



BRIEFING FOR THE MINISTER OF POLICE

Priority	<input type="checkbox"/> Urgent <input checked="" type="checkbox"/> Non-urgent		
Subject	Investing In Police		
Date	20 December 2016	Ref	BR/16/01BP
First contact	Mark Evans, DCE Strategy, Section 9(2)(a) Official Information Act 1982		
Second contact	Angela Brazier, Executive Director Strategy and Transformation, Section 9(2)(a) Official Information Act 1982		

Recommendations:

The recommendations are that the Minister of Police:

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| (a) | note since 2011 as a result of the <i>Policing Excellence</i> transformation programme and the <i>Prevention First</i> operating model, Police has reduced inflows to the Justice sector pipeline through dealing with low-level offending through non-court outcomes, and contributing to all-of-government initiatives to reduce social harm | Yes/No |
| (b) | note that over the same period, 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 | Yes/No |
| (c) | 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 | Yes/No |
| (d) | 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 | Yes/No |
| (e) | note the attached paper provides three options for new investment in Police with different levels of public benefit and outcomes. | Yes/No |

Minister's comments:

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 Hon Paula Bennett
Minister of Police

/ / 2016
 Date

Investing In Police

Purpose

1. This briefing supports discussion of the *Investing in Police* paper which seeks agreement to fund a package of initiatives that will significantly increase Police resourcing through Budget 2017.

Background – Why invest in Police at this time?

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. Police numbers have remained relatively stable since 2011 with around 8900 sworn officers and 3000 non-sworn employees.
4. 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. 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.
5. 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.
6. Excellent results, improved trust and confidence, and significant productivity gains were made under *Policing Excellence* and *Prevention First*. 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.

Police as a Social Sector Partner

7. Since the start of *Policing Excellence* and *Prevention First*, Police increasingly acts as a bridge between the justice and social sectors, with the objective of reducing social harm. It is important to recognise that as well as law enforcement, Police are in a unique position to deliver social investment grounded solutions to victims and offenders to reduce social harm.
8. The *Prevention First* model, which Police have been operating under since 2011, is consistent and grounded in preventative, front-end, investment approach thinking. It is about finding innovative, evidence-based approaches working alongside partners in order to reduce harm by preventing re-offending and victimisations.
9. Because of this, and the fact that Police are interacting with our most vulnerable people and communities on a 24/7 basis across the country, Police is in an excellent position to align with sector and all-of-government delivery of social investment. An example of this is already underway with Police as lead agency of the Integrated Safety Response pilots.

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10. 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.

11. These examples show that the role of Police has evolved from traditional policing and that law enforcement and reducing social harm are not mutually exclusive.

What is being sought and what benefits will result?

12. The paper provides Ministers with options in respect of three targeted and evidence-based 'Policing 2020' packages. The packages are built on a series of high impact initiatives. Appendix A contains a summary of the packages and the initiatives contained in each.
13. Not just about constabulary numbers, 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.
14. At the highest level of investment it will enable Police to allocate additional resources to preventative policing.
15. 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.

Package 1 – Prevention to change the trajectory of rising crime

- 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 returns in respect of a 10% reduction in serious crime, as well as 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.
- 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

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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.

Package 2 – Targeted crime response

- Enables 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.
- 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.

Package 3 – Meeting demand pressures

- Focussing on catching up on current demand, this package provides better front-line and response policing capabilities including 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.
 - 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, however the 'Prevention First' mindset will still be utilised by all new staff.
16. 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.

Performance Targets

17. 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. There are three high level targets supported by a series of operational performance indicators.
18. These targets and indicators are outlined in the appendix to this briefing. The paper notes that depending on the level of investment agreed, Police would undertake to work on final measures and targets with agreement from the Police Minister.

What are the potential pipeline impacts?

19. The relationship between Police numbers and proceedings is not linear, i.e. there is not a one-to-one relationship between increased Police activity and impacts on the pipeline. In fact, when 300 extra Police came into Counties Manakau from 2009 – 2011, prosecutions went down for both serious and total offences.
20. All agencies emphasise that there is significant uncertainty in forecasting potential impacts from increasing Police numbers.
21. 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.
22. Future impacts will also be influenced by 'how much' investment is able to be allocated to prevention-focused policing, and any success that the Government's social investment approach may have on reducing offending, particularly 18-24 year olds, over coming years.

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

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

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

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

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Mark Evans
Deputy Chief Executive Strategy

Appendix A – Investment package and initiative summary

The table below summarises new investment in terms of the three packages.

Initiative	Package 1	Package 2	Package 3
Extra Police to strengthen frontline emergency response including the approved resources to tackle family violence	✓	✓	✓
Extra Police for Tactical Crime Teams to focus on youth offending and community crime (e.g. burglary, theft)	✓	✓	✓
Extra prevention-focused Police to reduce family and community harm – including through multi-agency efforts	✓	✓	✗
More Police to make up Organised Crime taskforces to target organised crime, gangs and methamphetamine (addressing both demand and supply) and support the Prime Minister's <i>Methamphetamine Action Plan</i>	✓	✓	✗
Extra investigators for child abuse, sexual assault and other serious crime	✓	✓	✓
Additional Police (Constabulary) and non-sworn skilled specialists to support National Security and counter online criminal offending	✓	✓	✓
Extra Police for regional hubs , enabling move from 'business hours' activity to 24/7 Police response and establish a Rural Duties Network	✓	✗	✗
Additional Police to meet and future proof Auckland's growth and increasing demand	✓	✗	✗
Extra ethnic liaison officers predominantly focused to provide support and build relationships with Indian and Asian communities	✓	✗	✗
Non-sworn staff to manage on-line reporting processes	✓	✗	✗
Increase staff in supporting roles to manage additional workload including: case file management, intelligence, taskforce support, investigations support, mental health support, rural support	✓	✓	✗
Non-sworn staff in Communications Centres to increase call-taking capacity for emergency calls and provide response for Single Non-Emergency Number (SNEN)	✓	✓	✓
Eagle helicopter on call 24/7 across Auckland with 1500 additional flying hours	✓	✓	✗
Rapid development of real-time mobility apps for frontline	✓	✓	✓

Appendix B – High level Targets and Performance Indicators

The following assumes full investment (package 1)

High level targets:

- 10% reduction in serious crime¹
- 25% reduction in repeat Māori offending²
- 90% public trust and confidence in Police³

Operational performance indicators 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%)
- 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

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 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.