

Chair, Cabinet Committee on State Sector Reform and Expenditure

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 now in order to increase recruit numbers and start delivering better outcomes from July 2017, as part of a plan to deliver on Police's mission – to make New Zealand the *world's safest country*.

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, improved trust and confidence, and significant productivity gains were made under *Policing Excellence* and *Prevention First*. A particular focus on developing and utilising mobility, funded within baseline, enabled officers to spend more time on the beat 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, adult sexual assault, organised crime and mental health.
- 6 Demand on Police time, and calls for Police service have increased significantly. For example, calls for family violence-related events increased more than 50% since 2009 to more than 110,000 annually. 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 will not be met if current trends continue.
- 8 Continuing to manage demand through increased triaging and reprioritising could ultimately lead to reductions in Police response times, resolution rate decreases and

In confidence

increases in backlogs in investigation cases. This will likely have a corresponding negative impact on the public's trust and confidence in Police.

- 9 Police is now seeking further investment to enable it to address increasing demand, drive down crime, and build on the excellent gains made through *Policing Excellence*. The new investment will build on the *Prevention First* operating model programme and use data and evidence in its implementation, to help ensure New Zealand has the world's best police service.
- 10 This paper provides Ministers with options in respect of three targeted and evidence-based 'Policing 2020' packages.
- 11 This investment is about more than just constabulary numbers. As a package, these initiatives will ensure Police is more visible, accessible and responsive to the public. It will help Police maintain law and order, prevent harm and victimisation, bring offenders to justice, and provide rehabilitation opportunities to prevent reoffending to help make New Zealand the world's safest country. At the full level of investment it will enable Police to allocate additional resources to preventative policing.
- 12 An overview of the three packages, including details of what the investment will be used for, and with a clear link to the benefits and expected outcomes, is provided in the attached A3.
- 13 It is important to note that the packages cannot be 'mixed and matched'. For each area of investment there is a minimum viable level of new resources that are required to achieve higher levels of impact and performance and deliver agreed outcomes. Police have carefully considered options, and scaled the investment needed. Each package has therefore been developed to be considered individually and on its own merits.
- 14 Package 1 – Prevention to change the trajectory of rising crime will focus on a 10% reduction in serious crime and provides Police with a range of new and enhanced capabilities focused on halting the rise in crime, reducing social harm and providing additional reassurance and capability across rural New Zealand and Auckland. It delivers major return in respect of targeting the proceeds of crime. Package 1 delivers the maximum benefit to the community in return for the largest ever investment in Police. It will require funding of \$555 million over 4 years, which will enable the recruitment of 1165 additional sworn staff and 295 non-sworn staff. Implementation is proposed in three phases over a four year period, swearing in around 300 recruits each year from 2017/2018.
- 15 This level of investment will enable Police to address rising crime; the increasing volume and complexity of current and future demand for service; effectively target criminal money and assets; invest in regional and rural policing, boost services in our largest, most diverse and fastest growing city; and deliver 24/7, connected and accessible services. It will lift police visibility across the country and allocate significant new resources to prevention-focused policing with the aim of reversing rising crime trends.
- 16 Package 2 – Targeted crime response will enable Police to lift response rates to meet demand and implement additional targeted crime fighting initiatives with a focus on gangs, organised crime and family violence. This package will require the investment of \$484 million over about 3 years which would enable Police to recruit 825 sworn staff and 245 non-sworn staff.

- 17 This investment will allow Police to respond to key areas of rising demand, target specific organised crime problems and provide more capability to tackle family harm through multi-agency initiatives. Police will be more visible, responsive and deliver a better criminal justice service. There would be with no dedicated extra resources for rural New Zealand or Auckland and more limited additional capacity for prevention-focused policing, with consequentially less impact on current crime trends.
- 18 Package 3 – Meeting demand pressures is about catching up on current demand. It provides better front-line and response policing capabilities including for high priority crimes such as burglary. There would be additional investment in extra investigators for serious crime including child abuse and sexual assault. This package has a more limited impact on organised crime, drugs and gangs including in the regions and does not ‘future proof’ Auckland. Package 3 will require investment of \$402 million which would enable Police to recruit 625 sworn and 195 non-sworn staff over about 2 years.
- 19 At this level of investment the Police focus would be on meeting demand and responding to high-impact ‘volume’ and more serious crime. There would be no extra prevention-focused policing.
- 20 The new investment set out in this paper will cover the additional Police requirements from already agreed policy and legislative changes in family violence (packages 1 and 2), most of the currently understood potential *Investing in Children* initiatives and anti-money laundering initiatives.
- 21 A consideration in the timing and 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 is around an extra 300-320 recruits per year, meaning new investment will be spread over up to 4 years.
- 22 To support the new investment Police has developed a number of key targets to galvanise, focus and align the organisation at every level and help drive performance, to help make New Zealand the world’s safest country. The high level targets proposed by Police are:
- 10% reduction in serious crime¹
 - 25% reduction in repeat Māori offending²
 - 90% public trust and confidence in Police³

A set of operational *performance indicators* will align with the new investment and are set out in the attached A3 summary. Assuming full new investment these would include:

- A 40% increase in the residential burglary resolution rate (baseline 8%)
- At least 95% of all home burglaries attended⁴ within 7 days (baseline 90%)

¹ Work underway with Justice Sector agencies. To be aligned with new BPS Target

² The baseline is 15,343 repeat Maori offenders in 2016. The number and type of offences to be measured will be developed

³ The baseline measure is 77% for 2015/16

⁴ As was noted with announcement of Police’s ‘full attendance policy’ there will always be cases where it is not possible or appropriate for Police to attend, eg. a holiday house burglary that may have occurred months earlier, and the victim is not

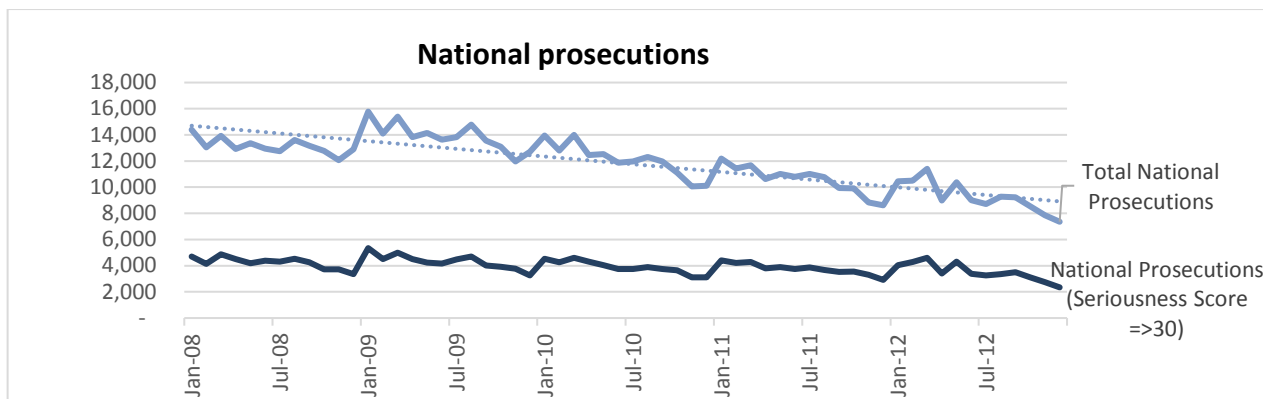
In confidence

- *At least 90% of 111 emergency calls answered within 10 seconds (baseline 85%)*
- *10% increase in prosecutions for serious drug offending*
- *Reduce median urban emergency response time (below baseline of 7m52s)*
- *Reduce median emergency non-urban response time (below baseline of 13m7s)*
- *Reduce the number of unassigned Child Protection files to below 100 nationally (from a current number of 446) and a country average of 5 files under investigation per Child Protection Investigator (national standards currently vary with up to 15 files in high demand locations)*
- *More than double the number of on-line offending investigations by 2020*
- *Proceeds of crime – over the next 4 years, by 2020:*
 - *At least \$400m worth of assets seized (baseline over last 4 years \$230m)*
 - *To return at least \$150m of forfeited assets to the proceeds of crime fund for redistribution for multi-agency prevention and investigative initiatives (2015/16 baseline \$16m)*
- *Reduce offences for dwelling burglary, robbery and public place violence nationally by 10%, with a particular focus in Auckland (Baseline 23,455 offences in Auckland)*
- *Lift public satisfaction levels. New public single non-emergency number and online crime reporting capability rolled out (Improve public satisfaction with Police service delivery – measured through an annual independent survey. Baseline 84%)*
- *Deliver new Police Family Violence operating model including mobility time-savings reinvested in prevention (aligned with all-of-government priorities)*
- *Increase the proportion of sworn (constabulary) staff in frontline roles*
- *Increase EAGLE helicopter airborne flying hours by 10% per 8 hour shift*

- 23 There is significant uncertainty in forecasting potential impacts from increasing Police numbers, and also monitoring these specific impacts separately from other factors that influence the justice pipeline. These factors are both internal and external to the justice sector and include crime trends, legislative and policy settings and the discretion exercised by thousands of individuals across the sector every day – from judges through to constables.
- 24 The ability to fully resource a *Prevention First* model (package 1) offers the potential to offset increases in the pipeline as happened between 2009 and 2014. The introduction of alternative resolutions, alongside a reduction in crime, reduced the number of prosecutions nationwide by approximately 39%, as illustrated below.

present, and reporting for insurance purposes only. The 95% target represents an effective 'full attendance' rate for operational purposes, on the basis 1 in 20 reports are not appropriate for Police to attend.

In confidence



- 25 Equally, as part of the *Prevention First* model Police reduced the number of proceedings against offenders from 255,295 to 173,563 between 2009/10 and mid 2016 – a total drop over the period of 32%.
- 26 These initiatives contrast with a larger number of prisoners, indicating that Police are not the main drivers of prison volume in recent years.
- 27 International literature suggests that in general, the impact of Police numbers on crime rates cannot be reliably modelled. The impact of police numbers on pipeline impacts within the wider context of future crime trends is equally challenging to forecast. Future impacts will also be influenced by 'how much' investment is able to be allocated to prevention-focused policing.
- 28 All agencies, however, do agree that there are opportunities to better manage and drive down sector pipeline volumes, and that these need to be urgently considered.
- 29 Section 9(2)(f)(iv) Official Information Act 1982
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- 32 It is acknowledged that there will be flow on costs for Justice and Corrections and I propose that these are agreed for either 2 or 4 years.

INVESTING IN POLICE: THREE PACKAGES

SWORN STAFF⁵

PREVENTING CRIME AND REDUCING SOCIAL HARM									
INITIATIVE		BENEFITS		INDICATIVE OUTCOMES		PACKAGE 3	PACKAGE 2	PACKAGE 1	
		Police has developed a number of overarching Ultimate Targets		10% reduction in serious crime 25% reduction in repeat Māori offending 90% trust and confidence in Police					
MEETING DEMAND PRESSURES PACKAGE 3	200 extra Police to strengthen frontline emergency response including the additional 66 FTE already approved resources to tackle family violence	Improved response to calls for service More visible Police presence in priority locations		Reduce median urban emergency response time (below baseline of 7m52s) Improve Police family violence response and lift support for All of Government ISR work		This package costs \$402m over 4 years To be achieved through 625 sworn and 195 non sworn			
	300 extra Police for Tactical Crime Teams to focus on youth offending and crimes that affect most people (e.g. burglary, theft)	Prevent youth crime through more proactive interventions with young offenders Higher resolution rates for priority crimes (e.g. burglary) Higher service levels for victims of burglary/theft Extra opportunities to work with repeat offenders to reduce further reoffending Improved prosecution case file quality (fewer court delays) Meet public expectation that offenders brought to justice		Increase dwelling burglary attendance rates to 95% within 7 days (baseline 90%) An increase in the residential burglary resolution rate by 40% (baseline 8%)					
	25 additional Police (constabulary) and 45 non-sworn skilled specialists to support national security and counter online criminal offending	Keep ahead of serious offending with enhanced capability to focus on online offending, such as online child exploitation, organised crime, and threats to national security Increase resilience within at-risk communities Stronger approach to counter terrorism investigations		At least double the number of on-line offending investigations					
	100 extra investigators for serious crime including child abuse and sexual assault	Deal with unassigned child protection cases Combat serious offending Better manage serious crime caseloads and speed up preparation of Police files		Over 3 years reduce the number of unassigned Child Protection files to below 100 nationally (from a current number of 446) and a country average of 5 files under investigation per CPT investigator (national standards currently vary with up to 15 files in high demand locations)					
TARGETED CRIME RESPONSE PACKAGES 2 & 3	100 more Police to make up Organised Crime taskforces to target organised crime, gangs and methamphetamine (addressing both demand and supply)	Focus on the most serious offenders to prevent harm Reduce impact of gangs on our communities Boost partnerships working with community and health services Work with international partners to tackle drug importation and other transnational crime Reduce social harm from drugs such as methamphetamine Support the methamphetamine action plan and ministerial gangs action plan		10% increase in prosecutions for serious drug offending Increase referrals for drug use to community and health services Proceeds of crime – over the next 4 years, by 2020: <ul style="list-style-type: none">At least \$400m worth of assets seized (baseline over last 4 years \$230m)To return at least \$150m of forfeited assets to the proceeds of crime fund for redistribution for multi-agency prevention and investigative initiatives (2015/16 baseline \$16m)					
	100 extra Police to reduce family and community harm – including through multi-agency efforts	Targeted approach to reduce family violence, child abuse and neglect Continue to develop evidence-based interventions with other agencies and partners Support the investment approach to addressing complex social issues, building on existing work Provide high risk families with improved support Help break the cycle of intergenerational family dysfunction		Deliver new Police FV operating model to support AOG initiatives Deliver new FV harm-focused mobility applications – creating a digital dividend in time, cost and information that can be shared with other agencies					
PREVENTION TO CHANGE THE TRAJECTORY OF RISING CRIME PACKAGES 1, 2 & 3	200 additional Police to meet Auckland’s growth and increasing demand. Includes 10 to 20 ethnic liaison officers predominantly focused on Indian and Asian communities	Improved preventative approach across regions Turn 15-20 regional hubs to 24/7 capability (result in 95% of NZers living within 25km of a 24/7 police base). This will provide more flexibility to Police around overall property footprint Better service levels for regional communities Ensure a dedicated police resource focused on understanding and addressing the issues facing rural communities		Reassured and resilient rural communities Improve public satisfaction with Police service delivery – measured through an annual independent survey Reduce median emergency non-urban response time (below baseline of 13m7s)					
	140 extra Police for regional hubs , enabling move from ‘business hours’ activity to 24/7 Police response; and 40 Police (of the 140 officers for regional policing initiative) to establish a Rural Duties Officer Network	More preventative action to future proof Auckland’s medium term needs Liaison officers to help Chinese, Indian and others live and do business safely and with confidence Boost visible Police presence across Auckland		Confident and resilient ethnic communities working collaboratively with Police to reduce harm Reduce by 10% offences for dwelling burglary, robbery and public place violence across Auckland (baseline 23,455 offences)					
						This package costs \$484m over 4 years To be achieved through 825 sworn and 245 non sworn			This package costs \$555m over 4 years To be achieved through 1165 sworn and 295 non-sworn

⁵ NOTE that to reflect operational realities, all numbers should be considered as having a 10% margin of flexibility in the way staff are eventually deployed.

INVESTING IN POLICE: THREE PACKAGES

NON-SWORN STAFF

PREVENTING CRIME AND REDUCING SOCIAL HARM					PACKAGE 3	PACKAGE 2	PACKAGE 1
	MEETING DEMAND PRESSURES PACKAGE 3	50 non-sworn staff in Communications Centres to increase call-taking capacity for emergency calls , and provide response for Single Non-Emergency Number (SNEN)	Improved response time with calls for service Provide additional support for mental health calls Increased public confidence and feelings of safety through faster call response Reduce public confusion over how to contact Police for non-emergency issues Reduce pressure on emergency system dealing with non-emergency calls	At least 90% of 111 emergency calls answered within 10 seconds. (Baseline 85%) Reduction in number of non-emergency calls received via 111	195 non-sworn	245 non-sworn	295 non-sworn
		45 non-sworn skilled specialists to support national security and counter online criminal offending	Keep ahead of serious offending with enhanced capability to focus on online offending , such as online child exploitation, organised crime, and threats to national security Stronger approach to counter terrorism investigations	More than double the number of investigations for on-line offending by 2020			
		100 non-sworn staff in supporting roles to manage additional workload including: file management , intelligence , taskforce support, investigations support, mental health support, rural support, frontline enablement	Retain front line officers on the frontline – without non-sworn staff to do these functions, sworn officers will have to be removed from frontline roles to backfill, thereby reducing frontline presence Improve the standard of files being prepared for prosecution to ensure faster justice and a greater likelihood that serious offenders will be taken off the streets	Increase the proportion of sworn staff in frontline roles			
		Non-sworn staff to manage on-line reporting processes	Enable public to report some crimes on line Contribute to Digital Government Increase access across channels to Police Reduce burden on emergency system	Roll out an on line crime reporting capability Improve public satisfaction with Police service delivery – as measured through an annual independent survey. (Baseline 84%)			
	TARGETED CRIME RESPONSE PACKAGES 2 & 3	An additional 50 staff in supporting roles to manage additional workload including: file management , intelligence , taskforce support, investigations support, mental health support, rural support	Retain front line officers on the frontline – without non-sworn staff to do these functions, sworn officers will have to be removed from frontline roles to backfill, thereby reducing frontline presence Improve the standard of files being prepared for prosecution to ensure faster justice and a greater likelihood that serious offenders will be taken off the streets	Increase the proportion of sworn staff in frontline roles			
	PREVENTION TO CHANGE THE TRAJECTORY OF RISING CRIME PACKAGES 1, 2 & 3	An additional 50 staff in supporting roles to manage additional workload including: file management , intelligence , taskforce support, investigations support, mental health support, rural support	Retain front line officers on the frontline – without non-sworn staff to do these functions, sworn officers will have to be removed from frontline roles to backfill, thereby reducing frontline presence Improve the standard of files being prepared for prosecution to ensure faster justice and a greater likelihood that serious offenders will be taken off the streets				

TECHNOLOGY AND AIR SUPPORT

	TARGETED CRIME RESPONSE PACKAGES 1 & 2	Increase EAGLE helicopter air support to enable 24/7, 365 days a year coverage	Increased airborne presence to improve the ability to tackle serious crime including fleeing drivers Reduce the risks of fatalities in vehicular pursuits	Increase airborne flying hours by 10% per 8 hour shift		
	PREVENTION TO CHANGE THE TRAJECTORY OF RISING CRIME PACKAGES 1, 2 & 3	Significantly ramp up the delivery of Mobility products and services to support frontline policing	Greater frontline productivity, effectiveness and visibility Digital services than can be shared with sector partners	Delivery of new mobility applications including Family Harm application Increased frontline officer time (time savings to be calculated and savings reinvested in prevention focused policing using the well-established Policing Excellence model)		

NOTE: The final set of performance indicators will be agreed depending on what level of investment is selected

Demand for Police services is growing

- 33 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. As such, Police play a critical role in bringing solutions to the most at risk individuals and families.
- 34 Police is experiencing a growing demand in traditional areas of policing. It is also facing demand in new and emerging areas resulting from demographic and population changes, new technology, and changing public expectations.
- 35 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' Better Public Service measure is also increasing, putting the 20% reduction target by 2018 at risk.
 - Family violence incidents attended by Police have increased 55% since 2008/09, and are 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 up to 5.5 hours of officer time to resolve.⁶
 - 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.
- 36 In addition to growing traditional demand, there are a number of new and emerging areas of demand that will provide an increasing challenge to Police. The key areas include:
- 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 incidents are extremely resource intensive and means officers are reprioritised from other organised crime work. National Security is one of Police's core functions under Section 9 of the Policing Act.
 - Online offending is a rapidly growing area of unmet demand. Currently Police has only a limited capacity to respond to this type of crime.

⁶Budget 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.

- Potential additional requirements to fully support the *Investing in Children* programme of work.

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

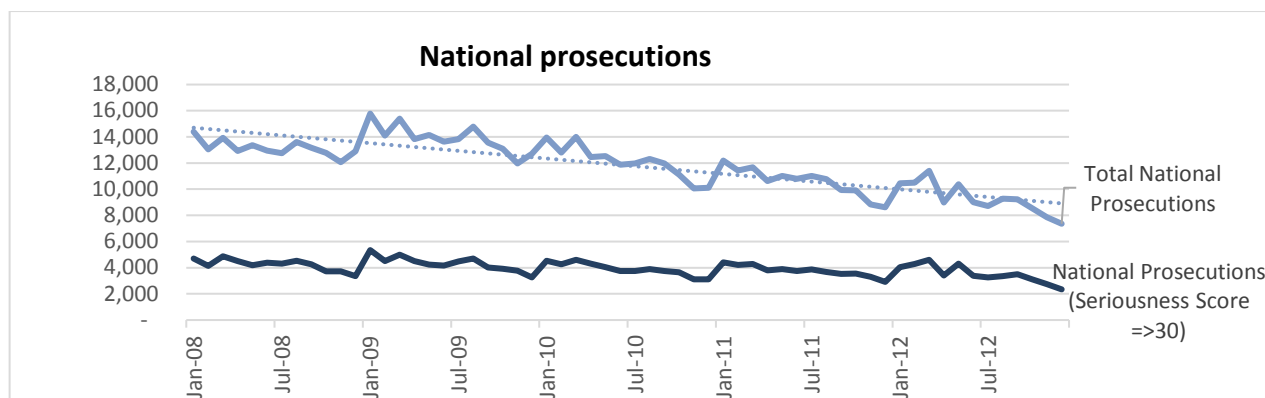
- Corporate fraud – Police is currently only able to investigate a small fraction of fraud cases referred from the banking sector.
- Criminal Proceeds action is continuing to grow. International estimates indicate that less than 1% of illicit money flows are disrupted. There is significant scope for further disruption of organised crime networks on a large scale and investigative opportunities that lead 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.

37 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.

Steps taken by Police – efficiency and effectiveness

- 38 Police has made significant productivity gains to manage the demand experienced over the past five years. 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.
 - 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 which was funded from baseline and reinvested in Police's frontline.
 - New case management processes resulting in more than 400,000 hours of frontline staff time becoming available and reinvested in prevention activity.
- 39 As well as these efficiencies, through *Policing Excellence*, Police reduced the numbers entering into the Justice Sector pipeline.
- 40 Police has reduced the number of proceedings against offenders every year since 2009/10 – with a total drop over this period of 32%⁷. This contrasts with a larger number of prisoners, indicating that Police is not the main driver of prison volume in recent years.
- 41 The introduction of alternative resolutions, alongside a reduction in crime, reduced the number of prosecutions nationwide over a similar time period by approximately 39%, as illustrated below.

⁷ In numerical terms the drop is from 255,295 proceedings to 173,563 proceedings



- 42 Alternative resolutions generally take less time to resolve whilst maintaining an appropriate outcome for the victim and offender. Examples include pre-charge warnings for comparatively minor offence, and 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.
- 43 All of the efficiency gains from *Policing Excellence* and *Prevention First* have now been fully reinvested in response to increasing demand for Police services, and to continue servicing a growing population. Police now require new investment to help tackle the current challenges ahead.

Justice sector context

- 44 Demand on New Zealand's justice sector has grown steadily in recent years, a trend that is consistent with comparable international jurisdictions. This is largely as a result of changing legislative and policy settings reflecting the evolving attitude of society towards crime. For example, changes to the Bail Act makes it harder for serious offenders to be released on bail and changes to the Parole Act 2002 increased the amount of time offenders serve on sentence.
- 45 Criminal offending in New Zealand fell significantly over the period 2009-2014. Despite this our prison population continued to increase. While this appears inconsistent, to an extent it can be considered a positive reflection of how the justice system has responded to the desires of policy-makers and New Zealanders to minimise reoffending of violent offenders.
- 46 Since the introduction of *Policing Excellence* in 2009, the number of offenders being prosecuted has fallen with more offenders receiving formal warnings or other non-prosecution pathways where appropriate. As a result, a greater portion of offenders being prosecuted have committed serious crime such as violence, sexual and serious drug offences. These offenders now represent 70% of the prison population and are serving longer sentences, as well as greater proportions of those sentences. This shows that the system is being tougher, while focusing on the right people.
- 47 A strong response to family violence, both in the community and in the justice system, has seen more offenders being remanded in custody, rather than released on bail. Victims of family violence have been listened to, and offenders are being held longer due to changes in bail procedures. This makes both victims and witnesses safer, but the impact is seen in remand numbers.

- 48 While the recent upturn in crime figures is concerning, overall offending is still below levels seen in 2008/09 before a significant five-year decrease. Nonetheless, the reality is that victimisation is increasing and requires the immediate attention of the Justice Sector and other agencies to help reverse the current trend.
- 49 Identifying, apprehending and charging more serious offenders is likely to add a level of volume to the justice pipeline in the shorter term. However, at this stage the alternative is to fail to bring offenders to justice, or to adopt a weaker response to serious crime. This would expose the public to greater harm and likely worsen the problem in the long term.
- 50 Looking ahead it is clear that the sector faces significant cost pressures at the same time as demand pressures are rising; the nature of crime is changing (particularly as a result of technology); adverse outcomes for 'hard to reach' populations (notably youth and Maori) remain a challenge; and public expectations are rising – not only in terms of their interactions with the justice sector agencies (for example wanting to communicate electronically and online for routine transactions) but also their desire for greater knowledge and transparency around decision-making and sector outcomes.
- 51 That is why the Sector's 4-year plan sets out clear expectations of a more agile criminal justice system that delivers fair and proportionate criminal justice services when and where they are required to meet the needs of the entire community.

Police as a social sector partner

- 52 The public rightly expect their police service to keep them safe, turn up quickly to deal with emergencies and be there to protect society from gang members, violent criminals, drug dealers, burglars, those who offend against children and other criminals. These are, and will remain, Police's core business. The additional proposed investment will allow Police to continue taking firm action to support effective law and order.
- 53 But today's police are much more than just crime fighters. Since the start of *Policing Excellence* and *Prevention First*, Police increasingly acts as a bridge between the justice and social sectors, acting in ways that have at their core the objective of reducing social harm. In a number of key areas Police is leading or supporting others to deliver better long-term outcomes for society. These include:
- reducing the number of offenders entering the justice system by using alternative resolution pathways (such as iwi panels)
 - leading or supporting all-of-government initiatives, such as the Integrated Safety Response to Family Violence in Christchurch and Waikato
 - working with at-risk youth in new and innovative ways to reduce reoffending
 - partnering with other agencies and sharing Police's extensive data to address offending and support victims to get access to the services and support they need.
- 54 These examples show that traditional law enforcement policing and delivering social investment grounded solutions to victims and offenders to reduce social harm are not mutually exclusive.
- 55 The investment in Police delivered through the initiatives in this paper will allow Police not only to be more effective in 'traditional' policing and keeping New Zealanders safe,

but (at the full level of investment) also invest more in prevention-based solutions that tackle long-term, and harder to reach problems, vested in social investment thinking.

Investment proposal for Police services

- 56 The 2008 National election policy 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.
- 57 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, and changes in demand over time.
- 58 Police has therefore developed three packages, with different levels of investment and impact, which take into account changes in population and demographics, Police's service delivery and transformation priorities and changes in Police demand.
- 59 Under all scenarios, *Prevention First* will remain Police's operating model in order to deter, contain, and disrupt criminal activity before serious crimes are committed. The goal is both a falling crime rate *and* fewer offenders being processed through the criminal justice system in order to achieve a safer society with less crime, not one with ever-increasing volumes of prosecutions - such an approach is prohibitively expensive, does little to reduce actual crime, and is unlikely to increase public perceptions of safety.
- 60 The level of new investment provided will ultimately determine the extent to which Police can commit additional resources to build on, and extend, the existing *Prevention First* model.
- 61 An overview of the three packages, including details of what the investment will be used for, and with a clear link to the benefits and expected outcomes, is provided in the attached A3.
- 62 It is important to note that the packages cannot be 'mixed and matched'. For each area of investment there is a minimum viable level of new resources that are required to achieve higher levels of impact and performance and deliver agreed outcomes. Police have carefully considered each option, and scaled the investment needed. Each package must therefore be considered individually, and holistically, on its own merits.
- 63 *Package 1 – Prevention to change the trajectory of rising crime* will focus on a 10% reduction in serious crime and provides Police with a range of new and enhanced capabilities focused on halting the rise in crime, reducing social harm and providing additional reassurance and capability across rural New Zealand and Auckland. It delivers major return in respect of targeting the proceeds of crime. Package 1 delivers the maximum benefit to the community in return for the largest ever investment in Police. It will require funding of \$555 million over 4 years, which will enable the recruitment of 1165 additional sworn staff and 295 non-sworn staff. Implementation is proposed in three phases over a four year period, swearing in around 300 recruits each year from 2017/2018.
- 64 This level of investment will enable Police to address rising crime; the increasing volume and complexity of current and future demand for service; effectively target criminal money and assets; invest in regional and rural policing, boost services in our largest, most diverse and fastest growing city; and deliver 24/7, connected and accessible

services. It will lift police visibility across the country and allocate significant new resources to prevention-focused policing with the aim of reversing rising crime trends.

- 65 *Package 2 – Targeted crime response* will enable Police to lift response rates to meet demand and implement additional targeted crime fighting initiatives with a focus on gangs, organised crime and family violence. This package will require the investment of \$484 million over 4 years which would enable Police to recruit 825 sworn staff and 245 non-sworn staff.
- 66 This investment will allow Police to respond to key areas of rising demand, target specific organised crime problems and provide more capability to tackle family harm through multi-agency initiatives. Police will be more visible, responsive and deliver a better criminal justice service. There would be with no dedicated extra resources for rural New Zealand or Auckland and more limited additional capacity for prevention-focused policing, with consequentially less impact on current crime trends.
- 67 *Package 3 – Meeting demand pressures* is about catching up on current demand. It provides better front-line and response policing capabilities including for high priority crimes such as burglary. There would be additional investment in extra investigators for serious crime including child abuse and sexual assault. This package has a more limited impact on organised crime, drugs and gangs including in the regions and does not 'future proof' Auckland. Package 3 will require investment of \$402 million over 4 years which would enable Police to recruit 625 sworn and 195 non-sworn staff.
- 68 At this level of investment the Police focus would be on meeting demand and responding to high-impact 'volume' and more serious crime. There would be no extra prevention-focused policing.

Addressing the increasing volume and complexity of current and future demand

- 69 Police has always triaged its activity to respond to 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. This may be seen through emergency response times, clearance rates, attendance levels and ultimately affect public confidence in Police.
- 70 Increasing staff numbers will ensure Police is more accessible to their communities, deliver better service and help prevent and respond to offending and victimisation.
- 71 Listed below are the 13 specific initiatives that Police believe will make the most impact in the delivery of frontline services. The initiatives are combined into 3 packages for investment consideration⁸.

Initiative 1: 200 extra Police to strengthen Frontline Response, supported by Communications Centres (included in packages 1, 2 and 3)

- 72 200 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

⁸ NOTE that to reflect operational realities, all numbers should be considered as having a 10% margin of flexibility in the way staff are eventually deployed.

In confidence

times also increases the probability of capture, enhances deterrence and prevents offending.

- 73 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 thus improve the likelihood of early resolution.

Initiative 2: 300 extra Police for Tactical Crime Teams (packages 1, 2 and 3)

- 74 Tactical crime teams will focus on preventing crime types that affect the most people such as burglary, theft, youth offending and violence. The commitment of 300 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.
- 75 Extra resources will enhance Police's investigative response and improve the standard of files being prepared for prosecution to ensure faster justice and a greater likelihood that serious offenders will be taken off the streets. Police will also be able to more effectively undertake proactive preventative interventions – especially with youth – earlier in the offending cycle. This is resource intensive but has a greater positive impact on the justice pipeline and long term return on investment.

Initiative 3: 100 extra Police to tackle family violence and harm to whānau (packages 1 and 2)

- 76 These extra resources for the 'Prevention' side of Police's business will be focused on targeted, evidence-based interventions to help prevent violence, neglect and other victimisation for individuals and whānau who repeatedly present to Police.
- 77 With 100 extra positions, Police will be well positioned to fully contribute to joint sector initiatives and work in partnership with iwi, other government agencies and NGOs to reduce family harm (particularly among Māori) using a social investment approach.

Initiative 4: 100 extra staff to make up Organised Crime Taskforces (packages 1 and 2)

- 78 100 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, drug supply, family violence incidents, inter-generational transmission of criminal behaviour, and other societal harm.
- 79 These taskforces will be used across Police districts as demand dictates, and will work with international partners to tackle drug supply and other transnational crime. As well as traditional investigative and enforcement response these officers will partner with key agencies to reduce social harm from drugs to prevent crime and reduce the impact of organised criminal groups such as gangs on our communities.
- 80 There will be a particular focus on 'following the money' and stepping up efforts to tackle the proceeds of crime. Police will target the seizure of at least \$400m worth of dirty money by 2020 and aim to return at least \$150m of forfeited assets to the all-of-government proceeds of crime fund - for redistribution to investigate, deter and prevent future criminal offending.

Initiative 5: 100 extra Investigators for Child Protection, Adult Sexual Assault, and other serious crime (packages 1, 2 and 3)

- 81 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 allow Police to better manage other serious offending caseloads, including adult sexual assault.
- 82 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 6: 70 extra sworn/ non-sworn staff to strengthen National Security and capability to counter Online Criminal Offending (packages 1, 2 and 3)

- 83 With 45 specialist non-sworn and 25 sworn officers, Police will increase its capability to combat and prevent new and growing national security challenges and online offending.
- 84 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 placed to keep pace with technological changes, particularly around the most serious types of crime such as child abuse (particularly online child exploitation), homicides, organised crime, and threats to national security.
- 85 Police will be better equipped to meet the increasing demand for investigations with a technology component requiring specialist skills. The new Cyber Security Strategy increases the focus in this area, and Ministers have signalled the need to invest to develop capacity and capability to address cybercrime and improve cyber security. Police provides a critical component of this national response and is the lead agency for tackling criminal offending.
- 86 New Zealand continues to have a relatively low threat environment. However, in the context of the increased terrorism threat level and numerous attacks in peer nations in recent years, 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 the increasing volume and complexity of demand

- 87 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, and directly contribute to current and future Better Public Service crime reduction targets.
- 88 Police will be able to more effectively undertake proactive interventions earlier in the offending cycle, which are more resource intensive but, consistent with social investment thinking, have a greater positive impact on long term offending.

- 89 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.
- 90 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.
- 91 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.
- 92 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. Police is already contributing strongly to such proposals and expects to step-up its future efforts.

Investing in regional and rural policing

- 93 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.
- 94 There are also ongoing persistent issues that require Police attention in rural areas where theft of beehives and stock theft are ongoing issues.
- 95 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.
- 96 At the full level of investment, Police has committed to deploying 140 extra officers to regional stations to ensure Police is visible, accessible, safe and able to respond to the needs of our smaller population areas. It will also enable Police to significantly improve its focus on regional prevention-focused policing – a current area of weakness because of resource constraints.
- 97 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.

Initiative 7: 140 extra Police to increase the number of hubs with 24/7 capability (package 1 only)

- 98 140 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). Under this initiative, Police will eventually have a 24/7 Police hub within 25km of 95% of the New Zealand population.

- 99 This will provide superior service, and provide the confidence and sense of safety for regional populations that comes from knowing an officer is on duty, nearby and available around the clock.
- 100 Additionally it will underpin more flexible future regional property options including mobile stations with a 'more street than station' philosophy.

Initiative 8: 40 (of the 140 extra rural officers) to establish a prevention-focused Rural Duties Officer Network and Rural Intelligence capability (package 1 only)

- 101 Up to 40 of the 140 extra officers for regional and rural areas will form a *Rural Duties Officer Network*, to be supported by non-sworn rural intelligence analysts. This resource will be focused on rural issues, building strong local networks and supporting confident rural communities. Deployment will focus on rural areas where evidence indicates the need is greatest.
- 102 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.
- 103 Through the Rural Duties Officer Network, Police will build stronger relationships with community leaders and members, and ensure there is dedicated Police resource focused on addressing the issues that face rural communities. Rural-specific issues and other issues will be more fully addressed. There would be a prevention focus, with an emphasis of reversing rising rural crime.

Benefits of investment

- 104 These regional and rural 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. There will be road safety benefits, and help in areas that see high seasonal tourism numbers.
- 105 Investment in regional and rural policing 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.
- 106 Deployed using the *Prevention First* operating model these new staff would make inroads into rural crime trends and contribute to community safety.

Policing our largest, most diverse and fastest growing city

- 107 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.
- 108 In addition to resources from other initiatives that will naturally be shared by Auckland, extra constabulary staff are also proposed for the wider Auckland region to be deployed where evidence dictates. This will ensure that Police numbers and deployment keep up with the likely future challenges of policing Auckland. There would be a significant prevention focus in order to address particular Auckland crime trends – including burglary, robbery and public place violence. Ethnic communities, in particular, would see a lift in Police's ability to meet their specific needs.

Initiative 9: 200 extra Police, including up to 20 ethnic liaison officers, for the Auckland region to meet future demand (package 1 only)

- 109 To address future demand from our most diverse and fastest growing city, 200 sworn officers will be assigned to Auckland. These new staff would be deployed using the *Prevention First* operating model and would have a focus on reducing the impact of high harm crimes across the city.
- 110 Deployed with a *Prevention First* mind-set and approach 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.

Initiative 10: 'Eagle' helicopter on-call 24/7 across Auckland with 1500 additional flying hours (packages 1 and 2)

- 111 The Eagle Police helicopter plays a significant role in combatting 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 fatality or serious injury by its involvement in vehicular pursuits⁹. This initiative would require an annual investment of around \$2.4 million operating¹⁰.
- 112 Moving to 24/7 air support coverage for Auckland will then enable consideration of cost-effective options to extend Air Support coverage more widely, including for the South and lower-North Island through a needs-based model. Any asset could be deployed for search and rescue, natural disaster recovery efforts, as well as law enforcement.

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

- 113 Planning for 200 additional frontline officers in wider Auckland from 2019/20 will ensure Police remain agile, flexible and able to prevent more crime in 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.
- 114 The 1500 hours 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 will enable 3 hours flying time for each 8 hour shift.
- 115 The 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.
- 116 The tracking of suspects and offenders, the ability to observe from above and illuminate people or places from the air gives a perspective not achieved from the ground. It also provides real-time intelligence to Police's command centres, and situational awareness

⁹ 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.

¹⁰ Based on current rates and subject to appropriate tender and negotiation processes

to operational ground staff that would otherwise be unavailable. Trust and confidence is increased for both Police staff and the public through the use of aerial support.

- 117 Demand for Eagle is increasing throughout the North Island, and is 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.

Delivering 24/7, connected and accessible Police services

- 118 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.
- 119 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 11: Introduce a 24/7 single non-emergency number and enable online reporting (packages 1, 2 and 3)

- 120 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.
- 121 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, and satisfaction levels are much lower than for emergency calls. As a result, people often dial 111 for non-emergency situations, putting pressure on the emergency Communications Centre.
- 122 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.
- 123 Planning is relatively advanced and the centralised telephony model could be operational from the second half of 2017/early 2018, followed by the introduction of a national single non-emergency number **Section 9(2)(f)(iv) Official Information Act 1982**
- 124 It is anticipated that this initiative will lead to a modest increase in lower-level crime reporting. It will need to be developed with appropriate support to ensure that public calls for service reported in this fashion receive an appropriate response from both call centre staff and frontline response. The system would be strongly linked to the investments in frontline response staff and tactical crime teams.

Initiative 12: Expand the emergency and establish non-emergency 24/7 comms centres (packages 1, 2 and 3)

- 125 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.

In confidence

- 126 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 recognises that the service level of this new initiative is crucial to maintaining the trust and confidence of the public.
- 127 Police is planning to recruit 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.
- 128 By expanding communication centre 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 improved, meaning better service for the public, and ultimately communities that are safer, and feel safer. It will also boost the impact of Police's *Prevention First* approach.

Initiative 13: Increase the development of real-time mobility for frontline Police (packages 1, 2 and 3)

- 129 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 receive information real-time and be more efficient and effective by enable officers to complete more administration out in the field. However, Police is at the point where it needs new investment in order to continue driving innovation.
- 130 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.
- 131 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.
- 132 This initiative, to significantly ramp up the development of mobility products for the frontline, requires a capital investment of \$20m.

Benefits of investment

- 133 Police seeks to deliver the best possible service to the public, which means being more accessible, responsive, evidence-enabled, prevention focused 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, evidence-based and mobile Police workforce.
- 134 While a significant investment, Police believes the benefits from continuing to develop mobile technology for the frontline are hard to overstate. This investment would enable

Police to rapidly increase the delivery of innovative products for the frontline through to 2020 with support from its technology partners.

The importance of non-sworn employees

- 135 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.
- 136 Depending on the level of new investment Police will recruit either 295 new non-sworn employees (package 1), 245 new employees (package 2) or 195 employees (package 3).
- 137 In modern policing, 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.
- 138 There is acknowledgement across policing jurisdictions worldwide 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.
- 139 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
- 140 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.
- 141 Placing constabulary staff in a range of positions is healthy for ensuring officers and future leaders have a good understanding across the business. However, the previous increase in sworn staff was not accompanied by an increase in non-sworn employees; as a result the current levels of constabulary staff in support functions are higher than necessary and less efficient.
- 142 Investment in non-sworn positions to support increases in constabulary numbers would constitute the best return on investment from a financial and efficacy perspective.
- 143 New frontline enablement employees will fill specialist and support roles to meet requirements in areas including: communications centres; gangs and organised crime; online offending and financial crime; and file management centres.
- 144 Police will look for opportunities to use additional employees in districts to release existing officers in middle and back office roles to the frontline.

Benefits and targets

- 145 To support the new investment Police has developed a number of key targets to galvanise, focus and align the organisation at every level and help drive performance

following new investment, to help make New Zealand the world's safest country. The high level, *ultimate targets* proposed by Police are:

- 10% reduction in serious crime¹¹
- 25% reduction in repeat Maori offending¹²
- 90% public trust and confidence in Police¹³

Serious crime

- 146 Serious crime will be defined as offences classified as 'high harm' by the justice sector, e.g. homicide, serious assault, robbery, burglary, blackmail/extortion and car/other serious theft. It will exclude sexual offences and family violence-related offences (that will be reported separately).
- 147 Reducing victimisation in these areas is critical to reduce the negative effects and overall harm from crime on our communities. Sexual and family violence offences are historically under-reported and higher reporting is encouraged – therefore it would not be appropriate to signal that a reduction in these reported offences is a measure of success. The development of the measure continues with justice sector agencies, including whether to apply a harm weighting.

Repeat Māori offending

- 148 Repeat Māori offending will be defined by the number of offences by Māori who were processed more than once (on separate occasions) in the previous 12 months. Māori repeat offenders are significantly over-represented in the justice sector. Working with repeat offenders and those at-risk of offending represents a real opportunity to reduce harm and overall victimisation.
- 149 The baseline in 2016 is 15,343 repeat Māori offenders. Police are establishing clear measures around the number and type of offences to be measured as part of this ultimate target.

Public trust and confidence in Police

- 150 This measure counts the percentage of Citizens' Satisfaction Survey respondents who indicate they have 'full' or 'quite a lot' of trust and confidence in Police. New Zealand's policing model relies on the Peelian principle of 'Policing with consent'. This is critical to enable Police to effectively work alongside communities. The trust and confidence measure is seen as a good proxy for assessing how the public views its police.

Performance indicators

- 151 A set of operational performance indicators will directly align with the new investment. Assuming full (package1) new investment these would include:
- A 40% increase in the residential burglary resolution rate (baseline 8%)

¹¹ Work underway with Justice Sector agencies. To be aligned with new BPS Target

¹² The baseline is 15,343 repeat Maori offenders in 2016. The number and type of offences to be measured will be developed

¹³ The baseline measure is 77% for 2015/16

In confidence

- *At least 95% of all home burglaries attended¹⁴ within 7 days (baseline 90%)*
- *At least 90% of 111 emergency calls answered within 10 seconds (baseline 85%)*
- *10% increase in prosecutions for serious drug offending*
- *Reduce median urban emergency response time (below baseline of 7m52s)*
- *Reduce median emergency non-urban response time (below baseline of 13m7s)*
- *Reduce the number of unassigned Child Protection files to below 100 nationally (from a current number of 446) and a country average of 5 files under investigation per Child Protection Investigator (national standards currently vary with up to 15 files in high demand locations)*
- *More than double the number of on-line offending investigations by 2020*
- *Proceeds of crime – over the next 4 years, by 2020:*
 - *At least \$400m worth of assets seized (baseline over last 4 years \$230m)*
 - *To return at least \$150m of forfeited assets to the proceeds of crime fund for redistribution for multi-agency prevention and investigative initiatives (2015/16 baseline \$16m)*
- *Reduce offences for dwelling burglary, robbery and public place violence nationally by 10%, with a particular focus on Auckland (Baseline 23,455 offences in Auckland)*
- *Lift public satisfaction levels. New public single non-emergency number and online crime reporting capability rolled out (Improve public satisfaction with Police service delivery – measured through an annual independent survey. Baseline 84%)*
- *Deliver new Police Family Violence operating model including mobility time-savings reinvested in prevention (aligned with all-of-government priorities)*
- *Increase the proportion of sworn (constabulary) staff in frontline roles*
- *Increase EAGLE helicopter airborne flying hours by 10% per 8 hour shift*

152 The final set of performance indicators will be agreed with Ministers depending on what level of new investment is selected.

Police will absorb extra demand requirements due to other agency legislation

153 On 22 August 2016 Cabinet agreed an increase 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]. Those additional 66 sworn officers have been included as

¹⁴ As was noted with announcement of Police's 'full attendance policy' there will always be cases where it is not possible or appropriate for Police to attend, e.g. a holiday house burglary that may have occurred months earlier, and the victim is not present, and reporting for insurance purposes only. The 95% target represents an effective 'full attendance' rate for operational purposes, on the basis 1 in 20 reports are not appropriate for Police to attend.

comprising a component of any Policing 2020 package (primarily frontline response) and costings have been offset to take account of this.

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

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

Implementation and timing

156 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 is around an extra 300 - 320 recruits per year.

Joint management of the justice pipeline

157 There is significant uncertainty in forecasting potential impacts from increasing Police numbers, and also monitoring these specific impacts separately from other factors that influence the justice pipeline.

158 These factors are both internal and external to the justice sector, and include crime trends, legislative and policy settings, the impact extra Police has on preventing crime, and the discretion exercised by thousands of individuals within the sector every day – from judges through to constables – that can be influenced by changing societal norms and attitudes.

159 Since 2009, the number of offenders entering the prison population has fallen with more low-level offenders receiving formal warnings rather than being prosecuted. However, of the offenders who are being prosecuted, a greater proportion are being prosecuted for more serious offences (approximately 70% of prisoners have been charged with violent, sexual and serious drug offences) leading to longer prison sentences and longer proportions of sentences being served. There has also been a sharp increase in remand across a broad range of offences (including less serious offending such as fraud) with remandees being held for longer periods due to changes to bail procedures. In addition, we are experiencing growing numbers on Life and Preventative Detention Sentences.

160 The most relevant recent example of justice sector pipeline impacts from additional Police numbers is the experience in Counties Manukau. That district gained 300 extra Police officers between December 2008 and December 2010. Over this time, there was no significant increase in prosecutions for total or serious crime.

161 The extra staff were deployed according to the *Prevention First* strategy which focuses on addressing the drivers and causes of crime, and minimising impacts on the justice pipeline.

162 Overall the international literature suggests that the impact of Police numbers on crime rates cannot be reliably modelled. The impact of police numbers on pipeline impacts within the wider context of future crime trends is equally challenging to forecast.

163 All agencies, however, do agree that there may be opportunities to better manage and drive down sector pipeline volumes, and that these need to be urgently considered.

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

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

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

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

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

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

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

Justice and Corrections cost estimates

176 Corrections and Justice will incur extra costs from the new investment in Police if there are downstream pipeline impacts.

177 Given the uncertainties of this particular forecasting, and in order to provide the working group time to provide options to remove volume from the sector, I propose that Ministers decide whether Justice and Corrections should be provided with operational costs for either two or four years.

178 Four year costs would enable agencies to confidently plan for possible future additional demand and represents an opportunity to encourage innovation and closer collaboration in dealing with pipeline pressures that are already in the system.

179 Providing two year costs increases uncertainty, may limit planning options but does provide additional incentives for the sector to find solutions. Out-year costs beyond 2018/19 would be able to be considered by Ministers once advice from the working group and updated forecasting is taken into account.

180 Corrections and Justice have provided estimated costings for the impact of increasing Police assuming full new investment (package 1).

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

182 Corrections has estimated 4-year operational costs from 'Policing 2020' in the table below:

183

	\$m – increase/(decrease)			
Vote Corrections	2017/18	2018/19	2019/20	2020/21
Minister of Corrections				
Appropriation: Prison-based custodial services	1.235	3.705	7.410	12.350
Total Operating	1.235	3.705	7.410	12.350

184 The Ministry of Justice has provided estimated 4-year cost pressures from 'Policing 2020' to support legal aid, courts, collections, and increase District Court Judges:

	\$m – increase/(decrease)			
Vote Justice	2017/18	2018/19	2019/20	2020/21 and outyears
Minister of Justice				
Non-Departmental Output Expense				
Legal Aid	1.000	3.000	6.000	10.000
Vote Courts				
Minister for Courts				
Multi-Category Expenses and Capital Expenditure				
Courts, Tribunals and Other Authorities Services, including the Collection and Enforcement of Fines and Civil Debts Services MCA:				
Departmental Output Expense:				
District Court Services (funded by revenue Crown)	1.400	4.200	8.400	14.000
Collection and Enforcement of Fines and Civil Debts Services (funded by revenue Crown)	0.300	0.900	1.800	3.000
Non-Departmental Other Expense: Court and Coroner Related Costs	-	-	-	-
District Court and Environment Court Judges' Salaries and Allowances PLA	0.500	1.500	3.000	5.000
Total Operating	3.200	9.600	19.200	32.000

- 185 Any impacts from Packages 2 or 3 would have similar pipeline impacts for both Corrections and Justice over the first two years, as all three packages are predicated on recruiting around 600 extra staff across the first two years (2017/18 - 2018/19).

Consultation

- 186 This paper has been consulted with Treasury, Ministry of Justice and the Department of Corrections. The Department of the Prime Minister and Cabinet has been informed.

Treasury comment

- 187 The Treasury acknowledges that NZ Police is facing increasing pressure as a result of rising demand, and that additional resources may well be needed to address this. However in the Treasury's view, this proposal should be considered through the Budget 2017 process, where it can be prioritised against competing proposals from across government. This would also allow time for the standard budget requirements to be undertaken for the proposal, including undertaking a cost-benefit analysis and preparing a business case for the capital component of the proposal.
- 188 It is helpful that the paper includes information on the high level targets and performance indicators that are currently being developed by NZ Police. However the paper does not propose setting specific, measurable targets in relation to this proposal that would (a) give Ministers a strong sense of the results that this proposal would achieve, and (b) allow Ministers to hold NZ Police accountable for delivery against expectations for this proposal.
- 189 The paper includes information on estimated impacts on the wider justice sector pipeline, which would be sought through Budget 2017. Section 9(2)(f)(iv) Official Information Act 1982

Financial Implications

- 190 The financial implications of the initiatives in the three respective Policing 2020 packages on Vote Police are summarised in the following tables.

- 191 Package 1 requires \$555 million over 4 years (2017/18 to 2020/21) as below.

Vote Police	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23 & Out Years
Total Demand 1165 FTEs	63.509	123.073	159.912	197.35	200.832	200.832
Less: Family Violence 66 FTEs approved	(0.384)	(9.182)	(8.381)	(8.381)	(8.381)	(8.381)
Total Demand	63.125	113.891	151.531	188.969	192.451	192.451
Capital Injection	12.638	9.152	8.074	8.074	5.470	-
TOTAL FUNDING REQUIRED	75.763	123.043	159.605	197.043	197.921	192.451

In confidence

192 Package 2 requires \$484 million over 4 years as below (2017/18 to 2020/21).

Vote Police	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23 & Out Years
Total Demand 825 FTEs	63.517	117.611	145.647	148.580	147.919	147.919
Less: Family Violence 66 FTEs approved	(0.384)	(9.182)	(8.381)	(8.381)	(8.381)	(8.381)
Total Demand	63.133	108.429	137.266	140.199	139.538	139.538
Capital Injection	12.638	9.152	7.696	5.176	4.000	-
TOTAL FUNDING REQUIRED	75.771	117.581	144.962	145.375	143.538	139.538

193 Package 3 requires \$402 million over 4 years as below (2017/18 to 2020/21).

Vote Police	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23 & Out Years
Total Demand 625 FTEs	61.037	111.002	112.894	111.264	112.344	112.344
Less: Family Violence 66 FTEs approved	(0.384)	(9.182)	(8.381)	(8.381)	(8.381)	(8.381)
Total Demand	60.653	101.820	104.513	102.883	103.963	103.963
Capital Injection	12.638	9.404	5.806	4.000	4.000	-
TOTAL FUNDING REQUIRED	73.291	111.224	110.319	106.883	107.963	103.963

Human Rights

194 This paper has no human rights implications.

Legislative Implications

195 This paper has no legislative implications.

Regulatory Impact Analysis

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

Gender Implications

197 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

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

Publicity

199 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** since 2011 as a result of the *Policing Excellence* transformation programme and the *Prevention First* operating model, Police has reduced inflows to the Justice sector pipeline through its focus on public safety, reducing and preventing crime, dealing with low-level offending through non-court outcomes, and contributing to all-of-government initiatives to reduce social harm
- 2 **note** over the same period, 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 issues
- 3 **note** productivity gains over the past five years have enabled the successful delivery of policing services with static staffing numbers and increasing overall demand. However, these gains have now been fully reinvested.
- 4 **note** Police is seeking further investment that will enable a more effective response to crime and the opportunity to invest more time, effort and resources in prevention focused policing to reduce harm in our communities
- 5 **note** Police is playing an increasingly important role in support of all-of-government social sector priorities
- 6 **note** this paper provides three options for new investment in Police with different levels of public benefit and outcomes
- 7 **note** Package 1 “Prevention to change the trajectory of rising crime” will focus on a 10% reduction in serious crime, and provides a range of new and enhanced Police capabilities aimed at crime prevention, reducing social harm and providing extra resources across rural New Zealand and Auckland. It delivers the maximum benefit to the community and represents the largest ever investment in Police. It will require investment of \$555 million over four years, which will enable the recruitment of 1165 additional sworn staff and 295 non-sworn staff
- 8 **note** Package 2 “Targeted crime response” will enable Police to respond to growing demand and implement additional targeted crime fighting initiatives with a focus on gangs, organised crime, burglary and family violence. The package will require investment of \$484 million over four years, enabling Police to recruit 825 additional sworn staff and 245 non-sworn staff
- 9 **note** Package 3 “Meeting Demand Pressures” will enable Police to better manage current demand. It provides extra front-line and response policing capabilities including for high priority crimes such as burglary, theft and violence. The package will require investment of \$402m which would enable Police to recruit 625 sworn and 195 non-sworn staff
- 10 **note** Police have developed a range of ultimate targets and supporting performance measures that are aligned with this investment proposal
- 11 **either:**

In confidence

agree to fund the Policing 2020 package 1 and **approve** the following changes to appropriations and departmental capital injections with a corresponding impact on the operating balance and debt:

	\$m - increase/(decrease)					
Vote Police						
Minister of Police	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23 & Out Years
Departmental Output Expenses:						
Case Resolution and Support to Judicial Processes (funded by revenue Crown)	3.458	5.148	6.723	8.258	8.355	8.355
General Crime Prevention Services (funded by revenue Crown)	5.797	10.944	14.414	17.906	18.263	18.263
Investigations (funded by revenue Crown)	19.655	39.989	54.165	68.283	70.369	70.369
Police Primary Response Management (funded by revenue Crown)	26.846	44.006	57.685	71.262	71.616	71.616
Specific Crime Prevention Services and Maintenance of Public Order (funded by revenue Crown)	7.344	13.768	18.509	23.225	23.813	23.813
Multi-Category Expenses and Capital Expenditure:						
Policy Advice and Ministerial Services MCA						
Departmental Output Expense:						
Policy Advice (funded by revenue Crown)	0.025	0.036	0.035	0.035	0.035	0.035
New Zealand Police Capital Injection	12.638	9.152	8.074	8.074	5.470	-
Total Operating	63.125	113.891	151.531	188.969	192.451	192.451
Total Capital	12.638	9.152	8.074	8.074	5.470	-

OR

In confidence

agree to fund the Policing 2020 package 2 and **approve** the following changes to appropriations and departmental capital injections with a corresponding impact on the operating balance and debt:

	\$m - increase/(decrease)					
Vote Police						
Minister of Police	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23 & Out Years
Departmental Output Expenses:						
Case Resolution and Support to Judicial Processes (funded by revenue Crown)	2.529	2.685	2.993	3.070	3.187	3.187
General Crime Prevention Services (funded by revenue Crown)	5.872	10.920	13.666	14.031	13.997	13.997
Investigations (funded by revenue Crown)	22.709	45.963	59.804	61.754	61.218	61.218
Police Primary Response Management (funded by revenue Crown)	23.707	33.478	41.014	40.988	40.937	40.937
Specific Crime Prevention Services and Maintenance of Public Order (funded by revenue Crown)	8.293	15.354	19.761	20.328	20.171	20.171
Multi-Category Expenses and Capital Expenditure:						
Policy Advice and Ministerial Services MCA						
Departmental Output Expense:						
Policy Advice (funded by revenue Crown)	0.023	0.029	0.028	0.028	0.028	0.028
New Zealand Police Capital Injection	12.638	9.152	7.696	5.176	4.000	-
Total Operating	63.133	108.429	137.266	140.199	139.538	139.538
Total Capital	12.638	9.152	7.696	5.176	4.000	-

OR

In confidence

agree to fund the Policing 2020 package 3 and **approve** the following changes to appropriations and departmental capital injections with a corresponding impact on the operating balance and debt:

	\$m - increase/(decrease)					
Vote Police						2022/23
Minister of Police	2017/18	2018/19	2019/20	2020/21	2021/22	& Out Years
Departmental Output Expenses: Case Resolution and Support to Judicial Processes (funded by revenue Crown)	2.462	2.310	2.174	2.291	2.407	2.407
General Crime Prevention Services (funded by revenue Crown)	4.678	7.943	7.934	7.912	8.053	8.053
Investigations (funded by revenue Crown)	21.935	42.797	44.920	44.013	44.323	44.323
Police Primary Response Management (funded by revenue Crown)	23.272	34.076	34.232	33.724	34.110	34.110
Specific Crime Prevention Services and Maintenance of Public Order (funded by revenue Crown)	8.279	14.668	15.227	14.917	15.044	15.044
Multi-Category Expenses and Capital Expenditure: Policy Advice and Ministerial Services MCA						
Departmental Output Expense: Policy Advice (funded by revenue Crown)	0.027	0.026	0.026	0.026	0.026	0.026
New Zealand Police Capital Injection	12.638	9.404	5.806	4.000	4.000	-
Total Operating	60.653	101.820	104.513	102.883	103.963	103.963
Total Capital	12.638	9.404	5.806	4.000	4.000	-

- 12 **note** that agreement ahead of the Budget cycle will enable Police to begin planning to increase recruit numbers in early 2017/18
- 13 **note** that Justice, Corrections and Police recognise a shared responsibility to monitor sector impacts, co-operate to understand the drivers of increased pipeline volumes and develop available responses

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

15 **note** that Justice and Corrections expect to incur additional costs, and that all agencies acknowledge the forecasts are uncertain and the level of uncertainty increases in out-years

16 **agree** to fund additional costs to Vote Justice and Vote Courts

17 **note** that Justice and Courts additional cost estimates relate to package 1

18 **note** if an alternative package is selected Justice and Courts additional costs will be proportionate

19 **either approve** the following changes to Vote Justice and Vote Court appropriations with a corresponding impact on the operating balance and debt for 2 years (2017/18 – 2018/19)

OR

approve the following changes to appropriations with a corresponding impact on the operating balance and debt for 4 years (2017/18 – 2020/21)

	\$m – increase/(decrease)			
Vote Justice	2017/18	2018/19	2019/20	2020/21
Minister of Justice				
Non-Departmental Output Expense				
Legal Aid	1.000	3.000	6.000	10.000
Vote Courts				
Minister for Courts				
Multi-Category Expenses and Capital Expenditure				
Courts, Tribunals and Other Authorities Services, including the Collection and Enforcement of Fines and Civil Debts Services MCA:				
Departmental Output Expense:				
District Court Services (funded by revenue Crown)	1.400	4.200	8.400	14.000
Collection and Enforcement of Fines and Civil Debts Services (funded by revenue Crown)	0.300	0.900	1.800	3.000
Non-Departmental Other Expense:				
Court and Coroner Related Costs	-	-	-	-
District Court and Environment Court Judges' Salaries and Allowances PLA	0.500	1.500	3.000	5.000
Total Operating	3.200	9.600	19.200	32.000

- 20 **agree** to fund additional costs for Vote Corrections
- 21 **note** Corrections additional cost estimates relate to package 1
- 22 **note** if an alternative package is selected Corrections costs will be proportionate
- 23 **either approve** the following changes to Vote Corrections appropriations with a corresponding impact on the operating balance and debt for 2 years (2017/18-2018/19)

OR

approve the following changes to appropriations with a corresponding impact on the operating balance and debt for 4 years (2017/18 – 2020/21)

	\$m – increase/(decrease)			
Vote Corrections	2017/18	2018/19	2019/20	2020/21
Minister of Corrections				
Appropriation: Prison-based custodial services	1.235	3.705	7.410	12.350
Total Operating	1.235	3.705	7.410	12.350

- 24 **agree** that the expenditure incurred under recommendation 10 above be a pre-commitment against the Budget 2017 operating and capital allowances.
- 25 **agree** that the expenditure incurred under recommendations 18 and 22 above be a pre-commitment against the Budget 2017 operating and capital allowances

Authorised for lodgement

Hon Judith Collins
Minister of Police