

BRIEFING FOR THE MINISTER OF POLICE

Priority	<input type="checkbox"/> Urgent <input checked="" type="checkbox"/> Time-Sensitive <input type="checkbox"/> Routine		
	Response required by 13 April 2023 so that officials can prepare a Cabinet paper for report back in time for the 6 June 2023 External Relations and Security (ERS) Cabinet Committee meeting		
Title	RCOI Recommendation 12 – Update on Progress of the cross-agency Business Case for a public reporting system		
Date	30 March 2023	Ref	BR/23/9GA

Executive summary

1. In August 2022, Cabinet made the decision to go forward with investment in a new reporting system in response to Recommendation 12 of the report of the Royal Commission of Inquiry into the terrorist attack on Christchurch masjidain on 15 March 2019 (the RCOI report). Recommendation 12 is to: *Develop and promote an accessible reporting system that enables members of the public to easily and safely report concerning behaviours or incidents to a single contact point within government.*
2. Cabinet also approved the drawdown of \$1.094 million in operating funding for 2022/23 from the *Reporting System for Concerning Behaviours and Incidents – Tagged Operating Contingency* to develop a Business Case for the new system [CAB-22-MIN-0301 refers]. New Zealand Police (Police) is leading a cross-agency project to develop a Detailed Business Case (DBC).
3. You and the Lead Coordination Minister for the Government's Response to the RCOI report (Lead RCOI Minister), Hon Andrew Little, are invited to report back to Cabinet on progress on the Business Case by May 2023.
4. Due to the Budget 23 moratorium and other timing constraints with meeting consultation requirements ahead of the External Relations and Security Committee (ERS) meeting in May, we recommend deferring this report back to the ERS meeting on 6 June 2023.

Overall progress

5. When approving the drawdown of funding to develop the business case, Cabinet provided guidance on its scope by outlining 11 components it must cover. Considerable progress has been made on the key components, with those that are crucial to the business case process either already completed or due to be completed by June 2023.

Short list of options for the new system

6. Police has developed a short list of three options for a new reporting system. The options focus to varying degrees on specific aspects of the system - s9(2)(f)(iv)

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7. The project will now undertake an economic assessment of a short list of three options, which includes assessment against costs, benefits and risks. We expect to complete this assessment and identify a preferred option by mid-June 2023.
8. As we work through the detailed costings for the options, we will be able to better estimate whether a preferred option is likely to be able to be delivered within the remaining tagged contingency, or whether we will need to seek further funding for implementation as part of the approvals process for the business case.

Host agency

9. This paper seeks your endorsement of s9(2)(f) the host agency for the new system, s9(2)(f)(iv)

s9(2)(f)(iv)

10. s9(2)(f)(iv)

Demand

11. Current reporting volumes of Terrorism and Violent Extremism (TVE) and 'perceived hate' behaviours and received by Police, NZSIS and DIA suggest that demand for the new reporting system could range between 20 and 100 reports per day. This could be significantly higher when current rates of under-reporting of crime is taken into account.
12. A detailed demand analysis that factors in the extent and effectiveness of branding and promotion will inform the costings to implement the new system as part of the assessment of the short list options.

Timelines and funding

13. While good progress has been made, the expectation set in the August 2022 Cabinet paper that a business case would be completed in time for Cabinet approval by May 2023 was very ambitious. We expect that a DBC can be completed by August /September 2023 with Cabinet approval sought in October/November 2023.
14. Current project funding is forecast to be fully spent by the end of June 2023. Therefore, as part of the report back we would also seek a drawdown of \$0.700 million against the tagged contingency to complete the DBC and an Implementation Business Case (IBC), if one is required.

Recommendations

Police recommends that the Minister of Police:

- a) **agree** to report back to Cabinet in June 2023 on the progress of the business case for a new public reporting system in response to Recommendation 12 of the report of the Royal Commission of

Yes/No

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Inquiry into the terrorist attack on Christchurch masjidain on 15 March 2019;

- b) **note** that considerable progress has been made on key elements of business case; Yes/No
- c) **endorse** s9(2)(f)(iv) [REDACTED] the host agency s9(2)(f)(iv) [REDACTED] for the new reporting system being delivered in response to Recommendation 12 of the RCOI report; Yes/No
- d) **agree** that the report back to Cabinet in June 2023 also seeks approval of a draw down of \$0.700 million against the *Reporting System for Concerning Behaviours and Incidents – Tagged Operating Contingency* to complete the Detailed Business Case (and Implementation Business Case, if required); Yes/No
- e) **Note** that a preferred solution may require more than the tagged contingency funding that has been set aside and that further funding for implementation may be sought as part of the approvals process for the business case; Yes/No
- f) **agree** to forward this briefing to the Lead Coordination Minister for the Government's Response to the RCOI report for his endorsement; Yes/No
- g) **agree** to meet with officials and the Lead Coordination Minister for the Government's Response to the RCOI report to discuss the contents of this briefing. Yes/No

Minister's comments and signature

..... / / 2023

Hon Ginny Andersen

Minister of Police

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RCOI Recommendation 12 – Update on Progress of the cross-agency Business Case for a public reporting system

Purpose

15. The purpose of this paper is to provide you with an update on progress on the Police-led response to Recommendation 12 of the RCOI report.
16. The paper seeks your endorsement of our recommendation of s9(2)(f)(iv) host agency for the new reporting system, and of the short list of options for the new reporting system.
17. It also seeks your agreement to report back to Cabinet in June 2023 – and specifically to seek Cabinet's approval to draw down further funding of \$0.700 million against tagged contingency to complete the DBC and IBC, if one is required.

Background

18. The Royal Commission's view was that everyone has a role to play in keeping New Zealand and New Zealanders safe from terrorism and violent extremism, and that public reporting is critical to understanding the full picture of national security threats and risks, particularly in discovering and preventing issues before they materialise into harmful actions (need ref?).
19. Recommendation 12 of the RCOI report is to: *Develop and promote an accessible reporting system that enables members of the public to easily and safely report concerning behaviours or incidents to a single contact point within government.* Progressing a public reporting and response system for concerning behaviours and incidents forms part of the all-of-government response to the Royal Commission approved by Cabinet in November 2021 [CAB-21-MIN-0503].
20. The RCOI report identified opportunities to enhance New Zealand's counter-terrorism effort, including "improvements to relevant [Public] sector agency systems and/or operational practices to ensure the prevention of such terrorist attacks in the future".
21. Since the release of the RCOI Report, Counter-Terrorism Agencies – New Zealand Police (Police) and the New Zealand Security Intelligence Service (NZSIS) – have made changes to systems and processes to enhance coordination and prevention efforts. Investments have been made in strengthening how the agencies understand national security threats, so they can better manage risk. This includes standardised processes for threat assessment, information sharing around emerging and known threat issues, and ongoing work to improve systems for the discovery of previously unknown threats.
22. In April 2022, Cabinet approved a s9(2)(f)(iv) contingency initiative *Reporting System for Concerning Behaviours and Incidents* for Vote Police, for inclusion in the 2022 Budget package. Cabinet further agreed that:
 - drawdown against the tagged contingency for FY2022/23 would be subject to Cabinet approval to develop a system for reporting concerning behaviours and incidents [CAB-22-MIN-0129].
 - draw down of funding from FY2023/24 is subject to Cabinet approval of an Implementation Business Case.

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23. In August 2022, Cabinet made the decision to go forward with investment in the new reporting system when it approved the drawdown of \$1.094 million in operating funding to develop a Business Case for the new system. This funding is drawn from the \$13.500 million *Reporting System for Concerning Behaviours and Incidents – Tagged Operating Contingency* approved as part of the 2022 Budget package.
24. You and the Lead RCOI Minister are invited to report back to Cabinet on progress on the Business Case by May 2023. Due to the Budget 2023 moratorium and other timing constraints with meeting consultation requirements ahead of the External Relations and Security Committee (ERS) meeting in May, we recommend deferring the May 2023 report back to the ERS meeting on 6 June 2023.

Business Case to develop a new reporting system

25. Police is leading development of a Business Case for a new public reporting system

s9(2)(f)(iv)

s9(2)(f)(iv)

26. The new reporting system will:
 - **deliver a channel for the public to report concerning behaviours and incidents.** Creating an additional channel that will harness public awareness to surface issues otherwise unknown to the system will enhance the system for the prevention of Terrorism and Violent Extremism (TVE);
 - **address the systemic national security vulnerability inherent in threat information silos that exist between New Zealand government agencies.** It will do this through improving the system for collecting, triaging, and managing information from the public and by providing enhanced information management and intelligence management systems to enable agencies to better 'join the dots'.
27. A conceptual overview of how the new reporting system will operate within current national security arrangements can be found in **Appendix A**.
28. The Treasury (Treasury) has advised that – due to the risk profile of the project – the point of entry in the Better Business Case process is a DBC. Work to develop the DBC is a cross-agency effort, led by Police with input and advice from a cross-agency Advisory Group¹. Governance is provided by a cross-agency group of senior officials chaired by the Department of the Prime Minister and Cabinet (DPMC)².

Progress on the Business Case

29. When approving the drawdown of funding to develop the business case, Cabinet provided guidance on its scope by outlining 11 components it must cover.

¹ The Advisory Group is made up of representatives from Police, New Zealand Security Intelligence Service (NZSIS), the Department of the Prime Minister and Cabinet (DPMC), the Department of Internal Affairs (DIA), the Ministry for Ethnic Communities (MEC), and the Ministry for Business, Innovation and Employment (MBIE).

² Other agencies represented on the Governance Group are Police, NZSIS, DIA and MEC.

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30. Considerable progress has been made on the key components, with those that are crucial to the business case process either already completed or due to be completed by June 2023. A high level overview of progress on all 11 components is outlined below.

Table 1: Progress on components of the DBC for a new reporting system

Component of business case	Status
Problem statement	Completed
Need for investment and the case for change	Completed
Range of national security harms, incidents and behaviours that are included in a new reporting system	Completed
Recommendations on the ongoing involvement of stakeholders in the governance of a new reporting and response system	Completed
Preferred host agency for a new reporting, triage, assessment and referral capability	Completed
Options that will deliver for victims a place to make reports, and a coordinated assessment and referral system across government agencies	Preferred option will be identified in June 2023
Options that will deliver collective cross-agency information that will help New Zealand to form a coherent national security intelligence picture	
Initial assessment of future service and demand to identify a second phase of response resource requirements across agencies	Will be completed by June 2023
Recommendations on safe, secure and efficient collection, use, and disclosure of information across agencies	Under way
Recommendations on cross-agency communications, branding, promotion and marketing solutions	Under way
Ensure that the new public reporting system for national security-related behaviours and incidents embeds non-discriminatory human rights practices	Under way

33. The following section provides a more detailed progress update on the following components that are most critical to the development of the DBC:

- scope of behaviours that the public would be asked to report.
- options for a reporting system (that includes enhanced intelligence management between agencies).
- host agency for the new reporting system.

Scope of behaviours and incidents to be reported through the system

34. s9(2)(f)(iv) [REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]

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- s9(2)(f)(iv)
35. The public (and especially affected communities) want and will likely use the system to report the types of harm that concern them. These types of behaviours include hateful extremism, targeted mis/dis-information campaigns, religiously and/or ethnically motivated harassment and abuse, racism, and micro-aggressions.
36. s9(2)(f)(iv)
37. s9(2)(f)(iv)

Options for a new reporting system

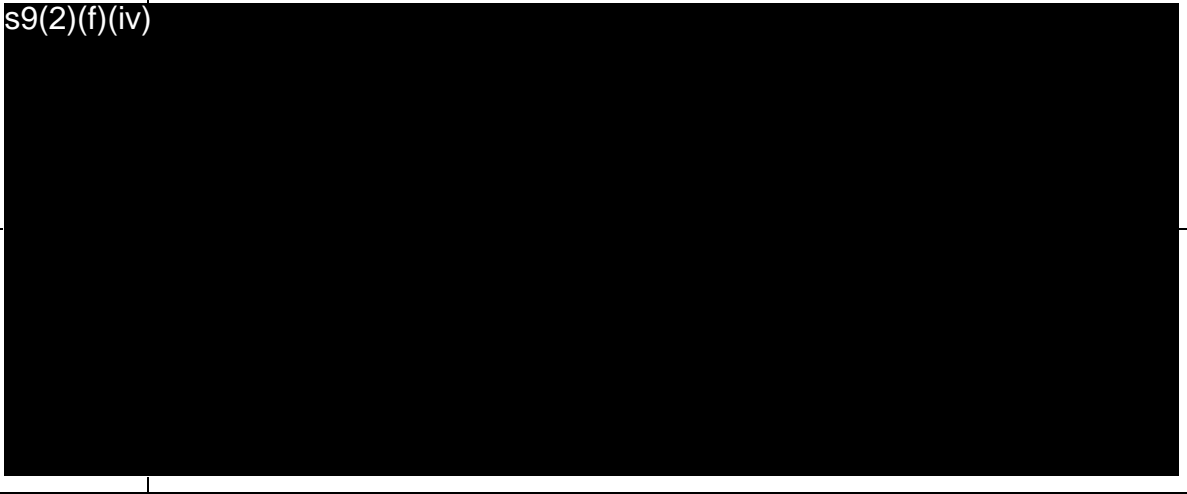
38. The project has followed Treasury's Better Business Case process to identify a short list of options for the new reporting and intelligence management system. This process has included:
- facilitating a series of cross-agency workshops and engagements with at-risk communities
 - identifying evaluation criteria (set out in **Appendix B**)
 - identifying and assessing a wide range of individual dimensions and choices that might meet the business needs and service requirements of the new system
 - developing and assessing a long list of options (including the Status Quo) for the new reporting system. s9(2)(f)(iv)
39. The short list was endorsed by the project Governance Group on 22 February 2023, and by the Police Executive Leadership Team on 14 March 2023. High level descriptions of the short list options are in Table 2, and more detailed descriptions of each option are set out in **Appendix C**.

Table 2: RCOI Recommendation 12 reporting system – short list options

Option	High level description
s9(2)(f)(iv)	

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s9(2)(f)(iv)




40. The project will now undertake an economic assessment of a short list of three options, which includes assessment against costs, benefits and risks. We will also assess a counterfactual ('do minimum') option as a comparator. We expect to complete this assessment and identify a preferred option by mid-June 2023.
41. As we work through the detailed costings for the options, we will be able to better estimate whether a preferred option is likely to be able to be delivered within the remaining tagged contingency, or whether we will need to seek further funding for implementation as part of the approvals process for the business case.

Host agency

42. All of the short-listed options include an ownership and governance model that

s9(2)(f)(iv)



43. Police and the cross-agency Advisory Group considered a wide range of options for the host agency of the new system.

s9(2)(f)

(iv)

44. An initial assessment of these options considered such factors as existing legal and statutory powers, governance arrangements, capability, systems, and stakeholder relationships. This assessment resulted in three options being carried forward for further assessment: s9(2)(f)(iv)

³ NZSIS, GCSB, Police, DIA, MBIE, DPMC, HRC and the new National Security Agency

⁴ Netsafe, CrimeStoppers

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45. These three options were further considered as part of the wider assessment of individual dimensions and choices of a new system outlined in paragraph 38 above.

s9(2)(f)(iv)

46. s9(2)(f)(iv)

47. s9(2)(f)(iv)

s9(2)(f)(iv)

Table 3: high level assessment of the host agency options

Element	s9(2)(f)(iv)	s9(2)(f)(iv)
Legal mandate		
Governance arrangements		
Capability		
Stakeholder relationships		
Systems		

48. The Police Leadership Team and the project Governance Group have endorsed the proposal s9(2)(f)(iv)

49. s9(2)(f)(iv)

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50. In addition, the success of the reporting system will be dependent on information-sharing and responses from a number of agencies. s9(2)(f)(iv)

Likely demand for the new reporting system

51. Current reporting volumes of TVE and 'perceived hate' behaviours received by Police, NZSIS and DIA suggest that demand could range between 20 and 100 reports per day.
52. The actual number could be many times higher because – as with most crime types – latent demand for extremist harms is likely to be chronically under-reported. The extent and effectiveness of branding and promotion will likely affect the overall number of public reports.
53. s9(2)(f)(iv)
54. A detailed demand analysis will inform the costings to implement the new system as part of the assessment of the short list options.

Business Case timeline

55. The advice to Cabinet in August 2022 set the expectation that approval of a business case would be sought in May 2023.
56. While good progress has been made, the timeline to establish a cross agency project and deliver a DBC by May 2023 was very ambitious. Following detailed planning and engagement with those parts of the business that contribute to the development of the business case, we now expect that the DBC will be completed by August/September 2023.
57. Allowing time for review and approval of the DBC by agencies involved in its development, and for required consultation with agencies and Ministerial consultation on the Cabinet paper, an indicative timeframe for submitting the DBC to Cabinet for approval is October/November 2023.

A further drawdown is needed to fund completion of the business case

58. When approving the tagged contingency in April 2022, Cabinet agreed that drawdown for 2023/2024 would be subject to Cabinet approval of an Implementation Business Case (IBC). However, no funding has been allocated to complete an IBC.
59. Current project funding is forecast to be fully spent by the end of June 2023. Therefore, as part of the report back we would also seek a drawdown of \$0.700 million against the tagged contingency to complete the DBC and IBC, if one is required.

Consultation

60. DMPC and Treasury have been consulted on the contents of this paper.

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Next steps

61. Police will continue developing the business case, with expected completion by August/September 2023.
62. Police will draft a Cabinet paper in time for you to report back to ERS on 6 June 2023. The Cabinet paper will provide an update on progress on the DBC and seek approval to drawdown a further \$0.700 million against the tagged contingency to complete the DBC and IBC, if one is required.
63. We recommend that you share this briefing paper with Minister Little as Lead Coordination Minister for the Government's Response to the RCOI report, for his endorsement. The project Governance Group has recommended that you discuss this paper with Minister Little.
64. Officials are available to discuss the contents of this briefing with you. Should you wish to do so, officials would appreciate you inviting Minister Little to this discussion.



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Rachael Bambery

Executive Director Services and Resolutions, and Recommendation 12 Senior Responsible Officer

First contact	Rachael Bambery, Executive Director Services and Resolutions, and Recommendation 12 Senior Responsible Officer	Mobile number s9(2)(a) [REDACTED]
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Appendices

Appendix A: Draft operating model for the new reporting system

Appendix B: Criteria used to assess dimensions/choices and long list

Appendix C: RCOI Recommendation 12 reporting system – summary of short list options

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