

BRIEFING FOR THE MINISTER OF POLICE			
<b>Priority</b>	<input type="checkbox"/> Urgent	<input checked="" type="checkbox"/> Time-Sensitive	<input type="checkbox"/> Routine
<b>Title</b>	Amnesty and buy-back implementation		
<b>Date</b>	26 April 2019	<b>Ref</b>	BR/18/44

## Recommendations

Police recommends that the Minister of Police:

- a) **note** the core principles of the amnesty and buy-back programme are to ensure public safety, security and transparency.
- b) **note** the draft concept design of the amnesty and buy-back programme is broken down into three key stages: planning (national and district) and engagement, collection and disposal, and buy-back
- c) **note** that since 15 March over 2,211 online forms have been submitted notifying of the intent to hand in over 3,012 firearms, and that approximately 385 firearms have been accepted at Police stations
- d) **note** that we are developing a technology-based solution that will manage the necessary information and processes throughout the life-cycle of a firearm or item being surrendered
- e) **note** that we identified key risks for mitigation in relation to: safety of the public and Police; security of firearms against loss or theft; logistical management of volume of firearms and items; managing the scale of financial transactions; and the integrity and transparency of the process
- f) **note** that we are designing four surrender channels: Police stations, local collection points, bulk pick ups, and through dealers
- g) **note** that local collection points will operate on a rolling basis district-by-district, commencing mid-June and finishing in November, prior to the end of the amnesty period
- h) **note** that key dealers have expressed a willingness to be involved in the buy-back process, but have asked whether they would receive a payment to offset the financial impact on their business

- i) **note** that if dealers do not participate, additional cost would be borne by the system at some other point (e.g. additional community based collection points, including storage and security, would need to be established)
- j) **note** that we are exploring using dealers as collection agents and the option that dealers will be reimbursed a small administration fee, and we will report back further with advice on this
- k) **note** that we are preparing a paper for the Cabinet Legislation Committee on 21 or 28 May seeking approval for regulations to implement the buy-back scheme
- l) **note** that we aim to provide you with a draft of the pricing schedules in the week commencing 13 May, to discuss with your colleagues
- m) **note** that we anticipate that the payments system will be ready from the time the community collection process commence, in mid-June
- n) **note** that we anticipate the publication of the pricing schedules, following Ministerial approval, in late May
- o) **note** the approach being taken for strategic communications, including engagement and collaboration with partners
- p) **agree** to forward this briefing to the Prime Minister, and the Ministers of Foreign Affairs and Trade, Finance, Justice, and Defence, being the Ministers with Power to Act in relation to the buyback scheme.

Yes/No

#### Minister's comments and signature

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Hon Stuart Nash  
Minister of Police

## **Amnesty and buy-back implementation**

### **Purpose**

1. The purpose of this briefing is to update you on the work underway to implement the amnesty and buy-back of newly prohibited items and our approach to strategic communications.

### **Lessons from Australia are informing our approach**

2. We have benefited from the knowledge and lessons learned from our Australian colleagues. New South Wales Police (NSW Police) has recently run two amnesties, and the advice we have received indicates clear and consistent communication is critical. NSW Police also found involving communities as much as possible, and gaining their buy-in, meant support could be built for the initiative in play, and if done well, provide support for future amnesty events.

3. s 6(b)

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### **Operationalising the amnesty and buy-back**

6. The high level concept design of the amnesty and buy-back programme are shown in Appendix One, which is a working draft. Work is in progress to refine the details. The concept design is broken down into three key stages, namely: planning (national and district) and engagement, collection and disposal, and buy back.
7. We are in the midst of the planning and engagement phase. It is a significant programme of work, including the need to build a technology solution that can manage the end-to-end logistical process and financial transactions.
8. Core principles underpinning the programme is that we will ensure safety, security and transparency. Public safety is central, for example, ensuring that there is not chaos at collection points. Integrity will be ensured through security and transparency, for example that we do not lose any firearms or information.
9. We are aware of a number of risks and are actively developing mitigations. These risks include: safety of the public and Police; security of firearms against loss or

theft; logistical management of volume of firearms and items; managing the scale of financial transactions; and the integrity and transparency of the process. We will provide you with more detail about these risks when we provide an update on the buy-back programme in the week commencing 6 May.

### **Engagement to date with firearms licence holders and key partner groups**

10. The amnesty and buy-back gives us the opportunity to develop new relationships with New Zealanders, particularly with those in the firearms communities. We are clear about upholding our operating model of 'Prevention First'. By engaging respectfully with our communities, we will set ourselves up for success now and in the future.
11. Since 15 March our call centre staff have fielded over 3,190 calls. Over the past five weeks we have: developed a new section on Police's website to host information about the new prohibitions, and the amnesty and buyback initiatives; emailed 166,000 firearms licence holders to advise them of the changes; and completed a number of vlogs to demonstrate the types of firearms prohibited by the law changes. We have also been able to communicate key messages broadly through multiple firearms dealer and retail distribution streams.
12. We have been engaging formally with the firearms industry for some time. We started FCAF in 2013 and, from this, we have developed relationships with the membership's specialist interest groups, including sports shooters, service rifle enthusiasts and collectors of firearms. This last group is particularly important, as their technical expertise will be required as some firearms transition from the now abolished E-category to collector endorsement regime.
13. We have met with key dealers over the last few weeks. These people represent a significant proportion of the firearms community. In this time, they have warmed towards supporting Police in the buy-back programme, including, for some, wanting to provide information to KPMG in their work developing the pricing schedules.
14. We are committed to reaching out to all key groups who may have experience with firearms, whether that be recreational or vocational, or through crime. We have been in touch with Rural Women NZ, Women's Refuge and the Chief Victims Advisor, briefing them on the situation and creating clear lines of communication.
15. As a separate issue, we are aware of the possible mental health impacts of our programme, and we are promoting the 1737 mental health helpline service for people who feel they may be at risk to themselves, or their loved ones. We know that people can often have a strong attachment to their firearms. Feelings could be running high among some communities, so will need to communicate the right avenues for support and advice.
16. We have liaised with statutory agencies, including the Game Animal Council, Fish and Game and the Hunting Guides Association, and put in place cross-agency liaison with our state sector colleagues.

17. Also critical is our iwi engagement and partnerships. We have spoken to iwi leadership in the Bay of Plenty and the Waikato as part of the Whakatūpato programme, a firearms course for young people, which Police supports. We think it is critical we bring Te Ao Māori to our engagement in the spirit of Treaty partnership with iwi. By engaging and enabling iwi leaders, our reach will be far greater, including helping us to reach rural and isolated communities. Our Māori Responsive Managers and iwi liaison officers will help to filter our messages through areas that might traditionally be hard to reach or not receptive. In the main, engagement to date has been received positively.
18. A key message in the public engagement phase is for the completion of an online form by the holder of the prohibited firearm or items, advising of their intent to surrender their items. Currently, we have in place a temporary online form on the Police website. Since 15 March over 2,211 online forms have been submitted, notifying Police of either of the intent to hand in over 3,012 individual firearms.
19. Nearly 385 firearms have been accepted by Police stations. In some instances these firearms were handed in without going through the online form process.

## **Collection**

20. We are anticipating a tens of thousands of firearms and other items to be received the amnesty period. To prepare for the logistics and payment transactions we are developing a technology-based solution. This will manage the necessary information and processes throughout the life-cycle of a firearm or item being surrendered. It will start with information capture from and about firearms owners and the items surrendered, through to the collection, recording, storage, payment and destruction of the items. This system is expected to be ready to go live in mid June, timed for the commencement of community collection.
21. We are designing four surrender channels:
  - a. at Police stations,
  - b. at local collection points,
  - c. bulk pick ups, and
  - d. to a dealer.
22. For safety and practical reasons, such as staffing considerations at peak hand-in times, we do not propose to promote the surrender of firearms and items to Police stations. It will remain an option, however.
23. While managing firearms is part of Police's day-to-day operations, we are aware of the risks involving in receiving a higher volumes of firearms. Our team has engaged with Districts to ensure all stations are equipped to deal with firearms handed in. This includes having sufficient quantities of forms on hand, and equipment and storage capacity. We are providing refreshed firearms handling material to staff, and an internal training vlog.



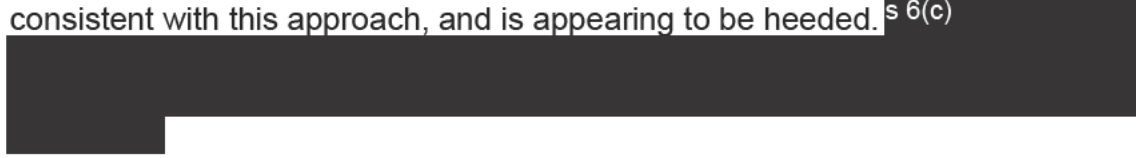



24. Instead, the preferred channel for the handover of firearms will be through community based collection points. These will be operated by specialised and well-resourced teams and will operate on a rolling basis district-by-district, covering the country over a four to five month period. The collection points will be at appropriate community facilities, not at Police stations. We expect that the community collection phase will commence in mid-June, and finish by the end of November, prior to the end of the amnesty period. We can confirm this with you by the end of May.
25. In addition to the staged community collection points operated by Police, we are also exploring how we could use dealers to receive surrendered firearms and items. The information collection aspect of the system would be used from the time of Police collection from dealers, so that surrendered firearms including those qualifying for buy-back, can be tracked.
26. The experience in Australia is that dealers played a pivotal role to assist in removing firearms from the community. Whilst the Australian context is different, with a stronger partnership between Police and dealers in firearms control, we think that enabling dealers to receive surrendered firearms could bring considerable benefits in terms of meeting the aims of the amnesty and buy-back schemes. Dealers have highly secure storage facilities, the expertise to identify and record firearms and parts, established networks, and easy access by the community.
27. We want to engage with dealers in more detail to ensure that if they were used as a channel for collection we could ensure that the essentials requirements of safety, security and transparency would be met.
28. We think that dealers could potentially benefit from being involved through the sale of non-prohibited firearms, to those surrendering prohibited firearms. Thus, the potential to turn a person surrendering a firearm into a customer could be incentive enough for some dealers to participate.
29. Key dealers have expressed a willingness to be involved in the surrender process, but have raised a concern regarding the financial impact on their business (e.g. through staff time being taken up). Some dealers have asked whether they would receive a payment in recognition of this.
30. However, as dealer participation would be voluntary, if dealers do not participate, additional cost would be borne by the system at some other point (e.g. additional community based collection points, including storage and security, would need to be established). We think the net cost of dealer participation may lower the overall financial cost to the Crown of running the amnesty and buyback process. We are doing further work to consider and cost this option, and will provide further advice to you.

s 6(c)

s 6(c)



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34. In relation to the amnesty and buy-back programme it is not the intent of programme to have mass surrender of firearms to Police stations. While this opportunity will be available it is an exception-based approach for people with urgent need to dispose of weapons. Messaging to the community has been consistent with this approach, and is appearing to be heeded. s 6(c)
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35. The amnesty and buy-back programme will focus on mobile temporary pick up locations and the dealer network for large scale community surrender. s 6(c)
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s 6(c)



## **Buy-back payments**

39. We have previously advised that we were preparing a paper for the Cabinet Legislation Committee on 7 May seeking approval for regulations to implement the buy-back scheme (as well as regulations outlining prohibited ammunition, and criteria applied to pest control businesses).
40. The price lists for the buy-back scheme are being developed by KPMG. We have received an update from KPMG that includes risks to achieving the proposed outcomes, some of which are:
  - a. The absence of a definitive catalogue of prohibited items, and the short timeframe to produce bespoke price lists may lead to it being incomplete, contain inaccuracies or not consistent between different kinds of firearms
  - b. Some well-informed and respected members of the firearms industry are unable to participate in pricing workshops because duck shooting season is the busiest time of year for gun experts and retailers
41. We aim to provide you with a draft of the pricing schedules in the week commencing 13 May, to discuss with your colleagues. This is a week later than we had indicated, due to the complexity of the task.
42. Given the Regulations set out the pricing list methodology and Ministers will be considering the pricing list from 13 May, we think we should take a paper on the Regulations and pricing schedules to Cabinet Legislation Committee on 21 or 28 May (rather than 7 May). We think it would be welcome by the firearms community to have the pricing schedules published at the earliest opportunity after approval, and ahead of the commencement of the collection process.
43. The technology system will support accurate recording of all items received. The price for items will be based on the approved, published, pricing schedules. We anticipate that the payments system will be ready from the time the community collection process commences. Payments will be processed on a batch basis from this time.

## **Approach to strategic communications**

44. Strategic communications and engagement will support the amnesty and buyback. Communications material will build off a central agreed narrative, built on the principles of pragmatism, positive engagement, and the fostering of a sense of collective responsibility as New Zealanders. We want people to work with us so they can see how they be part of, and ultimately drive, change.
45. Our narrative will be targeted to key groups:
  - a. Licensed firearms users: recreational hunters, sport shooters, retailers and dealers, wild animal and animal pest controllers, collectors
  - b. Government agencies: Department of Conservation, Ministry for Primary Industries, Civil Aviation Authority, Crown Law Office, Customs NZ,



Ministry of Foreign Affairs and Trade, Ministry of Defence, Department of Prime Minister and Cabinet

- c. Key influencers: Iwi, Federated Farmers, women's organisations
  - d. Vulnerable communities: agencies supporting survivors of violence
  - e. Unlicensed firearms users: lapsed licence holders, gang members.
46. Strategic communications will continue to engage through mainstream media and targeted social media to inform New Zealanders of the changes and progress being made.
47. We have done initial analysis to understand what motivates these groups. We also know what types of communication works best for them, because one size does not fit all and we want to control our messaging to the highest degree possible. That means we will be judicious in our approach to social media forums, and we are directing our energies towards the people who matter most. We aim to put the emphasis of our communications on the population who will be required to hand in their firearms as quickly as possible.
48. Our communications model is centralised, which means messaging will be managed by Police National Headquarters and disseminated to our Districts. Our people in Districts will be enabled to answer questions at public forums, publish prepared op-eds and social media posts, and be seen to visible and engaged.
49. We will also manage direct communication with the national executives of key groups, which will become our channel to releasing information in a scheduled and timely fashion to their regional members. This should ensure that while communication comes through multiple channels, the key messages are consistent.
50. Our communication is not one-way. We are putting mechanisms in place, including a schedule of forums for affected firearms owners, so we can adjust our messaging in an agile fashion, and inform Ministers and the Police Executive of public sentiment, and issues to resolve. We will also feed this back to our cross-agency partners.
51. This is an opportunity for us to solidify the trust and confidence of our communities, whom we rely on for support, backing, and the ultimate success of this programme.

### **Policy programme update**

#### *Compensation for dealers*

52. A paper to joint Ministers outlining options for compensation for dealers will be provided the week starting 13 May. The key decision for Ministers relates to the pricing approach for compensation.

*Policy proposals for Bill 2*

53. A paper outlining policy proposals for a second Bill will be considered by the Social Wellbeing Committee on 22 May. You will receive a briefing next week ahead of the development of the Cabinet paper, setting out options, among other things, for strengthening the licensing regime, and a register and trading system.



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Mike Clement

Deputy Commissioner National Operations

<b>First contact</b>	Mike Clement, Deputy Commissioner National Operations	s 9(2)(a)
<b>Second contact</b>	Tusha Penny, Assistant Commissioner	s 9(2)(a)

s 6(c)

2 COLLECTION & DISPOSAL

 <div><i>* Preferred option</i> <b>LOCAL COLLECTION POINTS</b></div>	 <div><i>*Preferred option</i> <b>HAND IN AT DEALER</b></div>	 <div><i>*By exception</i> <b>BULK PICK UPS</b></div>	 <div><i>*Least preferred option</i> <b>HAND IN AT STATION</b></div>
Each firearm and part (if separated) tagged with a unique ID.	Each firearm and part (if separated) tagged with a unique ID.	Each firearm and part (if separated) tagged with a unique ID.	Each firearm and part (if separated) tagged with a unique ID.

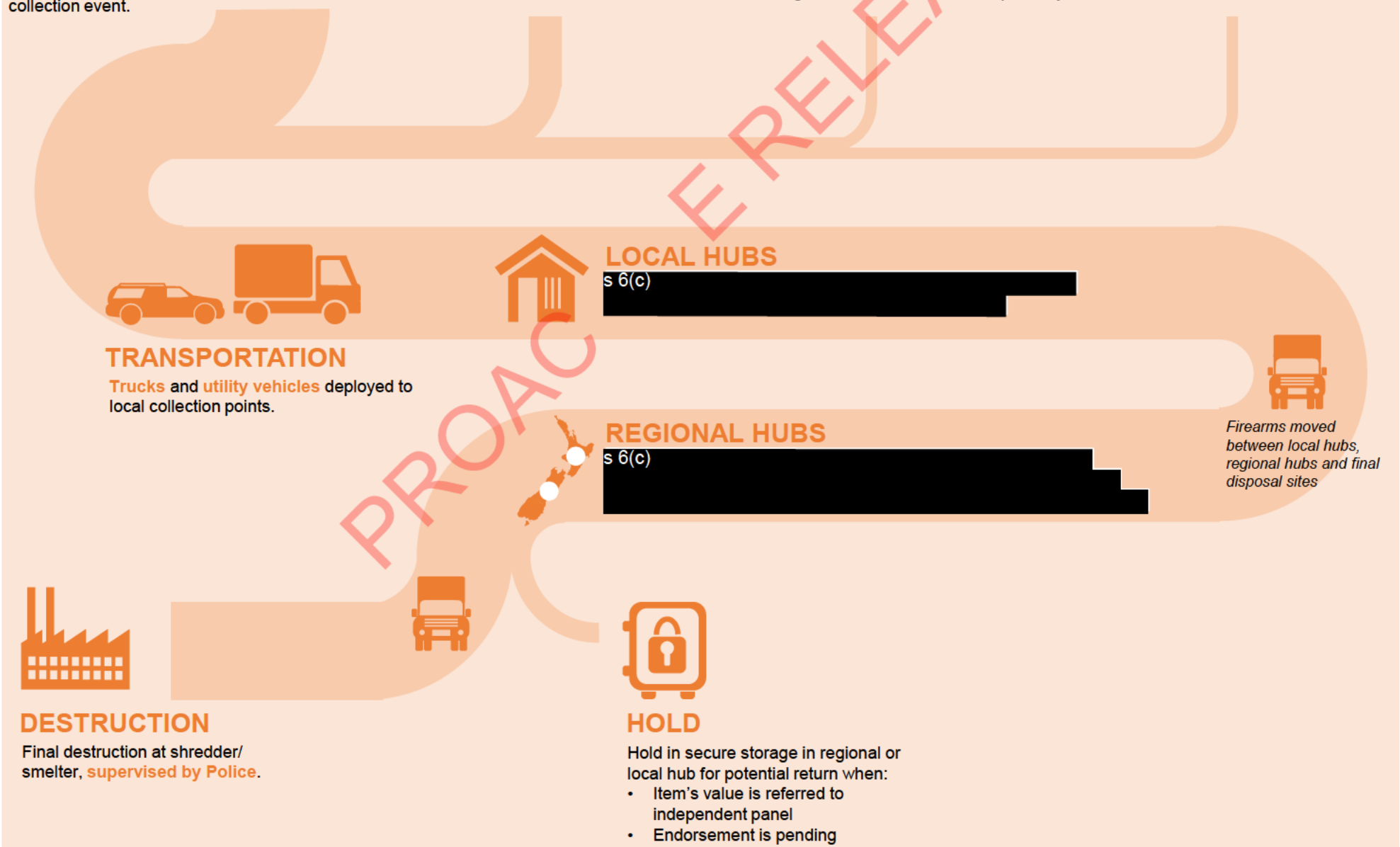
Collection teams supplemented by District staff in a staggered regional approach. Collection team, armed officers and community representatives oversee collection event.

Dealers store surrendered firearms and District teams periodically collect firearms.

Districts to facilitate except on-based pick-ups for firearms where there are:

- High-risk circumstances
- Large number of firearms held privately

Station storage capacity monitored and transport to central hubs if required before mass collection.



3 BUY-BACK

ASSESS ELIGIBILITY



Firearm make, model and condition must be verified by a firearms expert.

Check against Firearm license details to ensure individual was in lawful possession of the firearm prior to 21 March.

DETERMINE VALUE



When firearm is verified by firearms expert at the time of hand-in the buy-back value will be determined.

Value is determined by Independent Advisors and put into effect by Regulation.

EXCEPTIONS



Advice relating to firearm value through an Independent Panel.

Valid grounds for referral are:

- Unusual or rare item
- Item not listed in Regulations

MAKE PAYMENTS



All payments facilitated by New Zealand Police. Supported by SAP.

Payments will show on statement as coming from NZ Police.