

SAFE, CONFIDENT AND RESILIENT COMMUNITIES – INVESTMENT IN POLICING

Proposal

1. I propose investing in a significant package of policing and justice sector initiatives that will increase police numbers from around 8900 to deliver a police service of nearly 9800 sworn officers by June 2021, supported by 3250 non-sworn employees.
2. The package includes funding for an additional 880 sworn officers and 245 non-sworn employees, and includes a number of initiatives that will significantly improve policing services for New Zealanders. It requires a significant investment across the justice sector of \$503 million over four years, including \$388 million for Vote Police.

Executive Summary

3. The Government is applying new approaches in the justice and social sectors. For Police, the *Policing Excellence* and *Prevention First* programmes – in place since 2009 and 2011 respectively – focused on preventing reoffending and reducing crime, the roll-out of new smart-policing technology, and a shift in focus to address the underlying causes of crime.
4. These programmes contributed to a 22 per cent reduction in crime between 2009 and 2014, improved public confidence in Police, and drove productivity gains that freed up the equivalent of an additional 354 frontline officers.
5. More recently, the Government has set challenging targets across the Justice sector to reduce violent crime, youth crime and reoffending. Concurrently, the social investment approach is being rolled out, using data analysis to better understand those who most need our support, and identify what works to help them lead better lives.
6. Social investment is about improving the lives of New Zealanders by applying rigorous and evidence-based investment practice to social services. It recognises that vulnerable New Zealanders have complex needs that span multiple agencies and require collaboration to address the underlying drivers of dysfunction rather than just responding to symptoms. Preventing crime, for example, may require interventions from education and housing agencies. The Government is prepared to invest up front in programmes that deliver results, with a view to reducing the long-term cost of dysfunction.
7. New Zealand ranks as the fourth safest country in the world¹, but I believe we can do better. This paper proposes a significant investment to provide justice sector agencies the resources to intervene early and prevent crime by addressing its drivers.

¹ New Zealand is ranked fourth on the 2016 Global Peace Index published by the Institute for Economics and Peace.

8. Because of increased demand for 'traditional' policing services, and the growth in more complex and serious crime, Police face challenges in dedicating sufficient resources to crime prevention. Although recorded crime has fallen since 2009, overall demand for policing services has risen, particularly in areas such as burglary, robbery and assault, as well as in more serious, complex and time consuming areas such as family violence, child abuse, sexual assault and mental health.
9. In addition, policy-driven demand from legislative changes yet to take effect will increase pressure on police services. Specifically, operationalising family violence legislative changes is estimated to require 66 FTE officers from 2018. Section 9(2)(f)(iv) Official Information Act 1982, and increasing the youth age for the justice system is estimated to require 116 FTE in officer time annually due to the resource intensive, yet necessary, support for youth provided by Police. This means around Section 9(2)(f)(iv) Official Information Act 1982 combined will be required to meet upcoming policy-driven demand. This demand has been incorporated within the initiatives set out below.
10. To help meet demand and ensure Police is able to act as a 'facilitator' and 'connector' within the social investment framework, this paper proposes a significant investment in Police and across the wider justice sector. This will help reduce crime and enable Police to implement a social investment approach to improve the lives of New Zealanders. The proposed package has three interlinked components:
- a. **Targeting and catching offenders** – with additional resources to respond and resolve more crime and target criminal gangs and organised crime
 - b. **Preventing crime and victimisation** – by implementing the social investment approach to address the drivers of crime
 - c. **Delivering a more responsive police service** – by ensuring all New Zealanders can more easily access police services when they need it
11. This is a significant investment in the sector, and will be accompanied by clear expectations for improved results. The additional police services will support the *Better Public Services* (BPS) targets. In addition, the following performance and sector targets are being set for achievement:

Police performance targets (to be met by June 2022 unless otherwise stated)

- Target 1 – At least 98% Police attendance at home burglaries within 48 hours (baseline 86%)
- Target 2 – 95% of New Zealanders live within 25km of a 24/7 Police base (currently 88%)
- Target 3 – \$400 million of cash and assets seized from gangs and organised crime over next 4 years (baseline of \$230 million over past 4 years)
- Target 4 – One minute faster median response times in urban and rural areas (baselines of 7m 52s and 13m 7s respectively)

- Target 5 – More than 90% of 111 emergency calls answered within 10 seconds (baseline of 85%) by June 2018

Sector targets:

- Target 6 – Police contribute to 10% fewer deaths from family violence (three year rolling baseline)
- Target 7 – Police contribute to a 25% reduction in reoffending by Māori (by June 2025)
- Target 8 – Social Investment: Police contribute to reducing assaults on children (currently BPS target 4)
- Target 9 – Social Investment: Police will partner with the Ministry of Education to identify and refer 1000 young people each year (under 18 year olds) to re-engage in education and put them back on a pathway to achieve NCEA level 2.

12. These targets will be achieved by:

- Putting more police on the streets – 880 extra frontline officers
- Putting more police into regional and rural communities
- Prioritising home burglaries
- Establishing a new 24/7 non-emergency phone number
- Launching web-based crime reporting
- Working proactively with at-risk businesses
- Dedicating 20 new police officers specifically to work with ethnic communities
- Supporting people with mental health conditions and working with DHBs to make sure they get the help they need
- Upgrading 15-20 regional stations from 'business hours' to 24/7 Police bases
- Implementing the social investment approach and supporting new legislative changes to prevent family violence alongside other agencies and partners.

Policing in New Zealand since 2009

13. Criminal offending across New Zealand fell significantly from 2009 – 2014. This drop coincided with the introduction of the *Policing Excellence* transformation programme in 2009, which achieved significant positive outcomes and efficiencies, and this Government's *Better Public Services* programme.

14. The focus was on preventing reoffending and reducing crime, more efficient use of resources, the roll-out of new mobile-technologies, and enabling a shift in policing style and approach through the new *Prevention First* national operating model in 2011.
15. These changes were supported by the recruitment of 600 extra Police from 2009 – 2011. Since then, Police numbers have remained stable with around 8900 sworn officers and 3000 non-sworn employees.
16. Police understands that it cannot arrest its way to lower crime and safer communities. This is why *Prevention First* places greater emphasis on the immediate and longer-term benefits of placing prevention at the front, and victims at the centre, of how Police operates.
17. This requires officers to focus on the underlying causes of crime by looking beyond single incidents; use police discretion to look for alternative (non-court) resolutions for youth and low-level offending; and the use of quality intelligence and evidence-based practices to enable a problem-solving approach to target and reduce crime and other problems that lead to significant social harm.
18. A reduction in offending, improved public confidence, and significant productivity gains were made under *Policing Excellence* and *Prevention First*, including:
 - A 22 percent reduction in total crime between 2009 and 2014
 - The development of ‘alternative resolutions’ for low-level offending that (alongside a lower crime rate) resulted in a 39% reduction in prosecutions and a 58% reduction in the number of Category 1 cases (lower level) entering the court system.
 - The development of mobile capability to enable officers to spend more time on the beat, resulting in the equivalent of an extra 354 frontline officers in time savings of around 520,000 hours.
 - New case management processes released an estimated 400,000 hours of frontline staff time that was reinvested in prevention activity – the equivalent of 270 officers.
 - Public feelings of safety remain near all-time highs with 94% of people surveyed feeling safe/very safe in their neighbourhoods during the day.
19. In 2014 *Prevention First* won the public sector award for improving public value for business transformation and the Prime Minister’s supreme award for public sector excellence.
20. Now, Police is committed to building on that model of policing and adding to the wealth of information and experience to support the social investment approach.

Changing demand and increasing complexity

21. The improvements and productivity gains achieved since 2009 has enabled Police to continue to deliver quality policing services in recent years.
22. At the same time as recorded crime was falling, overall demand and total calls for Police services have significantly increased. While counter-intuitive, this was due to higher

demand in areas that are complex and time-consuming to deal with, such as family violence, child abuse and neglect, adult sexual assault and mental health. This is consistent with the experience of similar international policing jurisdictions.

23. For example, changing attitudes to family violence has seen investigations into reported domestic incidents increase by more than 50% since 2009 to more than 110,000 annually. The vast majority of this increase has been for lower-level incidents that nonetheless require significant frontline Police resources to deal with in a comprehensive way. Mental health-related incidents, which can be very time consuming for officers, have also increased by more than 50% since 2009.
24. The past two years has seen an upturn in recorded crime. While still below the levels seen in 2009, the current *Better Public Services* target of a 20% reduction in the total crime rate by June 2018 is unlikely to be met if current trends continue.
25. More serious cases are coming into the justice sector, with more people ending up in prison. From early 2014 to the end of 2016, the number of total court cases rose only 1%, yet serious Category 3 cases increased by 13%. Complex cases are more resource intensive and stay longer in the system. While more Police are required to deal with this, this also places growing pressure on Courts, Corrections and other justice services.
26. In addition, policy-driven demand from legislative changes yet to take effect will increase pressure on police services. Specifically, operationalising family violence legislative changes is estimated to require 66 FTE officers from 2018. Section 9(2)(f)(iv) Official Information Act 1982
[REDACTED], and increasing the youth age for the justice system is estimated to require 116 FTE in time, due to the resource intensive, yet necessary, support for youth provided by Police. This means around Section 9(2)(f)(iv) Official Information Act 1982
[REDACTED] combined will be required to meet upcoming policy-driven demand. This demand has been incorporated within and across the proposed package.
27. With the productivity gains from *Policing Excellence* now fully reinvested, and more complex demand continuing to rise, it is increasingly challenging for Police to apply a preventative policing approach and meet new demands within existing resourcing.

The future policing model: a social investment approach to preventing crime and improving the lives of vulnerable New Zealanders

28. Police is committed to building on the successes of *Prevention First* and further developing its operating model through the social investment approach to addressing offending, harm and complex social problems in a way that is underpinned by evidence, data and technology.
29. Police is uniquely placed to help government agencies implement the social investment approach, by playing a 'facilitation' and 'connector' role. More than any other agency, frontline officers are in the homes of those most at risk. Working with these people, Police generate and obtain information and intelligence that, when shared, can improve decision-making by agencies, and ensure social services reach those populations that need them most.

30. Criminal and antisocial behaviour is closely correlated to a number of complex, inter-connected and often intergenerational issues. Ultimately, the decision to commit crime is a choice that will not be tolerated and offenders will continue to be held to account. Nonetheless, offenders often need tools and support to help turn their lives around and address the drivers and complex issues behind their offending, such as dealing with past or current abuse, mental health needs, drug and alcohol addiction and a dysfunctional living environment.
31. New investment will enable Police to spend more time, effort and resources to work alongside social sector agencies with at-risk individuals and communities. It will enable Police to better share its information and intelligence, to ensure government can develop and implement evidence-based investment practices and policy decisions.
32. With more frontline staff, this means being increasingly proactive and reaching out to households identified as at-risk before more serious issues emerge. Working alongside partners, it also means dealing with the consequences of social problems – such as drug and alcohol abuse, mental health issues or other family dysfunction – that often lead to repeated incidents of family violence, child abuse and neglect.
33. In a number of areas Police are leading, or supporting other agencies, to deliver better social outcomes. For example:
 - reducing the number of offenders entering the justice system by using alternative resolution pathways (such as Iwi justice panels)
 - supporting all-of-government trials, including leading the Integrated Safety Response to Family Violence in Christchurch and Waikato
 - substantial investment in building links with Iwi social service providers and enabling better justice outcomes for Māori through the Police liaison officers network
 - working with at-risk youth in new and innovative ways to reduce reoffending
 - developing processes with the Ministry of Health to provide better services for those that require support for mental health issues
 - cracking down hard on those who supply drugs, while also developing a more preventative model with DHBs and the Ministry of Health to provide new and innovative ways to support drug users that want to kick their habit
 - leading a Department of Internal Affairs enabled digital transformation work-stream to co-ordinate efforts by a dozen agencies around the ‘Victim of Crime Life Event’.
34. Most recently, in November 2016, Police launched *policedata.nz* a web-site that provides public access to real-time crime information. This tool complements information in the Integrated Data Infrastructure, where Police provides substantial data, and will increasingly permit access to crime and other policing data for social investment purposes.
35. Investment now will kick-start and provide significant momentum for the further transformation of policing services and the justice sector to provide real improvement in the lives of many New Zealanders.

Investing in policing services

36. I propose funding for a package of initiatives that will help deliver the following:
- a. **Targeting and catching offenders** – with additional resources to respond and resolve more crime and target criminal gangs and organised crime*
 - b. **Preventing crime and victimisation** – by implementing the social investment approach to address the drivers of crime*
 - c. **Delivering a more responsive police service** – by ensuring all New Zealanders can more easily access police services when they need it*
37. The proposed package will invest \$388 million over 4 years in Police and deliver funding for 880 extra sworn officers and 245 additional non-sworn employees.
38. The proposed new investment will ensure Police is able to respond to its traditional demand areas and ensure Police are more accessible and deliver better services across the country. At the same time, it will deliver much more time and resources for preventative policing in key areas – including family violence and at-risk youth – using social investment in order to help change long-term patterns of crime and offending.

***Targeting and catching offenders** – with additional resources to respond and resolve more crime and target criminal gangs and organised crime*

39. Police's mission statement is to help make New Zealand the world's safest country. Crimes such as burglary, robbery and violence (whether at home or in public) can have both immediate and long-lasting consequences for the victim.
40. This investment proposal includes additional emergency response staff and more investigators to ensure prolific and serious offenders are caught and dealt with more effectively. In particular there will be more resources in areas that impact on the most vulnerable - children, victims of violence including adult sexual assault, and those that suffer at the hands of gangs and drug dealers.
41. Police is committed to driving down rates of serious crime, improving clearance rates for home burglary and responding urgently and effectively when those in danger need urgent assistance.
42. Police will increasingly deliver effective interventions to prevent reoffending, and work to identify ongoing opportunities to reduce flows of offenders through the justice sector pipeline.

Responding to urgent events and keeping communities safe

An additional 500 sworn officers will improve the speed and capacity of Police to attend urgent and emergency events, and enable new Tactical Crime Teams to focus on preventing and resolving home burglaries, theft, youth offending and other community crime.

43. The public's perception of Police's capability to respond to emergency calls is strongly related to their overall confidence in 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.
44. Faster response times can minimise victimisation by interrupting crimes in progress, and reduce potential harm from mental health incidents and family violence call-outs. A more visible police presence can also deter offending.
45. Police currently struggle to consistently meet demand for traditional calls for service and respond at the level that the public expects. Additional frontline responders will enable Police to attend more incidents, sooner, and provide confidence to the public that Police will be there when they need them. Police will work to reduce average response times by more than 1 minute.
46. Communications Centres in Auckland, Wellington and Christchurch manage emergency calls for service. New investment will enable Police to ensure they have increased resourcing to support callers and increase service levels to answer 90% of 111 emergency calls within 10 seconds.
47. Mental health-related calls for Police service have increased by 89% since 2006, from 21,397 in 2006 to 40,369 incidents a year. A typical mental health incident is complex to resolve, and Police is working closely with the Ministry of Health and other agencies under the Social Sector Board to improve outcomes for New Zealanders suffering mental health issues.
48. This extra resourcing will provide additional capacity for Police to continue working closely with other agencies to ensure New Zealanders with mental health needs are given the support, care and attention they need.
49. New *Tactical Crime Teams* will also be established to lift attendance, catch more offenders, and ultimately reduce offending in our communities. They will be focused on crimes such as burglary, robbery, theft, scams, violence and intimidation – the types of offending that can seriously affect community resilience.
50. By improving the likelihood that serious and prolific community offenders will be apprehended, it means they can be dealt with appropriately. These offenders are often youth, and these teams will also be supported by additional Youth Aid officers and will help at-risk youth turn their lives around.
51. Police's data shows the most common age for an apprehended burglar last year was just 16 years old (followed by 17 years old, and 15 years old respectively). Those aged 15-19 accounted for around a third of all burglary offenders across New Zealand.
52. With extra resources, Police will be able to more effectively undertake proactive preventative interventions – especially with youth – earlier in the offending cycle. This is resource intensive work but has the potential to improve long term outcomes for young people and the justice pipeline.
53. Identifying youth offenders early on their criminal path, and sharing information with partners is critical under the social investment approach. It will require working closely with the new Ministry for Vulnerable Children. It takes further time to ensure the proper

follow-up and to get the right services to the right people, but this is where big opportunities exist to make a real difference.

54. Reducing victimisation will ultimately prevent trauma and stress experienced by individuals and their families, and deliver safer, more confident communities.

More specialist investigators for child protection, sexual assault, and other serious crime

Additional investigators to resolve complex cases against those who offend against the youngest and most vulnerable members of our communities.

55. Funding for an additional 74 investigators will target offences against children, sexual assault offences, and other serious crimes suffered by the most vulnerable members of our communities. Currently, there are a number of cases that have been assessed and triaged, (historic cases, in most instances) but not yet been assigned for investigation.
56. The extra resource will allow Police to address the backlog, better manage all serious offending caseloads and improve the preparation and standard of prosecution case files to increase the efficiency of the court processes.
57. Over time, the additional staff resources will enable Police to undertake additional prevention activity to combat serious offending – particularly crimes against children – and to spend more time monitoring and working with those on the new Child Sex Offender Register to identifying and mitigate risks and work to prevent reoffending.

Tackling organised crime and seizing criminal assets

An extra 80 sworn officers will target organised crime, gangs and drugs.

58. Gang members, drug suppliers and others involved in organised crime represent a small but prolific group that commit disproportionate levels of criminal activity and harm. Targeting these groups will reduce repeat offending, drug supply, inter-generational transmission of criminal behaviour, and other societal harm. Police will also increasingly work with international partners to tackle transnational crime.
59. Police will step up the seizure of drugs and other harmful commodities that damage lives, and will target seizure of at least \$400m worth of criminal assets over the next 4 years (up from \$230 million over the last 4 years) which is expected to return upwards of \$150 million (though forfeited assets) to the all-of-government proceeds of crime fund. Returns to the fund are redistributed by the Prime Minister to investigate, deter and prevent future offending and provide investment for agencies such as Ministry of Health.
60. Almost half of known serious offences by gang members are family violence related and, from a 2013 sample of 50 high risk gang members, 74 per cent of gang children have been abused or neglected on multiple occasions. This extra resourcing will help support the Police-led, whole-of government *Gang Action Plan* to reduce the harm caused to families and communities, and the recently established *Gang Intelligence Centre*.
61. Through its organised crime capability, Police is also looking for innovative ways to tackle offending, for example working with the Ministry of Health to offer pathways out of drug use for low-level users. Enforcement activity will be complemented with preventative efforts to help break the cycle of gang life and offending where possible.

This means working with the young person and the family, and bringing in other health, child protection and community service providers as appropriate.

Case Study: A preventative approach to reduce community impacts of methamphetamine

The Waikato Organised Crime Squad recently terminated 'Operation Daydream' in rural Waikato and Counties Manukau to counter methamphetamine dealing and use. Police targeted dealers and suppliers, resulting in a number of arrests, the recovery of firearms and a significant amount of cash. Through the termination of 'Operation Daydream', officers also identified a number of local drug-users across the local community, and detectives witnessed a general lack of community awareness about the impact and potential harm caused by methamphetamine use.

Instead of prosecuting drug-users, Police worked with social services to link users to support services. Police also partnered with local government, the District Health Board, Corrections, the Citizen Advice Bureau, and social service agencies to hold a series of town meetings about how government and non-government agencies could work together to help vulnerable community members battling with drug, alcohol, and mental health issues.

Over 400 people attended the town meetings which helped to improve local awareness, reduce further demand for methamphetamine, and build stronger community support networks. This approach is now to be replicated in other areas, specifically in Eastern, Northland, and Waitematā Police Districts.

Preventing crime and victimisation – by implementing the social investment approach to address the drivers of crime

Supporting a social investment approach to family violence

62. To support the social sector to deliver on the outcomes of the Ministerial Group for Family Violence and Sexual Violence Work Programme, and consistent with the Integrated Safety Response (ISR) trial that Police is leading, extra Police staff will be available to bring a social investment approach to reduce harm to whanau.
63. 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] and costings have been offset to take account of this.

Supporting ethnic communities

64. Up to 20 ethnic liaison officers will support Chinese, Indian and other ethnic communities to go about their lives and business activities safely and with confidence. They will follow the model of existing Maori Liaison Officers that have been successful working with both urban Maori and iwi.
65. These officers will build relationships with local community leaders and members, and invest the time and effort to connect those with dysfunction in hard-to-access communities to social services. They will also visit small business owners, help facilitate community meetings, provide advice and reassurance, and ensure the issues facing ethnic communities are well understood at all levels of Police.

66. These staff are particularly important to prevent family violence in cultures where such behaviour may be normalised, and also in working alongside communities with a national security focus.

Delivering a more responsive police service – by ensuring all New Zealanders can more easily access police services when they need it

Investing in policing for rural and regional New Zealanders

67. 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.
68. Feelings of safety are often directly related to the availability of police resources to deal quickly with urgent matters, and also to be available to understand local public concerns, problem-solve in partnership, and support thriving and safer communities together.

Extending 'business hours' regional stations to 24/7 policing response hubs with 140 extra staff

69. New investment will see 140 sworn officers bolstering high demand regional police stations to move 15-20 existing 'business hours' stations to a 24/7 response capability (meaning staff are patrolling/on duty).
70. Under this initiative, Police will have a 24/7 Police base within 25km of at least 95% of the New Zealand population. This will provide superior service, and the confidence and sense of safety for regional populations that comes from knowing an officer is on duty, nearby, and available around the clock.
71. Additionally, regional policing will be further supported 12 new mobile police stations (RV-type vehicles), a number of which will provide mobile policing services to people living in smaller towns and more isolated rural areas throughout the country.

Establish a Rural Duties Officer Network supported by a rural intelligence capability

72. Up to 40 of the 140 extra officers for regional and rural areas will form a *Rural Duties Officer Network*. This resource will be focused on rural issues, building strong local networks and supporting confident rural communities.
73. 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.
74. 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 unique issues that face rural communities.

Better policing services: introducing a 24/7 single non-emergency number and online reporting

75. 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.
76. 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.
77. With new investment the centralised telephony model could be operational in 2017/18, followed by the introduction of a national single non-emergency number [REDACTED] Section 3(2)(1)(iv) Official Information Act [REDACTED].
78. This is expected to significantly improve service delivery, reduce demand on Police station front-counters (freeing up resource for higher value work) and improve the availability of intelligence and other information to address crime and other problems.
79. 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 receive an excellent response from both call takers and frontline responders.
80. Police is planning to recruit a further 50 communications 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.
81. 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.
82. This initiative requires \$20.9 million over the next 4 years with delivery planned for 2018.

24/7 Air Support capability for Auckland with 1500 additional flying hours

83. 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 serious injury by its involvement in vehicular pursuits from 11% to 2%.
84. The 1500 hours increase in 'Eagle' flying hours will see Police's premiere airborne asset available within a 10-15 minute response time, 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 asset is airborne for an average of 3 hours of every 8 hour shift.
85. Having Eagle available 24/7 will reduce the 3am spike in criminal offending in Auckland, where some offenders know that Eagle is no longer available.
86. Demand for Eagle is increasing throughout the North Island. It is especially valuable for search and rescue missions, being equipped with the best infra-red camera in the country. More flying hours will help combat crime and offending around the Auckland region, and also potentially save more lives through its search and rescue capability.

Specific performance targets

87. The proposed package represents a significant investment in Police and the wider justice sector. While the Government is willing to invest to deliver better public services and to improve people's lives, it is important that there is accountability for the expenditure of public money and that clear targets are set and achieved.
88. The additional police services will support the *Better Public Services* (BPS) targets. In addition, the following performance and sector targets are being set for achievement:

Police performance targets (to be met by June 2022 unless otherwise stated)

- Target 1 – At least 98% Police attendance at home burglaries within 48 hours (baseline 86%)
- Target 2 – 95% of New Zealanders live within 25km of a 24/7 Police base (currently 88%)
- Target 3 – \$400 million of cash and assets seized from gangs and organised crime over next 4 years (baseline of \$230 million over past 4 years)
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Sector targets:

- Target 6 – Police contribute to 10% fewer deaths from family violence (three year rolling baseline)
 - Target 7 – Police contribute to a 25% reduction in reoffending by Māori (by June 2025)
 - Target 8 – Social Investment: Police contribute to reducing assaults on children (currently BPS target 4)
 - Target 9 – Social Investment: Police will partner with the Ministry of Education to identify and refer 1000 young people each year (under 18 year olds) to re-engage in education and put them back on a pathway to achieve NCEA level 2.
89. These targets will be achieved by focusing on providing better policing services to all New Zealanders. Specifically, this includes:
- Putting more police on the streets – 880 extra frontline officers
 - Putting more police into regional and rural communities

- Prioritising home burglaries
 - Establishing a new 24/7 non-emergency crime phone number
 - Launching web-based crime reporting
 - Working proactively with at-risk businesses
 - Dedicating 20 new police officers specifically to work with ethnic communities
 - Supporting people with mental health conditions and working with DHBs to make sure they get the help they need
 - Upgrading 15-20 regional stations from 'business hours' to 24/7 Police bases
 - Implementing a social investment approach and support new legislative changes to prevent family violence alongside other agencies and partners
90. Police will be accountable for delivering these targets for New Zealanders. The deployment levels proposed for these initiatives were developed using existing evidence and performance data. However this investment is about achieving lasting change and better results for New Zealanders. If deployment changes are required to achieve these targets set out above and to deliver better results, I expect the Commissioner to take those decisions.

The importance of non-sworn employees

91. This proposed investment package includes an increase of 245 non-sworn police employees. Non-sworn positions are crucial for maintaining service and response levels and the resultant levels of public confidence. These roles include emergency communications call centre staff, intelligence analysts, forensic accountants, and technology specialists to support covert operations and web-based crime, in addition to more general support.
92. The proposed initiatives and targets in this paper cannot be achieved without additional non-sworn staff, as a significant number of the new sworn officers would be needed to fill these roles instead of being deployed to frontline positions.
93. Investment in non-sworn positions to support an increase in constabulary numbers will constitute the best return on investment from a financial and efficacy perspective².

Reducing pipeline pressures

94. The proposed policing package contains a mix of initiatives that are likely to reduce sector pipeline impacts in some areas, and increase them in others – particularly around gangs, organised crime and drug supply.

² Constabulary staff are around 40% more expensive than non-sworn staff on average, based on total costs including personnel, operating, vehicle, and depreciation/capital charge costs.

95. With the prison muster already projected to rise further, it is timely and necessary for Justice Sector agencies to work together closely and urgently to provide options to better manage pipeline pressures, particularly regarding prison bed numbers.
96. Justice Sector agencies acknowledge that opportunities exist to manage and reduce impacts across the justice sector in a way that will keep New Zealanders safe, while delivering better long term social outcomes.
97. Agencies have a range of work underway looking at operational, policy and legislative options to reduce pressures in the justice sector pipeline. The goal is to remove unnecessary volume and cost from the justice pipeline, and pursue more effective interventions alongside other partners to reduce reoffending and deliver better long term outcomes for New Zealand.
98. **Section 9(2)(f)(iv) Official Information Act 1982**
[Redacted]
[Redacted]
[Redacted]
[Redacted]

Monitoring the justice sector pipeline

99. Predicting the impact of additional Police staff ahead of time is a considerable challenge, and disentangling the subsequent impact on the system from the myriad of other factors that impact on crime and sector pressures would be no less challenging.
100. Nonetheless, it is important that the Justice Sector continues to ensure Ministers are well informed about the trends and forecasts for the justice system, and particularly the prison muster.
101. **Section 9(2)(f)(iv) Official Information Act 1982**
[Redacted]
[Redacted]
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Justice sector support and expected costs

102. Justice sector agencies support the proposal to increase Police numbers. Officials also note that the projected costs resulting from additional Police numbers are not able to be absorbed through current baselines.
103. In line with the proposed package of Police numbers, the estimated costs for Justice and Corrections are presented below.

Table 1: Estimated agency costs

Agency	Police 4 year costs (\$M)	Justice 4 year Costs (\$M)	Corrections 4 year costs (\$M)	Total 4 year costs (\$M)	Out-year costs (\$M)
Package costs	387.6	51.0	64.0	502.6	Police: 139.5 Justice: 24.0 Corrections: 31.7

104. The Department of Corrections' four year costs total \$64.0m Section 9(2)(f)(iv) Official Information Act 1982
[REDACTED] The investment incorporates funding to deliver core rehabilitation, industry, treatment and learning programmes and activities to the meet the needs of the forecast increase in prisoner numbers.
105. Officials will report back to Cabinet with advice and options regarding the need for additional prison capacity.
106. The Ministry of Justice four year costs of \$51.0 million relate to legal aid, and court-related costs, including the judiciary.

Recruitment and implementation

107. Recruitment of new police staff, after acceptance, involves 16 weeks training at the Royal New Zealand Police College (RNZPC). Recruiting nearly 900 extra officers over four years will create a significant challenge to Police's workforce diversity. Police is reviewing its recruitment policies, and will ensure any barriers, especially to female and ethnic recruits, are mitigated or removed. Nonetheless, attracting quality recruits from all walks of life will remain a challenge.
108. Corrections also faces a number of recruitment challenges over the next four years with the planned increase in prison capacity.

Consultation

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

Financial Implications

110. The financial implications of the initiatives on Vote Police are summarised in the table below. Over the four year period 2017/18 - 2020/21 the required investment is \$388m:

Vote Police	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23 & Out Years
Total Demand 880 + 245 FTEs	49.823	91.558	120.977	149.288	151.852	151.852
Less: Family Violence 66 FTEs approved	(0.384)	(9.182)	(8.381)	(8.381)	(8.381)	(8.381)
Less: Cost Recovery approved	(3.980)	(3.980)	(3.980)	(3.980)	(3.980)	(3.980)
Total Demand	45.459	78.396	108.616	136.927	139.491	139.491
Capital Injection	7.798	3.850	3.276	3.276	1.218	-
Total funding required	53.257	82.246	111.892	140.203	140.709	139.491

111. 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 comprising a component of the 880 sworn officers in this proposal and costings have been offset to take account of this.
112. On 19 October 2016 Cabinet agreed an increase to the Vote Police appropriation from 2017-18, to allow for changes to reflect Police receiving user fees for the Police Vetting Service. [SEC-16-MIN-0040 refers]. This change results in the corresponding baseline funding currently received from the Crown to pay for vetting services, be retained within Vote Police to invest in policing priorities. This baseline funding has been offset to take account of this.

113. The financial implications of the initiatives on Vote Justice and Vote Courts are summarised in the table below. Over the upcoming four year period (2017/18-2020/21) the cost is \$51 million:

	\$m – increase/(decrease)			
Vote Justice	2017/18	2018/19	2019/20	2020/21 (and out years)
Legal Aid	1.000	3.000	5.000	7.000
Vote Courts				
District Court Services (funded by revenue Crown)	1.000	3.000	6.000	11.000
Collection and Enforcement of Fines and Civil Debts Services (higher workload to be processed) (funded by revenue Crown)	0.300	0.900	1.800	2.000
District Court and Environment Court Judges' Salaries and Allowances PLA	0.500	1.500	3.000	4.000
Total Operating	2.800	8.400	15.800	24.000

114. The financial implications on Vote Corrections are summarised in the table below. Over the upcoming four year period (2017/18-2020/21) the cost is \$64 million:

	\$m - increase/(decrease)					
Vote Corrections						
Minister of Corrections	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23 & Out Years
Departmental Output Expenses Re-offending is reduced (funded by revenue Crown)	0.440	1.320	2.640	4.400	4.400	4.400
Multi-Category Expenses and Capital Expenditure: Public Safety is Improved MCA Departmental Output Expense: Prison based Custodial Services (funded by revenue Crown)	2.600	7.800	15.600	26.000	26.000	26.000
Sentences and Orders in the Community (funded by revenue Crown)	0.260	0.650	0.980	1.300	1.300	1.300
Total Operating	3.300	9.770	19.220	31.700	31.700	31.700

Human Rights

115. This paper has no human rights implications.

Legislative Implications and Regulatory Impact Analysis

116. This paper has no legislative implications and a regulatory impact analysis is not required for this paper.

Gender Implications

117. 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

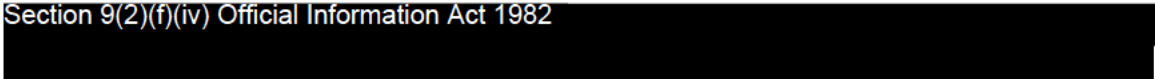




118. This paper has no specific implications for the disability sector.

Publicity

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

Recommendations

The Minister of Police recommends that Cabinet:

1. **note** that the government has been applying new ways of working in the justice and social sectors
2. **note** that significant productivity gains have been made to policing services since 2009 under the *Policing Excellence* change programme and *Prevention First* operating model
3. **note** that, at the same time, the Police environment has become increasingly complex and time-consuming, particularly in dealing with family violence, child protection and adult sexual assault, organised crime and mental health incidents
4. **agree** to invest in a package of initiatives that will fund 880 sworn officers and 245 non-sworn employees and enable the Justice Sector to:
 - a. **Target and catch offenders** – with additional resources to respond and resolve more crime and target criminal gangs and organised crime
 - b. **Prevent crime** – by implementing the social investment approach to address the drivers of crime
 - c. **Deliver a more responsive police service** – by ensuring all New Zealanders can more easily access police services when they need it
5. **note** that agreement ahead of the Budget cycle will enable Police to begin early planning to increase recruit numbers from 2017/18
6. **note** that Justice Sector agencies are currently working on options to reduce pressure on justice sector pipeline impacts and particularly prison muster numbers
7. Section 9(2)(f)(iv) Official Information Act 1982





8. **note** that the proposed package is a significant investment in the sector and will be accompanied by clear expectations for improved results, including delivering the Police performance targets and contributing to the sector targets set out in this paper

9. **approve** the following changes to Vote Police appropriations and departmental capital injections to give effect to the decision in paragraph 4 above, 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)	2.666	3.697	5.160	6.408	6.490	6.490
General Crime Prevention Services (funded by revenue Crown)	0.207	3.472	5.955	8.269	8.480	8.480
Investigations (funded by revenue Crown)	13.468	25.425	34.809	43.725	45.044	45.044
Police Primary Response Management (funded by revenue Crown)	23.985	37.432	51.435	64.573	65.217	65.217
Specific Crime Prevention Services and Maintenance of Public Order (funded by revenue Crown)	5.133	8.370	11.257	13.952	14.260	14.260
Multi-Category Expenses and Capital Expenditure:						
Policy Advice and Ministerial Services MCA						
Departmental Output Expense: Policy Advice (funded by revenue Crown)						
New Zealand Police Capital Injection	7.798	3.850	3.276	3.276	1.218	-
Total Operating	45.459	78.396	108.616	136.927	139.491	139.491
Total Capital	7.798	3.850	3.276	3.276	1.218	-

10. **agree** that the expenses under paragraph 9 above be a pre-commitment against the Budget 2017 operating and capital allowances

11. **approve** the following changes to Vote Justice and Vote Courts appropriations as a result of the decision in paragraph 4, with a corresponding impact on the operating balance and debt:

	\$ m – increase/(decrease)			
Vote Justice Minister of Justice	2017/18	2018/19	2019/20	2020/21 (and out years)
Non-Departmental Output Expense				
Legal Aid	1.000	3.000	5.000	7.000
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)	1.000	3.000	6.000	11.000
Collection and Enforcement of Fines and Civil Debts Services (funded by revenue Crown)	0.300	0.900	1.800	2.000
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	4.000
Total Operating	2.800	8.400	15.800	24.000

12. **agree** that the expenses under paragraph 11 above be a pre-commitment against the Budget 2017 operating allowances

13. **approve** the following changes to Vote Corrections appropriations as a result of the decision in paragraph 4, with a corresponding impact on the operating balance and debt:

	\$m - increase/(decrease)					
Vote Corrections						
Minister of Corrections	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23 & Out Years
Departmental Output Expenses:						
Re-offending is reduced (funded by revenue Crown)	0.440	1.320	2.640	4.400	4.400	4.400
Multi-Category Expenses and Capital Expenditure:						
Public Safety is Improved MCA						
Departmental Output Expense:						
Prison based Custodial Services (funded by revenue Crown)	2.600	7.800	15.600	26.000	26.000	26.000
Sentences and Orders in the Community (funded by revenue Crown)	0.260	0.650	0.980	1.300	1.300	1.300
Total Operating	3.300	9.770	19.220	31.700	31.700	31.700

14. **agree** that the expenses under recommendation 13 above be a pre-commitment against Budget 2017 operating allowances
15. **direct** officials from the Department of Corrections to report back to Cabinet with advice and options regarding the need for additional prison capacity

Authorised for lodgement

Hon Paula Bennett
Minister of Police

INVESTING IN POLICE: SUMMARY

Initiative	# Sworn officers
Emergency Response, Tactical Crime Teams and Youth Aid Officers: strengthen emergency response, focus on youth offending, burglary and community crime.	500
Single Non-Emergency Number (SNEN) and on-line reporting: introduce 24/7 number for non-emergency calls and introduce online reporting process	-
Child Protection, Adult Sexual Assault and serious crime: Extra investigators to bring serious offenders to account	74
Organised crime, gangs, meth: 80 officers to target organised crime, gangs and methamphetamine (addressing both demand and supply)	80
Family & community harm: 66 prevention-focused officers to reduce family and community harm through social investment approach and supporting multi-agency trials and programmes	66
Air Support: Increase EAGLE helicopter air support to enable 24/7, 365 days a year coverage	-
Regional hubs & Rural Duties Officer Network: 140 officers for 24/7 regional hubs; includes Rural Duties Officer Network	140
Ethnic Communities: 20 ethnic liaison officers predominantly focused on Indian and Asian communities	20
Total	880 sworn + 245 non-sworn