

BRIEFING FOR THE MINISTER OF POLICE AND MINISTER OF FINANCE			
Priority	<input type="checkbox"/> Urgent <input checked="" type="checkbox"/> Time-Sensitive <input type="checkbox"/> Routine		
Title	Tactical Response Model: Outcomes of evaluation and next steps		
Date	9 November 2022	Ref	BR/22/78CH

Recommendations

Police recommends that the Minister of Police and Minister of Finance:

- a) **note** the outcomes of the TRM Proof of Concept and high-level findings from the Evidence Based Policing Centre evaluation report provided to Police on 4 November 2022
- b) **note** that Police propose to publicly release the TRM evaluation report on 21 November, subject to ministerial discussion, that will give an early sense of public sentiment
- c) **note** that national implementation of the TRM is subject to Cabinet agreement to release tagged funding totalling \$122.55 million from 2023/24 to 2025/26
- d) **note** that, subject to your agreement, Police will provide a draft Cabinet Paper to the Minister of Police in the week of 14 November seeking approval to release the tagged contingency outyear funding
- e) **agree in principle** to take the paper to the Social Wellbeing Committee on 7 December 2022 seeking approval to draw down the outyear funding, subject to Ministerial consultation Yes/No

Minister's comments and signature

Minister's comments and signature

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Hon Chris Hipkins
Minister of Police

Hon Grant Robertson
Minister of Finance

Tactical Response Model: Outcomes from Evaluation and Next Steps

Executive summary

1. When agreeing to fund further investment in the Tactical Response Model (TRM) as part of the Budget 2022 Justice Cluster initiative, Cabinet directed officials to “report back to relevant Ministers by 1 November 2022¹ on the outcomes of the Tactical Response Model to date and an implementation plan for a national roll-out” [CAB-22-MIN-0129 refers]. This is ahead of Cabinet considering whether to release remaining funding of \$122.55 million over the next three FY and \$40.99 million for outyears, held in contingency.
2. The trial of the TRM commenced in four Proof of Concept (PoC) Districts in November 2021. The TRM operating model was approved by the Police Executive on 17 October 2022. The model was informed by the PoC trial and a formal evaluation by the Evidence Based Policing Centre (EBPC). The EBPC’s final evaluation report on outcomes of the PoC trial was received on 4 November 2022 (a copy is attached at the Appendix).
3. The EBPC evaluation found that the individual components of the model produced safety benefits, but the greatest impact came when the model was operated as a complete safety system. There have been tangible improvements to frontline safety in PoC Districts and a safer operating environment, evidenced by a reduction in:
 - the use of firearms against Police,
 - the number of assaults against and injuries to frontline staff,
 - occurrences of use of force by Police, and
 - the number of complaints received about the use of force by Police.
4. The evaluation also identified efficiency savings associated with the use of rostered “on-shift” AOS staff in TRM roles, reducing the burden on those who would previously have been called away from other duties or called out from home when not working. This has led to further wellbeing benefits with staff being called out less, and therefore able to deploy more to their core policing roles.
5. Subject to Cabinet agreement to release \$122.55 million tagged contingency funding for 2023/24 – 2025/26 and \$40.99 million for outyears, and following local engagement with communities, the TRM will be implemented in full nationally, with a phased roll-out across all Police Districts beginning 1 March 2023.
6. As requested by Cabinet, this briefing paper reports on the outcomes of the TRM PoC and key outcomes from the EBPC’s evaluation report (Appendix).
7. Subject to your feedback, we propose to provide the Police Minister with a draft Cabinet paper before 18 November, outlining an implementation plan for national roll-out in the first half of 2023. Police also plans to release the TRM evaluation report. This timeframe will enable a cabinet decision prior to the Christmas break.

¹ Delivery has been slightly delayed due to delays in the completion of the EBPC’s final report.

Background

Tactical Response Model: response to a challenging policing environment

8. The Frontline Safety Improvement Programme (FSIP) was established by Police in response to the murder of Constable Matthew Hunt in June 2020 and against the background of an increasingly challenging policing environment where staff face increasing risk.
9. FSIP's work aligns with a broad strategic work programme Government is progressing to address the harm caused by gangs and organised crime. This includes targeting gun violence and the illicit supply of firearms, addressing the underlying drivers of offending and gang recruitment, and supporting community resilience.
10. During 2020, FSIP initiated work on the Tactical Response Model (TRM), which was designed as an integrated safety system to ensure Police are trained, equipped and supported to keep themselves and the communities they serve safer. The TRM supports Police to better understand, prevent and respond to high risk and critical incidents through three broad pillars:
 - Enhanced Frontline Training and Technology
 - Enhanced Frontline Access to Specialist Capability
 - Risk-based Deployment Framework.
11. The overall aim of the TRM is to improve the safety of frontline officers and increase overall frontline capability, while retaining generally unarmed policing services. Increased specialist capability will deliver end-to-end tactical support to the frontline through prevention and response deployment practices, supporting both pre-planned and emergency operations that are informed by Tactical Intelligence.
12. The increase in capacity of frontline staff with specialised training and equipment through the TRM will reduce the risk from encounters with gang members, organised crime groups and others involving firearms and violence.

Cabinet agreed to fund initial investment in the TRM

13. In September 2021, Cabinet approved funding of \$15.496 million from the 2021/22 between budget contingency [CBC-21-MIN-0096 refers] and subsequently, ongoing investment totalling \$62.696 million (\$42.000 million operating and \$20.696 million capital) from Budget 2022 until June 2023 [CAB-22-MIN-0129 refers] to begin implementing the TRM. The initial phase involved setting up training, equipment, staff, infrastructure, and a PoC trial of the model in four Police Districts.
14. Approval of funding totalling \$122.55 million over the next three years and beyond is contingent on Cabinet approval of a final implementation plan for a national roll-out of the TRM, informed by the outcomes of the PoC trial.

Trial of the TRM in four Proof of Concept (PoC) locations

15. The trial of the TRM commenced in four PoC Districts (Northland, Waikato, Central, Counties Manukau) in November 2021. The PoC trial was intended to

establish and evaluate aspects of the initial TRM design to help to determine the best model ahead of potential national roll-out.

16. The trial was intended to end on 30 June 2022 when the formal EBPC evaluation was completed but was continued so ongoing assessment of outcomes and benefits from the trial could inform the final design of the TRM.
17. Components of the TRM tested included:

Tactical safety training

- Frontline Skills Enhancement in District (FSED) training commenced in the four PoC Districts in December 2021 and was rolled out to all 12 Districts by August 2022. FSED involves four days a year of enhanced scenario-based training, specific to the current local operating environment and focused on appropriate de-escalation and tactical responses. These four days are in addition to the current three and a half days of Police Integrated Tactical Training (PITT).

Tactical Teams

- TRM Tactical Teams, comprising a minimum of four-member AOS-qualified Tactical Prevention Teams (TPTs) and two-member Tactical Dog Teams (TDTs) – where the tactically trained operator supporting the dog handler is AOS-qualified, providing enhanced specialist capability to frontline staff. TPTs were deployed in all four PoC Districts, and TDTs were deployed initially in Northland and Central, then later in Waikato.
- The Tactical Teams were not routinely armed, unless required following a risk assessment in response to specific emergency or pre-planned events.
- Tactical Prevention Teams provided an enhanced on-shift tactical capability supporting existing PoC District teams in pre-planned prevention activities (such as search warrants involving firearms) investigating and apprehending High Risk Offenders (HROs). These teams can also be deployed to respond to high-risk emergency calls through the District Command Centre (DCC).
- The double crewed TDTs support frontline response, with the addition of a tactical operator improving safety for dog handlers, frontline staff and the community.

Risk-based, intelligence-led deployment

- Embedding specially trained Tactical Intelligence (TacInt) staff in Districts is enabling intelligence-led, risk-based deployment of the new Tactical Teams. TacInt provides insight into where the frontline is at heightened risk, supporting tactical decision making.
- DCCs operating 24/7 manage the deployment of Tactical Teams to support the frontline and are available to provide safety advice and support to rural, sole charge and other officers during night shift.
- Pre-planned tactical deployment is managed utilising a weekly cross-District tasking and co-ordination process. DCC shift coordinators provide enhanced leadership and increased capacity for coordinating deployment.

Technology and equipment

- Tactical safety training and on-shift tactical capability are supported by the procurement of property, technology, and equipment, ranging from training venues through to vehicles, first aid kits and tourniquets.
18. TRM elements were implemented differently across PoC Districts allowing variations to be assessed. The trial in PoC Districts allowed FSIP to test the initial TRM design to determine its effectiveness in achieving the intended improvements to frontline safety, alongside the formal evaluation.

High-level findings from the EBPC evaluation

19. Independently of FSIP's assessment, the EBPC conducted a formal six-month evaluation of the PoC trial between 1 January and 30 June 2022. Information gathered during the evaluation process offered insights into what worked well, what needed to be understood in more depth, and where improvements were needed to optimise actual and perceived frontline staff safety. Evaluation findings informed the process of finalising TRM design for national roll-out.
20. The final EBPC evaluation report was received by Police on 4 November 2022 and is attached as an Appendix. We propose to release the report to enable further community engagement to take place prior to implementation. Supporting communications material will be provided ahead of this to the Minister of Police.
21. The EBPC report confirms that the TRM has worked – it is achieving in most areas that will lead to the targeted safety outcomes, and some of those outcomes, such as staff feelings of safety and actual safety, are already being seen. It is likely that there will be further improvements as the TRM is embedded nationally.
22. Tangible improvements to frontline safety in PoC Districts and a safer operating environment are evidenced by a reduction (compared to non-POC Districts) in:
- a. the use of firearms against Police in PoC Districts
 - b. the number of injuries to frontline staff
 - c. the number of assaults on Police
 - d. the reported use of force by Police (by 17%)
 - e. the number of complaints about use of force by Police (by 29%) - suggesting that the public were more likely to perceive police tactics as legitimate.
23. A significant finding is that Tactical Prevention Teams are reducing the demand on AOS call outs: 14% of pre-planned deployments attended by TPTs would have ordinarily been attended by a full AOS squad, with those staff called away from other Police roles. This reduced AOS deployment impact on the frontline is significant within the operational context, and indicative of good use of rostered tactical support.
24. This has also seen efficiency savings in terms of reduced occurrences of staff being called away from their core roles, and wellbeing benefits that flow from the

reduced demand on on-call AOS members, freeing them to focus on their substantive day roles.

25. FSED training is increasing competency with tactical options among frontline staff, enabling better decision-making and safety in use of force contexts, and improving feelings of confidence and safety.
26. Double crewed Tactical Dog Team deployment was particularly well received, with dog handlers reporting that being paired with a tactical operator increased their feelings of safety and confidence, alongside increasing motivation, wellbeing and productivity.
27. Enhanced Tactical Intelligence capability and 24/7 DCC support means frontline staff are now better informed as to their greatest risks, due to daily staff safety briefings and the identification and communication of the risk associated with identified offenders.

Approval of final design and implementation plan

28. The evaluation confirms the TRM is achieving the targeted outcomes of safer staff, safer communities, and increased feelings of safety by frontline staff. FSIP's ongoing monitoring has identified minor enhancements to the model² which will be put in place for national roll-out. The final TRM design acknowledges the EBPC finding that TRM requires a complete system approach for its full effect to be realised. The model requires all parts to be working together to produce a true impact on staff and community safety.
29. The proposed future operating model and an outline implementation plan for national roll-out was endorsed by the Police Executive on 17 October 2022. The final design, resourcing analysis and Implementation Plan are to be discussed for final approval by the Police Executive on 15 November. It is proposed that national roll-out of the TRM operating model commence from 1 March 2023.
30. Police will draft a Cabinet Paper confirming the proposed future operating model and implementation plan and seeking agreement to the drawdown of the contingency budget. This Cabinet paper is expected to be provided to the Minister of Police before 18 November.
31. Police proposes to publicly release the TRM Evaluation Report on 21 November that will inform the public and gauge initial public sentiment.
32. In addition, Police District Commanders would undertake targeted engagement with iwi and other key community representatives in January and February through their existing trusted community groups, ahead of rollout.
33. Police proposes parallel agency and Ministerial Consultation take place between 18 November and 30 November enabling the paper to be lodged on 1 December for SWC on 7 December.

² These primarily involve increasing the visibility of the TRM so all those involved in its implementation understand how it works as an integrated safety system to improve staff safety and renaming TPTs as Offender Prevention Teams with an increased focus on investigations work.

Proposed engagement and timeframes

34. Subject to Cabinet approval, Police would extend community engagement to discuss the proposed operating model design and implementation plan with wider community groups, the Commissioner's focus fora and national interest groups from late January through February. This would ensure widespread understanding of the model prior to implementation from 1 March 2023.
35. Police will provide you with a communications plan to support any public Ministerial announcement of TRM national implementation at the appropriate time. The timeline to Implementation is summarised below:

15 November	Police Executive Leadership team approval of the operating model, business case and implementation plan
16 November	Cabinet Paper to Ministers Office for consultation
21 November	TRM Evaluation Report (attached) publicly released
18 to 30 November	Parallel agency and Ministerial consultation
7 December	SWC
12 December	Cabinet
Jan to Feb	District and National engagement with external stakeholders
1 March	Progressive roll-out of TRM to all 12 Police Districts



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Tusha Penny, Assistant Commissioner Frontline Capability

First contact	Tusha Penny, AC Frontline Capability	s 9(2)(a)
Second contact	Acting Superintendent Penny Gifford, Business Programme Owner - FSIP	s 9(2)(a)

Appendix: Final EBPC evaluation of the Proof of Concept trial of the Tactical Response Model

Please refer to attached document.

To see this attachment, please refer to *Tactical Response Model: Evaluation Report*, Evidence Based Police Centre, published on the New Zealand Police website: <https://www.police.govt.nz/about-us/publication/tactical-response-model-evaluation-report-shows-positive-impact>