

REDUCING INEQUALITIES

Sector Description

The justice sector has a number of areas in which inequalities are evident. For Police, such inequalities manifest themselves in disproportionate rates of victimisation of Māori, and high rates of apprehension. Rates of apprehensions and victimisation of Pacific peoples are also inappropriately high, in proportion to populations within New Zealand. This is of particular concern in relation to young people, and needs to be addressed by a government-wide approach, as well as within individual components of the justice sector, including Police.

The Police vision of ‘Safer Communities Together’ requires on Police to operate as part of our communities, with a focus on developing and supporting the ability of communities to provide achieve this vision.

Overview

Police are acutely aware of the need to provide a more responsive service to Māori and Pacific peoples and to enhance our relationship with disadvantaged groups generally.

This is achieved nationally and locally and involves specific initiatives, changes to practice and procedures and review of the ways in which we work. The following sections of the report outline key strategies and initiatives that contribute to reducing inequalities for disadvantaged groups generally, and Māori and Pacific peoples specifically.

The policing response is guided by the *Māori Responsiveness Strategy* and the *Responsiveness to Pacific People Strategy*. Police are also closely involved in the development and implementation of Government strategies and directions that impact on disadvantaged groups, including:

- Youth Services Strategy;
- Youth Offending Strategy;
- Blueprint for the Care and Protection Sector;
- Family Violence Prevention Strategy;
- The National Drug Policy; and
- The National Youth Suicide Prevention Strategy.

Key Policies and Programmes

Externally-Focused Initiatives

Bringing the voice of Māori into Policing

The Commissioner’s Māori Focus Forum is an important means of ensuring that the Board of Commissioners has access to advice and guidance on the ways in which Police work towards achieving the goals of the Māori Responsiveness Strategy. The Forum met three times in the period June 2000 to July 2001, and augments the work being undertaken in Districts.

Example:

The Tasman District has joined 14 other local government departments in signing an agreement with local iwi. The agreement is considered an extension of the Treaty of Waitangi and is believed to have set a precedent as the first coming together of a region on its own initiative without involving the Waitangi Tribunal or a court. Under the agreement, Police and iwi will hold meetings every quarter to discuss issues.

Training about the Treaty of Waitangi and Māori protocols, together with increased access to external Māori networks through the iwi liaison network has provided necessary support systems for both Māori and non-Māori staff.

Example:

Nearly 100 staff from around the country have attended a Police Management Conference (Kia Puawai) in the Waikato. The conference provided an opportunity for middle managers to increase their understanding of the Police Responsiveness to Māori strategy, and what it means for them as leaders; to share information and to hear about programmes that can be adapted for their districts. The presentations were followed up by workshops dealing with topics such as using iwi liaison officers to build police capability, the Treaty of Waitangi and reshaping police culture.

Services Focused on Children and Young People

The services delivered by Police for children and young people aim to achieve the following outcomes:

- to enhance the safety of children and young people;
- to prevent children and young people from offending and re-offending; and
- to prevent children and young people from becoming victims of crime.

Services include:

- Youth crime prevention;
- School education services;
- Support to Family Group Conferences; and
- School road safety education.

These services are based on working closely with young people and their communities, and encompass prevention, early intervention and response to offending and victimisation. Although there are common elements to the provision of such services, other aspects differ markedly between districts.

Examples:

A new series of anti-bullying programmes developed by the Police Youth Education Service encourages schools and the wider community to take a collective stance against the problem. Three Kia Kaha (Stand Strong) programmes have been developed to be taught to junior, middle and senior primary school students (ages 5 - 12) by Police Education Officers in partnership with school teachers. From a police perspective, a positive, educative intervention in the early stages of schooling is far preferable to having to deal with the downstream consequences of bullying.

In addition to these routine services, Police also have 30 Youth at Risk projects. Although not specifically directed at Māori or Pacific young people, both groups are strongly represented among the young people on the projects. Evaluation of the initial programmes indicates their effectiveness in reducing offending, and also notes their beneficial effect on the families and peers of the young people involved. Individual districts may also choose to involve young people who are 'at risk' in various activities.

Examples:

Fourteen police officers have attended a taiaha camp at Rotorua, continuing an Auckland police tradition now in its fourth year. The group attended the Mokoia Taiaha Wananga; a camp where the participants learn to use the Māori weapon the taiaha. Each group has been accompanied by 20 young people put forward by schools, community constables, the Department of Corrections or referred following family group conferences.

The Youth at Risk project in Mangere has been joined by a Pacific youth worker, reflecting the fact that Mangere is made up of 44 percent Pacific Island and 22 percent Māori. The objectives of the project are to identify key offenders, assess the problems with the young person and their family and coordinate appropriate community and partner agency responses. The ultimate goal is to improve the education, employment, peer group, culture, community and health outcome of each young person and their family.

Process and Procedures

The ways in which Police improve responsiveness to disadvantaged groups are often evident through daily practice, and not solely as a result of national initiatives. For example, the ways in which police respond to sudden death have the potential to contribute positively to improved relationships with other cultures. Current guidelines alert police to the necessity for particular sensitivity when dealing with sudden death, and pay particular attention to sudden deaths of Māori. A recent review of guidelines indicates that there is

a need to provide a wider range of information for police, to assist in dealing with sudden deaths of people from other cultures.

Examples:

Recently, North Shore/Waitakere police have been commended for their cultural sensitivity following the death of a young Māori boy. Acting on advice from the North Shore/Waitakere Tu Tahitanga (Maori advisory group), the boy's clothing was retained, and subsequently returned to his family.

Northland Police understanding of Māori issues has significantly increased in recent years. For example, Northland staff now ask for patrol cars to be blessed if the vehicles have been used to transport items or clothing from crash scenes or other traumatic events. Also, at fatal crashes it is now standard practice to have the scene blessed.

Understanding of the protocols surrounding Māori sudden deaths is also increasing. The district has arranged for iwi speakers to explain their point of view, invited Child, Youth and Family to give presentations on sudden infant deaths, and held meetings with the local hospital and pathologists to smooth the way for grieving families.

Structural Changes Designed to Improve Targeted Service Delivery

Structural changes have also contributed to enhanced service delivery to disadvantaged groups. The expansion of the iwi liaison officer network has proven particularly valuable in assisting districts to develop and improve relationships with Māori, and there are now 35 iwi liaison officers, with at least one in each district. The establishment of other liaison positions (Indian Liaison Officer and Pacific Liaison Officer) in some districts has also been of value in working with local communities. Of all initiatives, this has produced the most positive and demonstrable difference in terms of increased Māori participation in Police. This relates not only to increased numbers of Māori staff, but also to the ability of Police to work more closely with Māori communities.

Example:

A position of Pacific Island cultural liaison officer has been established in Counties-Manukau District, working with communities from around seven different Pacific Islands, most of whom live in Otara and Mangere.

Human Resources

A key aspect of enhancing responsiveness concerns the ways in which Police recruit, train and retain staff. The following initiatives are designed to ensure that Police human resources practices are fair and equitable for all staff.

- The Compliance Plan for the Human Rights Act to ensure the widespread adoption of Human Rights principles in Police will support a more inclusive workplace;
- Continued application of job evaluation processes that recognise the value of the job irrespective of the incumbent;
- Placement of staff within remuneration bands is in accordance with relevant agreement provisions. This reflects a variety of factors including historical arrangements, translation provisions, time in the job, and performance, and applies equally to all staff in the same situation;
- Performance pay Rating Review Panels are an established means of objectively assessing performance and eligibility for performance pay; and
- Competency based person specifications and position descriptions.

Recruiting and Appointment

Police have established the following specific targets to ensure that the organisation is more reflective of the communities in which we operate:

- set and achieve targets for more women, Māori, Pacific and Asian peoples as police officers, in order to more closely reflect the community we serve; and
- set and achieve targets for women, Māori, and Pacific peoples in Police management roles to the year 2010.

Focused recruitment activities were developed for Māori and Pacific peoples. Activities included:

- marae-based seminars;
- posters, booklets; and
- advertising focusing on prospective applicants who are Māori and Pacific peoples.

Recruiting initiatives were supported by the Police iwi liaison officer network. Police provided support for the Auckland University of Technology programme *Te Punenga Whanui*. One course was run during the year and one commenced. The objective of the certificate course is to support Māori and Pacific Island women and men to gain entry to police recruit training. Senior Police staff act as guest lecturers and take physical development training.

A review of the appointment process was undertaken in order to identify and eliminate any discriminatory practices. Transparent appointment processes continued to ensure appointment is on merit.

The Police also aim to have more women, Māori and Pacific people both as police officers and in senior management positions by the year 2010. The

following targets have been set for these groups and are registered in the Police EEO Assessment to the State Services Commission:

Targets and Milestones	2010 Target %	2005 Milestone %
Employment of Māori	18	12.5
Proportion of Māori in senior management	10	7.5
Employment of Pacific peoples	7.4	7.4
Proportion of Pacific peoples in senior management	5	2.5
Employment of sworn women	25	20
Proportion of women in senior management	12.5	7.5

Note: Senior management is defined as the top three management tiers including the Board of Commissioners, District Commanders, Superintendents and non-sworn equivalent staff.

Māori Staff Network

There has been a gradual increase in the number of staff who identify as Māori (currently 11.7%). Targeted recruitment has contributed to this increase, as well as self-identification and the tendency for more staff to identify as Māori. This signals a positive shift in attitudes stemming from organisational commitment and the ongoing development of responsiveness to Māori strategies, in particular the work of Police iwi liaison officers to engage iwi participation in all aspects of policing. Ongoing training and the ability to share information is a key aspect of building internal capacity, and as part of this focus, iwi liaison officers attended a week-long training conference in July 2000.

Pacific Peoples’ Network

Government’s Pacific Capacity Building programme has given heightened awareness within Police to this part of core business. As at June 2001 development of the NZ Police Responsiveness to Pacific Peoples strategy was 90% complete. Pacific staff of Police (currently 3.7%) have supported the strategy’s development and contributed with Pacific community groups to the completion of a Pacific Responsiveness workbook and guidelines for police. Staff support network groups have been formalised in Christchurch, Wellington and Counties-Manukau. A pan-Auckland Pacific Advisory Group has been established and links closely with the Pacific liaison officer position recently established in South Auckland. Police have advertised two further positions across the Auckland area.

Evaluation and Research

A full Police ethnicity census was undertaken to gain an up-to-date profile for planning, monitoring of trends and identifying where strategies are required to recruit or enhance outcomes for disadvantaged groups. 83.4% of staff

responded to the census and key findings included:

- 11.7% of those who responded identified as NZ Māori;
- 3.7% of staff who responded identified as being Pacific Island peoples; and
- 0.7% of staff who responded identified as being Asian peoples.

A research project entitled Women in the CIB. *Opportunities for and Barriers to the Recruitment, Progress, and Retention of Women in the Criminal Investigation Branch (CIB)* was commissioned by Police and undertaken by independent researcher Associate Professor Prue Hyman of Victoria University (July 2000).

The report notes that its recommendations, as well as facilitating the employment of women in CIB, have the potential to help improve the position of Māori, Pacific peoples and other ethnic groups in the police.

Te Puni Kōkiri completed a review of Police responsiveness to Māori, and their report is to be published in October 2001. The report is based on an examination of initiatives at District and national level, and examines the ways in which Police have progressed in implementing their responsiveness plan. Police anticipate that the report will provide useful feedback on the impact of initiatives designed to enhance responsiveness to Māori, as well as a basis for work in future years.

Summary of Costs

Activity	Actual \$000	Budget \$000	Variance \$000
Iwi liaison (including Māori Advisory Forum)	435	424	11
Cultural affairs (Office of the commissioner)	158	170	(12)
Total	593	594	(1)
Output	Actual \$000	Budget \$000	Variance \$000
Output 2.3 Youth crime prevention	16,094	14,347	1,747
Output 2.4 School education services	6,814	6,858	(44)
Output 6.2 Support to Family Group Conferences	1,066	1,123	(57)
Output 12.1 School Road Safety Education	4,123	4,186	(63)
Total	28,097	26,514	1,583

Conclusion

The 2001 Police Annual Report includes a wide range of measures directed at enhancing the ways in which Police work with particular groups in the community, and most notably, how we aim to improve our relationships with Māori and Pacific peoples. The targets and milestones identified above, provide not only goals against which we can measure our progress, but also a challenge to encourage continued action.