

**DRAFT – NOT GOVERNMENT POLICY - NOT CONSIDERED BY
CABINET COMMITTEE**

Budget sensitive

In Confidence

Office of the Minister of Police

Investing in Police

Proposal

- 1 This paper seeks agreement to fund a package of initiatives that will significantly increase Police resourcing through Budget 2017. Agreement ahead of the Budget cycle will enable Police to begin planning to increase recruit numbers from July 2017, as part of a plan to deliver world-leading Police services to the public.

Executive Summary

- 2 Criminal offending across New Zealand fell significantly from 2009 – 2014. This drop in crime coincided with both the recruitment of 600 extra Police following the election of the National-led Government in 2008, and the introduction of the *Policing Excellence* change programme in 2009 that included Police's *Prevention First* operating model.
- 3 Excellent results and significant productivity gains were made under Policing Excellence and Prevention First. A particular focus on developing and utilising mobility enabled officers to spend more time on the beat and in communities, and this resulted in the equivalent of an extra 354 frontline officers in time savings.
- 4 The productivity gains over the past five years has enabled the successful delivery of policing services with static staffing numbers and increasing overall demand. However, these gains have now been fully reinvested.
- 5 Police numbers have remained relatively stable since 2011, with around 8900 sworn officers and 3000 non-sworn employees. At the same time, the Police environment has become increasingly complex and time-consuming, particularly in dealing with family violence, child protection and adult sexual assault, organised crime and mental health.
- 6 Calls for Police service have increased significantly, as a result of both changing public attitudes and increasing mobile phone access and usage. Police is also placing more emphasis - and spending significantly more time - on supporting victims of crime.
- 7 The past two years have seen an upturn in offending, with particular increases in burglary, robbery and assault. The current Better Public Services 7 target of a 20% reduction in the total crime rate by June 2018 is unlikely to be met if current trends continue.
- 8 Police is now seeking further investment to enable the fully resourced implementation of Prevention First to drive down crime and ensure New Zealanders are safe, and feel safe.
- 9 This paper proposes a targeted and evidence-based 'Policing 2020' package that represents the largest investment ever made in Police, in order to transform our Police service and help New Zealand become the world's safest country.

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10 It includes funding for 1165 extra constabulary and 295 non-sworn employees with a series of initiatives built around the following themes:

- A. Investing in regional and rural policing
- B. Delivering 24/7, connected and accessible services
- C. Policing our largest, most diverse and fastest growing city
- D. Addressing current and future demand for service

11 A summary of these initiatives under each theme are as follows:

A - Investing in rural and regional policing

- 100 extra Police for regional stations across New Zealand, enabling more stations to move from 'business hours' activity to 24/7 Police response hubs
- Currently, around 88% of New Zealanders live within 25km of a 24/7 Police base. Transforming 15-20 stations to 24/7 capability will increase this to around 95%
- 40 extra Police to establish a *Rural Duties Officer Network* specifically focused on building relationships and focusing on issues affecting rural New Zealanders

B - Delivering a 24/7 connected and accessible service

- Introduce new single non-emergency number Section 9(2)(f)(iv) Official Information Act 1982 and enable online reporting
- Expand the emergency and establish new non-emergency 24/7 communications centres
- Rapidly increase the development of real-time mobility for frontline Police

C - Policing our largest, most diverse and fastest growing city

- Future proof Auckland's medium term needs with 200 additional Police (in addition to other new resources) to meet future population growth and increasing demand. Includes 10-20 ethnic liaison officers predominantly focused on Indian and Asian communities
- 'Eagle' helicopter to be on-call 24/7 across the Auckland region with 1500 additional flying hours to respond to serious crime, fleeing drivers and search and rescue.

D - Addressing current and future demand for service

- 200 extra Police to strengthen frontline emergency response around New Zealand (in addition to 140 in the regional and rural initiative)
- 355 extra Police for Tactical Crime Teams to focus on crimes that affect most people (e.g. burglary, theft) and specialist staff dealing with youth offenders
- 50 extra Police to tackle family violence, child abuse and neglect through multi-agency programmes and alongside partners
- 100 extra Police to make up Organised Crime Taskforces to target organised crime, gangs and methamphetamine (addressing both demand and supply)
- 100 extra investigators for serious crime including child abuse and sexual assault

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- 20 extra Police (constabulary) and 45 non-sworn skilled specialists to support national security and counter online criminal offending.
- 11 Recently identified additional requirements on Police resulting from policy and legislative changes in areas including family violence, youth justice and potential *Investing in Children* initiatives would be met within the resources being sought in this proposal.
- 12 By focusing on supporting communities, becoming increasingly accessible, responding to a changing Auckland, and using evidence-based deployment to beat demand, NZ Police will be well positioned to provide a world-leading service to the public.

Background - Demand for Police services continues to grow

- 13 Police is available 24/7, and must be able to deploy to any part of the country on demand. Police is one of the few agencies whose staff routinely go into the homes of the most vulnerable, and as such, Police play a critical role in bringing solutions for the most at risk individuals and families.
- 14 Police is experiencing a growing demand in traditional areas of policing, as well as facing demand in new and emerging areas resulting from demographic and population changes, new technology, and changing public expectations in areas such as family violence. The attached A3s outline some of these demand pressures.
- 15 Demand growth is across most of the core areas of frontline Police business. For example:
- Total calls for service from the public have increased 34% since 2009
 - Recorded victimisations in 2015/16 increased by more than 12,000 on 2014/15 (more than 4% increase) led by a 13% increase in burglary. The 'total crime rate' BPS measure is also increasing, putting the 20% reduction target by 2018 at risk
 - 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 a year) with a typical incident taking 5.5 hours of officer time to resolve¹
 - Following global trends, Police has observed a significant recent increase in the supply of methamphetamine by organised crime groups. 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.
 - The number of Child Protection and Adult Sexual Assault investigations has also grown in past years. These investigations are complex, requiring specialist skill and intensive resourcing. As at 8 August 2016, 446 cases were awaiting assignment to an officer for investigation (noting high priority cases are assigned immediately). This level of unassigned cases has been consistent over the last two years.

¹Budget 2016 funded initiatives to increase support for people to access mental health services at an earlier stage, including a mental health triage system which will help strengthen the system for mental health response to people who reach out to police, health, social, and community services at a time of mental health crisis or distress, identifying appropriate responses, referrals and support.

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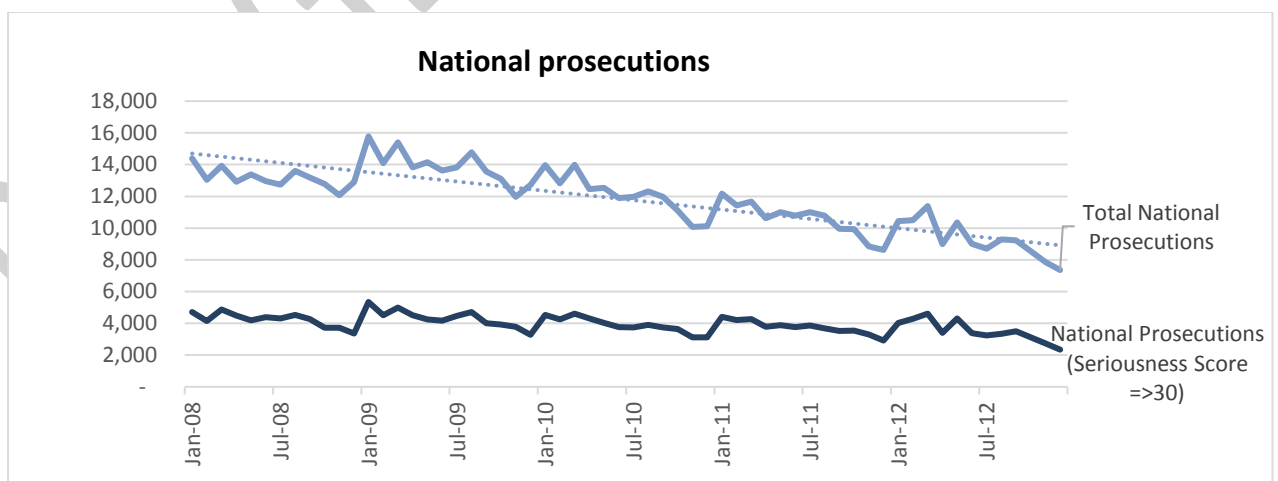
- 16 In addition to the growing demand in traditional areas of policing, there are a number of new and emerging areas of demand that will provide an increasing challenge to Police. The key areas include:
- **Section 9(2)(f)(iv) Official Information Act 1982**
 - Corporate fraud – Police is currently only able to investigate a small fraction of fraud cases referred from the banking sector.
 - Under the Criminal Proceeds (Recovery) Act 2009 Police established Asset Recovery Units (ARUs) to identify and seize assets resulting from criminal activity. To date, ARUs have restrained over \$386m in assets and more than \$91m in assets have been forfeited. International estimates indicate that less than 1% of illicit money flows are disrupted. There is significant scope for further disruption of organised crime networks on a large scale and investigative opportunities that leads to further asset seizures.
 - Development of a 24/7 single non-emergency number and enabling online reporting will make Police more accessible, but is also likely to generate additional lower-level calls for service.
 - Child Sex Offender Register – maintenance of the register requires both registry staff and field officers. Police has been funded, through Budget 16, for the registry staff however the fieldwork component is coming from existing resources. It is a specialised area that will require significant offender engagement and a prevention focus to monitor and manage the risk of reoffending.
 - 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 extremely resource intensive and mean that officers are reprioritised away from other 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 to fully support the *Investing in Children* programme of work.
- 17 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 are allocated to where demand dictates. However, even relatively small staffing changes in an effort to deploy to demand often creates a significant negative public reaction, particularly in smaller regional areas.
- 18 To be able to keep communities safe and respond to public calls for service Police must be able to keep themselves safe. To do this police officers need to be appropriately trained and equipped, consistent with the Health and Safety at Work Act 2015. Police is increasing the number of staff that are trained and equipped to higher response levels.
- 19 The Tactical Environment Safety Programme (TESP) is a key initiative to increase the current trained and equipped state of Police staff. TESP includes a proposal to increase the number of fully trained first responders by 1811. If approved it will place an additional training requirement on these staff of an extra two days per year (3622 days).

Steps taken – efficiency and effectiveness

20 Police has made significant productivity gains to manage the 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. These gains include:

- A new deployment model that delivered increased accessibility to communities, and generated an estimated 220,000 hours savings per year for re-investment.
- 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 an increase in frontline FTEs and a net decrease in frontline support and back office FTEs since 2011.
- Mobility roll-out of smart phones and tablets to more than 9000 staff: approximately 30 minutes of officer time per shift was gained, generating an estimated 520,000 hours per year for re-investment into the frontline.
- Staff have gained access to a modern, portable, centrally supported computer set-up that allows them to do their work without being tied to a particular location. This is helping the organisation meet increasing demand, become more efficient, improve service delivery, and maintain high levels of trust and confidence.
- Police has funded all its investment in mobile technology through baseline, and in doing so has created a platform to continue innovation into the future.

21 As well as generating more frontline officer time through the Policing Excellence transformation programme, Police reduced the numbers entering into the justice sector pipeline. The introduction of alternative resolutions, alongside a reduction in crime, the number of prosecutions nationwide dropped by approximately 39%, as illustrated below.

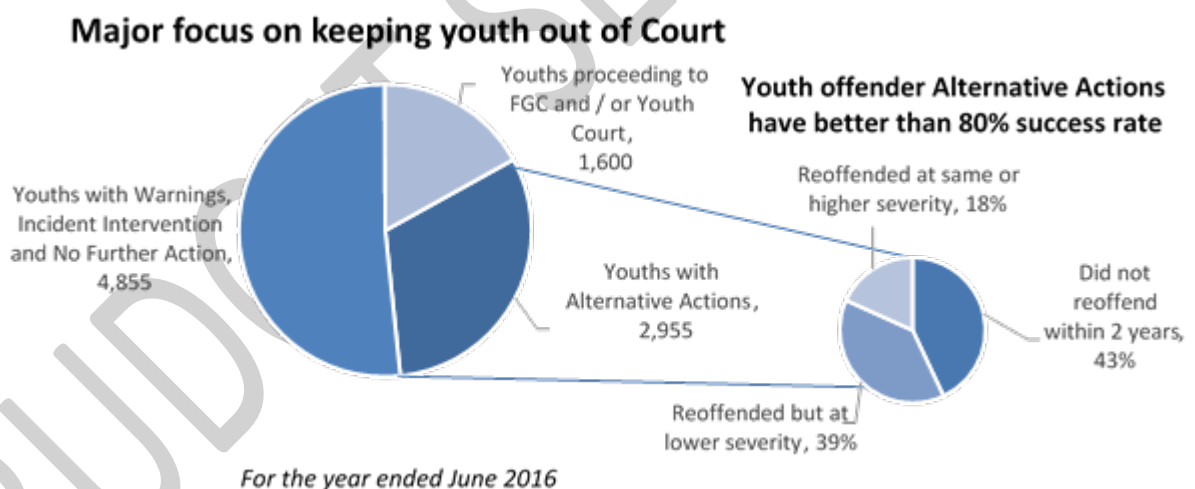


22 Alternative resolutions generally take less time to resolve whilst maintaining an appropriate outcome for the victim and offender. These include:

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- Pre-Charge Warnings which are given after arrest for a comparatively minor offence e.g. crimes often committed by offenders who are intoxicated, and many of whom have not previously offended. These reduce the burden on Courts and the justice system by reducing the volume of prosecutions for less serious offences.
- Iwi/Community panels which target the upper-level of offences that can be resolved without charge and prosecution and where a pre-charge warning is not considered a sufficient response. These panels address factors associated with offending behaviour as well as helping to achieve broader social outcomes.

- 23 These incidents are resolved via a warning and do not need an initial court event or require a prosecutor to undertake a diversion interview and monitor their diversion conditions. This saves both frontline and prosecutor time for more serious charges.
- 24 Alternative responses for Youth are more effective at reducing reoffending therefore Police focusses on non-Court / prison options first and foremost.
- 25 Draft research by the Ministry of Social Development in September 2016, compares the 12 months after warnings to the 12 months before for 20,626 cases. In 73% of cases, youth reduced the frequency of their offending, and 77% reduced the total seriousness of their offending.
- 26 In the 12 months after being warned, only a minority (10%) of the youth reoffended and had a resulting youth justice Family Group Conference. A subsequent custodial sentence was rare (0.5% of cases).



- 27 These efficiency gains from *Policing Excellence* and *Prevention First* have been fully reinvested in response to increasing demand for Police services, and to continue servicing a growing population.
- 28 Continuing to manage demand through further triaging and reprioritising could ultimately lead to reductions in Police response times, further resolution rate decreases and increases in backlogs in investigation cases. This will likely have a corresponding negative impact in the public's trust and confidence in Police.

Investment proposal for Police services

- 29 In our 2008 Election Policy, the Government committed to bringing the ratio of 'police to population' to 1:500 and to maintaining that level over time. The current ratio stands at around 1:526.
- 30 While this represented an important commitment to law and order at the time, both Police and I recognise that the 'police to population' ratio is an imperfect predictor of policing resourcing requirements. If strictly applied it does not reflect true demand upon Police.
- 31 Police has therefore developed a series of initiatives which take into account changes in population and demographics, Police's service delivery, and changes in Police demand. This comprehensive approach will further transform policing in New Zealand and improve the policing services provided to all New Zealanders.
- 32 The series of initiatives are built around the following themes:
- A. Investing in regional and rural policing
 - B. Delivering 24/7, connected and accessible services
 - C. Policing our largest, most diverse and fastest growing city
 - D. Addressing current and future demand for service
- 33 I am seeking agreement for additional Police resources through Budget 2017. I am proposing funding for a package that will deliver an extra 1165 sworn officers and 295 non-sworn Police employees.
- 34 Police will immediately commence planning for the recruitment and training of additional staff, following public announcements. The first additional recruits would enter the Police College from July 2017.

A) Investing in regional and rural policing

- 35 Regional communities have different pressures and concerns to our urban centres. People can feel the geographic challenges and isolation from support services more keenly. Residents are less transient than urban areas, and specific issues can affect the resilience of entire communities. High tourist areas can also pose challenges.
- 36 There are also ongoing persistent issues that require Police attention in rural areas where theft of beehives and stock theft are ongoing issues.
- 37 With constrained resources, it is often justified from a demand perspective to move resources towards higher population areas. However, moving even a single officer from a small town can often have a significant impact on feelings of safety and well-being for local residents.
- 38 At the resourcing level proposed in this paper, Police has committed to deploying a total of 140 extra officers to regional stations to ensure Police are visible, accessible, safe and able to respond to the needs of our smaller population areas.
- 39 I fully support Police's proposal to bolster the ranks and capacity of Police in the regions, to ensure that Police are close at hand when needed.

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Initiative 1: Increase the number of Police bases with 24/7 capability

- 40 100 sworn officers would be committed to bolster regional policing and high demand rural stations, increasingly moving a number of existing stations to a 24/7 response capability (as opposed to 24/7 public front counter). Police will eventually have a 24/7 Police hub within 25km of 95% of the New Zealand population.
- 41 This will provide superior service and provide extra confidence and a sense of safety for regional populations that an officer is on duty, nearby and available around the clock.

Initiative 2: Establish a Rural Duties Officer Network and Rural Intelligence capability

- 42 40 sworn officers supported by non-sworn rural intelligence analysts would be dedicated to focus on rural issues, building strong local networks and supporting confident rural communities.
- 43 Working in a similar way to other liaison officers, this network would also focus on supporting more isolated rural communities not located within 25 kilometres of a 24/7 Police response hub.

Benefits of investment

- 44 These initiatives would have a number of direct and indirect benefits. By increasing the number of 24/7 response hubs, more people in regional areas will feel safer knowing more Police are on patrol and available nearby, 24/7. It will have road safety benefits and help in areas that see high seasonal tourism numbers.
- 45 It also sends a strong signal that Police is committed to retaining their presence in the regions, at a time when residents may feel that other businesses and agencies are looking to centralise.
- 46 Through the Rural Duties Officer Network, Police will build stronger relationships with community leaders and members, and ensure there is specific Police resource focused on addressing the issues that face rural communities. This will mean specific rural issues such as stock rustling, beehive theft, trespass and other issues that currently do not receive a lot of Police attention will be properly addressed.

B) Delivering 24/7, connected and accessible services

- 47 New Zealand has one of the most connected, technologically-enabled Police services. However, significant opportunities exist to invest further in service delivery, mobility and technology to support the frontline to be even more visible, accessible and informed.
- 48 All investment in Police's mobility programme to this point has come from existing baseline funding, and Police is now at the point where it needs new investment in order to continue driving innovation and products.

Initiative 3: Introduce a 24/7 single non-emergency number and enable online reporting

- 49 The current Police service delivery model does not meet the expectations of a modern, public facing organisation. There are more than 300 different local station numbers, and it can be difficult to get correct information about opening hours.

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- 50 The public often report being confused about how to contact Police for non-emergency matters, and have trouble getting through when they try their local police station. More than 1.8 million calls are made to local stations each year. As a result, people often dial 111 for non-emergency situations, putting pressure on the emergency Communications Centre.
- 51 Police is planning changes to its service delivery model to improve accessibility by the public, through both a centralised 24/7 telephony service, and by enabling online reporting of crime and other information to Police.
- 52 Planning is relatively advanced and the centralised telephony model is expected to be operational from the second half of 2017, followed by the introduction of a national single non-emergency number **Section 9(2)(f)(iv) Official Information Act 1982** in early 2018.
- 53 It is anticipated that this initiative will lead to a modest increase in crime reporting and the system will be developed with appropriate support to ensure that crime reported in this fashion receives an appropriate response. The system would be strongly linked to the investments in frontline response and tactical crime teams.

Initiative 4: Expand the emergency and establish non-emergency 24/7 communications centres

- 54 A new 24/7 centralised call centre of non-sworn employees will allow easier access to Police for non-emergency calls for service. This would also have the benefit of freeing up capacity in the emergency network enabling faster responses to emergency calls. This initiative will also increase accessibility to those who rely on phone communication by choice or necessity, such as the elderly, disabled or those in rural areas.
- 55 The introduction of a single non-emergency number will require a further call centre to ensure that calls are taken and actioned in a prompt manner. Police recognise that the service level of this new initiative is crucial to maintaining the trust and confidence of the public.
- 56 Police is planning on recruiting a further 50 call centre call takers that will not only answer and deal with non-emergency calls, but address demand and free up time for the emergency communications centre.
- 57 By expanding the communication centres resourcing and supporting this with a substantial increase in constabulary frontline response numbers, Police's ability to respond quickly and effectively to calls for service will be significantly boosted, meaning better service for the public, and ultimately communities that are safer, and feel safer.

Initiative 5: Rapidly increase the development of real-time mobility for frontline Police

- 58 Police has, and continues to make extensive use of innovation and technology to meet many of its challenges. In particular, Police's mobility programme has revolutionised the way Police work, enabling them to be more efficient and effective than ever before by improving the ability of officers to complete more administration out in the field.
- 59 Police will use added technology resourcing to speed up proof of concept trials and provide efficiencies in data entry and collation (if the entire criminal justice sector is digitised). Case timeliness and quality will improve through use of family violence video evidence (leading to early entry of guilty plea), and the ability to use technology to share information between Police, Justice and defence representatives.

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- 60 A fully digital frontline will provide major efficiency and productivity gains, not just for Police. For example, the Family Harm Solution under development will provide frontline Police with enhanced risk assessment measures enabling a faster and effective safety-focussed response for victims of family violence and their children, including actions taken with the predominant aggressor. It will enable officers to focus on the people involved rather than process and paperwork. It will support rapid information flows to other agencies and family violence programmes such as Integrated Safety Response.
- 61 This initiative, to significantly ramp up the development of mobility products for the frontline requires annual investment of \$10 million capital plus \$4 million operating.

Benefits of investment

- 62 Police seeks to deliver the best possible service to the public, which means being more accessible, responsive and informed on the ground. Introducing a 24/7 non-emergency number, online reporting, and investing in further mobility and technology initiatives will ensure better access to Police services and a modern, informed and mobile Police workforce.
- 63 While a significant investment, Police believes the benefits from continuing to develop mobile technology for the frontline are hard to overstate. This level of investment would enable Police to rapidly increase the delivery of innovative products for the frontline through to 2021 with support from its technology partners.

C) Policing our largest, most diverse and fastest growing city

- 64 The Auckland region appears likely to remain under relative pressure from rapid population growth, a large youth population, and increasing diversity that can result in complex and unforeseen policing issues.
- 65 In addition to resources from other initiatives that will naturally be shared by Auckland districts based on current demand, it is proposed to tag constabulary places for the wider Auckland region to be deployed where demand dictates in the third phase of the recruitment deployment plan from 2019/20.

Initiative 6: 200 extra Police for the Auckland region to meet future demand

- 66 To address future demand from our most diverse and fastest growing city 200 sworn officers will be assigned to Auckland in the third phase of the recruitment deployment plan from 2019/20. This would be in addition to resources from other initiatives that will be shared by Auckland districts based on current demand.
- 67 These numbers would include up to 20 ethnic liaison officers to help Chinese, Indian and other ethnic communities go about their lives and business activities safely and with confidence (liaison officers would be deployed immediately, not in phase three).

Initiative 7: 'Eagle' helicopter on-call 24/7 across Auckland with 1500 additional flying hours

- 68 The Eagle Police helicopter plays a significant role in providing a response to serious crime, through allowing better real time information to be passed to ground units and in many cases from the deterrence factor of its actual presence. It also reduces the risk of

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fatality or serious injury by its involvement in vehicular pursuits². This initiative would require an annual investment of \$2.406 million operating.

Benefits of investment for policing our largest, most diverse and fastest growing city

- 69 Planning for a 200 frontline officer increase in Auckland from 2019/20 will ensure Police remain agile, flexible and able to meet future demand from the Auckland region, including its expansion north and south of traditional boundaries. In essence, it is about future proofing policing services for Auckland over the medium term.
- 70 The 1500 increase in 'Eagle' flying hours will see Police's premiere airborne asset available for deployment 24/7, 365 days a year. It is currently only available at pre-scheduled times, with around 1800 budgeted flying hours annually. The extra hours enable 3 hours flying time for each 8 hour shift.
- 71 The current Helicopter provides an aerial command platform from which to support and provide back up to ground staff. The agility and manoeuvrability of the helicopter allows for a range of operational support benefits. A 10 – 15 minute response time from its base to anywhere within the Auckland region ensures a service delivery faster than any ground staff response.
- 72 The tracking of suspects and potential offenders, the ability to observe from above and illuminate people or places on the ground gives a perspective not achieved from the ground. Using the Forward Looking Infra-Red Camera (FLIR) and the cellular Downlink adds another dimension to policing. It gives situational awareness to operational ground staff (STG and AOS) and command and control staff (Northern Communications) which would otherwise be unavailable. Trust and Confidence is increased for both Police staff and Public alike through the use of Aerial Support.
- 73 Demand for Eagle is increasing throughout the North Island, and it especially valuable for search and rescue missions, being equipped with the best infra-red camera in the country. The proposed new investment would not only help combat crime and offending around Auckland and its surrounding areas, but also save lives through its search and rescue capability.

D) Addressing current and future demand

- 74 Police has always relied on triaging its activity to respond to public calls for service and other demand. This is increasingly happening as demand grows alongside flat staffing numbers. If this continues, it is likely that service and performance will suffer, that may be seen through emergency response times, clearance rates, attendance levels and ultimately affect the confidence New Zealand has in its Police.
- 75 Increasing staff numbers will see Police more accessible to their communities, deliver better service and help prevent and respond to offending and victimisation.

Initiative 8: Frontline response (supported by Communications Centre increase)

² An analysis of pursuit records shows that where the Air Support Unit is involved in a pursuit, there is a 0.5% probability that it will result in a fatality, whereas when Air Support Unit is not involved there is a 2.2% probability that it will result in a fatality. Where pursuits result in serious injury, the injury rate drops from an average of 11.5% to 1.8% when Air Support Unit is involved. Note the 11.5% does not mean that 11.5 out of 100 pursuits result in injury crashes, as 31% of injury crashes involve more than one person injured.

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- 76 200 frontline officers will be committed to high demand areas to increase the speed and capacity of Police to attend priority and emergency events. Faster response times can reduce harm by interrupting crimes in progress by police intervention. Rapid response time also increases the probability of capture and so enhances deterrence.
- 77 The public's perception of Police response time is strongly related to their overall satisfaction of police services. As an outcome of improved citizen satisfaction, individuals are more likely to report a crime to police and improve the likelihood of early resolution.

Initiative 9: Tactical crime teams

- 78 Tactical crime teams would focus on the high volume crime types that affect the most people such as burglary, theft, youth offending and violence. The commitment of 355 sworn officers to these teams would increase investigation capacity and lift clearance rates. Preventing victimisation in these high volume areas will reduce trauma and stress experienced by individuals and their families, build trust and confidence in Police at the community level and deliver safer communities.
- 79 Extra resources will also enable more time for the investigative response and improve the standard of files being prepared for prosecution to ensure a greater likelihood that serious offenders will be taken off the streets. Police will also be able to more effectively undertake proactive interventions earlier in the offending cycle, which are more resource intensive but have a greater positive impact on the pipeline and long term return on investment.

Initiative 10: Tackling family violence through multi-agency programmes

- 80 'Protecting families' joint sector programmes (such as the Integrated Safety Response initiative) will see Police working in partnership with Iwi, government agencies and NGOs to reduce family harm (particularly among Māori). Using the social investment approach 50 sworn officers would remain available to support new initiatives using targeted, evidence-based interventions.

Initiative 11: Organised Crime Taskforces

- 81 Around 100 sworn officers will be dedicated to target organised crime, gangs and drugs. These small but prolific, high impact groups undertake disproportionate levels of criminal activity. Targeting these groups will reduce repeat offending, family violence incidents, inter-generational transmission of criminal behaviour, and other societal harm.
- 82 These taskforces will be used across all Police districts as demand dictates. As well as traditional investigative and enforcement response these officers, working in partnership with the community and health services, will assist in the reduction of social harm from drugs and decrease the impact of organised criminal groups such as gangs on our communities.

Initiative 12: Investigators for Child Protection, Adult Sexual Assault, and other serious crime.

- 83 Targeting those who offend against the youngest members of our communities, 100 sworn officers will focus primarily on clearing the backlog of unassigned child protection cases. Over time Police will be able to increase response times and undertake prevention activity to combat this offending. This extra investigative resource will also

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allow Police to better manage other serious offending caseloads, including adult sexual assault.

- 84 As with the tactical crime teams the extra resource would also enable more time for the investigative response and improve the standard of files being prepared for prosecution to ensure a greater likelihood that serious offenders will be taken off the streets.

Initiative 13: Strengthen National Security and capability to counter Online Criminal Offending

- 85 With 45 specialists non-sworn and 20 sworn officers Police will increase its capability to combat new and growing national security challenges and online offending.
- 86 This initiative will support efforts to close the gap between Police's technical investigative capability and changing criminal use of technology, including the internet and social media. Police will be better able to respond appropriately to the techniques used by criminals to conceal their activities, as well as keep up with technological change. This is particularly the case for the most serious types of crime, such as child abuse (particularly online child exploitation), homicides, organised crime, and threats to national security.
- 87 Police will be better equipped to meet the increasing demand for investigations with cyber and other high tech elements. The new Cyber Security Strategy increases the focus on this area, and Ministers have signalled the need to invest to develop capacity and capability to address cybercrime and improve cyber security.
- 88 New Zealand continues to be a relatively low threat environment. However in the context of the increased terrorism threat level and numerous attacks in peer nations in recent year, there is a need to strengthen proactive risk reduction and readiness activities. This initiative will support a more formal, planned and integrated approach to counter terrorism investigation as well as intelligence and prevention activities.

Benefits of investment to address current and future demand

- 89 Increasing staff numbers will see Police more visible and accessible in communities, improve response times, clearance rates, and provide more capacity to focus efforts on activities and actions that prevent crime and victimisation. It will ensure high levels of public trust and confidence in Police, and feelings of safety in the community.
- 90 Police will be able to more effectively undertake proactive interventions earlier in the offending cycle, which are more resource intensive but have a greater positive impact on long term offending.
- 91 The initiatives are based on Police's known high demand areas. Staff will be deployed to the areas that have highest unmet demand based on evidence through operational data and crime statistics. All Districts will receive an increase in constabulary staff.
- 92 The additional investment will also enable Police to more effectively deal with serious crime, including child protection and adult sexual assault cases. Targeting organised criminals and gangs, Police will seek to seize more assets, disrupting criminal activity and reduce the financial gain to criminal groups. Police will also be better able to address the growing challenges around national security and online criminal offending.

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- 93 Additional investment supports Police's Prevention First approach to address the drivers of crime. It will enable Police and other justice and social sector agencies to reduce medium and long-term pipeline impacts.
- 94 The better resourcing of Police together with improved design of the referral and social service delivery processes, delivered through other social and justice sector programmes, will help target early intervention towards those most at risk through use of the investment approach.

The importance of non-sworn employees

- 95 Alongside constabulary numbers, this paper proposes an increase in non-sworn police employees. These positions are for roles that are important to maintaining service and response levels as well as public confidence.
- 96 Non-sworn roles 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.
- 97 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, such as communications centre call takers and dispatchers, intelligence analysts, and forensic accountants.
- 98 Police is committed to increasingly supporting a 'more street than station' approach to Policing, and directing constabulary resources to the front line. With this principle in mind, 'front-line support' positions are usually filled by non-constabulary staff, where constabulary powers are not required for the positions
- 99 Constabulary staff are 42% more expensive than non-sworn staff on average, based on total costs including personnel, operating, vehicle, and depreciation/capital charge costs.
- 100 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 of constabulary staff in support functions are higher than would be preferred. Investment in non-sworn positions to support increases in constabulary numbers would constitute the best return on investment from a financial perspective.
- 101 Under Policing Excellence the Future, a number of positions have been identified where constabulary officers could be replaced by non-sworn staff and released back to front line positions.
- 102 Police will look for opportunities to use any additional employees in districts to release existing officers in middle and back office roles 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.

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Police will absorb extra demand requirements due to other agency legislation

Additional Police agreed for family violence legislation changes

- 103 On 22 August 2016 Cabinet agreed a change to the Vote Police appropriation, from 2018-19, to allow for 66 additional sworn officers, required to meet forecast demands for policing services to operationalise the changes to the family violence legislation. [CAB-16-MIN-0420 refers].
- 104 Those additional 66 sworn officers will be considered as comprising a component of the 1165 being sought in this proposal to be found within the initiative resourcing (primarily frontline response and TCTs) and costings have taken account of this.

Section 9(2)(f)(iv) Official Information Act 1982

Implementation and timing

- 106 The critical element to implementation of these initiatives is the recruitment and training of new staff. Recruitment of new officers, after acceptance, involves 16 weeks training at the Royal New Zealand Police College (RNZPC). Maximum recruitment with existing processes would be an extra 300 recruits per year
- 107 Police will introduce a new 'Core Policing Exam' that will occur prior to commencement of the residential training phase to ensure the online learning modules have delivered to the standard required and all recruits are ready to begin residential training.
- 108 Police are proposing that the initiatives be introduced in three phases over a four year period as outlined in Appendix A. (develop A3)
- 109 The table below shows the increases in staffing numbers.

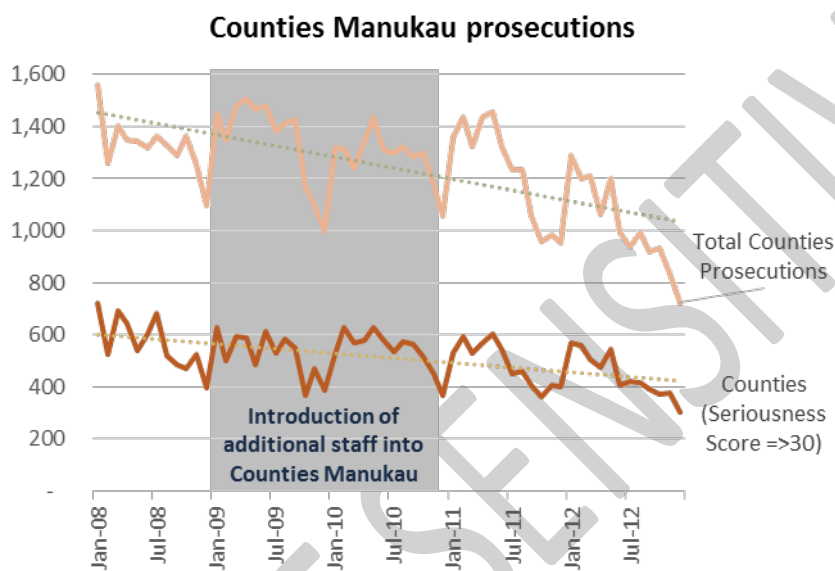
	2017/18	2018/19	2019/20	2020/21	4 year total
Extra sworn officers	293	293	293	286	1165
Extra non-sworn	180	115	-	-	295

Impact on justice sector pipeline – To be updated dependent on pipeline paper

- 110 The impact of this proposal on the justice sector pipeline is expected to be modest in terms of an increase in volume (refer to Appendix B)
- 111 Through the Policing Excellence transformation programme Police generated more frontline officer time. Between 2009 and 2014, Police introduced alternative resolutions for adults which, alongside a reduction in crime, reduced the numbers entering into the justice sector pipeline by approximately 39%.

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- 112 At the same time, Police's Prevention First strategy was introduced. This is founded on a mindset that expects staff to find innovative ways to prevent crime occurring in the first place, which if successful would result in fewer charges.
- 113 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. Over this time, there was no significant increase in prosecutions for total crime, and prosecutions for more serious crime³.



- 114 The extra staff were deployed according to the Prevention First strategy which focuses on addressing the drivers and causes of crime. Any new investment in Police will be against the same Prevention First approach.
- 115 Police acknowledges it is likely that more serious offenders, including those involved in organised crime, will be arrested and dealt with through the criminal justice system. These criminals are smaller in number but create significant harm, and can generate cases requiring longer, more complex jury trials and the support of Crown Law to prosecute. However, targeting a small but prolific, high impact group will reduce repeat offending and significant harm without adding significant volume to pipeline.

Consultation

- 116 To Come.

Financial Implications

- 117 The financial implications of the package of initiatives are summarised in the table below. Over the upcoming four year plan period (2017/18-2020/21) the cost is \$608 million.

	2017/18	2018/19	2019/20	2020/21

³ Measured by offence types where the average outcome is a custodial sentence of one month or more.

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Total Capital and Operating Funding	\$83m	\$132m	\$170m	\$209m
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Human Rights

118 This papers has no human rights implications.

Legislative Implications

119 This paper has no legislative implications.

Regulatory Impact Analysis

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

Gender Implications

121 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

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

Publicity

123 Publicity will be managed by my Office in consultation with the Prime Minister's Office.

Recommendations

The Minister of Police recommends that Cabinet:

- 1 **note** that Police numbers have remained relatively stable since 2011, with around 8900 sworn officers and 3000 non-sworn employees
- 2 **note** that, at the same time, the Police environment has become increasingly complex and time-consuming, particularly in dealing with family violence, child protection and adult sexual assault, organised crime and mental health
- 3 **note** that significant productivity gains were made and reinvested under the *Policing Excellence* change programme and the *Prevention First* operating model
- 4 **note** that Police is now seeking further investment to enable the fully resourced implementation of *Prevention First*, focusing on supporting communities, providing better service deliver, responding to a changing Auckland, and deployment to beat demand
- 5 **note** that this paper proposes a targeted and evidence-based 'Policing 2020' package that represents the largest investment ever made in Police
- 6 **note** that this package includes funding for 1165 extra constabulary and 295 non-sworn employees with a series of initiatives built around the following themes:

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- Investing in regional and rural policing
- Delivering 24/7, connected and accessible services
- Policing our largest, most diverse and fastest growing city
- Addressing current and future demand for service

11 **note** that the financial implications of this package is \$594m over four years from 2017/2018 to 2020/21

12 **approve** the following changes to Vote Police to give effect to the package of initiatives

	2017/18	2018/19	2019/20	2020/21
Total Capital and Operating Funding	\$83m	\$132m	\$170m	\$209m

13 **note** that agreement ahead of the Budget cycle will enable Police to begin planning to increase recruit additional numbers from July 2017.

Authorised for lodgement

Hon Judith Collins
Minister of Police

APPENDIX A: PHASED IMPLEMENTATION




OVERVIEW A targeted and evidence-based 'Policing 2020' package is being proposed that represents the largest investment ever made in Police, in order to transform our Police service and help New Zealand become the world's safest country.

It includes funding for 1165 extra constabulary and 295 non-sworn employees with a series of initiatives built around the following themes:

- Investing in regional and rural policing
- Delivering 24/7, connected and accessible services
- Policing our largest, most diverse and fastest growing city
- Addressing current and future demand for service

It is proposed to implement the initiatives in three phases over a four year period. The majority of the initiatives within each phase can happen simultaneously and are not ranked in order of priority.

Note: indicative timings only

	PHASE ONE	PHASE TWO	PHASE THREE
Investing in regional and rural policing	Rural Duties Officer Network established		
	First stations transition to 24/7 in Northland, Waikato and others	Complete rural staffing to increase all the 24/7 Police response hubs	
	Extra staff prioritised to high demand regions such as Northland and Eastern Districts		
24/7, connected and accessible services	Deliver centralised telephony	Phase one for online reporting capability	Online crime reporting capability fully in place with extra resources available to respond
	Deliver single non-emergency number		
	Extra communication call centre staff to meet 111 service levels		
Policing our largest, most diverse and fastest growing city	Increasing frontline mobility development		
	Increase in ethnic liaison officers		
	Extra 'Eagle' helicopter flying hours		
Addressing current and future demand for service		Extra pan-Auckland staff begin to be put in place	Bulk of additional 200 pan-Auckland resources to account for future population growth
	Tactical Crime Teams established and growing in all districts to focus on high-volume crime such as burglary	Full strength Tactical Crime Teams	
		Capability for national security and online offending	
		Organised Crime Taskforces in each district	
		Investigators for serious crime and specialist youth aid staff	
			50 staff for Integrated Safety Response-type cross-agency family harm programmes (available sooner if required)
			Remainder of staff in place

ADDITIONAL RECRUITS *Note: maximum recruitment with existing processes of extra 300 recruits per year*

FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21
293 additional constabulary staff recruited	293 additional constabulary staff recruited	293 additional constabulary staff recruited	286 additional constabulary staff recruited
180 additional non-constabulary staff recruited	115 additional non-constabulary staff recruited	Zero additional non-constabulary staff recruited	Zero additional non-constabulary staff recruited

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Appendix B: Potential increases in Justice Sector pipeline and mitigating factors

