community workers, namely a Neighbourhood Support Coordinator and a trained Community Development worker. Police presence was deliberately kept low during this project although it was highly supported by Police, including leadership roles on the project steering group. The decision to maintain low visibility of Police was based on the knowledge that Taurus Crescent was a street that

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<sup>13</sup> A full description and evaluation of this initiative can be found at [www.lifewise.org.nz/about-lifewise/our-services/community-projects/know-your-neighbours](http://www.lifewise.org.nz/about-lifewise/our-services/community-projects/know-your-neighbours) .

did not have a high level of trust or confidence in the Police and therefore it was a matter of taking small steps.

Neighbours were introduced to each other based on points of commonality, e.g., identifying neighbours with similar aged children. Residents were coached to work in their street to get people together and build connections. This led to a whole of street action: residents taking pride in their street frontages and grass verges, the forming of an after school group and the formation of a residents' group. The street was empowered to approach the Council and to redesign their street park which was shabby and run down. The residents designed their own park and the Council funded the realisation of their dream.

As this project progressed burglary rates significantly reduced in the street, however, reports of family violence increased. This was viewed as a positive outcome, demonstrating that neighbours were becoming more interested in the welfare of their fellow residents and an increased level of trust in reporting to Police.

Also of significance was that previous attempts to introduce Neighbourhood Support (known as Neighbourhood Watch elsewhere) into this street had been unsuccessful. The success of this initiative demonstrates the importance of being flexible around the structures we use to build social capital. The team made the observation that the traditional Neighbourhood Support approach seems to work well in those suburbs where residents such as white collar workers are comfortable working under a committee type structure. Residents in Kaipatiki are not so open to having rigid structures imposed upon them, and preferred the more organic growth developed by the *Know Your Neighbours* initiative.

### *Reassurance Policing Work Stream*

A suite of reassurance policing tactics was employed to demonstrate to the community that their community was becoming a safer place to live, work and play: accessibility, visibility and enforcement (illustrated below).

As well as these traditional methods of reassurance policing the team was encouraged to apply innovation and passion to developing other ways of making the neighbourhoods *be safe* and *feel safe*.

### *Improved Accessibility to Police*

Changes were made early in the project to increase accessibility by the public to Police. To do this the duty hours of the Community Constable were amended to allow for better availability to the public. The Community Policing Base was repainted and rejuvenated to give a more modern look. An ICT<sup>14</sup> solution was found to enable the Community Constable and project team to conduct their work within the community rather than having to return to the main station, leading to an added benefit of increased visibility of Police staff.

### *Visibility*

Visibility of Police staff was greatly improved during the life cycle of the project. This visibility included not only the project team, but other *business as usual* Police staff from throughout the Area. General Duties and Road Policing staff were encouraged to set

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<sup>14</sup> Information Communication & Technology



up check points at key locations within Kaipatiki as a means of reassurance to the public and also apprehending offenders moving through the location.

Opportunities were taken whenever possibility for high visibility enforcement. This included offenders who were breaching the conditions of their court imposed bail or the identification of houses used for the sale of drugs. Whenever search warrants were conducted within Kaipatiki, they were conducted overtly in order to assure the neighbours that Police were taking action against known offenders and locations.

### ***Problem Solving Persistent Issues***

While the overall project was approached as a problem solving exercise, mini problem solving examples were used to solve persistent issues such as crime families, problem locations or individuals. In each case a SARA analysis was conducted to address the particular issue.

### ***Community Engagement***

Throughout the project community engagement was continuous and evolving. The project team worked closely with many members of the community including Community Co-ordinators, Youth Social Workers, School Principals and church groups. The project team also took the opportunity to engage with people that they met on the street to increase the trust and confidence of the local community towards Police.

### ***Sandshoes<sup>15</sup> on Power Lines***

In the early days of the project the team conducted a safety audit of the area. They travelled through the streets and reserves asking the questions *How does this place*

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<sup>15</sup> Sandshoes are known elsewhere as Trainers or Sports Shoes

*feel?* and *Why?* The team discovered that there were a number of sandshoes strung up on the overhead electrical wires (see Appendix Figure 3). Urban legend has it that sandshoes strung on a power line indicate the presence of a nearby drug house. The team worked with the local power company to have the offending items removed from the power lines. The lack of sandshoes has been commented on by residents as one of the visible signs that safety has improved within the area.

### ***Choppers***

Choppers are unregistered mini motorbikes (see Appendix Figure 4) that were being used around local streets and cul-de-sacs. They are usually ridden in a hazardous manner, the riders frequently have no helmet and are viewed by the residents as a general nuisance and dangerous. They added a sense of lawlessness to streets. During the community survey, the presence of noisy vehicles and motorbikes was identified as something that made residents feel less safe within their own neighbourhood.

The team systematically enforced these choppers off the local streets by using legislative powers to seize the bikes, or to fine the riders.

### ***Removing Aggressive Dogs***

Many offenders in Kaipatiki owned mongrel dogs. Generally, these dogs are ill treated, poorly disciplined and the only training they have tends to be aggressive. Working together with Animal Control Services, the project team was able to reduce the number of stray, unregistered and aggressive dogs from Kaipatiki. Effectively, they were removing instruments of fear from offenders.

### *Use of Police Bicycles*

An Intelligence product identified that:

*"The Kaipatiki project is having a marked effect on burglaries in the Beach Haven - Birkdale area. The strong police presence in the area has led to reports that, local youths are now travelling from area to area via bush/reserve tracks, to avoid attention from police. These youths will ultimately become more familiar with these routes than the police, giving them a tactical advantage."*<sup>16</sup>

In response, the team obtained two mountain bikes. They used these bikes to increase their visibility within the streets and to be able to quickly access and patrol the reserves and walkways. This reduced the opportunities and motivation for offenders in these locations.

The bikes were also a very useful public engagement tool. They were a talking point and the public would often approach staff and engage in conversation regarding this uncommon mode of transport by Police.

### *Social Media*

The team were early adopters of social media, particularly Facebook<sup>17</sup>. The Community Constable, Grant Kenny, has a fresh open manner that has endeared him to the young tech-savvy residents of Kaipatiki. The team has used this form of communication to solve crime, get important safety messages out to the public in a speedy and timely manner, and as an open forum for crime issues to be discussed (see Appendix Figure 5). The Facebook page continues to have a large, active and loyal following.

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<sup>16</sup> North Shore Tactical Assessment, April 2011.

<sup>17</sup> An on-line social networking service

### **Publicity of Offenders**

A number of charity shops were being targeted by a particular crime group. The project team established a framework within legal and policy guidelines to provide photographs of the offenders to the vulnerable shops. In this way, the businesses and managers were able to take ownership of their own crime problems.

### **Media**

Media was an important part of the reassurance aspect of this project. By May 2011, the project was showing real and tangible results. A media strategy was employed with Constable Kenny as the face of the media campaign. This was a deliberate tactic. When the project team eventually withdrew from Kaipatiki, the Community Constable would remain as the key access point to the public. Careful messaging and timing was used to promote positive news stories, demonstrate that a change for the better was taking place within Kaipatiki, and to reinforce to the public that it was possible to reduce crime by working together with police and as a community (see Appendix Figure 6).

### **Assessment**

A reduction in burglary was a specific measure of success for the project. At the end of the first calendar year, burglaries within Kaipatiki were reduced by a significant 45%. In the second year of the project, the burglary rate remained at this low figure (see Appendix Figure 7). The green line on the graph (Figure 7) illustrates the projected trend of burglaries if action had not been taken. The shaded area indicates *crime that never occurred*. That is nearly 300 crimes that have not occurred in the area.

Also encouraging is the percentage drop of burglaries in Kaipatiki compared to the remainder of North Shore. The initial scan identified that on average Kaipatiki accounted for 16% of North Shore burglaries, despite having 8% of the population. The comparative rate fell to 11% which is much more representative of the population base.

For the same period, reports of disorder and damage also trended downwards (see Appendix Figure 8).

Total crime was measured within the Glenfield area, which is a greater area encompassing Kaipatiki. Over the past three calendar years there has been a steady decline in the total number of recorded offences in the Glenfield location. This confirms that there was no displacement of crime by the activities of the project team.

Perhaps the final tangible outcome was an article in an Auckland magazine that reported Beach Haven has shown Auckland's highest increase in house prices over the past 10 years and has become a desirable and affordable place to live and raise children<sup>18</sup>.

Ultimately, the success of the project remains with the ability to sustain the gains when resources were withdrawn. A staged withdrawal was commenced in December 2012, leaving the Community Constable in place. Early results are very positive. For the first quarter of 2013, burglaries are 30% lower than for the two years that the project was running, indicating that the results have not only been sustained but are accelerating.

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<sup>18</sup> Although traditionally a low-income area, Beach Haven is increasingly being discovered by young professional families because of its access to the water, friendly community and laid-back lifestyle. In October 2012, Metro magazine reported Beach Haven had shown one of the biggest increases in property prices in the city over the previous 10 years (admittedly off a lower base than other areas) and named it "One to watch". [http://en.wikipedia.org/wiki/Beach\\_Haven,\\_New\\_Zealand](http://en.wikipedia.org/wiki/Beach_Haven,_New_Zealand)

Taking a Problem Oriented Policing solution has proved sustainable: the community now owns the issue.

### *Conclusion*

The project has shown that by building social capital which includes community trust, ownership of their own crime problems and reducing the volume of offending, it is possible to make long term sustained gains, and to continue these gains, while now having the ability to redeploy the resources elsewhere in a similar manner. Burglary and other crimes have markedly reduced.

### Section 3: Agency and Officer Information

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## Appendix

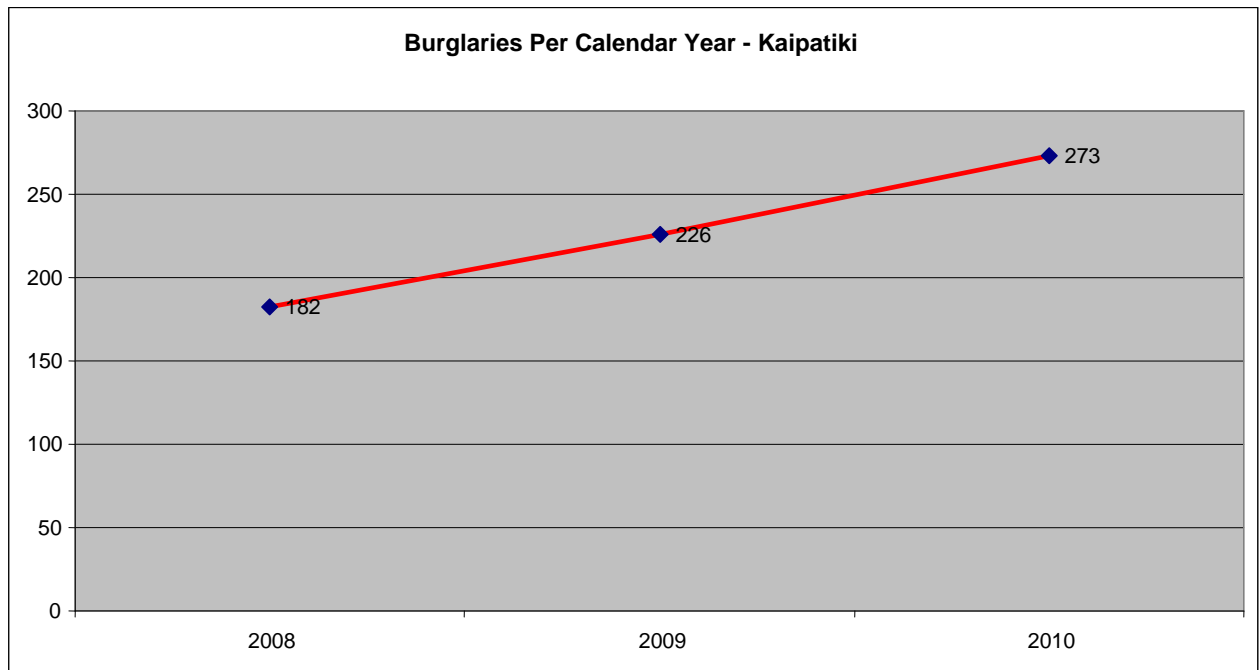


Figure 1. Burglaries per calendar year, Kaipatiki.

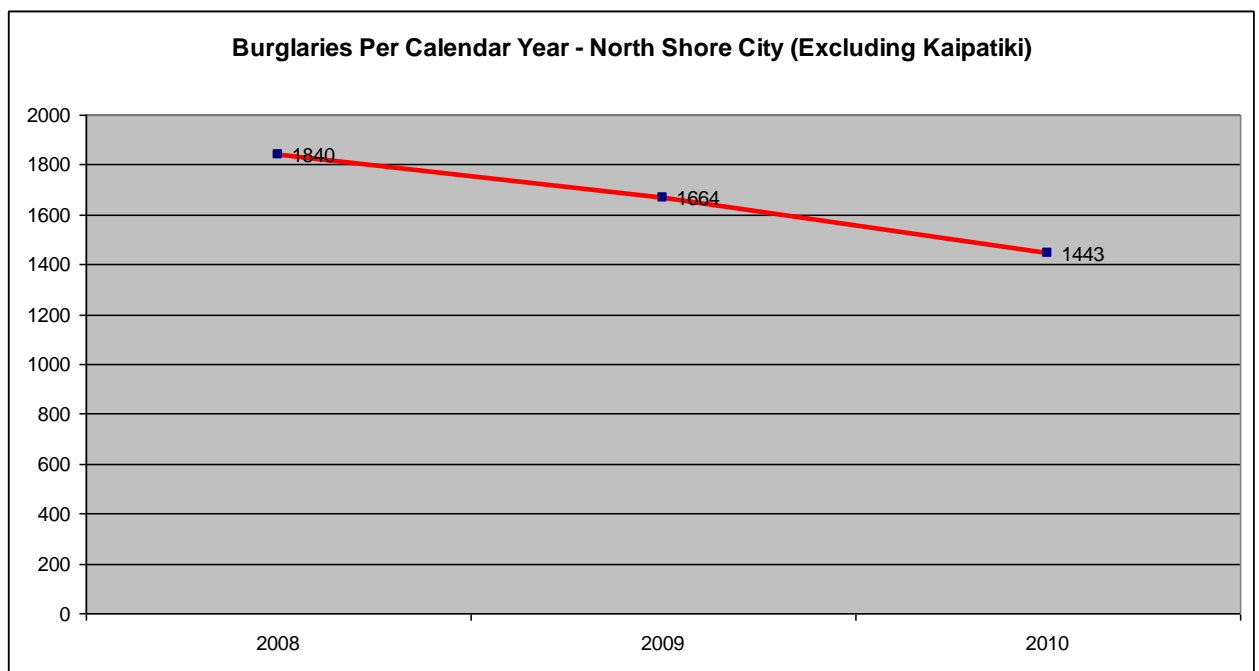


Figure 2. Burglaries per calendar year, North Shore City (excluding Kaipatiki)





*Figure 3.* Sandshoes thrown over power lines



*Figure 4.* An example of a mini chopper.

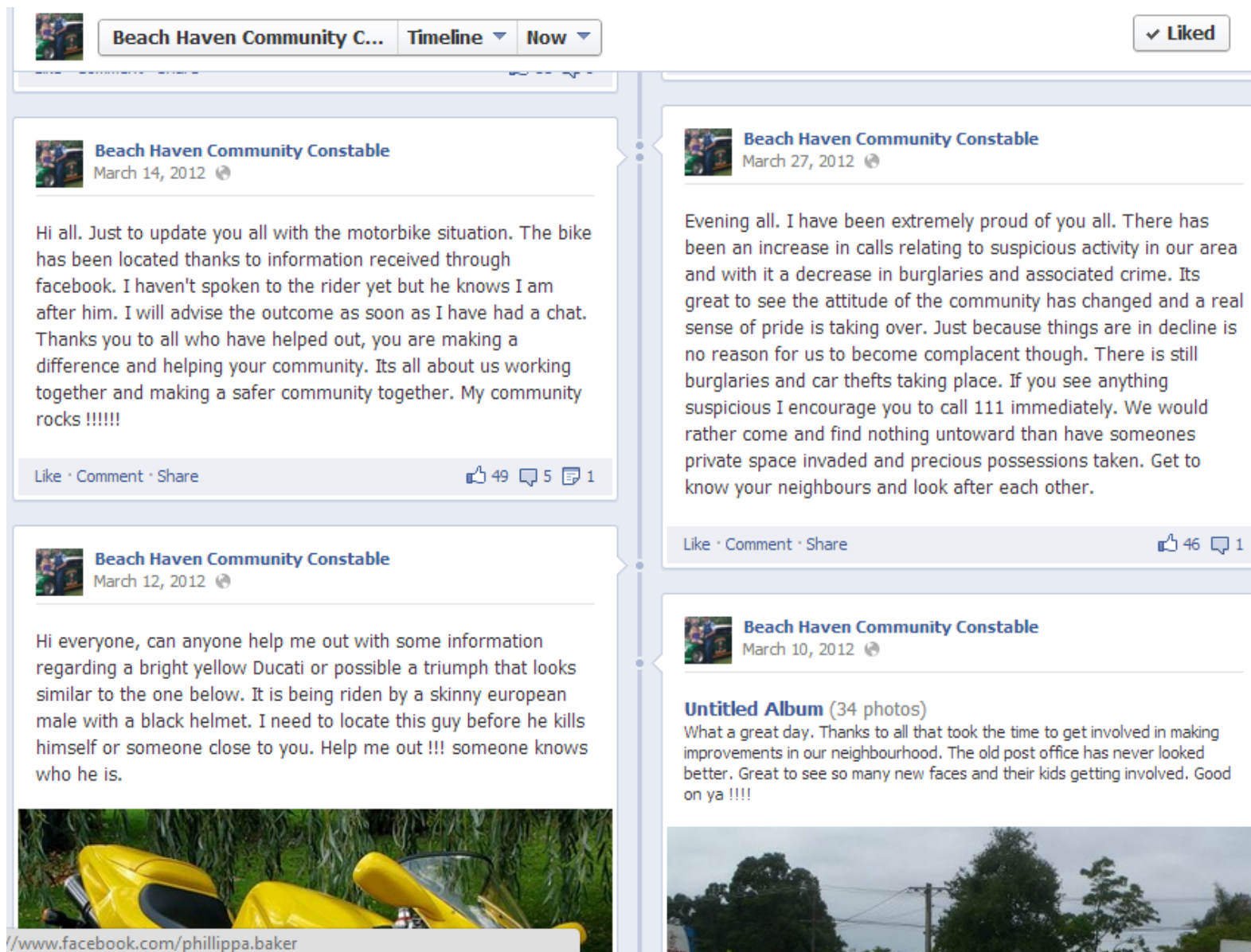


Figure 5. Screenshots from Beach Haven Community Constable's Facebook pages





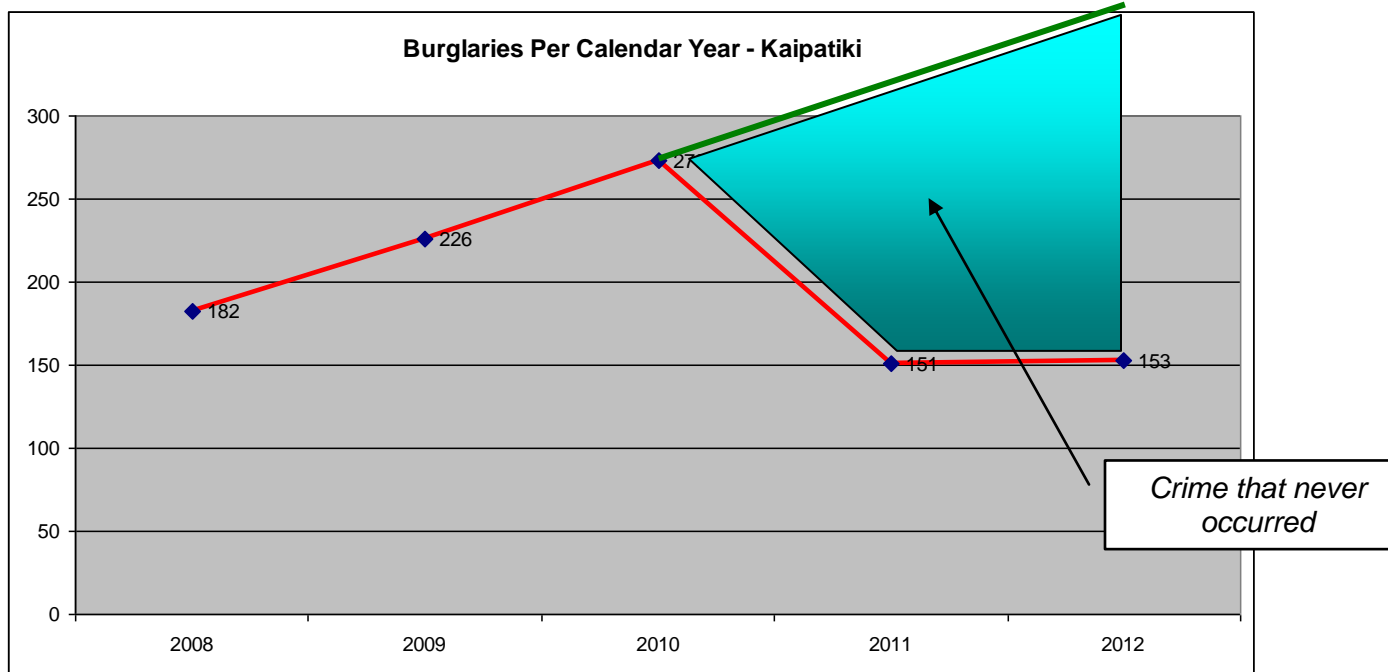
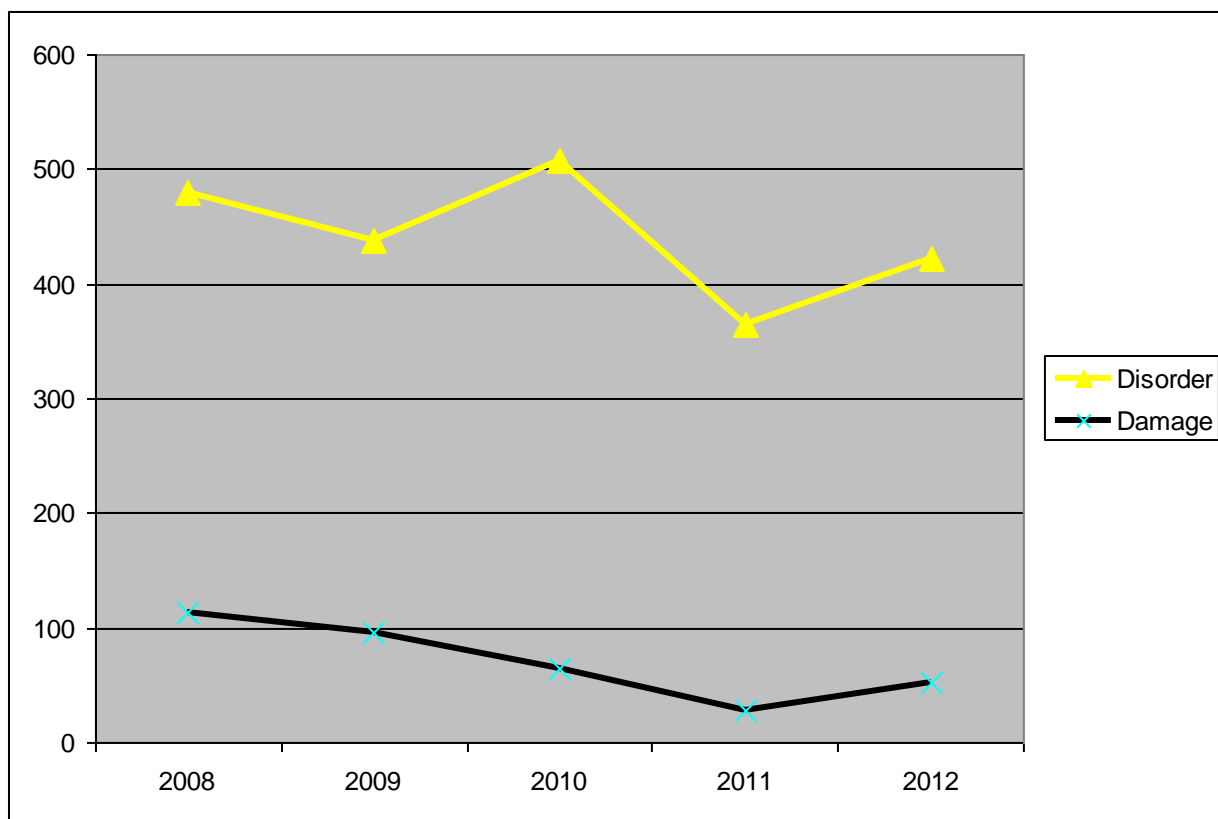


Figure 7. Burglaries per calendar year, Kaipatiki: with projection (green trend line).



*Figure 8.* Disorder and damage by calendar year, Kaipatiki