

Budget sensitive

In Confidence

Office of the Minister of Police

## **Investing in additional Police numbers**

### **Proposal**

- 1 This paper seeks agreement in-principle to increase the number of sworn constabulary Police, and essential frontline support staff, in order to meet a sworn officer to population ratio of 1:500. This investment will enable Police to respond to the growing and changing demand on their services.

### **Executive Summary**

- 2 Police is experiencing a growing demand in traditional areas of policing, as well as facing an increase in demand from new and emerging areas. New Zealand's increasing population has seen increases in police to population ratio from 1:517 in 2015 to 1:526 as of June 2016, and is expected to increase to 1:529 by June 2017.
- 3 Police has achieved significant efficiency and effectiveness gains in recent years to help cope with increasing demand. The efficiencies gained have been reinvested in response to increasing demand for Police services, and to continue servicing a growing population. For example, investment in technology has resulted in more than 520,000 hours of productivity savings (freed-up Police time) per annum. These efficiency gains have now been fully absorbed in responding to increasing demand.
- 4 Additional investment in police numbers is sought to enable the level of policing to meet the new and emerging demand areas and population growth.
- 5 A supporting set of A3s is attached to this paper.

### **Background**

- 6 The previous recruitment drive to increase Police constabulary numbers began in 2006, and achieved a ratio of 1:504 in 2009. New Zealand's increasing population in the last decade now sees us with a current ratio of 1:526. In addition to population growth, there has also been an increase in the type and complexity of demand for policing services since 2009.
- 7 The increase in sworn constabulary officer numbers presented in this paper is based on current Statistics New Zealand median population projections (updated in 2014).
- 8 Using the current (2014) official population projections, population increases will see a ratio of sworn police to population of 1:529 in June 2017 and 1:532 in June 2018<sup>1</sup> if there is no increase from the current 8907 Police sworn numbers.

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<sup>1</sup> Based on the Statistics NZ 2014 official population projections the police to population ratio will be 1:534 by December 2018 and will grow to 1:541 by June 2020.

- 9 More recent analysis shows that these 2014 projections have underestimated the current New Zealand population, primarily due to higher than expected growth in recent immigration.
- 10 It is expected that population estimates will be updated in October 2016 and this could result in higher population projections that could impact on expected ratios.

#### **Demand for Police services continues to grow**

- 11 New Zealand's population has grown year on year and there are record tourist numbers. However the increase in demand is greater than and outstrips population growth.
- 12 Existing pressures on Police include a growing demand in core areas of frontline Police business. For example:
- Family violence incidents attended by Police have increased 55% since 2009, now tracking at over 110,000 a year
  - Mental health incidents, including attempted suicide, have increased 51% since 2009 (to over 25,000 incidents) with a typical incident taking 5.5 hours of officer time to resolve
  - Calls for service from the public have increased 34% since 2009
  - Burglaries have increased by 13% in the past year
  - Overall crime, which was previously tracking down, has been increasing since the end of 2014. The victimisation rate (all offence types) increased by 3.3% in 2015/16 on the year before<sup>2</sup>
  - Following global trends, Police has observed a recent significant increase in the supply of methamphetamine by organised crime groups. Methamphetamine seizures from January to June 2016 of 637.8kg and 954 incidents were recorded, compared with 176.9 kg and 678 incidents recorded in January to June 2015.
- 13 Child Protection and Adult Sexual Assault investigations is an area of demand that has grown in past years and is complex, requiring specialist skill and intensive resourcing. As at 8 August 2016, 446 cases were awaiting member assignment (noting high priority cases are assigned immediately). This level of unassigned cases has been consistent in the last two years.
- 14 In addition to the growing demand in traditional areas of policing, there are a number of new and emerging areas of demand that will provide an increasing challenge to Police. The key areas are:
- Anti-money laundering and fraud – police currently investigates less than 5% of fraud cases referred from banking sector. Section 9(2)(f)(iv) Official Information Act 1982  
[REDACTED]
  - Under the Criminal Proceeds (Recovery) Act 2009 Police established Asset Recovery Units (ARUs) to identify and seize assets that resulted from criminal

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<sup>2</sup> The burglary and victimisation trends are only available for the most recent year, as the available data set commenced in 2014.

activity. To date, ARUs have restrained over \$386m in assets and more than \$91m in assets have been forfeited. For every \$1 that the ARU spends, it returns \$4 in forfeitures, resulting in a return to the Proceeds of Crime Fund of \$2.14 with the remaining \$1.86 going to third parties and other government funds. International estimates indicate that less than 1% of illicit money flows are disrupted. There is clearly significant unmet demand and scope for disruption of criminal networks on a large scale.

- Development of online crime reporting and a single non-emergency number – making Police more accessible is likely to generate additional calls for service from 2018.
  - Child Sex Offender Register – maintenance of the register requires both registry staff and field officers. Police has previously been funded for the registry staff however the field staff required to monitor all individuals on the register will be allocated from other activities. Further to this, the demand for field staff will increase as the number of offenders on the registry increases over time.
  - Police vetting has increased by 53% since 2011 and will continue to increase as the requirements for the Vulnerable Children Act take effect. For example, Police are now required to safety check children's workers in all central and local government funded agencies every 3 years.
  - National security and counter terrorism – the demands of specific operations; increased preventative and other supporting efforts; and increased leadership capacity for Police to fulfil obligations to interagency activities. National security and counter terrorism incidents are resource intensive and mean that officers are reprioritised directly from organised crime work.
  - Cyber-crime and online offending is a rapidly growing area of unmet demand. Currently New Zealand Police has only a limited capacity to respond to this category of crime.
  - Potential additional requirements under the Investing in Children programme of work, and Family Violence Legislation Review.
- 15 The service demand pressures are not felt equally across the twelve Police Districts. There are a number of Police Districts where frontline staff are under considerably more pressure than others. Police has a model where, over time, staff will be allocated to where demand, not simply population, dictates.
- 16 It should also be noted that some demand types have increased more than the population has increased. For instance, the national victimisation rate which is population adjusted has increased by 3.3% between 2014/15 and 2015/16.
- 17 

Section 9(2)(f)(iv) Official Information Act 1982
- 18 A supporting set of A3s is attached to this paper showing: Demand trends and metrics (page 1 and 2); International comparisons (page 3); and Resourcing (page 4 and 5).

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22 Police has made significant productivity gains to enable Police to cope with the increasing demand experienced over the past five years. Critical to delivering these productivity gains has been the Prevention First operating model and Police's focus on mobility delivered through Policing Excellence and the commitment to the Policing Excellence: the Future programme.

23 This transformation programme made fundamental changes to policing in New Zealand.

- The Prevention First operating model focusses on addressing the drivers and causes of crime, supported by problem-solving tools and timely intelligence.
- A new deployment model, designed to deliver increased accessibility to communities, generated an estimated 220,000 hours savings per year for re-investment into prevention.
- Through investment in technology Police staff gained access to modern and portable computer systems that allow them to do their jobs without being tied to particular locations. Approximately 30 minutes of officer time per shift was gained, generating an estimated 520,000 hours per year for re-investment into prevention.
- Police restructured a number of support functions to better support the frontline and generate efficiencies. With no increase to the number of sworn staff there has been a 3.7% increase in frontline FTEs between 2011 and 2016 and a 7.3% net decrease in frontline support and back office FTEs between 2011 and 2016.

24 Policing Excellence: the Future began in 2015 and has resulted in Police developing a deeper understanding of its business than ever before. It has identified further opportunities for both potential savings and investment in order to continue to deliver

under the Government's Better Public Services programme, and to prevent crime and road trauma across New Zealand.

- 25 The PEtF programme oversees work streams designed to boost Police capability in evidence-based policing, improve and develop the Police service delivery model, develop family harm reduction initiatives, and implement the Police High Performance Framework (PHPF).
- 26 Section 9(2)(f)(iv) Official Information Act 1982  
[REDACTED] Police is also seeking to improve access to services and increase visibility through initiatives such as online crime reporting, centralised telephony services, and further cross-agency programmes. However there is a possibility these initiatives may also increase demand.
- 27 PEtF will direct the delivery of back, frontline support and frontline functions to key priorities.
- 28 Implementation will be a phased approach, scaled to available funding.

#### *Four year plan and Budget 2016*

- 29 Through the Four Year Plan process and Budget 2016, Police received \$299.2 million of new funding to cover wage pressures, the implementation of the Child Sex Offender Register, goAML costs associated with the enactment of the Organised Crime and Anti-Corruption Bill, and operating costs for the multiagency Christchurch Justice and Emergency Services Precinct.
- 30 However, as noted above, the efficiencies gained over this period have now been fully reinvested in response to increasing demand for Police services, and continuing to service a growing population.
- 31 As productivity improvements and increases in demand discussed above have been fully absorbed Police must now respond to demand through triaging and prioritising.
- 32 Continuing to manage demand through triaging and reprioritising could ultimately lead to reductions in response times, resolution rates and increases in backlogs in investigation cases.

#### **How does New Zealand compare with international jurisdictions?**

- 33 By comparison to similar international police agencies, the numbers of Police officers to the size of population in New Zealand is modest. This comparison is based on police jurisdictions operating within a country that is a similar size to New Zealand or that are policing a similar sized population. These jurisdictions also operate a policing model similar to that of New Zealand, based upon similar policing culture and legal systems.

<b>Policing Jurisdiction</b>	<b>Population per sworn officer<sup>3</sup> 2015 ratios</b>
New Zealand	517
British Columbia, Canada	537
New South Wales, Australia	455
England and Wales	449
Queensland, Australia	436
Victoria, Australia	401
Scotland	306

- 34 Unlike New Zealand with one police agency, most of these jurisdictions have other agencies undertaking policing activities such as national intelligence, cyber-crime, and counter terrorism, for example the Australian Federal Police. That resource is not accounted for in these ratios, and would increase the gap between New Zealand and comparable jurisdictions' police to population ratios.
- 35 These other jurisdictions also use non-sworn employees to support sworn staff. New Zealand Police currently has a lesser proportion of non-sworn to constabulary staff than a model based on maximum cost effectiveness would dictate, and is less than many similar international jurisdictions in Canada, Scotland, England and Wales.

<b>Police Jurisdiction</b>	<b>Non-sworn employees to total staff</b>
Australian States (not including crime commission)	22%
New Zealand	25%
Scotland	28%
British Columbia	29%
England and Wales	39%

## **Investment Approach**

### *Police has an Evidence-based Policing approach*

- 36 A core pillar of the Policing Excellence the Future change programme is about developing and embedding an evidence-based capability and culture within Police. Police is supportive of and committed to the investment approach, which is consistent with and

<sup>3</sup> All the countries, except New Zealand, have additional federal policing capability which would improve the ratios given.



complementary to the Prevention First operating model that Police adopted in December 2011.

- 37 Building on recent Police investment in new, richer, crime information sources this initiative will significantly expand the use of Police and justice sector data to enable all staff to routinely apply crime prevention tactics based on a clear understanding of 'best evidence'.
- 38 Working in an innovative way with local partners (including the best the New Zealand University system has to offer), applying outputs from the justice and social sector investment approach, and maximising the use of mobile and 'online' technology, will enable Police to develop the end-to-end data infrastructure required to create a fully functioning Evidence Based Policing (EBP) capability.
- 39 Rapid data-mining across multiple systems including social media, predictive analytics, and the creation of an 'evidence-enabled intelligence system', will permit Police to develop deeper, more timely insights into crime prevention (and wider policing) problems. An EBP capability across the justice and social sectors will significantly improve the allocation of resources to emerging problems, maximise the impact of Police tactics and help Police stay ahead of new and complex crime types.

#### **Police's role in the social sector is important and increasing**

- 40 Police's involvement and relationships are extending more and more into the social sector. These relationships are driven not only by Police's functions but also by the Government's priority to deliver a high performing public sector. Police's work with social sector agencies enables police and partners to:
  - Identify vulnerable or high-risk groups
  - Invest up-front to support people most at risk of poor outcomes later on in life
  - Get greater input from outside the public sector in analysis, innovation and service provision
  - Work with local organisations to commission services within communities
  - Establish new citizen-centred services that cut across existing departmental service channels
  - Interact with each household through a single trusted relationship.
- 41 Police, as the first contact point for vulnerable and high risk population cohorts, is a strong supporter of the Social Investment approach. Through effective identification and referral from Police incidents there is greater opportunity for early intervention and return on investment.

#### *Police is active on the ground doing social sector interventions*

- 42 Police is committed to effective, evidence-based social interventions in partnership with other agencies and organisations in a way that works from a holistic, long-term perspective.

- 43 Police is the only government agency that is fully available 24/7 throughout the country, and is one of the few agencies whose staff routinely go into the homes of the most vulnerable. Police officers are critical players in bringing solutions for the most at risk individuals and families.
- 44 Police's role in the social sector is demonstrated by Police's involvement, at local leadership level, in place-based social investment initiatives in Northland, South Auckland and Gisborne, as well as Integrated Safety Response family violence pilots in Christchurch and Waikato and all Children's Teams.

### **Investment proposal for increased numbers**

- 45 I propose an increase in police officers to achieve a police to population ratio of 1:500.

#### *The case for non-sworn employees*

- 46 Alongside an increase in police constable numbers, this paper proposes an increase in non-sworn police employees. These non-sworn employees are not for back-office roles, but are skilled employees essential to policing activities to respond to increased demand and maintain service and response levels as well as public confidence.
- 47 Non-sworn staff are essential to carry out frontline policing efficiently and effectively. Without new investment it will inevitably lead to sworn officers being drawn into non-frontline roles, either as permanent appointments, or temporarily assigned to support functions.
- 48 There is acknowledgement across Policing jurisdictions that traditional Police deployment models require increasing support from non-sworn positions to meet changing technology, demand and crime types. A number of operationally-focused functions within Police are crucial to law enforcement, but do not require constabulary powers. These include communications centre call takers and dispatchers, intelligence analysts, and forensic accountants.
- 49 Police is committed to increasingly supporting a 'more street than station' approach to Policing, and directing resources to the front line. With this principle in mind, these 'front-line support' positions are usually filled by non-constabulary staff, as constabulary powers are not required for the positions, and non-sworn employees have the skills and training required for the positions.
- 50 Constabulary staff cost 42% more than non-sworn staff. This is based on total costs including personnel, operating, vehicle, recruiting and depreciation/capital charge costs.
- 51 New Zealand Police currently has a lesser proportion of non-sworn to constabulary staff than a model based on maximum cost effectiveness would dictate. In part, this is due to the fact that when Police numbers were last increased by 600, a concurrent bid for extra investment in non-sworn staff was not successful. Police then worked to find efficiency savings while maintaining a set number of 8907 sworn officers, and one of the ways this was delivered was through further reducing non-sworn staff.
- 52 This has resulted in the organisation becoming slightly 'mis-shapen', with a number of constabulary staff filling roles that are important to the business, but that could equally be filled by skilled, less expensive non-constabulary staff. The effect is a reduction in potential front-line constabulary numbers.



- 53 Placing constabulary staff in a range of positions is healthy for ensuring officers and future leaders have a good understanding across the business. However, current levels are higher than would be preferred. This means that investment in non-sworn positions to fill these roles and support further constabulary numbers constitute the best return on investment from a financial perspective.
- 54 Under Policing Excellence the Future, around 200 positions have been identified where constabulary officers could be replaced by non-sworn staff and released back to front line positions, such as case management positions.
- 55 Police will look for opportunities to use any additional employees in districts to release existing officers to the frontline. New frontline support employees will fill specialist and support roles to meet demand in areas including: Communications Centres; gangs and organised crime; cyber and financial crime; family violence; and online reporting.

*How many new staff are sought, and by when?*

- 56 **Option 1** – 612 fully sworn police constables and 150 non-sworn employees, in place by December 2018. This will deliver a 1:500 ratio to meet the December 2018 projected population.
- Option 2** – 738 fully sworn police constables and 180 non-sworn employees, in place by June 2020. This will deliver a 1:500 ratio to meet the 2020 projected population.
- 57 The non-sworn employee ratio is based on current front and middle non-sworn numbers as a ratio to sworn, noting that back office staff (such as Police National Headquarters corporate staff) are excluded from the ratio.
- 58 This paper seeks an in-principle decision for additional police numbers, to be followed by a Budget 2017 bid. Following an in-principle decision Police would immediately commence planning for the recruitment and training for the additional staff. The first of the additional recruits would enter the Police College from July 2017, enabled through the Budget 17 funding.

*Better staff allocation*

- 59 Police propose to allocate staff in the most appropriate way depending on the nature of the problem. Staff will go to locations most under pressure. Some of the demand is tackled through specialist resources which are best managed centrally, e.g. asset recovery teams and communications centres. Other demand is better managed at a local level in conjunction with communities.
- 60 Recognising districts have different demand pressures and crime demographics and geographic constraints, Police has a resourcing model that takes into account a number of factors to underpin regional deployment decisions. Section 9(2)(f)(iv) Official Information Act 1982

**The benefits of additional police numbers**

- 61 Additional police numbers is an investment which will bring more resources to support communities in traditional policing activities, and target resources for emerging demand. Increasing Police numbers will see Police more visible in their communities, with better

response times to calls for service, and better resolution of crimes. This will increase the likelihood of meeting BPS targets, and specifically will:

- Reduce harmful crime, e.g. burglary, violence
- Improve agencies' responses to family violence
- Increase trust and confidence in Police
- Increase the resolution rate for volume crime, e.g. burglary and car theft
- Increase the responsiveness to priority calls
- Increase benefits to other agencies' priorities, including protection of children and national security
- Reduce impact of gangs, serious and organised crime activity
- Increase police efforts in high risk and vulnerable communities
- Ensure rural regions and communities are well served
- Enable better deployment and use of tactics through an evidence-based approach.

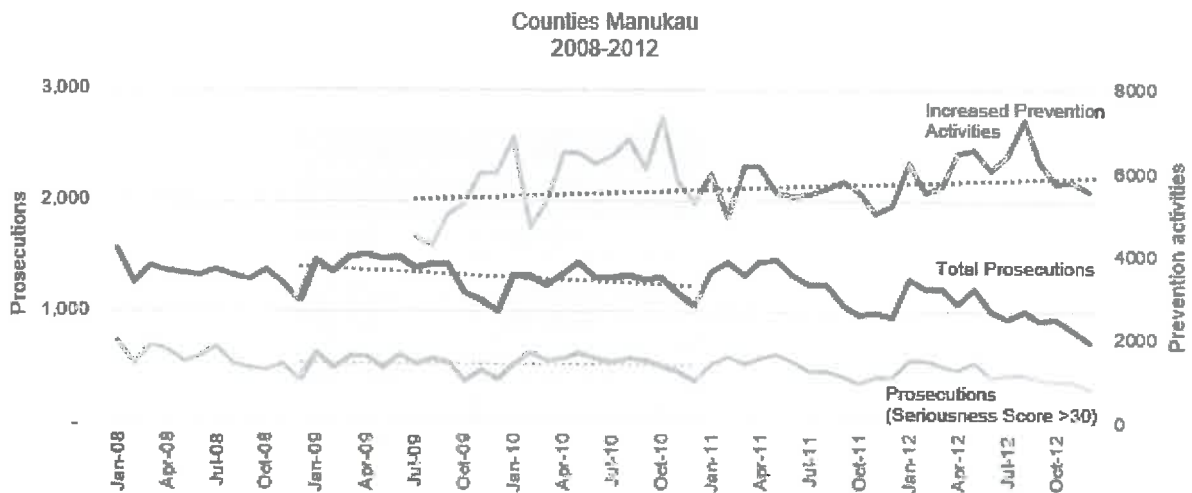
#### **Impact on justice sector pipeline**

- 62 The impact of this proposal on the justice sector pipeline is expected to be modest in terms of an increase in volume.
- 63 Through the Policing Excellence transformation programme Police generated more frontline officer time. This did not translate into a volume increase of people being charged, in fact it reduced the numbers entering into the justice sector pipeline, in particular through alternative resolutions, alongside a reduction in crime.
- 64 The Prevention First strategy leads to less crime being committed and therefore fewer charges.
- 65 A relevant example of the justice sector pipeline impacts of additional police numbers is the experience in Counties Manukau. That police district had an additional 300 police officers come on stream between December 2008 and December 2010. Prosecutions for total crime, and prosecutions for more serious crime<sup>4</sup>, did not increase following that significant addition of constabulary staff.
- 66 The injection of additional staff into Counties Manukau District enabled the district to tackle demand without increasing prosecutions. These staff were deployed according to the Prevention First operating strategy which focusses on addressing the drivers and causes of crime.

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<sup>4</sup> Measured by offence types where the average outcome is a custodial sentence of one month or more.

- 67 Prevention and response activities increased for example foot patrols, road check points, vehicle stops and drunks taken to detox/home which can be seen in the chart below<sup>5</sup>.



- 68 Nonetheless it is likely that more high end criminals, such as organised crime offenders, will be arrested and dealt with through the criminal justice system. This will be good for the community.

### Consultation

- 69 No departmental consultation has taken place. DPMC and Treasury have been informed.

### Financial Implications

- 70 The costs for the two options are broken down into three components: one-off costs; recurring costs; and capital requirements.
- 71 *One-off costs* are all those items that get issued to new recruits upon entry into the Police College. This includes all the tactical equipment, such as firearms and tasers.
- 72 *Recurring costs* are those ongoing operating costs associated with an FTE, including: personnel related costs; operating costs driven by having more sworn staff; and depreciation and capital charge associated with increased capital requirements such as cars and mobile police stations.
- 73 *Capital requirements* are costs for the increased vehicles required to align to the 'more street than station' strategy.

<sup>5</sup> This data is from the 'Monthly Statistical Indicators' which were introduced in 2010. These indicators compared volumes of preventative activities undertaken in the latest month with the same month the previous year. So, the earliest data in the series relates to months in 2009.

**Option One:**

- 74 This will deliver 612 fully sworn constabulary employees and 150 non-sworn employees, by December 2018.
- 75 Funding will be sought in Budget 2017 for \$73.602m for 2017/18, \$111.175m for 2018/19, \$98.862m for 2019/20, and \$97.715m for 2020/21 and outyears.

	2017/18 \$m	2018/19 \$m	2019/20 \$m	2020/21 \$m
Recurring Costs	54.325	99.988	98.048	97.715
One-Off Costs	10.177	5.601	0.352	-
<b>TOTAL OPERATING</b>	<b>64.502</b>	<b>105.589</b>	<b>98.400</b>	<b>97.715</b>
Current Police Appropriation	1,614.520	1,610.225	1,611.243	1,611.243
<b>Revised Appropriation</b>	<b>1,679.022</b>	<b>1,715.814</b>	<b>1,709.643</b>	<b>1,708.958</b>
<b>Capital Costs</b>	<b>9.100</b>	<b>5.586</b>	<b>0.462</b>	<b>-</b>
<b>Total funding sought</b>	<b>73.602</b>	<b>111.175</b>	<b>98.862</b>	<b>97.715</b>

Note: CEA agreements are included in FY17/18, as these are now ratified. The out years do not reflect future CEA increases pending future CEA negotiations.

**Option Two:**

- 76 This will deliver 738 fully sworn constabulary employees and 180 non-sworn employees, by June 2020.
- 77 Funding will be sought in Budget 2017 for \$73.675m for 2017/18, \$115.598m for 2018/19, \$118.764m for 2019/20, and \$118.534m for 2020/21 and outyears.

	2017/18 \$m	2018/19 \$m	2019/20 \$m	2020/21 \$m
Recurring Costs	54.398	103.822	115.344	117.778
One-Off Costs	10.177	5.980	1.824	0.336
<b>TOTAL OPERATING</b>	<b>64.575</b>	<b>109.802</b>	<b>117.168</b>	<b>118.114</b>
Current Police Appropriation	1,614.520	1,610.225	1,611.243	1,611.243
<b>Revised Appropriation</b>	<b>1,679.095</b>	<b>1,720.027</b>	<b>1,728.411</b>	<b>1,729.357</b>
<b>Capital Costs</b>	<b>9.100</b>	<b>5.796</b>	<b>1.596</b>	<b>0.420</b>
<b>Total funding sought</b>	<b>73.675</b>	<b>115.598</b>	<b>118.764</b>	<b>118.534</b>

Note: CEA agreements are included in FY17/18, as these are now ratified. The out years do not reflect future CEA increases pending future CEA negotiations.

## **Human Rights**

78 This paper has no human rights implications.

## **Legislative Implications**

79 This paper has no legislative implications.

## **Regulatory Impact Analysis**

80 A regulatory impact analysis is not required for this paper.

## **Gender Implications**

81 This paper has no specific gender implications although it should be noted that Police will continue to focus on gender balance through its recruitment process.

## **Disability Perspective**

82 This paper has no specific implications for the disability sector.

## **Publicity**

83 Public announcements will be managed in consultation with the Prime Minister's Office and senior Cabinet colleagues.

## **Recommendations**

The Minister of Police recommends that Cabinet:

- 1 **Note** that Police has a growing demand in traditional areas of policing, and in new and emerging areas
- 2 **Note** the government has previously stated a commitment to increase police numbers to attain the ratio of police to population of 1:500, and that New Zealand's increasing population now sees a police to population ratio of 1:526
- 3 **Note** that Police has achieved significant efficiency and effectiveness gains in recent years to help cope with increasing demand, and that the efficiencies gained have now been fully reinvested responding to increasing demand for Police services, and continuing to service a growing population
- 4 **Agree** in principle to increase police numbers

### **EITHER**

- 4.1 612 fully sworn police constables and 150 non-sworn employees, in place by December 2018

### **OR**

- 4.2 738 fully sworn police constables and 180 non-sworn employees, in place by June 2020

- 5      **Note** that a Budget 2017 bid will be submitted for funding for these agreed additional staff, and the associated operational costs.

Authorised for lodgement

Hon Judith Collins

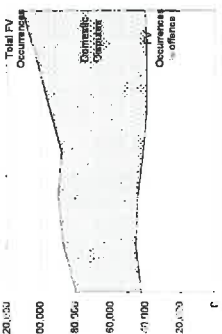
Minister of Police



# 1. DEMAND

## FAMILY VIOLENCE

### FAMILY VIOLENCE OCCURRENCES



The graph illustrates the volumes of family harm responses:

- Family Violence occurrences represents the total volume of calls attended regardless of whether they end up with criminal charges. Since June 2009 total occurrences attended increased by 55%, with more than 100,000 events a year.
- Family Violence occurrences with offence represents calls attended where offences laid at least one criminal charge. Over the same period, incidents with offences have not increased at all.
- Domestic Disputes represent calls attended that do not result in an offence. In this period there has been an increase of more than 100% in Domestic Disputes.

This demonstrates lower levels of tolerance in society, but also represents a significant increase in demand for Police. Officers attend, provide prevention advice and refer to services when required, often spending significant time at each dispute.

*Note this data is from operational databases for the purposes of demonstrating police demand. These are not official crime statistics.*

### More than

**1 hour** of officer time per incident

### More than

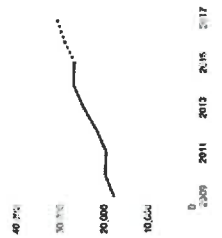
**110,000** family violence investigations

### 47% of

homicides are family violence related

## MENTAL HEALTH

### MENTAL HEALTH RELATED INCIDENTS



**51%** increase in combined mental health incidents since 2009



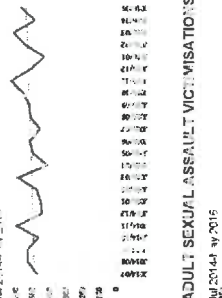
**173** FTE officers annually dealing with mental health at a cost of \$21m

- ACTIONS**
- \$12m in Vote Health to increase enable people to access mental health help earlier.
  - Triaging mental health services via 111 calls to Police/Health communication centres and referring to appropriate agencies.
  - Mental health taskforce established.
  - Intervention plans for frequent users of police and mental health services to reduce calls for service

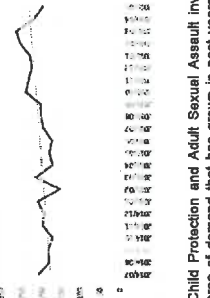
- DEMAND PRESSURES**
- 4% increase in mental health incidents per year
  - 6% increase in attempted suicides per year.
  - People with mental health issues are over-represented as victims of crime.

## CHILD PROTECTION & ADULT SEXUAL ASSAULT

### CHILD OFFENCE VICTIMISATIONS



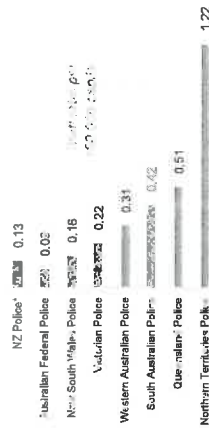
### ADULT SEXUAL ASSAULT VICTIMISATIONS



Child Protection and Adult Sexual Assault investigations is an area of demand that has grown in past years, that is complex and requires specialist skill and intensive resourcing. As at 8 August 2016, 446 cases were awaiting member assignment (noting high priority cases are assigned immediately). This level of unassigned cases has been consistent in the last two years.

## ONLINE CHILD EXPLOITATION

### CHILD PROTECTION RESOURCES DEDICATED TO ONLINE EXPLOITATION, NZ and Australia compared by jurisdiction



In the last 2 years, OCEANZ has coordinated several investigations with international partners that have resulted in 700 referrals for domestic and international investigations teams. The referrals have resulted in numerous arrests of offenders and the rescue of children from abuse.

OCEANZ receives 2-3 reports a week of self-generated child exploitation material involving New Zealand children.

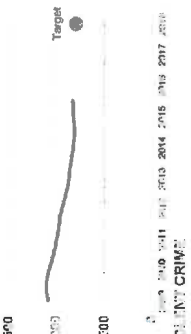
In 2015, Police recorded 58 proceedings against identified offenders for offences involving child exploitation material, 50 of which involved Police taking court action.

Offenders ranged in age between 8 and 87, with 17 offenders being aged between 20 and 29. One offender was female and 48 offenders were European.

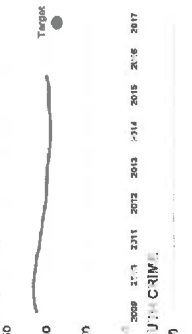
*\*New Zealand figures as of December 2014*

## BPS CURRENT & TARGETS

### TOTAL CRIME

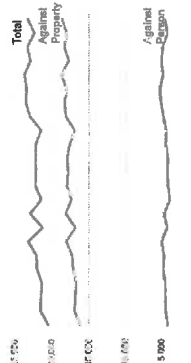


### YOUTH CRIME



## VICTIMISATIONS

### MONTHLY RECORDED July 2014 - May 2016

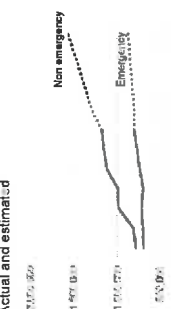


Overall, the victimisation rate is up 3.3%, or 11,507 victimisations on a year-to-date comparison. Over two-thirds (68%) of the overall increase can be attributed to more burglaries.

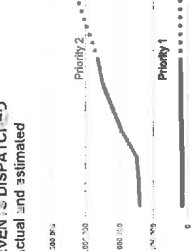
In the 2015/16 YTD, the victimisation rate for 'crimes against the person' increased by 3.8%, and for 'crimes against property' increased by 3.1%.

## CALL VOLUMES

### CALLS FOR SERVICE FROM PUBLIC

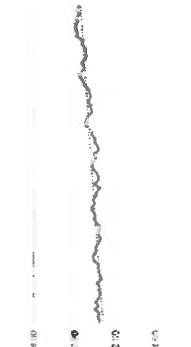


### EVENTS DISPATCHED



**34%** Increase in calls for service since 2009  
Call phone use is contributing to increased call volumes

## AVERAGE ATTENDANCE TIME FOR INCIDENTS ATTENDED INCREASING



### INCIDENTS ATTENDED BY TYPE AT CLOSURE



The average time spent attending calls has increased around 20% since 2009. This reflects a more complex operating environment (more family violence and mental health incidents, for example)

The number of non-offence calls for service has increased since 2009, while the number of offence calls for service has remained relatively stable.

Since 2009, the percentage of calls for service that are non-crime calls has increased from **64% to 73%**

## POLICE SERVICES

Police has a presence in 350+ communities throughout New Zealand, including remote areas to ensure emergency coverage is available 24/7.

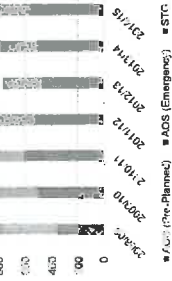


Since a low in 2013, road deaths have risen by **72** in the previous 12 months. Hospitalisations from crashes have increased **13.5%** in the last 12 month rolling total

## 2. DEMAND: CHANGING NATURE OF CORE DEMAND

### CHANGING PATTERN OF ARMED OFFENDERS SQUAD AND SPECIAL TACTICS GROUP CALL OUTS

The rollout of additional firearms into front line vehicles circa 2011 has led to a decline in the total number of AOS emergency deployments. Districts continue to use AOS for pre-planned operations to assist with the execution of search warrants where it is anticipated that firearms will be present.

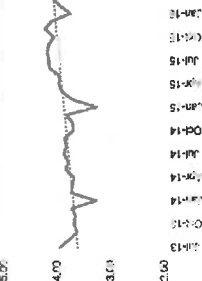


Overall STG deployments have been tracking upwards over recent years, primarily due to STG supporting a number of Organised Crime and National Security investigations / operations which have multiple phases requiring individual deployments.

NOTE: The deployment numbers do not provide an indication of resources committed e.g. a single STG deployment may take 2 hours while another may be required 24/7 for five days.

\*Figures as at 15 June 2016

### AVERAGE NUMBER OF COURT APPEARANCES TO CASE DISPOSAL



The average number of court appearances required of Police staff prior to Case Disposal has increased by approximately 0.23 court appearances per case over the period July 2013 to May 2016.

On a volume of approximately 100,000 cases per year, an increase in this ratio of 0.23 court appearances per case represents 23,000 additional hearings attended. These often require attendance by frontline staff.

### NEW AND EMERGING DEMAND

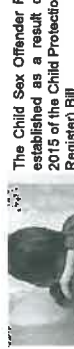
#### METHAMPHETAMINE ACTION PLAN



In 2015 in Waikato district Police, together with Ministry of Health, ran Operation Daydream focused on methamphetamine. The operation targeted suppliers, hard core users, and community prevention. The operation was very successful and is now being expanded to the rest of the country.

These kinds of targeted operations are very effective but require resourcing and are not sustainable without ongoing investment.

#### CHILD SEX OFFENDER REGISTER (CSOR)



The Child Sex Offender Register (CSOR) was established as a result of the introduction in 2015 of the Child Protection (Child Sex Offender Register) Bill.

Police are required to maintain an up-to-date register of persons convicted of sexual offences against children, and to monitor individuals for the duration their offence requires they be on the register (from 8 years to life).

Maintenance of the register requires both Registry staff and field officers. The number of field staff will need to increase from an initial 22 as the number of offenders on the Register increases over time.

### INCREASED MEDIA AND PUBLIC AFFAIRS DEMAND

The seven-day-a-week Police Media Centre launched in mid-May 2016. Based upon its first few weeks of operation we can now forecast for 16/17 that NZ Police will manage:

- 17,000 (proactive and reactive) media issues per year
  - 40,000 media calls for service per year (some issues have multiple calls)
- These are in addition to OIA requests.

NZ Police publish around 8,000 media releases and alerts per year - far more than any other government agency.

Due to the changing media environment (24/7 rolling reporting, increased online reporting) demand for media services increased by 50% between August 2013 and July 2015. Hence, the changes to our media model.

Police has over 430,000 followers on social media. Our reach is huge with one recent Facebook post (Gazza funeral) reaching 3m feeds. The 'Running Man' video reached >30m.

Police is one of the largest producers/sources of media content in the country



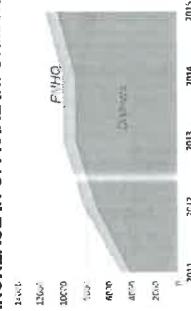
### INCREASE IN OFFICIAL INFORMATION ACT REQUESTS SINCE 2011

There has been a 125% increase since 2011 in the number of OIA requests logged in Police systems. This does not include 'volume' requests handled by Districts such as requests from insurance companies who are assessing individuals' claims resulting from vehicle crashes or other events that have created a police record. Nor does it include media requests, which are counted separately.

The variation in the number of OIAs received by Districts differs by a factor of 1000.

Six Districts log more OIAs than Police National Headquarters.

This volume represents significant impact on frontline time.



#### AIRPORT POLICING



Expansion of international services and operating hours in major airports in New Zealand mean additional Police resource is needed at these airports.

International aviation security requirements mandate a minimum Police presence at international airports. Extended services into these airports require an additional consular FTE to be provided to these airports to meet ICAO requirements.

#### COUNTER-TERRORISM & NATIONAL SECURITY

The changing terrorist threat and evolving All of Government efforts to reduce the risk of terrorism and improve resilience has placed increased resource pressure on Police. This stems from:

- the resource intensive demands of specific operations, which can be of particularly long duration and involve specialist (and limited) surveillance, investigation, tactical and supporting resources
- delivering increased preventative and other supporting efforts, which require Police to extend existing activities or introduce new activities such as support to a fixed threat assessment unit
- the need to increase leadership and management capacity, to organise and implement increased Police activity and to enable Police to fulfil its obligations to interagency activities.



#### PROCEEDS OF CRIME



Under the Criminal Proceeds (Recovery) Act 2009 Police established Asset Recovery Units (ARUs) to identify and seize assets that resulted from criminal activity.

To date, ARUs have restrained over \$386m in assets and more than \$91m in assets have been forfeited.

For every \$1 that the ARU spends, it returns \$4 in forfeitures, resulting in a return to the Proceeds of Crime Fund of \$2.14 with the remaining \$1.86 going to third parties and other government funds.

International estimates indicate that less than 1% of illicit money flows are disrupted. There is clearly huge unmet demand and scope for disruption of criminal networks on a large scale.

#### FAMILY VIOLENCE LEGISLATION CHANGE



Changes to Family Violence legislation relating to Protection Orders, Police Safety Orders and new offences will have significant workload impacts on Police.

Police has highlighted these impacts and implications in a separate Cabinet paper.



#### Returning offenders / deportees

The Returning Offenders (Management and Information) Act 2015 requires Police to actively manage returning offenders and deportees



#### Countering violent extremism

Increased activity in other security agencies will increase workload for Police to build and maintain community resilience



#### Online reporting

Planning is also underway to make online reporting of crime and other incidents easier for the public

These initiatives are expected to further impact on incoming calls for service and Police demand.



#### Online offending

is growing and changing rapidly across the globe. Assuming that Police retains responsibility for online crime, this is an area that will need a much heavier focus, different skillsets, and further resourcing in coming years.



#### Single non-emergency number (SNER)

is being planned and will enable faster and easier contact with Police and reduce the load on 111 service


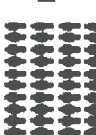







#### Police frontline ICT demands

Mobility, Fleet and property vs technology

### 3. INTERNATIONAL COMPARISONS

All ratios and figures are derived from 2015 data. Countries selected on basis of similar land area and/or similar population, and similar policing environment and style

NEW ZEALAND	ENGLAND & WALES	SCOTLAND	VICTORIA	QUEENSLAND	NEW SOUTH WALES	BRITISH COLUMBIA
4,600,000 population 268,201 km <sup>2</sup>	57,000,000 population 243,610 km <sup>2</sup>	5,295,000 population 78,387 km <sup>2</sup>	5,966,300 population 237,628 km <sup>2</sup>	4,793,946 population 1,852,642 km <sup>2</sup>	7,600,000 population 809,444 km <sup>2</sup>	4,631,302 population 944,735 km <sup>2</sup>
<b>11,913</b> total Police staff 30.1 km <sup>2</sup> per officer	<b>207,140</b> total Police staff 1.9 km <sup>2</sup> per officer	<b>24,025</b> total Police staff 4.5 km <sup>2</sup> per officer	<b>17,426</b> total Police staff 16.3 km <sup>2</sup> per officer	<b>15,000</b> total Police staff 168.4 km <sup>2</sup> per officer	<b>20,629</b> total Police staff 48.5 km <sup>2</sup> per officer	<b>12,227</b> total Police staff 109.4 km <sup>2</sup> per officer
 517 population per officer 386 population per staff	 449 population per officer 275 population per staff	 306 population per officer 220 population per staff	 401 population per officer 337 population per staff	 436 population per officer 320 population per staff	 455 population per officer 368 population per staff	 537 population per officer 379 population per staff
<b>NCA</b> National Crime Agency Provides: national intelligence, cyber crime, organised crime and drugs, counter-terrorism. Some functions have been protected from the budget cuts to the UK Police forces, and some, in the case of cyber crime and counter-terrorism, have received substantial additional investment.	<b>NPOC</b> National Police College of Policing Provides: national intelligence, cyber crime, organised crime and drugs, counter-terrorism. Some functions have been protected from the budget cuts to the UK Police forces, and some, in the case of cyber crime and counter-terrorism, have received substantial additional investment.	<b>NCA</b> National Crime Agency Provides: national intelligence, cyber crime, organised crime and drugs, counter-terrorism. Some functions have been protected from the budget cuts to the UK Police forces, and some, in the case of cyber crime and counter-terrorism, have received substantial additional investment.	<b>ACC</b> Accident Compensation Corporation Provides: national intelligence, cyber crime, organised crime and drugs, counter-terrorism.	<b>AFP</b> Australian Federal Police Provides: national intelligence, cyber crime, organised crime and drugs, counter-terrorism.	<b>NSW Police</b> Provides: national intelligence, cyber crime, organised crime and drugs, counter-terrorism.	<b>RCMP</b> Royal Canadian Mounted Police Provides: national intelligence, cyber crime, organised crime and drugs, counter-terrorism; commercial vehicle policing; transit police.

#### NOTES

NZ Police gains efficiencies from its centralised delivery of:

- Training (RNZPC)
- ICT
- Procurement
- HR
- Single hierarchy (one Commissioner)
- Single jurisdiction

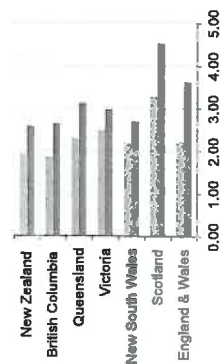
From the UK National Audit Office report June 2015:

Police forces have successfully reduced costs since 2010-11 and crime has reduced over the same period. But this is an incomplete picture: the available indicators of financial stress are limited, and there is insufficient information on service stress.

Crime statistics do not capture all crime, and the police do more than deal with crime-related incidents. However, most forces do not have a thorough evidence-based understanding of demand, or what effect's their costs. It is therefore difficult for them to transform services intelligently, show how much resource they need, and demonstrate that they are delivering value for money.

#### STAFFING

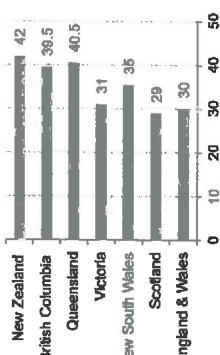
per 1,000 population



- Number of Police officers per 1,000 population
- Number of Police staff per 1,000 population

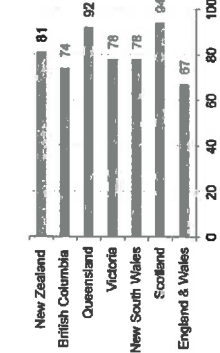
#### RECORDED CRIME PER OFFICER

(an indicator of how busy officers are)



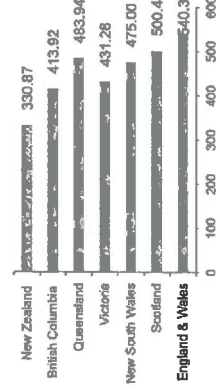
#### CRIME RATE

per 1,000 population



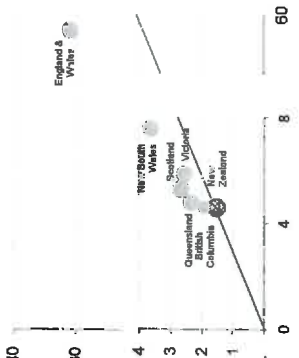
#### EXPENDITURE ON POLICING

per capita, converted to NZD at Sept 2015 rates



#### POPULATION AND POLICE BUDGETS

converted to NZD at Sept 2015 rates

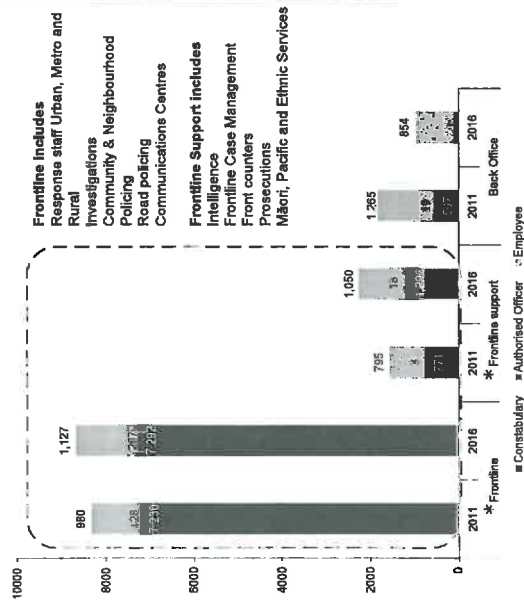






## 4. RESOURCING

### CURRENT RESOURCE ALLOCATION TO FRONTLINE, FRONTLINE SUPPORT, AND BACK OFFICE FUNCTIONS



\* Formal designations of these categories need to be agreed; these are indicative and not to be used externally

### Ratio of employees to sworn

1:4

based on the current ratio of employees to sworn staff in frontline and frontline support roles

### Cost of administration relative to number of employees

Source: 2014/15 EARS survey results

Entity	Cost per Organisation FTE (\$)
New Zealand Defence Force	\$10,520
Department of Corrections	\$12,458
New Zealand Police FY14/15	\$14,588
New Zealand Fire Service Commission	\$14,978
New Zealand Police FY13/14	\$15,002
Ministry of Social Development	\$21,300
Ministry of Justice	\$25,481
Inland Revenue	\$28,522
Ministry of Education	\$30,369
Ministry of Business, Innovation and Consumer Affairs	\$71,779
<b>Average</b>	<b>20,000</b>
<b>Cost per Organisation FTE (\$)</b>	<b>20,000</b>

### OPTION 1: ACHIEVE AND MAINTAIN RATIO TO DEC 2018

Based on the desired national ratio of 1 officer for 500 population, and on projected population growth, by December 2018 we will require an additional

**612** fully sworn Constables and an additional **150** employees

to manage the additional workload in Frontline and Frontline Support roles including specialist roles

	Jun 2016	Dec 2018
NZ Population	4,685,138	4,759,440
Ratio of sworn to population	526	500
FTE	8,907	9,519
Growth		612
Ratio of employees to sworn (rounded)	1:4	1:4
FTE	2,177	2,327
Growth		150

### RECURRING & ONE OFF COSTS

	2017/18	2018/19	2019/20	2020/21
	\$m	\$m	\$m	\$m
Recurring Costs	54,325	99,988	98,048	97,715
One-Off Costs	10,177	5,801	0,352	-
<b>TOTAL OPERATING</b>	<b>64,502</b>	<b>105,589</b>	<b>98,400</b>	<b>97,715</b>
Capital Costs	9,100	5,586	0,462	-

### NEW FRONTLINE AND FRONTLINE SUPPORT EMPLOYEES TO FILL SPECIALIST AND SUPPORT ROLES TO MEET DEMAND INCLUDING:



### OPTION 2: ACHIEVE AND MAINTAIN RATIO TO JUNE 2020

Based on the desired national ratio of 1 officer for 500 population, and on projected population growth, by December 2018 we will require an additional

**738** fully sworn Constables and an additional **180** employees

to manage the additional workload in Frontline and Frontline Support roles including specialist roles

	Jun 2016	Dec 2018	Jun 2020
NZ Population	4,685,138	4,759,440	4,822,560
Ratio of sworn to population	526	500	500
FTE	8,907	9,519	9,645
Growth		612	738
Ratio of employees to sworn (rounded)	1:4	1:4	1:4
FTE	2,177	2,327	2,357
Growth		150	150

### RECURRING & ONE OFF COSTS

	2017/18	2018/19	2019/20	2020/21
	\$m	\$m	\$m	\$m
Recurring Costs	54,398	103,822	115,344	117,778
One-Off Costs	10,177	5,980	1,824	0,336
<b>TOTAL OPERATING</b>	<b>64,575</b>	<b>109,802</b>	<b>117,168</b>	<b>118,114</b>
Capital Costs	9,100	5,796	1,596	0,420

## 5. RESOURCING: INVESTMENT IN POLICE

### GOALS

- 1 Progress towards BPS target of 20% reduction in total crime

- 2 Increased feelings of trust and confidence in Police

- 3 New Zealanders are safer, and feel safer in their communities

- 4 Adopt an evidence based policing and Social Investment approach

### WE WANT TO INVEST MORE EFFORT IN...



More resources assigned to resolving volume crime especially burglary and violence

Better response to crimes that affect most people



Continue to increase community presence – "more street than station" – to build trust and confidence

Increase feelings of safety  
Target 80% trust & confidence



Enable greater choice in the way the public accesses police services

Easier and more responsive to public expectations

### VICTIMISATION RATE IS UP 3.1% – WE WILL NEED RESOURCES TO ADDRESS GROWING DEMAND IN...



Invest in specialist skills to tackle cyber crime and fraud  
Less than 5% of fraud is currently prosecuted



Police is the lead agency in terms of the operational response to a range of national security problems. Ensure we have the resources to deliver on our commitments to maintain national security



Target organised crime through civil and criminal processes and gangs through AOC Action Plan  
International evidence suggests <1% of illegal money flows are currently being intercepted



Resource the Methamphetamine Action Plan to keep pressure on dealers and hard core users



Demand is up 51% since 2009. Provide greater support for dealing with calls for service involving mental health issues  
Justice Sector estimates 35% of people proceeded against by Police have mental health issues



Police are leading and supporting a high level of commitment to family violence interventions, and new responsibilities are likely.



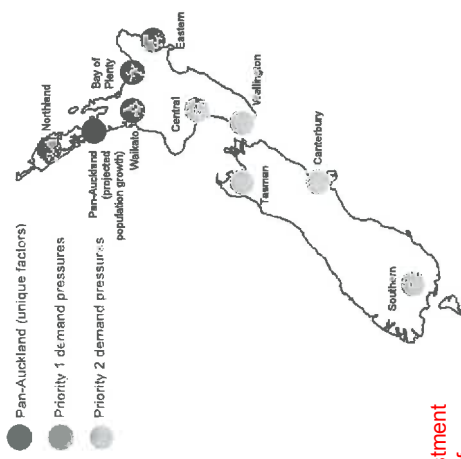
Meet the on-going demand for Adult Sexual Assault and Child Protection investigations  
Currently 448 files are unassigned, reflecting a unmet demand (note that files are triaged and highest priority files are assigned immediately)



Additional resources are required in Police districts to manage high risk offenders on the Child Sex Offender Register

### REGIONAL PRESSURES

While an officer to population ratio is appropriate as a national guideline, at district level crime is not uniformly spread across districts. Staffing levels according to a demand-based model of crime indicate that resourcing in districts is currently uneven. The colour gradient represents the degree to which a district is under pressure according to the demand-based model criteria



The information regarding fraud quoted above, was later shown to be incorrect and removed from later versions of the investment package papers. The New Zealand Banker's Association has informed Police that its members do not report all instances of identified fraud for a variety of reasons, therefore 'reported fraud' is likely to be significantly under reported. All complaints of fraud received by Police are assessed and prioritised on receipt.

### BENEFITS AND IMPACTS

#### BENEFITS

- IMPROVE Response to family violence



Improve outcomes for families in line with all of government priorities

- REDUCE Harmful crime e.g. burglary, violence



Increase resolution rates for burglary and violent crimes

- INCREASE Trust and confidence in Police



Trust and confidence 80%

- REDUCE Impact of gangs and organised crime activity on NZ



NZ is the safest country in which to live, visit and do business

- DIRECT significant benefits to wider government priorities of reducing social harm



Significant contribution to Social Investment approach across agencies

- BETTER Deployment and use of tactics through evidence-based approach and Police High Performance Framework



Improved public satisfaction with policing services across the country

- INCREASE Police efforts in high-risk and vulnerable communities



Reduce victimisations in our most vulnerable communities

- IMPROVE Public access to policing services through a range of new channels



Contribute to BPS Result 10: New Zealanders can complete their transactions with government easily in a digital environment