## Sess. II.—1891.

## NEW ZEALAND.

## NEW ZEALAND POLICE FORCE

(ANNUAL REPORT OF THE).

Presented to both Houses of the General Assembly by Command of His Excellency.

The Commissioner of Police to the Hon. the Defence Minister.

Police Department (Commissioner's Office), Wellington, 1st May, 1891. SIR,-I have the honour to submit for your information the annual report on the Police Force of the colony, together with the criminial statistics for the year ending the 31st March, 1891.

On the above-mentioned date the strength of the police was 492, against 494 for the correspond-

ing period of the previous year. The totals are made up as follows: Inspectors—first class, 5; second class, 3; third class, 4. Sergeants-major, 4. Sergeants—first class, 22; second class, 22; third class, 14. Constables—first class, 116; second class, 104; third class, 184. Detectives—first class, 2; second class, 5; third class, 4; fourth class, 3. Total, 492; and troop-horses, 109. In addition to the above strength, there are 10 district and 10 Native constables. Three new stations have been opened during the past year—viz., Huntley, Kamo, and Upper Hutt—and one station, Nenthorn, closed. On the 1st April last five Inspectors—viz., 1 first-class, 1 second-class, and 3 third-class—with one sergeant-major were retrenched and struck off the strength, and five districts abolished, as shown in the attached return of strength and distribution; the changes being Bay of Islands District merged into Auckland, Napier into Waikato and East Coast, Marlborough and Nelson into Wellington and Westland, Oamaru into Canterbury, Southland and Lakes into Otago. Since that date these larger districts have been satisfactorily administered, with no complaints of efficiency being impaired; and the amalgamations must cause a considerable saving in

Increases to strength have been made at the following stations, viz.: Auckland, 1: Hamilton, 2; Wellington, 1; Westport, 1; Denniston, 1; Hokitika, 1; Christchurch, 2; while decreases to strength have been made as follows: Russell, 1; Whangarei, 1; Tauranga, 2; Te Aroha, 1; Napier, 1; Woodville, 1; Nelson, 2; Ahaura, 1; Reefton, 1; Oamaru, 2; Waimate, 1; Naseby, 1; Dunedin, 2; and Invercargill, 2. Many of these decreases are the result of reducing the

number of districts.

The casualties in the Force during the past year have been as follows: Retired on compensation, 11; resignations, 11; discharges, 4; dismissals, 2; deaths, 6: total, 34.

I was appointed Commissioner of the Police Force, vice Major Gudgeon, on the 1st July last. Vacancies in the Force have been almost entirely filled by transfers from the Permanent Artillery or the Prisons Department, and this system works well, the recruits having acquired a good knowledge of discipline before being transferred to the Force; and at any future time, should an augmentation of the Permanent Artillery be suddenly required, the services of these trained gunners will be available, as their places in this department can be supplied by special constables for the time being; and by this system we shall, at no distant date, have in the police a large body of trained artillery-men available at any moment to assist in the defence of our batteries should their services be required. This, however, does not debar special enrolments for the police of desirable men who, from previous service in the London or County Police in England, the Payel Trick Constability or (for mounted men) in the Imperial Cayolay, are likely to prove the Royal Irish Constabulary, or (for mounted men) in the Imperial Cavalry, are likely to prove efficient recruits though they may not have served in the Permanent Militia.

The labour troubles which took place towards the end of last year caused a good deal of

extra work and anxiety to the department generally. It is a pleasure to bear testimony to the valuable assistance rendered by the Permanent Force to the police during that trying time, and considerable expense was saved the colony by their utilisation, both for street duty and reserves, at that critical juncture; and I should be ungrateful if I omitted to take this opportunity of thanking the leaders of the various labour parties, who not only advised but, by insisting upon such advice being adopted by their followers, materially assisted the police in maintaining law and order, and

so averted serious trouble.

There is always a certain amount of hardship in moving constables with families from one station to another, but in every police service it has been found that to keep men thoroughly efficient, energetic, active, and impartial in the discharge of their duties they must be periodically transferred. On assuming charge of the police, I received instructions to move from the West

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Coast, Middle Island, and the Lake District, Otago, all those who were still drawing the extra 1s. per diem as goldfields allowance; and, as none of these men had been shifted for several years, it was considered that the constables themselves, as well as their subdistricts, would be benefited by judicious changes. When the labour troubles occurred on the West Coast coalfields it was found necessary to reinforce the police at those localities, and, in order to save expense and unnecessary hardship, single men were sent to the Coast. When the labour troubles ceased, it was thought advisable, on the score of economy, that the men who had been sent as reinforcements should be retained, and those who from their length of service on the Coast it was deemed desirable to remove should be sent to Wellington and elsewhere until suitable stations to give them charge of became vacant. Previous to these transfers a considerable amount of discontent existed on the Coast, in consequence of the old hands receiving 1s. per diem goldfields allowance, in which the younger hands did not participate; while constant complaints were being received that sly grog-selling was being carried on in these districts with impunity. Even the older hands drawing the goldfields allowance made no secret of their discontent at having to live where provisions were so expensive, and where there were no openings for employment for their families as they grew up; but when ordered to shift they at once brought all the political and other influence at their command to bear on the head of the department to have the removals cancelled. While on the subject of these West Coast changes, I may report that during the past year in the Nelson and Westland District sixteen persons have been convicted of sly grog-selling, and fines amounting to £292 10s. have been inflicted. The cost of these removals was about £700.

On taking charge of the department I found that Inspectors in charge of districts had assumed the right of transferring constables from one station to another within the district without any reference to this office, and doubtless in this way unnecessary changes have been made; but that

practice has now ceased, and all transfers must be sanctioned from head-quarters.

The attention of all concerned has recently been called to the necessity of special and more stringent supervision being exercised by the police in the matter of the Licensing Act, more especially as regards Sunday trading and the closing of houses nightly at the stipulated hours, and directing that transgressors, when discovered, are invariably to be summoned to answer for their conduct. Similar instructions have also been issued with reference to any infringement of the provisions of the Adulteration of Food Act; and it is believed there will be fewer complaints under these headings in future.

Though virtually no promotions have been made since I took charge, it is an open secret that much discontent prevailed in the Force owing to the system, or, rather, want of system, which hitherto had been adopted in selecting men for promotion and charge of stations, together with an entire absence of classification of stations and subdistricts. At the present time, in all parts of the colony, there are to be found third-class constables in charge of important stations, while first-class constables are kept on street duty and compelled to pay house-rent, while their juniors have the lighter duties to perform and get Government quarters provided. Rewards also appear to have been indiscriminately distributed, while cases really deserving of both remuneration and mention in merit-sheets appear to have been entirely overlooked. All these circumstances have tended

considerably to bring about uneasiness and discontent.

A better feeling has, I am glad to say, already been established, and, though promotion has been blocked, the disappointment is less acute than if juniors had been promoted over the heads of their seniors for no greater qualifications or recommendations than political or local influences. The system of examination which was in force last year was found to be useless, expensive, and harassing. Many members of the Force who at small stations are also Clerks of Court had an unfair advantage over the hard-worked town constables, inasmuch as the former had access to the statutes, with spare time to study them, with the constant experience to be derived from attending Courts, so that had the examination test continued it would have been found at no distant date that the majority of those qualified for promotion had served most of their time as Clerks of Courts in small stations, and would probably, from want of experience, be quite unfit for the duties of a non-commissioned officer at the larger places. Moreover candidates had to leave their stations and travel long distances at the public expense to present themselves at these examinations without the department deriving any compensating benefit. In the English Police and the Royal Irish Constabulary these examinations have been found unnecessary, and they have now been discontinued in New Zealand.

It has been pointed out that the gratuity of one year's pay on discharge is quite an inadequate reward to a man well advanced in years, after perhaps twenty or five and twenty years' faithful service in the police; but it must be recollected that besides the cost of this one year's pay on retirement the Government has to expend £6,000 per annum in long-service pay. A superannuation scheme was framed on the lines of the Government taking this long-service pay, together with the one year's pay allowed, as compensation, and investing them in insurance to secure every man a lump sum of £400, or an allowance of little more than £1 a week if not taken in a lump sum, on attaining the age of sixty-five years; but on referring the matter to the Force I found the majority were against giving up the long-service pay, and I could not see my way to recommend the Government to grant both long-service pay while serving and a large superannuation allowance on retirement. The opinion seemed to pervade the Force generally that a liberal scale of pension should be granted; but, as pensions are discontinued in all other branches of the service, the idea could not be entertained, and the whole question of superannuation allowances had to be abandoned for the present, but I do not intend to lose sight of it.

The criminal statistics for the year ending the 31st December, 1890, show an increase of 170 in the gross total of offences, the North Island showing a decrease of 50 and the South Island an increase of 220. Drunkenness has increased by 246 in the former and 176 in the latter Island.

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In other crimes the general increases are: Assaults with violence, 28; obstructing and assaulting police, 30; riot and assault, 22; forcible entry, 5; sheep-stealing, 30; attempted suicide, 17. Other crimes have decreased as follows: Forcible abduction, 10; arson, 19; breaking and entering and burglary, 11; cattle- and horse-stealing, 22; breaches of the peace, 63; embezzlement, 24; false pretences, 38; forgery and uttering, 22; larcenies, 277; vagrancy, 119; wife-desertion, 13.

The conduct of the Force has been generally satisfactory, though I regret to have to report

The conduct of the Force has been generally satisfactory, though I regret to have to report there have been several cases of drunkenness. As a rule, however, the men have gained the respect and confidence of the people, and it is generally admitted that there has been very little serious crime undetected. Sly grog-selling is perhaps the most difficult matter we have to deal with, but during the year the number of convictions under this head have been very satisfactory, and the offenders cleverly detected; and all ranks deserve special commendation for their services

during the labour troubles.

The present organization no doubt admits of changes in accordance with the altered state and conditions of the colony—that is, bearing in mind that the organization was borrowed in its entirety from one of the other colonies. On the breaking-out of the goldfields in this colony in 1861 it was thought a large number of the criminal class would find their way over here, and to meet this a police system was introduced, and a posse of men were specially engaged to establish and carry out its workings and operations. Evil-doers were sternly met and put down, and that peaceful order of things resulted which has now been established for many years past. But, looking to the altered circumstances of the colony, it is obvious that a more simple system of administration will meet all our requirements, and will ensure more efficiency and economy; in fact, to simplify matters, what is required in this colony is a thoroughly efficient and active municipal and rural constabulary, whose aim should be to preserve law and order rather than make prisoners and obtain convictions.

One step towards this end is to make larger districts and therefore fewer of them, and to give the officers in charge of districts a position and standing that will command confidence and respect. Then follow the example of other colonies in utilising the services of the police in manifold ways, such as acting as Clerks of Courts, Bailiffs, Gaolers, Crown Lands Rangers, census enumerators, assisting County Councils and Corporations in carrying out their by-laws, besides making them useful in multifarious small offices, thus bringing them into touch with the people and affording them, at least, an opportunity or excuse to know what is going on roundabout them, instead of dawdling or idling about their barracks or stations. The working of small districts is fraught with much disadvantage—firstly, the cohesion or co-operation of the Force is somewhat marred; secondly, unnecessary administration and expense are caused; and lastly, the disunion destroys not alone esprit de corps, but actually creates jealousy.

There are too many ranks, both of sergeants and constables, and a new classification is much required. Firstly, third-class sergeants should be rated as senior constables; secondly, the rank of sergeant-major, which is an anomaly in a police service, should be abolished; thirdly, the second- and third-class constables should be amalgamated; and lastly, the office of Chief Detective should be done away with. The rank of sergeant-major has virtually become obsolete. In former times the holder of this position was selected for his knowledge of drills, which he imparted to the men, but now the office is administrative, and to a great extent absorbs or monopolizes the duties which ought to devolve upon the Inspector; besides, a sergeant-major is an unnecessary

go-between the ordinary rank and file and the superior officer.

The Detective Force is in an unsatisfactory state, owing perhaps to the fact that men have been selected for this branch more from the number of arrests made by them when constables, or the number and verbosity of reports furnished, or, worse than all perhaps, from political influence or favouritism, instead of from special intelligence, or natural gifts and extraordinary powers. A man may be a first-rate constable in all respects, and yet make a perfectly useless and dangerous detective, and no amount of paper examinations or police experience will fit a man for the duties of a detective unless he is possessed of the special and extraordinary qualities which alone fit a man for the position. The chief fault of the present Force is their great anxiety to make arrests, and the jealousy between each other as to who shall get the credit of arresting offenders.

I have endeavoured from time to time to point out that often there is considerably more credit due to the man who works up steadily but surely the links in the chain of evidence against a

criminal than to the one who merely finds and arrests the offender.

A great deal of the friction and irritation now existing in the Detective Force is due to the rank of Chief Detective, which it is hoped will be abolished. What is required in this colony is a thoroughly New Zealand Police Force, which will encourage to its ranks the youths of the country, who can feel assured that when once they are enrolled their future career will entirely depend upon their conduct and ability, and not on political or suchlike influences; that they are secure from destitution in times of sickness and privation in old age.

A return is attached showing proportion of police to population, and cost of police per inhabi-

tant in each of the Australian Colonies. I have, &c.,

The Hon. the Defence Minister.

A. Hume, Commissioner.

RETURN Showing the NUMBER of OFFENCES REPORTED, PERSONS APPREHENDED, and COMPARISON of CRIME during the Year ending 31st December, 1889, and Year ending 31st December, 1890.

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RETURN Showing the NUMBER of OFFENCES REPORTED, PERSONS APPREHENDED, and COMPARISON of CRIME during the Year ending 31st December, 1889, and Year ending the Year ending 31st December, 1890—continued.

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Assaults on police	False pretences First Offenders Probation Act, offences against Forgery and uttering Forgery and uttering Furious driving and riding Gaming and Lotteries Act, breaches of Hogal rescue from a bailiff Illegally on premises Impounding Act, offences against Indecent behaviour Indecent behaviour Indecent asposure Industrial Schools Act, offences against
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Assaults on police	False preferecs  Foreible entry  Foreible antry  Foreible antry  Foreist and uttering  Furious driving and riding  Gaming and Lotteries Act, breaches of Housebreaking  Illegal rescue from a bailiff  Illegally on premises  Impounding Act, offences against  Indecent behaviour  Indecent behaviour  Indecent exposure  Industrial Schools Act, offences against

RETURN Showing the NUMBER of OFFENCES REPORTED, PERSONS APPREHENDED, and COMPARISON of CRIME during the Year ending 31st December, 1889, and Year ending 31st December, 1890—continued.

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			'១នច	Incre	
	-	Number of Convictions	ngst ose oitted rial.	, Ei	::::
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	1890.	ehend	rily ted.	뜐	::::ﷺ:::::::::::::::::::::::::::::::::
		Persons Apprehended	Summarily Convicted.	M.	
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			Com- mitted for Trial.	M.	::::: 100 :::: 1 :
		Mumber of all Offences Reported.			: : : : : : : : : : : : : : : : : : :
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		Number of Convictions amongst those Committed for Trial.		M.	::: 4:
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			s- ged.	E.	പ : : : : : : : : : : : : : : : : : : :
	30	Persons Apprehended.	Dis- charged.	M.	: 그 : : : : : : : : : : : : : : : : : :
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			Offences.		South Island—continued.  Infanticide.  Keeping disorderly houses  Larceny accessory to  Larceny as a ballee  Larceny as a public officer  Larceny from dwellings  Larceny from the person  Letter-stealing  Lanceny from the person  Mariage Act, breaches of  Mariage Act, breaches of  Murder, attempted  Naval deserters  Obstructing and resisting police  Obstructing highways  Obstructing highways  Police Offences Act, minor offences  Public Works Act, breaches of  Rape  Rape  Rape  Rape  Receiving stolen property  Refusing to leave licensed premises  Registration of Births, &c., Act, breaches of

of Crime during the Year ending 31st December, 1889, and Year	ved.
APPREHENDED, and COMPARISON of CRIME during	ver, $1890$ —continu
PERSONS APPREI	ending 31st Decemb
REPORTED,	
NUMBER Of OFFENCES REPORTED, I	
RETURN showing the NUMBER	)

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		Persons Apprehended	Summarily Convicted.	M.	•	:	T :	105	:	:	:	:	<b>⊣</b> (	71	:	:	9	41	4,249	
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,		Number of Convictions	thorse those Committed for Trial.	M.	:	:	:	:	:	:	:		:	:	:	:	:	:	160	
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	39.	Persons Apprehended.	Dis- charged.	M.	:	:	:	4	:	:	:	:	n	10 10	:	::	77	က	492	
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Bemarks.	Number of police, 486; net expenditure (vide Appropriation Account for year ended 31st March, 1891), £99,335 16s. 1d. Population, 668,353 (in-	Vide estimates for year ended 30th June, 1890, viz.: Number of police, 1,454; vote, £272,618. Population, 1,140,405.	Number of police on the 31st December, 1889, 1,567 (vide Inspector-General's report); vote for 1890, £291,903. Population, 1,134,207.	Vide estimates for 1891, viz.: Number of police, 388; vote, £83,553. Population, 320,006.	Number of police, 806 (exclusive of native trackers); vote, £165,240 (vide estimates for 1889-90). Population, 393,938.
Cost of Police per Inhabitant.	s. d. 2 11 <u>3</u>	4 94	5 13	5 23	8 43
Proportion of Police to Population.	1 to 1,375	1 to 784	1 to 724	1 to 825	1 to 489
Place.	New Zealand	Victoria	New South Wales	South Australia	Queensland

RETURN Showing the Proportion of Police to Population and Cost of Police per Inhabitant in each of the under-mentioned Places.

Note.-Populations are taken from preliminary census returns, 1891,

RETURN showing the Strength and Distribution of the New Zealand Police Force on the 31st March, 1891.

Stations.		Inspectors.	Sergeants-Major.	Sergeants.	Constables.	Detectives.	District Constables.	Native Constables.	Total.	Stations.	Inspectors.	Sergeants- Major.	Sergeants.	Constables.	Detectives.	District Constables.	Native Constables.	Total.
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Ponsonby	٠.				2				2	Waitara		٠.		1				i
Newton	• •		•••	•••	2				2	Normanby	٠.	٠.		1	١.,			1
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Newmarket	• • •	1 ::			1	::	::	::	1	Patea Waverley			::	$\begin{vmatrix} 2\\1 \end{vmatrix}$			••	1
Parnell					1				1	Manaia	::		::	1	::	• •	::	1
$\operatorname{Devonport}$				1	1.		٠.		2	Opunake				1		.,		1
Onehunga		• •		1	1				2	Pungarehu				1				1
Otahuhu Howick	• •	•••			1		i	• • •	1	Pukearuhe	• •	• •		1	٠.	• •	٠	1
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Pukekohe			::	::	î			::	1	Hunterville	• • •		• •	1	::	• •		1 1
Waiuku			1		١	٠.	1			Bull's				ī				1
Mercer					1	٠.			1	Feilding				1	١			1
Mercury Bay	• •		••	••	1	• •	• •		1	Palmerston North	٠.	••	1	3	٠.	••		4
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Mangawai		::		::			i	• • •	••	Ormondville				1		• •	; ;	1
Waipu		٠		١	1				1									
Whangarei		• • •			1	٠٠,	• • •	••	1.	Totals	1	]	5	32				38
Kamo Kawakawa	• •	••	••	1	1	••			1				—					
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Mangonui					1			1	$\hat{1}$	Marlborough,-						ļ	}	
Helensville			• • •		1				1	Wellington	1	1	5	31	2	2		40
Woodhill	• •	•••	• •		•••	• •	٠. ا	1	• •	Manners Street	••		٠. ا	1	٠.			1
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Dargaville		::			1	• •	::	::	1	Newtown	•••	•••	•••	1	• • •	••	••	1.
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										Upper Hutt	::	.:		1	:			1
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	- 1						——i			Martinborough	• •			1	• •			1
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Waikato and E	last								}	Masterton	::			4	• •	•••	••	$\frac{1}{4}$
Coast,—		ļ	}	j	j					Tenui				1				1
Hamilton	ļ	1			3				4	Eketahuna				1				1
Awanui	• •	• •	• •	1	1	• •	• •	••	2	Pahiatua			• •	1				1
Cambridge Clive	••	•••	• •		$\begin{array}{c c} 1 \\ 1 \end{array}$	• •	••	• •	$\begin{bmatrix} 1 \\ 1 \end{bmatrix}$	Johnsonville	• •	••	••	1	••			1
Gisborne	::			i	4				5	Pahautanui	• •	••	•••	1		•••	••	1
Hastings					2				2	Foxton	::		::	i				$egin{array}{c} 1 \ 1 \end{array}$
Herbertville					1				1	Blenheim			1	5				6
Huntly		• • •	• • •		1	• •	••		.1	Havelock				1.				1
Kawhia Kihikihi			•••	•••	$\frac{1}{1}$	••	• •	1	1	Picton Mahalrinawa	• •		• •	2	• •			2
Maketu				::	1	•	• •	::	$\begin{bmatrix} 1 \\ 1 \end{bmatrix}$	Mahakipawa	••	••	••	1	• •	•••	••	1
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Opotiki		[			1			1	1	İ	İ	1	ĺ	į.		1	1	
Ormond	• •				1	• •	• •		1		.	- 1					ļ	
Paeroa Port Ahuriri	• •	•••	••	• •	$\begin{bmatrix} 1 \\ 2 \end{bmatrix}$	••	•••		$rac{1}{2}$	South Island.						1		
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Shortland					1				1	Greymouth	1		1	5				7
Taradale		•••			1				1	Brunnerton				2				<b>2</b>
Taupo	• •	• • •	• • • }		••	••	1			Ahaura			•••	1				1
Tauranga Te Aroha	••	••	•••	1	$egin{array}{c} 1 \\ 1 \end{array}$	••	•••		$\begin{array}{c c} 2 \\ 1 \end{array}$	Reefton	••	• •	••	3	••	••	••	3
Te Awamutu	• •	::	::		1		::	::	1	Lyell Westport	••	•••	ï	$\frac{1}{4}$	••	••	••	.5
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Thames				1	4				5	Charleston				1	,::			1
Tokaanu	• •			•••				1		Kumara				2				2
Tologa Bay	• •	••	••	٠;	1	••	••	• • •	1	Stafford	••		•:	1	• •			1
Waipawa	••	•••		1	1	• •	• •	•;	2	Hokitika	••	••	1	3	••			4
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Waipiro Waipukurau Wairoa Waterford	••		::				1			Ross				.1			.	1
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Waipiro Waipukurau Wairoa Waterford	••	••	••			- 1		- 1		Ross	- 1				• • •			

<sup>\*</sup> District and Native constables not included in total.

RETURN showing the STRENGTH, &c., of the NEW ZEALAND POLICE FORCE—continued.

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Stations.		Inspectors.	Sergeants- Major.	Sergeants.	Constables.	Detectives.	District Constables.	Native Constables.	Total.	Stations.	Inspectors.	Sergeants- Major.	Sergeants.	Constables.	Detectives.	District Constables.	Native Constables.	Total.
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South Island-	-									South Island-		l i						Į
continued. Nelson and Wes	at.			]						continued. Dunedin, Southland,								
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m # 1					1				1	Roxburgh		'		1				1
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Kurow Ngapara	::	• •	•••	•••	1		••		1	Woodhaugh Wyndham		::		1	· · ·	••	•••	1
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1										Totals	1	1	15	89	2	1		108*
Totals	• •	1	1	12	78	5	••		97	Grand Total	7	3		404	7.4	10		400=
										Grand Total	"	3	58	404	14	10	10	486*

\* District and Native constables not included in total.

Total, North Island Total, South Island		::	••	236) Includes 1 sergeant and 7 constables 250
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RETURN showing Casualties in the New Zealand Police Force during the Year ended 31st March, 1891.

Retired on	comp	ensation					••		11
Resignation	ns	• •	• •	• •	• •	• •			11
Discharges		••							4
Dismissals		• •		••					2
Deaths		••	• •	• •			• •	••	6
									_
									34

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